

Shropshire

**Gypsy and Traveller and Travelling Showperson
Accommodation Assessment 2017**

Shropshire Council

Final Report
October 2017

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Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column ‘total’ due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.

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Executive Summary

Introduction

The Shropshire Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence to identify the housing needs of Gypsies, Travellers and Travelling Showpeople from across the County, updating the evidence base as set out in the 2015 GTAA which was also prepared by arc⁴.

The Shropshire GTAA (2017) has comprised the following evidence sources:

- A review of existing (secondary) data,
- An online survey of 51 key stakeholders, and
- Interviews with 96 Gypsy and Traveller households living on sites or in bricks and mortar accommodation in the County.

This data has been analysed to provide a picture of current provision and activity across Shropshire and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development and evidence of need and supply to inform the consideration of planning applications.

Current provision and activity

The 2011 Census identifies a total of 130 households in Shropshire with a ‘White: Gypsy or Irish Traveller’ ethnicity. Of these, 47 households lived in a caravan or other mobile or temporary structure and 83 households lived in bricks and mortar (house, bungalow, flat, maisonette or apartment).

The bi-annual Traveller caravan count indicates an average of around 127 Gypsy and Traveller caravans over the last five counts. The annual Travelling Showperson caravan count (undertaken each January) indicates the presence of 5 Travelling Showperson caravans in 2014, but no caravans of this nature were recorded in subsequent years.

As at July 2017 there are four authorised permanent Council-owned Gypsy and Traveller sites in Shropshire. In addition, there are 22 authorised private sites¹, one tolerated private site and one unauthorised site. There is one authorised temporary Travelling Showpersons’ yard.

The triangulation of secondary data, Council records and fieldwork survey has identified a total of 142 pitches across the County (July 2017). 136 households were living across the 131 occupied pitches and 11 pitches were vacant. 89 questionnaires were returned from households living on pitches representing a response from 67.9% of occupied pitches. An additional 7 responses were returned from households in bricks and mortar accommodation.

¹ this includes Warrant Road which became authorised in July 2017

Gypsy and Traveller pitch requirements

The calculation of pitch/plot requirements in the GTAA is based on DCLG modelling as advocated in the withdrawn document, *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). The DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

As of April 2017, there were a total of 142 Gypsy and Traveller Pitches across Shropshire (132 Permanent Authorised, 8 Private Temporary Authorised, 1 Private Tolerated and 1 Unauthorised). The GTAA 2017 has evidenced an overall cultural need for 90 additional pitches over the plan period to 2035/36. This equates to a need for 34 additional pitches under the PPTS 2015 definition. However, there is evidence of a high degree of turnover on existing pitches which offsets identified need. Records show average turnover of at least 5.5 pitches each year over the past 5 years. This level of turnover would equate to 27.5 pitches over 5 years - significantly exceeding the level of identified need.

It is recommended that the Local Plan acknowledges the overall need (excluding turnover) for 90 additional pitches based on a cultural interpretation of need and 34 based on a PPTS interpretation of need. For the purposes of the review of the Local Plan it is however concluded that turnover on local authority pitches is expected to address this need, and that there is no current requirement for site allocations or the identification of sites for longer term provision. Although there is no overall shortfall in pitches once turnover is considered, the Council should continue to consider planning applications for appropriate small sites to address any arising needs of Gypsy and Traveller families should they be forthcoming over the Plan period.

Travelling Showpeople plot requirements

There is currently one temporary Travelling Showpersons' yard in Shropshire. The 2017 GTAA has not found any evidence of a need for additional plots to be provided over the plan period, other than a suitable permanent site for the existing residents at the temporary site.

The Council should continue to engage with the Showman's Guild of Great Britain and consider any future need should it arise.

Transit site requirements

Unauthorised encampment activity is a good indicator of transit need. In terms of transit provision, the GTAA 2017 recommends that a transit site of 8-10 pitches is developed. This would accommodate around 90% of unauthorised encampments at current levels.

1. Introduction

- 1.1 In October 2016, arc⁴ were commissioned by Shropshire Council to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across Shropshire. This will replace the existing GTAA which was prepared during 2014, with the Final Report (updated) published in January 2015. Whilst this GTAA is relatively recent, more up to date evidence is required to support the partial review of the Shropshire Local Plan. This review will ‘roll’ forward the Plan period from 2006 - 2026 to 2036, with an update of all housing requirements, including provision for Gypsies and Travellers.
- 1.2 The existing GTAA also pre-dates Planning Policy for Traveller Sites (PPTS) August 2015. Therefore Shropshire Council also required an updated GTAA which considered and reflected the implications of this and other updated national policy, legislation and guidance.
- 1.3 The overall objective of the Gypsy and Traveller Accommodation Assessment is to form a clear evidence basis to: identify the housing needs of Gypsies and Travellers and Travelling Showpeople to 2036 and consider 5 year supply in Shropshire; inform requirements for the identification of sites and the development of planning policies relating to Gypsy, Travellers and Travelling Showpeople. It will also be used to support the consideration of relevant planning applications and the development of housing needs assessments (relating to settled gypsy and travellers) and relevant supplementary guidance documents.
- 1.4 The research provides information about the current and future accommodation needs of Gypsies and Travellers and Travelling Showpeople.
- 1.5 The study adopts the definition of ‘Gypsies and Travellers’ set out within national policy, *Planning policy for traveller sites* (PPTS) (first published in March 2012 and updated in August 2015). Within PPTS 2015 the following definition² of ‘Gypsies and Travellers’ is adopted:
- ‘Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.’³*
- 1.6 In addition, PPTS 2015 adds the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:
- ‘In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*
- a) *whether they previously led a nomadic habit of life*

² The implications of this change to the definition is subject to legal challenge

³ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1. This definition deletes the reference to households who have ceased to travel permanently which appeared in PPTS 2012

- b) *the reasons for ceasing their nomadic habit of life*
- c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*⁴

1.7 The following definition of ‘Travelling Showpeople’ is used, also taken from PPTS 2015:

*‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily but excludes Gypsies and Travellers as defined above.’*⁵

1.8 In addition:

*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’*⁶

1.9 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.

1.10 The overall purpose of a Gypsy and Traveller Accommodation Assessment (GTAA) is to support the development of clear and realistic planning policies relating to Gypsies, Travellers and Travelling Showpeople. The study provides an evidence base to assist the Council in determining an appropriate level of pitch provision to be sought through the lifetime of the Local Plan and to identify the accommodation needs of Gypsies and Travellers to meet the Council’s obligations under section 8 of the Housing Act 1985 (as added by section 124 of the Housing and Planning Act 2016).

Study components

1.11 The study comprised five stages, which are set out below:

- **Stage 1:** Development of methodology. Collation and review of existing information and literature;
- **Stage 2:** Stakeholder consultation;
- **Stage 3:** Survey of Gypsies and Travellers across the study area;
- **Stage 4:** Data analysis, calculation of needs and report production; and
- **Stage 5:** Dissemination.

⁴ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

⁵ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3. This definition deletes the reference to households who have ceased to travel permanently which appeared in PPTS 2012

⁶ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

Report structure

1.12 The report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study;
- **Chapter 2 Legislative and policy context:** presents a review of the legislative and policy context;
- **Chapter 3 Methodology:** provides details of the study's research methodology;
- **Chapter 4 Review of current Gypsy and Traveller population and provision of sites/plots:** reviews estimates of the Gypsy and Traveller population across Shropshire and the scale of existing site/yard provision;
- **Chapter 5 Household survey findings:** presents relevant data obtained from the household survey research;
- **Chapter 6 Stakeholder consultation:** summarises views of stakeholders expressed through the online survey;
- **Chapter 7 Pitch, plot and transit requirements:** focuses on current and future pitch and plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and
- **Chapter 8 Conclusion and strategic response:** concludes the report, identifying headline issues, and recommending ways in which these could be addressed.

1.13 The report is supplemented by the following appendices:

- **Appendix A** which provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers;
- **Appendix B** Shropshire Local Plan Policies
- **Appendix C** Literature review of policy, guidance, reports and best practice notes;
- **Appendix D** Fieldwork questionnaire;
- **Appendix E** Fieldwork survey response statistics;
- **Appendix F** Glossary of terms.

2. Legislative and policy context and local implementation

- 2.1 This research is grounded in an understanding of how the national legislative and policy context has affected Gypsy and Traveller and Travelling Showpeople communities to date.

Legislative background

- 2.2 Since 1960, several Acts of Parliament have had a major impact on the provision of sites for Gypsies and Travellers and Travelling Showpeople.
- Caravan Sites and Control of Development Act 1960;
 - Caravan Sites Act 1968 (Part II); and the
 - Criminal Justice and Public Order Act 1994.
- 2.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.
- 2.4 Since the 1994 Act, the only places where Gypsies and Travellers and Travelling Showpeople can legally park their trailers and vehicles are:
- Council and Registered [Social Housing] Providers' Gypsy caravan sites;
 - Privately owned land with appropriate planning permission; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.
- 2.5 The 1994 Act resulted in increased pressure on available sites. Following further reviews of law and policy, the Housing Act 2004 was passed, which included placing a requirement (section 225) on local authorities to assess Gypsy and Traveller and Travelling Showpeople accommodation needs within their area.
- 2.6 The Human Rights Act 1998 compels public organisations (including the Government, police and local councils) to treat everyone equally, with fairness, dignity and respect. The Act can be used by persons who feel that their human rights have been breached. Several articles, protocols and clauses of the Act are relevant to Travellers and have been tested in court. Of particular significance is the case of Chapman v UK the European Court of Human Rights (2001) which held that a home set up without lawful authority could still be a 'home' within the terms of Article 8.
- 2.7 The Equality Act 2010 protects people from discrimination in the workplace and wider society. It replaces previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection. Race is one of the protected characteristics under the Equality Act, and the Act requires that someone shouldn't be discriminated against because of their race. This means that people should not be treated unfairly because of their colour, nationality, ethnic origin or national origin.

Notably Romany Gypsies and Irish Travellers are identified as having a safeguarded characteristic under the Act.

- 2.8 The recent Housing and Planning Act 2016 (section 124) creates a new duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a district with respect to sites for caravans and the mooring of houseboats as part of the periodical review of housing needs. It deletes sections 225 and 226 of the Housing Act 2004, and any secondary legislation and guidance made under them. As a result, *Gypsy and Traveller Accommodation Needs Assessments Guidance* (October 2007) was revoked on 12 July 2016.
- 2.9 More detail on the legislation affecting Gypsies and Travellers and Travelling Showpeople can be found at Appendix A.

Policy background

- 2.10 A considerable range of policy and guidance documents have been prepared by Central Government to assist local authorities in discharging their strategic housing and planning functions and numerous research and guidance documents have been published by other agencies. This review examines influential policy, guidance and research which relates specifically to Gypsies and Travellers and Travelling Showpeople or makes reference to them; more information is provided within Appendix C.
- 2.11 Some of the key themes to emerge from the review of relevant literature include:
- Recognising the long-standing role Gypsies and Travellers and Travelling Showpeople have played in society and how prejudice, discrimination and legislative change have increasingly marginalised these distinctive ethnic groups;
 - A recognised shortage of provision for Gypsies and Travellers;
 - The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
 - Recognition that Gypsies and Travellers are one of the most socially excluded groups in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation; and
 - A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

Planning policy

- 2.12 In March 2012 the Government published the National Planning Policy Framework (NPPF)⁷ covering a range of topics, together with *Planning policy for traveller sites*⁸ (PPTS 2012). These documents replaced all previous national planning policy in respect

⁷ DCLG National Planning Policy Framework March 2012

⁸ DCLG *Planning policy for traveller sites* March 2012 (now superseded)

- of Gypsies and Travellers and Travelling Showpeople. Accompanying National Planning Practice Guidance (PPG) is published online and regularly updated.
- 2.13 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with targets set in regional plans. The Coalition Government abolished regional planning under the provisions of the Localism Act 2011 and local authorities no longer have targets set out in regional plans.
- 2.14 PPTS 2012 instead encouraged local planning authorities to form their own evidence base for needs in their area and use this to set their own pitch and plot targets for their Local Plan.
- 2.15 In a written statement to Parliament on 17th January 2014 the Coalition Government stated:
- ‘Ministers are considering the case for further improvements to both planning policy and practice guidance to strengthen Green Belt protection in this regard. We also want to consider the case for changes to the planning definition of ‘travellers’ to reflect whether it should only refer to those who actually travel and have a mobile or transitory lifestyle. We are open to representations on these matters and will be launching a consultation in due course.’⁹*
- 2.16 Between September and November 2014 the Government consulted on proposed changes to PPTS. An updated document, *Planning policy for traveller sites* (PPTS 2015) was subsequently published in August 2015¹⁰. Alongside the publication on 31st August 2015, a letter to Chief Planning Officers in England was issued by the DCLG Chief Planner (Steve Quartermain)¹¹. The letter and accompanying planning policy statement dealt specifically with the issue of Green Belt protection and intentional unauthorised development. On 17th December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement, that intentional unauthorised development is a material consideration in the determination of planning applications and appeals¹².
- 2.17 PPTS 2015 sets out that *‘the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community’¹³*
- 2.18 The policy sets out the Government’s aims in respect of traveller sites, namely:
- a. *that local planning authorities should make their own assessment of need for the purposes of planning*
 - b. *to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites*
 - c. *to encourage local planning authorities to plan for sites over a reasonable timescale*

⁹ House of Commons 17 January 2014, c35WS

¹⁰ DCLG *Planning policy for traveller sites* August 2015

¹¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

¹² <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

¹³ DCLG *Planning policy for traveller sites* August 2015, paragraph 3

- d. *that plan-making and decision-taking should protect Green Belt from inappropriate development*
- e. *to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites*
- f. *that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective*
- g. *for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies*
- h. *to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply*
- i. *to reduce tensions between settled and traveller communities in plan-making and planning decisions*
- j. *to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure*
- k. *for local planning authorities to have due regard to the protection of local amenity and local environment¹⁴*

2.19 It is within this policy context that local planning authorities will have to plan future provision for Gypsies and Travellers and Travelling Showpeople across their respective areas. 'Policy A' requires Councils to use evidence to plan positively and manage development. Paragraph 7 of PPTS 2015 states that:

'In assembling the evidence base necessary to support their planning approach, local planning authorities should:

- a) *pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups)*
- b) *cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities*
- c) *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.'*

2.20 'Policy B' of PPTS 2015 relates to plan-making and planning. It sets the context for Local Plan preparation, consistent with policies in the NPPF. Paragraph 9 sets out that local planning authorities should set pitch and plot targets which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities. Specifically, in producing their Local Plan, local planning authorities should:

¹⁴ DCLG *Planning policy for traveller sites* August 2015, paragraph 4

- a) *'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets*
- b) *identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15*
- c) *consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries)*
- d) *relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density*
- e) *protect local amenity and environment.'*

2.21 PPTS 2015 explains that, to be considered 'deliverable', sites should be:

- available now,
- offer a suitable location for development,
- be achievable with a realistic prospect that development will be delivered on the site within five years.
- Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

2.22 In order to be considered 'developable', sites should be:

- in a suitable location for traveller site development and
- there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Changes to planning policy

2.23 The updated PPTS (2015) has introduced some key changes to policy, including:

Change of the definition of 'traveller'

2.24 The definitions of Gypsies and Travellers and Travelling Showpeople have been amended (see paragraphs 1.5 and 1.7) so that, for planning-related purposes, they exclude those who have permanently ceased from travelling.

2.25 The Government has also indicated that it will seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents.

Protecting the Green Belt

2.26 The updated PPTS changes the weight that can be given to any absence of a five-year supply of permanent sites when deciding planning applications for temporary sites in land designated as Green Belt, sites protected under the Birds and Habitats Directives,

sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.

- 2.27 The Government has also changed planning policy so that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt. This change applies to both the settled and Traveller communities.

Unauthorised occupation

- 2.28 The planning policy statement issued with PPTS 2015¹⁵ (and confirmed by Ministerial Statement¹⁶) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.29 In addition, the PPTS makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased need and their area is subject to strict planning constraints then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to deter large sites such as Dale Farm, a large unauthorised site in Essex, from being set up.

Gypsy and Traveller Accommodation Needs Assessments Guidance

- 2.30 In October 2007, the DCLG published *Gypsy and Traveller Accommodation Needs Assessments* Guidance.
- 2.31 This Guidance set out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments (GTAAAs), including the needs of Showpeople as well as Gypsies and Travellers. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.
- 2.32 The 2007 Guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population and emphasises the importance of obtaining robust data. It recognises the difficulty of surveying this population and recommends the use of:
- Qualitative methods such as focus groups and group interviews;
 - Specialist surveys of those living on authorised sites that are willing to respond; and

¹⁵https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

¹⁶<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCS423/>

- Existing information, including local authority site records and the twice yearly caravan counts.
- 2.33 The Guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.
- 2.34 The Housing and Planning Act 2016 (section 124) deletes sections 225 and 226 of the Housing Act 2004 and any secondary legislation and guidance made under them. This Guidance was therefore revoked on 12 July 2016. However, many elements of the approach and methodology set out in the Guidance have become ‘best practice’ and have been tested thoroughly by inspectors at planning inquiries. Some references to the withdrawn 2007 guidance are therefore included within this GTAA.

Draft guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats

- 2.35 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft guidance relates to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.36 The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.
- 2.37 In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.38 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for Shropshire.
- 2.39 The publication of finalised guidance is awaited.

Enforcement powers

- 2.40 In March 2015, the Government published *Dealing with illegal and unauthorised encampments: a summary of available powers*, which sets out ‘the robust powers councils, the police and landowners now have to clamp down quickly on illegal and unauthorised encampments’.¹⁷ The powers are reiterated as part of the Government’s commitment to protecting the Green Belt. The summary advises authorities that they ‘should not gold-plate human rights and equalities legislation’ and that they have in fact strong powers available to them to deal with unauthorised encampments. When dealing with encampments authorities are advised to consider the following:

¹⁷ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

- *‘The harm that such developments can cause to local amenities and the local environment;*
 - *The potential interference with the peaceful enjoyment of neighbouring property;*
 - *The need to maintain public order and safety and protect health;*
 - *Any harm to good community relations; and*
 - *That the State may enforce laws to control the use of an individual’s property where that is in accordance with the general public interest.’*¹⁸
- 2.41 Despite having a clear leadership role, the summary urges local authorities to work collaboratively with other agencies, such as the Police and/or the Highways Agency to utilise these enforcement powers.
- 2.42 On 31st August 2015, alongside the publication of updated PPTS the DCLG wrote to all local authority Chief Planning Officers in England attaching a planning policy statement on *Green Belt protection and intentional unauthorised development*¹⁹ with immediate effect. The statement, which was confirmed as national planning policy in a Ministerial Statement on 17th December 2015²⁰, sets out changes to make intentional unauthorised development a material consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State’s decision *‘to enable him to illustrate how he would like his policy to apply in practice’*, under the criteria set out in 2008.
- 2.43 In addition, the planning policy statement of 31st August 2015 announced that the Government has cancelled the documents *Guide to the effective use of enforcement powers, Part 1* (2006) and *Part 2* (2007).

Caravan Counts

- 2.44 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July²¹. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with

¹⁸ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

¹⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

²⁰ <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

²¹ Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

planning permission) but do not relate necessarily to the actual number of pitches (i.e. capacity) on sites.

- 2.45 In addition, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above).
- 2.46 A major review²² of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.

Progress on tackling inequalities

- 2.47 In April 2012 the Coalition Government published a *Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers*²³, which summarised progress in terms of meeting ‘Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities’²⁴. The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

- 2.48 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government made the following commitments:

- *‘The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained...’*
- *Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.’*²⁵

²² Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

²³ The study only includes reference to Gypsies and Travellers and not Travelling Showpeople

²⁴ www.communities.gov.uk/news/corporate/2124322

²⁵ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

- 2.49 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government committed to:
- The provision of support, training and advice for elected member services up to 2015; and
 - The promotion of improved health outcomes for Travellers through the planning system; the report states that *'one of the Government's aims in respect of traveller sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which travellers can access education, health, welfare and employment infrastructure.'*²⁶

Previous Design Guidance

- 2.50 PPTS 2015 provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence to plan making and decision taking.
- 2.51 Previous design guidance²⁷ was set out in *Designing Gypsy and Traveller Sites – Good Practice Guide* (DCLG 2008) which suggests that, among other things, there must be an amenity building on each site and that this must include, as a minimum:
- Hot and cold water supply;
 - Electricity supply;
 - A separate toilet;
 - A bath/shower room; and
 - A kitchen and dining area.
- 2.52 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the DCLG Design Guide *'succinctly outlines the physical requirements for site provision for travellers'*. It also identified a number of 'pointers' for future guidance, and these are worth mentioning here:
- The family unit should be considered to be larger and more flexible than that of the settled community due to a communal approach to care for the elderly and for children;
 - A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and
 - Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. *'would ensure that a set of best practice principles can be established.'*²⁸

²⁶ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

²⁷ This guidance was withdrawn on the 1st September 2015. It did not apply to the provision of new yards for Travelling Showpeople. Further information about good practice in the provision of yards can be obtained from the Showmens' Guild of Great Britain.

²⁸ Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

- 2.53 The HCA Review suggested the following design considerations:
- Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
 - Vehicular access is a requirement and not an option;
 - Open space is essential for maintenance of vehicles and grazing of animals;
 - Open play space for children needs to be provided;
 - A warden’s office is required for permanent sites;
 - Communal rooms for use of private health/education consultations are required; and
 - An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.
- 2.54 On 31st August 2015, the DCLG letter to Chief Planning Officers (setting out the planning policy statement on *Green Belt protection and intentional unauthorised development*) set out that the Government thereby cancelled the document *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

Strategic policy

- 2.55 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF) set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 178).
- 2.56 The duty to cooperate was created in the [Localism Act 2011](#). National planning practice guidance (NPPG) includes guidance outlining requirements in respect of the *Duty to cooperate* (March 2014). It states that duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).
- 2.57 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).

Local Policy

- 2.58 The Shropshire Local Plan currently comprises the Core Strategy (adopted 2011) and the Site Allocations and Management of Development (SAMDev) Plan (adopted 2015), together with the adopted Neighbourhood Plans for Much Wenlock and Shifnal. These documents set out proposals for the use of land and policies to guide future development (including that for Gypsies and Travellers) in Shropshire up to 2026. There is a need however for Shropshire Council to review development requirements and to objectively assess the development needs of the County. The proposed Plan review allows a longer term view to be taken (to 2036) and significant national policy and procedural changes, along with other important influences, to be taken into account.
- 2.59 Shropshire Core Strategy Policy CS12²⁹ ‘Gypsy and Traveller Provision’ (along with Core Strategy Policy CS5 in the countryside) set out the local approach to Gypsy and Traveller development. As the Core Strategy policies predate NPPF and PPTS, where there is difference in approach, the more up to date national policy applies.
- 2.60 Core Strategy Policy CS12 seeks to address the needs of Gypsies and Travellers by providing for the allocation of sites in the Local Plan (to meet identified needs) and support for other suitable development proposals. The Policy provides criteria for the consideration of planning applications. This includes locational, amenity, access and other considerations, with provision for rural exception sites.
- 2.61 The SAMDev Plan identifies site allocations up to 2026. There are currently no specific allocations in the SAMDev Plan for Gypsy and Traveller sites, reflecting evidenced need at the time of Plan preparation and examination. It is envisaged that the Plan review will incorporate a revised Gypsy and Traveller policy reflecting changes to national policy and will consider any provision requirements identified by the GTAA update.

Shropshire Council implementation

- 2.62 Shropshire Council employs a Senior Gypsy and Traveller Officer, a Gypsy Liaison Support Officer and an administration support officer.
- 2.63 Shropshire Council owns and manages four sites. The work of the Council’s Gypsy and Traveller team also includes liaison with other Council teams and external agencies including the Police and Social Services, traveller support groups and neighbouring authorities. The team are also responsible for strategic thinking, advising private landowners and enforcement matters.
- 2.64 Additionally, Shropshire Council employs an Advisory Teacher for Gypsy, Roma and Traveller (GRT) children (including travelling showpeople temporarily in the area) as part of the Education Access Service. The Advisory Teacher supports: access to and continuity of education for these children; schools and services in meeting the needs of GRT families; GRT parents in prioritising education for their children;
- 2.65 In order to seek to plan for future accommodation need the Council took advantage of the availability of Homes and Communities Agency (HCA) funding and successfully bid

²⁹ Policies CS5 Countryside and Green Belt & CS12 included in the Appendix B

for over £2.7 million from the 2011-2015 fund. Over the last 5 years there has been a redevelopment and/or expansion of a number of the Council sites to provide enhanced capacity and improved facilities, including new pitches and utility blocks at Long Lane, Craven Arms, replacement and additional pitches at Park Hall and comprehensive redevelopment of Manor House Lane. The Council is continuing to identify opportunities for additional provision and is seeking to bring forward transit provision and identify a permanent site for Travelling Showpeople who are currently accommodated on a temporary basis on a former school site which is owned by Shropshire Council.

3. Methodology

- 3.1 In order to deliver the requirements of Government guidance³⁰ the methodology for this study has comprised:
- Desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
 - A review of the existing provision of sites; and
 - The collection of primary data, including a stakeholder survey, fieldwork survey and household interviews with Gypsies, Travellers and Travelling Showpeople living on sites/yards, the roadside and living in bricks and mortar accommodation.
- 3.2 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and steering group discussions;
 - Phase 2: Online survey of stakeholders, fieldwork survey (including census) and interviews with Gypsies and Travellers across the area; and
 - Phase 3: Production of report.

Phase 1: Literature/desktop review, steering group discussions and online stakeholder survey

- 3.3 This phase comprised a review of available literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers.
- 3.4 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
 - Current policies towards Gypsies and Travellers in the area (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
 - Analysis of existing data sources available from stakeholders³¹.
- 3.5 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.6 The project steering group was fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork, and provided stakeholder contact information for undertaking the stakeholder survey.

³⁰ CLG Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7838/accommneedsassessments.pdf

³¹ This includes CLG caravan count data and information on unauthorised encampment data provided by the Council (see chapter 6 for more information on this data)

- 3.7 The survey of stakeholders was conducted by means of an online questionnaire. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The questionnaire was made available for three weeks and reminder emails were sent out to encourage as many responses as possible.
- 3.8 A total of 51 responses to the stakeholder survey were obtained and these have been analysed quantitatively and qualitatively, as appropriate to the relevant data. The findings of the survey are set out in Chapter 6 of this report.

Phase 2: Interviews with Gypsies and Travellers

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. The questionnaire (Appendix D) was designed by arc⁴ in consultation with the project steering group and builds upon our standard questionnaire.
- 3.10 The household survey was undertaken by arc⁴. The overarching aim of the fieldwork was to maximise the number of interviews secured from Gypsy and Traveller and Travelling Showpeople households living within Shropshire. Consulting with stakeholders ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and Travelling Showpeople and helped to maximise the community's participation in the study.
- 3.11 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Travelling people across the area living in different types of accommodation.
- 3.12 Interviews took place between 21st November 2016 and 13th April 2017. There are a total of 142 Gypsy and Traveller pitches across the study area with 131 occupied pitches and 11 vacant pitches. It was found that 136 households were living across the 131 occupied pitches, and 89 Gypsy and Traveller households living on pitches responded to the interview questionnaire³². This represents responses from households living on 67.9%³³ of occupied pitches on Gypsy and Traveller sites.
- 3.13 In addition, there is one plot on a Temporary Travelling Showperson's yard, but the occupier did not wish to participate in the household survey as they considered that the Council has all information³⁴ pertaining to the households on that yard.
- 3.14 In terms of bricks and mortar, seven household representatives were identified through Council knowledge who responded to the household survey.
- 3.15 Responses achieved by tenure and type of site are presented in Table 3.1. A detailed breakdown of results by Gypsy and Traveller site is set out in Appendix E.

³² The actual fieldwork responses are reported as a base of 89. On Priv 12, one interview schedule was used to report an extended family unit that comprised 4 households. Therefore a total of 93 households were actually interviewed

³³ This compares with an average of 68.1% across other recent arc4 studies

³⁴ The Council has liaised with the family and dealt with the planning requirements for a temporary yard for them on Council land

Table 3.1 Responses achieved to the Household Survey 2017 by tenure and type of site

Gypsies and Travellers					
Tenure and type of site/yard	Pitch numbers			Household numbers	
	Total pitches/ Plots	Total vacant	Occupied pitches/ plots	Total households	Interviews achieved
Authorised (permanent) Private	68	7	61	67	43
Authorised (permanent) Council	64	4	60	59	38
Authorised Temporary private	8	0	8	8	6
Private Tolerated	1	0	1	1	1
Unauthorised	1	0	1	1	1
Total from sites	142	11	131	136	89
Travelling Showpersons' yard	1	0	1	1	0
Bricks and mortar interviews					7
Grand total of interviews achieved					96

Notes:

Please see Appendix D for further details of sites/yards/locations and occupancy

On Priv12, one interview schedule was used to survey an extended family unit that comprised 4 households, so the actual total of households surveyed was 99 but 96 is used as a base

At the time of interviews, Warrant Road Caravan Park (The Paddocks) was a Private Temporary Site (PrivTemp1). This became authorised in July 2017. The table above reports Warrant Road (The Paddocks) as a Private Temporary but it is classed as an authorised site in needs analysis.

PPTS new definition

- 3.16 Analysis of household survey data relating to travelling practices establishes that 37.7% of Gypsies and Travellers living on pitches across Shropshire satisfy the PPTS 2015 definition of Gypsies and Travellers (see paragraph 1.5 for definition)
- 3.17 The change in definition under PPTS 2015 excludes those who have permanently ceased from travelling. The household survey includes questions relating to past, present and future travelling practices and thereby allows us to establish whether or not households meet the new definition. If they do not travel, their needs are considered under a wider 'cultural' definition of Gypsy and Traveller or Travelling Showperson. As a result, the assessment of needs provides the Council with figures for 'cultural' need and 'PPTS' need for the relevant assessment periods.

Phase 3: Production of report

- 3.18 In conjunction with face-to-face interviews with members of the Travelling community, a range of complementary research methods have been used to permit the

triangulation of results. These are brought together during the research process and inform the outputs of the work and include:

- Desktop analysis of existing documents and data;
- Preparing a database of authorised and unauthorised sites; and
- Conducting a stakeholder online questionnaire for professionals who have direct contact with local Gypsy and Traveller communities across the Shropshire area.

3.19 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by engaging with Gypsies and Travellers directly, by using local resources and workers to make links, and working with officers who have already established good relationships with local Travelling communities.

3.20 We have also used the following sources of information:

- The DCLG caravan counts (up to July 2016);
- The existing GTAA (2015); and
- Local Authority information on existing site provision and unauthorised developments.

3.21 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using Local Authority information³⁵, with likely capacity through turnover identified through local authority records. A detailed explanation of the analysis of pitch requirements is contained in Chapter 5 but briefly comprises analysis of the following elements:

- Current pitch provision, households living in bricks and mortar accommodation; households planning to move³⁶ in the next five years, and emerging households to give total demand for pitches; and
- Turnover on existing pitches and total supply.

3.22 The approach used then reconciles the demand and supply data to identify overall pitch requirements.

3.23 To identify any need for transit provision, findings from the household survey have been analysed alongside data on unauthorised encampments provided by the Council.

³⁵ An approved pitch baseline figure was established through the examination of the Local Plan (SAMDev) & was incorporated in the GTAA (published January 2015) . Pitches which have had planning approval since that date have also been added as part of supply. The Warrant Road Site (which was previously partly included) has been deleted as it is no longer available.

³⁶ This represents the planned intentions of households to move rather than a specific proposal to move and household plans may change. There is evidence in Table 5.10 that around one-third of households have lived on their pitch for less than 2 years

Pitches and households

- 3.24 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.
- 3.25 PPTS (August 2015) refers to the need for Local Planning Authorities to *'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets'* and *'relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density'* (PPTS 2015, paragraph 10).
- 3.26 Planning decision notices usually refer the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.27 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches (including the number approved) and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

Site and pitch size

- 3.28 There are no definitive parameters for site or pitch sizes. Previous Design Guidance (DCLG, 2008) states in paragraph 4.4 that *'Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them'*.
- 3.29 Paragraph 4.47 states that *'to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately'*.
- 3.30 Paragraph 7.12 states that *'as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area'*.
- 3.31 Paragraph 4.13 states that *'smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle'*.

Occupancy

- 3.32 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA household survey

- 3.33 Private sites may restrict occupancy to close family/friends. This limits opportunity for others to move onto the site but this restrictive occupancy may provide for emerging needs
- 3.34 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

- 3.35 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites, and could include a consideration of the potential intensification of sites (for instance through further sub-division, extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through googlemaps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.36 Pitches can become intensified or sub-divided once planning applications have been approved. Councils may be unaware of these sub-divisions or they may often tend to be tolerated. Often pitches become subdivided to provide space for newly-forming households, particularly from family members.

4. The current picture: Gypsy and Traveller population and pitch/plot provision

4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across the study area before going on to explore the extent and nature of provision across the area.

2011 Census population estimates

4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census³⁷ identifies a total of 130 households in Shropshire as having a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity (Table 4.1a). Of these, 64% (83 households) lived in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 36% (47 households) identified as living in a caravan or other mobile or temporary structure.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
130	69	14	47

Source: 2011 Census

4.3 The 2011 Census provides further information on actual residents and Table 4.1b provides details of the breakdown of people.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
297	154	19	124

2011 Census

4.4 Table 4.1c provides an analysis of people and households and shows that the average household size is 2.3 for Gypsies and Travellers in Shropshire. This compares with an

³⁷ Tables 5.1a to 5.1e are taken from the Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21st January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales-/index.html>

average household size of 2.36 for Shropshire³⁸ and 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households. There is some variation in the average Gypsy and Traveller household size between accommodation types, however, with an average of 2.2 persons per household in houses/bungalows compared with 1.4 persons per household in flats/maisonettes/apartments and 2.6 persons per household in caravans/mobiles.

Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
2.3	2.2	1.4	2.6

Source: 2011 Census

Caravan Count information

- 4.5 The Traveller caravan count (previously called the Gypsy and Traveller caravan count) is carried out bi-annually, every January and July.
- 4.6 The latest figures available are from the January 2017 Count of Traveller Caravans (England)³⁹, which nationally found that:
- The total number of traveller caravans in England in January 2017 was 22,004. This is 698 more than the 21,306 reported in January 2016.
 - 6,807 caravans were on authorised socially rented sites. This is a decrease of 239 since the January 2016 count of 7,046.
 - The number of caravans on authorised privately funded sites was 12,276. This was 822 more than the 11,454 recorded in January 2016.
 - The number of caravans on unauthorised encampments on land owned by travellers was 2,141. This is 11 above the January 2016 figure of 2,130.
 - The number of caravans on unauthorised encampments on land not owned by travellers was 780. This was 104 caravans more than the January 2016 count of 676.
 - Overall, the January 2017 count indicated that 87 per cent of traveller caravans in England were on authorised land and that 13 per cent were on unauthorised land. This is the same as the previous year.
- 4.7 The figures for the last five Traveller caravan counts for Shropshire are set out in Table 4.2. This shows that an average of around 127 caravans have been recorded on authorised sites (with planning permission) during the five-count period, roughly half of which have been on social rented land and half on private land. There was one count (July 2016) where caravans were recorded on unauthorised sites (without planning

³⁸ Source ONS 2011

³⁹ DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017

permission) during the five-count period. However, no caravans were counted on unauthorised sites in four of the five counts.

Table 4.2 Bi-annual Traveller caravan count figures January 2015 to January 2017

Shropshire Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	64	61	0	125
Jul 2015	73	66	0	139
Jan 2016	64	61	0	125
Jul 2016	61	67	5	133
Jan 2017	71	42	0	113
Five-Count Average	66.6	59.4	1	127
Five-Count % Average	52%	47%	1%	100%

Source: DCLG Traveller Caravan Count, Live Table 1 (January 2017)

4.8 An annual count of Travelling Showpeople caravans is undertaken every January, alongside the Traveller caravan count. The most recent was therefore undertaken in January 2017. Table 4.3 sets out the data from the last four Travelling Showpeople caravan counts, 2013-2016. This shows that five Travelling Showpeople caravans were recorded in January 2014 in Shropshire, all on unauthorised sites, but no other Travelling Showperson caravans have been recorded in the other three counts during this period. However, the Council are aware there are Travelling Showpeople living in Shropshire and there is one temporary yard at Ifton Heath and this is considered as part of the assessment of Travelling Showperson needs.

Table 4.3 Annual Travelling Showpeople caravan count figures January 2014 to January 2017

Shropshire Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2014	0	0	5	5
Jan 2015	0	0	0	0
Jan 2016	0	0	0	0
Jan 2017*	0	0	0	0
Four-Count Average	0	0	1.25	1.25
Four-Count % Average	0	0	100%	100%

Source: DCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2017)
(* Imputed value)

- 4.9 The DCLG Caravan Count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England⁴⁰. The most up-to-date data from January 2017 identifies five local authority sites in Shropshire, as set out in Table 4.4. This correlates with the evidence collected as part of the 2017 GTAA update.

Table 4.4 Traveller and Travelling Showpeople caravan sites provided by local authorities and registered providers in Shropshire, January 2017

Site and address	Date site opened	Date of last site changes	Total no. of pitches	of which		Caravan capacity
				residential	transit	
Manor House Lane, Prees, Whitchurch, SY13 2HT	1983	2015	18	18	0	36
Park Hall Expansion, Whittington Rd, Oswestry, SY11 2HT	2014		10	10	0	20
Long Lane, Craven Arms, Watling Street	1977	2015	16	16	0	32
Cross Houses Caravan Site, Cross Houses, Near Shrewsbury, SY5 6JJ	1987		5	5	0	10
Park Hall (old site) Whittington Rd, Oswestry, SY11 2HT	1980	2015	15	15	0	29

Source: DCLG Traveller Caravan Count, Live Table 2 (January 2017)

Local information

- 4.10 Data on the provision of sites considers both authorised and unauthorised sites and yards across Shropshire.
- 4.11 Broadly speaking, authorised sites are those with planning permission and can be on either local authority or privately owned land. In this instance unauthorised sites are made up of either longer term⁴¹ unauthorised developments or unauthorised encampments. Unauthorised developments, that have been in existence for some considerable time, can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and decide not to take enforcement action to remove them). Unauthorised encampments⁴² occur where Travellers are residing upon land that they do not own and that does not have planning permission (see Appendix F for more detailed definitions).
- 4.12 Table 4.5 summarises the number of pitches on Gypsy and Traveller sites and Travelling Showperson yards. Table 4.6 sets out detailed information relating to the Gypsy and

⁴⁰ DCLG Count of Traveller Caravans January 2017 England, Housing Statistical Release 25 May 2017, Live Table 2

⁴¹ Three months or longer

⁴² Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see Chapter 7 for more information on these encampments.

Traveller sites and the Travelling Showperson yard located within Shropshire. Locations are shown on Map 4.1.

- 4.13 Compared with the previous 2015 GTAA, there has been some reduction in the total number of permanent authorised pitches (down from 146 in 2015 to 140 in 2017). The main change has been the exclusion of Warrant Road 2 site that had 25 pitches (13 occupied and 12 vacant) although this has been partly offset by new pitches which have been granted planning permission since the completion of the 2015 study.

Table 4.5 Summary of Gypsy & Traveller sites and Travelling Showperson yards (as at April 2017)

Gypsy and Traveller						
Type of site	Number of sites	Total Pitches	Occupied Pitches	Vacant pitches	No. households	Interviews achieved
Total authorised (private permanent)	21	68	61	7	67	43
Total authorised (Council)	4	64	60	4	59	38
Total authorised (temp)	1	8	8	0	8	6
Total private tolerated	1	1	1	0	1	1
Unauthorised	1	1	1	0	1	1
TOTAL Gypsy and Traveller	28	142	131	11	136	89
Travelling Showperson						
Type of yard	Number of yards	Total Plots	Occupied Plots	Vacant plots	No. households	Vacant Plots
Total Temporary Authorised	1	1	1	0	1	0

*The variation in occupied pitches and number of households (5) is due to multiple households living on some pitches. However, none of these households stated they were doubling up or were concealed households – indicating that these were households living on family sites.

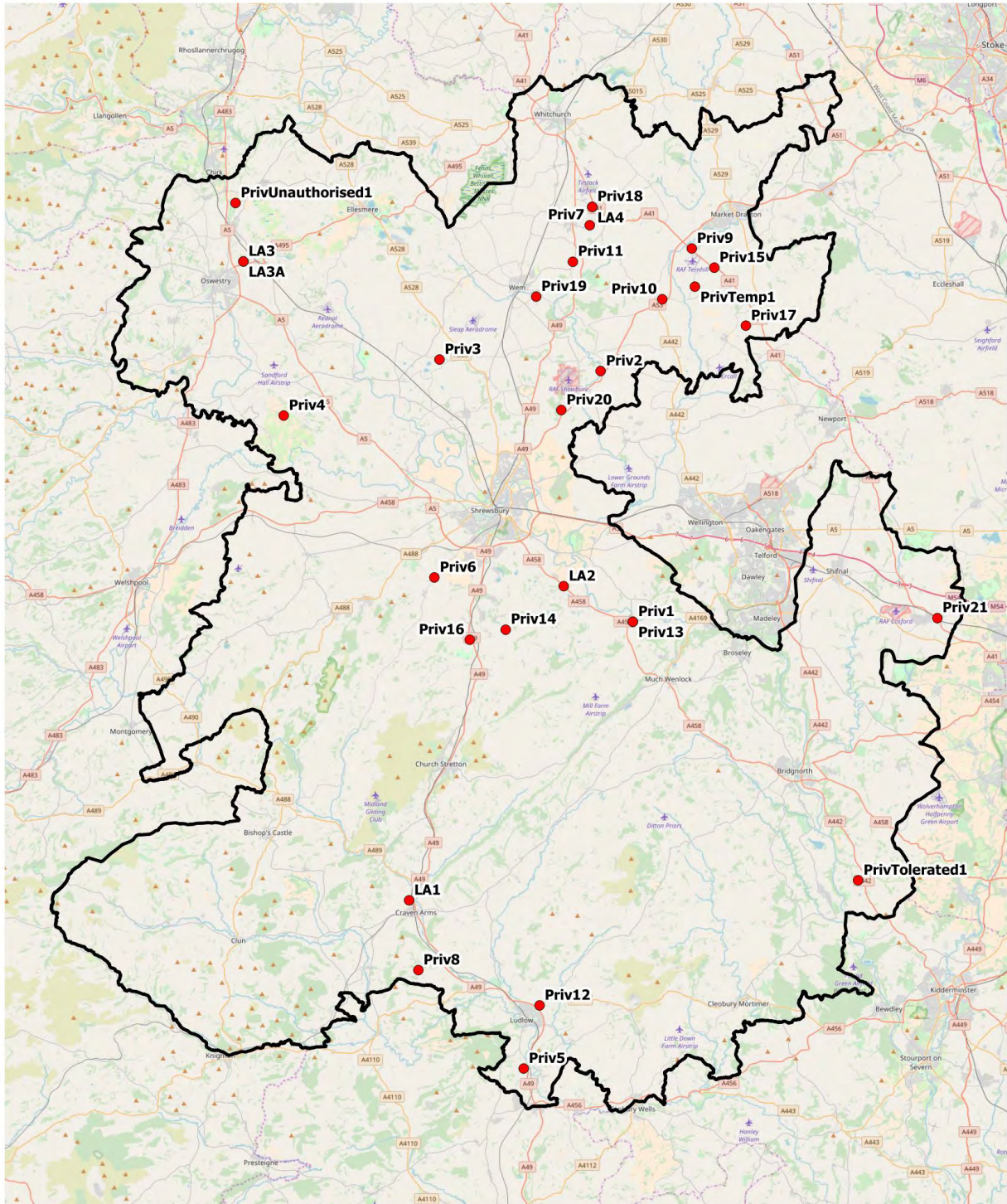
Table 4.6 List of Gypsy & Traveller sites and Travelling Showperson yards (as at April 2017)

Site Code	Site Name	Address	Type of Site	Ownership	Total Pitches	Occupied Pitches	Vacant Pitches
LA1	Craven Arms Caravan Site	Long Lane, Craven Arms, SY7 8DU	Authorised	Council	16	14	2
LA2	Cross Houses Caravan Site	To south of Cross Houses on A448 SY5 6JR	Authorised	Council	5	5	0
LA3	Park Hall Caravan Site	Whittington Road, Oswestry, SY11 4AY	Authorised	Council	15	13	2
LA3A	Park Hall expansion	Whittington Road, Oswestry, SY11 4AY	Authorised	Council	10	10	0
LA4	Manor House Lane Caravan Site	Higher Heath, Whitchurch, SY13 2HT	Authorised	Council	18	18	0
Priv1	The Caravan Park	Sheinton Road, Cressage, SY5 6DH	Authorised	Private	6	6	0
Priv2	The Caravan	Froxley, Moreton Hall, Shawbury, SY4 4ES	Authorised	Private	1	1	0
Priv3	Marton Grange Caravan Park	Myddle Wood, Baschurch, SY4 3RY	Authorised	Private	8	8	0
Priv4	The Bungalow (Brookside Caravan Park)	Kinnerley, SY10 8EL	Authorised	Private	10	10	0
Priv5	The Oakery	Wheatcommon Lane, Richards Castle, SY8 4AF	Authorised	Private	10	10	0
Priv6	Annscroft Site	The Farriers, Annscroft SY5 8AN	Authorised	Private	1	1	0
Priv7	Lacon Street	Prees (field number 9752) SY13 2EL	Authorised	Private	2	2	0
Priv8	Field View	Green Lane, Onibury, SY7 9BL	Authorised	Private	1	1	0
Priv9	Adastra Services	Tern Hill, Market Drayton, TF9 3QD	Authorised	Private	1	1	0
Priv10	Former Goods Yard	Webster's Lane, Hodnet, TF9 3JH	Authorised	Private	1	1	0
Priv11	Land Adjacent to Brook Cottage	Wem Lane, Soulton, SY4 5RT	Authorised	Private	1	1	0
Priv12	Orchard Cottage	The Orchard, Rock Green, Ludlow, SY8 2DS	Authorised	Private	2	2	0
Priv13	The Caravan Site	Sheinton Road, Cressage, SY5 6DH	Authorised	Private	1	1	0
Priv14	Pigeon Door	Frodesley, SY5 7NQ	Authorised	Private	2	2	0
Priv15	Adbo Hill	Tern Hill, Market Drayton TF9 2JF	Authorised	Private	4	0	4
Priv16	Dorrington	Old R.O.C. Post, Church Road , Dorrington SY5 7JL	Authorised	Private	2	2	0
Priv17	Land off Pixley Lane	Hinstock, TF9 2TN	Authorised	Private	3	0	3
Priv18	Manor House Lane Caravan Site	Higher Heath, Whitchurch, SY13 2HT	Authorised	Private	6	6	0

Table 4.6 List of Gypsy & Traveller sites and Travelling Showperson yards (as at April 2017)							
Site Code	Site Name	Address	Type of Site	Ownership	Total Pitches	Occupied Pitches	Vacant Pitches
Priv19	Barkers Green	Land adj. the Builders Yard, known as No. 8 Barkers Green, Wem, SY4 5JN	Authorised	Private	1	1	0
Priv20	Shawbury Heath	Sparrow Cottage, Shawbury Heath, SY4 4EA	Authorised	Private	2	2	0
Priv21	The Hawthorns	Land South of Albrighton Bypass A41	Authorised	Private	3	3	0
PrivTemp1*	The Paddocks	Warrant Road, Stoke Heath , TF9 2DZ	Authorised	Private	8	8	0
PrivTolerated1	Fenn Green	Land Adjacent The Round House, Fenn Green, Alveley	Unauthorised - tolerated	Private	1	1	0
PrivUnauth1	Henlle	Land opposite Henlle Parks Golf Club, Henlle, Gobowen, Nr Oswestry SY10 7AX	Unauthorised - Previously Temporary Authorised	Private	1	1	0
TOTAL Gypsy and Traveller					142	131	11
Yard Code	Yard Name	Address	Type of Yard	Ownership	Total Plots	Occupied Plots	Vacant Plots
TSP1	Ifton Heath CP School	Overton Road, Ifton Heath, SY11 3DH	Temporary Authorised	Private Showperson	1	1	0
TOTAL Travelling Showperson					1	1	0

*Note this site became authorised in July 2017

Map 4.1 Location of sites in Shropshire



5. Household survey findings

- 5.1 This chapter presents the findings of the 2017 Household Survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy and Traveller and Travelling Showpeople households living within the Shropshire area as possible. It was conducted using the questionnaire which is set out in Appendix D, via both face-to-face and telephone interviews. The methodology is set out in Chapter 3.
- 5.2 There were a total of 96 responses to the household survey. Of these, 89 were households living on a pitch, of whom 38 were living on a Council (authorised) site, 43 on a private (authorised) site, 6 on a temporary private site, 1 on a private tolerated site and 1 on an unauthorised site. A total of 7 responding households were living in bricks and mortar accommodation.
- 5.3 In order to maintain confidentiality, data has been categorised as either:
- Households on a pitch (baseline of 89 respondents); or
 - Household living in bricks and mortar (baseline of 7 respondents); or

Population characteristics

- 5.4 As shown in Table 5.1, the household survey included a relatively even mix of male and female household members overall. There was a higher representation of females from bricks and mortar. The latest mid-year population estimates (June 2016) produced by the Office for National Statistics (ONS) indicate a balanced gender split for the population as a whole in Shropshire with males representing 49.6% and females 50.4%

Gender	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Female	49.0%	52.8%	49.5%
Male	49.4%	47.2%	49.1%
M/F - not defined	1.6%	0.0%	1.4%
Total	100.0%	100.0%	100.0%
Base (valid responses)	88	7	95
Missing (no response)	1	0	1
Total	89	7	96

Source: 2017 Household Survey

- 5.5 33.8% of all household members on a pitch were aged 20-44 years; compared with 32.3% of household members in bricks and mortar and 28.6% in Shropshire as a whole (Table 5.2). A high proportion of household members (67.6%) living in bricks and mortar were represented by children aged 19 years or under, compared with 36.1% of household members living on a pitch. Around 30% of the surveyed Gypsy and Traveller population on pitches are 45 or over whereas Shropshire as a whole has a relatively high concentration of people in the older age groups. In 2011 about 50% of the county's residents were aged 45 or over.

Age Group	Accommodation type		Total	Census 2011 Shropshire UA
	Households on a pitch	Households in bricks and mortar		
0-19	36.1%	67.6%	40.3%	22.4%
20-34	18.7%	17.6%	18.6%	28.6%
35-44	15.1%	14.7%	15.0%	
45-64	14.6%	0.0%	12.6%	28.4%
65+	15.5%	0.0%	13.4%	20.7%
Total	100.0%	100.0%	100.0%	100.0%
Base (valid response)	87	6	93	
Missing (no response)	2	1	3	
Total	89	7	96	
Total Count	219	34	253	306,129

Source: 2017 Household Survey

- 5.6 Table 5.3 sets out the economic activity of respondents to the 2017 Household Survey. Overall, 30.0% were in employment (employed or self-employed), this compares with an HRP employment figure of around 64.0% in Shropshire as a whole. 31.3% were looking after the home/family, 16.3% were retired, 11.3% were unemployed (2.1% in Shropshire), 8.8% were carers and 2.5% were permanently sick/disabled.

Table 5.3 Economic activity of respondent

Economic activity	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Working full-time (30 hours or more)	23.3%	14.3%	22.5%
Working part-time (16-30 hours)	2.7%	0.0%	2.5%
Self-employed (full or part time)	5.5%	0.0%	5.0%
Unemployed and available for work	11.0%	14.3%	11.3%
Permanently sick/disabled	2.7%	0.0%	2.5%
Wholly retired from work	17.8%	0.0%	16.3%
Looking after the home and family	34.2%	0.0%	31.3%
Full-time carer or volunteer	2.7%	71.4%	8.8%
Total	100.0%	100.0%	100.0%
Base (valid response)	73	7	80
Missing (no response)	16	0	16
Total	89	7	96

Source: 2017 Household Survey

- 5.7 As shown in Table 5.4, 54.9% of all respondents identified as English Gypsy, 26.8% English Traveller, 8.5% Irish Traveller, 7.3% Romany Gypsy and 2.4% stated 'other' ethnic group. All of the respondents living in bricks and mortar were either English Gypsy (85.7%) or English Traveller (14.3%).
- 5.8 The 2011 Census identifies the largest ethnic group in Shropshire as White: English/Welsh/Scottish/Northern Irish/British, with 95.4% of residents. This percentage was considerably higher than regionally and nationally. The percentage of Shropshire residents who were White: Gypsy or Irish Traveller was the same as regionally and nationally (0.1%). All other ethnic groups in Shropshire (identified in the 2011 Census) had a smaller percentage of resident population when compared to regional and national figures.

Table 5.4 Ethnicity of respondents

Gender	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
English Gypsy	52.0%	85.7%	54.9%
English Traveller	28.0%	14.3%	26.8%
Irish Traveller	9.3%	0.0%	8.5%
Romany Gypsy	8.0%	0.0%	7.3%
Other ethnic group	2.7%	0.0%	2.4%
Total	100.0%	100.0%	100.0%
Base (valid response)	75	7	82
Missing (no response)	14	0	14
Total	89	7	96

Source: 2017 Household Survey

5.9 Table 5.5 shows household composition by type of site. Please note that there was a low response rate to this question. Overall, 16.7% of households identified as singles under 65. 16.7% described their household as a lone parent household, this was almost double the proportion of lone parent households in Shropshire as a whole (8.5%). 34.5% were couple households with children (26.1% in Shropshire as a whole) and around 11.9% of households identified as older singles or couples (65+), less than half the proportion in Shropshire as a whole (24.9%).

Type of household	Accommodation type		Total	Census 2011 (Shropshire UA)
	Households on a pitch	Households in bricks and mortar		
Single person under 65	18.2%	0.0%	16.7%	15.0%
Older single person 65+	3.9%	0.0%	3.6%	13.9%
Lone parent	16.9%	14.3%	16.7%	8.5%
Couple with children	31.2%	71.4%	34.5%	26.1%
Couple (no children) under 65	11.7%	0.0%	10.7%	20.3%
Older couple 65+	7.8%	14.3%	8.3%	11.0%
Other household type	10.4%	0.0%	9.5%	5.2%
Total	100.0%	100.0%	100.0%	100.0%
Base (valid response)	77	7	84	
Missing (no response)	12	0	12	
Total	89	7	96	129,674

Source: 2017 Household Survey

Accommodation

5.10 Table 5.6 sets out the type of accommodation lived in by respondents. Of those living on a pitch, 54.5% live in a static/mobile home/chalet and 41.6% in a trailer/wagon. Of households living in bricks and mortar, 85.7% stated a house and 14.3% a bungalow.

Accommodation Type	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Trailer/wagon	41.6%	0.0%	38.1%
Static/mobile home/chalet	54.5%	0.0%	50.0%
House	1.3%	85.7%	8.3%
Bungalow	1.3%	14.3%	2.4%
Flat	1.3%	0.0%	1.2%
Total	100.0%	100.0%	100.0%
Base (valid response)	77	7	84
Missing (no response)	12	0	12
Total	89	7	96

Source: 2017 Household Survey

5.11 Information provided by respondents on the number of beds paces available in their accommodation is set out in Table 5.7. Around three-quarters (74.6%) of households living on a pitch have two or three bedspaces available. Households living in bricks and mortar tend to have three bedspaces available.

Table 5.7 Number of bedspaces			
Bedspaces	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
One	16.0%	0.0%	14.6%
Two	45.3%	14.3%	42.7%
Three	29.3%	85.7%	34.1%
Four	4.0%	0.0%	3.7%
Five	5.3%	0.0%	4.9%
Total	100.0%	100.0%	100.0%
Base (valid response)	75	7	82
Missing (no response)	14	0	14
Total	89	7	96

Source: 2017 Household Survey

5.12 Table 5.8 sets out respondents' views on whether or not their home/trailer is overcrowded. Overall, 20.2% of households consider their home or trailer to be overcrowded. This includes 42.9% of households living in bricks and mortar, compared with 18.2% of households living on a pitch.

Table 5.8 Overcrowding of home or trailer			
Do you think your home is overcrowded?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	18.2%	42.9%	20.2%
No	81.8%	57.1%	79.8%
Total	100.0%	100.0%	100.0%
Base (valid response)	77	7	84
Missing (no response)	12	0	12
Total	89	7	96

Source: 2017 Household Survey

5.13 Of households living on a pitch, 9.2% consider that their pitch is overcrowded (Table 5.9).

Do you think your pitch is overcrowded?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	9.2%	0.0%	9.1%
No	90.8%	100.0%	90.9%
Total	100.0%	100.0%	100.0%
Base (valid response)	76	1	77
Missing (no response)	13	6	19
Total	89	7	96

Source: 2017 Household Survey

5.14 The survey asked respondents how long they have lived at their current location (Table 5.10). Overall, 33.7% have lived at their current residence for less than two years, 12.7% for between two and five years and 53.7% for five years or more.

How long have you lived here?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Up to 1 year	21.6%	42.9%	23.2%
Over 1 and up to 2 years	11.4%	0.0%	10.5%
2 years and up to 3 years	10.2%	14.3%	10.5%
3 years and up to 4 years	1.1%	0.0%	1.1%
4 years and up to 5 years	1.1%	0.0%	1.1%
5 years or more	54.5%	42.9%	53.7%
Total	100.0%	100.0%	100.0%
Base (valid response)	88	7	95
Missing (no response)	1	0	1
Total	89	7	96

Source: 2017 Household Survey

5.15 In terms of the location of previous residence (Table 5.11), 56.3% of households had moved from within Shropshire (including from the same site). 43.8% of households had moved from outside of Shropshire. The households who had moved from outside Shropshire came from a variety of areas, the main ones being, Wales (14.3%), London, Stoke and Telford (7.1% respectively).

Where did you move from?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
The same site	4.1%	0.0%	3.8%
The same district	51.4%	66.7%	52.5%
From outside the district	44.6%	33.3%	43.8%
Total	100.0%	100.0%	100.0%
Base (valid response)	74	6	80
Missing (no response)	15	1	16
Total	89	7	96

Source: 2017 Household Survey

- 5.16 When respondents were asked why they moved to their current home, the most frequently-mentioned reasons were to be close to family and friends and nowhere else was suitable.

Travelling practices

- 5.17 The household survey asked respondents whether or not they have travelled in the last year (Table 5.12) and also in the past two to five years (Table 5.13). Almost one-quarter (24.7%) of households living on a pitch had travelled in the past year. This compares with 14.3% of households living in bricks and mortar. 31.7% of households said that they had travelled in the past two to five years (Table 5.13).

Have you travelled in the last year?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes, in the last year	24.7%	14.3%	23.8%
No, not in the last year	75.3%	85.7%	76.2%
Total	100.0%	100.0%	100.0%
Base (valid response)	77	7	84
Missing (no response)	12	0	12
Total	89	7	96

Source: 2017 Household Survey

Table 5.13 Travelled within the past two to five years

Have you travelled within the past two to five years?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	31.6%	33.3%	31.7%
No	68.4%	66.7%	68.3%
Total	100.0%	100.0%	100.0%
Base (valid response)	76	6	82
Missing (no response)	13	1	14
Total	89	7	96

Source: 2017 Household Survey

5.18 The main reasons for travel given were cultural reasons and visiting family and friends.

5.19 The household survey asked whether respondents plan to travel in the next year (Table 5.14) and every year for the next five years and/or beyond (Table 5.15). Overall, 32.9% of households intend to travel in the next year, and 35.5% expect to travel each year for the next five years and/or beyond.

Table 5.14 Intention to travel in the next year

Do you plan to travel in the next year?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	34.8%	14.3%	32.9%
No	65.2%	85.7%	67.1%
Total	100.0%	100.0%	100.0%
Base (valid response)	69	7	76
Missing (no response)	20	0	20
Total	89	7	96

Source: 2017 Household Survey

Table 5.15 Intention to travel for the next five years and/or beyond

Do you think you will travel each year for the next five years and/or beyond?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	36.2%	28.6%	35.5%
No	63.8%	71.4%	64.5%
Total	100.0%	100.0%	100.0%
Base (valid response)	69	7	76
Missing (no response)	20	0	20
Total	89	7	96

Source: 2017 Household Survey

- 5.20 Table 5.16 sets out information provided by respondents relating to the typical duration of their travels. Overall 32 respondents provided an answer; of these there was a range of time periods specified; 40.7% stated less than four weeks, 50.0% stated five weeks to six months and 9.4% stated over six months per year.

How long do you normally travel for each year?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
No more than 13 days	17.2%	66.7%	21.9%
2 to 4 weeks (or one month)	20.7%	0.0%	18.8%
5 to 8 weeks (or 2 months)	24.1%	33.3%	25.0%
9 to 12 weeks (or 3 months)	13.8%	0.0%	12.5%
13 to 26 weeks (or 6 months)	13.8%	0.0%	12.5%
6 to 10 months	6.9%	0.0%	6.3%
All year	3.4%	0.0%	3.1%
Total	100.0%	100.0%	100.0%
Base (valid response)	29	3	32
Missing (no response)	60	4	64
Total	89	7	96

Source: 2017 Household Survey

- 5.21 The most popular locations of travel given by respondents included Wales, Appleby and “all over”. The most frequently-mentioned times of travel were the summer months. The main reasons given for this travel were fairs, work, visiting family and friends and culture.
- 5.22 In terms of those households who stated that they do not travel and/or do not intend to travel, the main reasons given for not travelling included: do not need to travel, too many problems related to travelling, family commitments and the education of children.

Provision of sites

- 5.23 The household survey asked respondents for their views on the need for sites in the County.
- 5.24 In terms of transit provision, just over half of the respondents (51.8%) felt that there was a need for provision within Shropshire.

Table 5.17 Need for transit sites

Is there a need for transit sites in Shropshire?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	51.3%	57.1%	51.8%
No	48.7%	42.9%	48.2%
Total	100.0%	100.0%	100.0%
Base (valid response)	76	7	83
Missing (no response)	13	0	13
Total	89	7	96

Source: 2017 Household Survey

5.25 Management of transit sites by the Council was preferred (Table 5.18). 71.8% of those responding to the question (base of 39 responses) said that they would prefer transit sites to be managed by the Council. The remainder stated private management by Gypsies and Travellers.

Table 5.18 Preferred management of transit sites

Who should manage transit sites?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Council	68.6%	100.0%	71.8%
Private (Gypsies and Travellers)	31.4%	0.0%	28.2%
Total	100.0%	100.0%	100.0%
Base (valid response)	35	4	39
Missing (no response)	54	3	57
Total	89	7	96

Source: 2017 Household Survey

5.26 Overall, 60.7% of respondents felt that there was a need for new permanent sites in Shropshire (Table 5.19). Amongst those living in bricks and mortar accommodation, this rose to 85.7%.

Table 5.19 Need for new permanent sites

Is there a need for transit sites in Shropshire?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	58.4%	85.7%	60.7%
No	41.6%	14.3%	39.3%
Total	100.0%	100.0%	100.0%
Base (valid response)	77	7	84
Missing (no response)	12	0	12
Total	89	7	96

Source: 2017 Household Survey

5.27 The Council management of permanent sites was preferred (Table 5.20), with 72.2% of those responding (base of 54 responses) stating that they would prefer the Council. 27.8% stated some form of private management, predominantly by members of the Gypsy and Traveller community.

Table 5.20 Preferred management of permanent sites

Who should manage permanent sites?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Council	71.4%	80.0%	72.2%
Private (Gypsies and Travellers)	22.4%	20.0%	22.2%
Private (non-Gypsies and Travellers)	6.1%	0.0%	5.6%
Total	100.0%	100.0%	100.0%
Base (valid response)	49	5	54
Missing (no response)	40	2	42
Total	89	7	96

Source: 2017 Household Survey

Moving plans

5.28 The household survey asked about plans for the future (Table 5.21). Overall, 13.0% of households stated an intention to move home within the next five years. This included 11.8% of those living on a pitch and 28.6% of those living in bricks and mortar.

Table 5.21 Intention to move in the next five years

Are you planning to move in the next five years?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Yes	11.8%	28.6%	13.0%
No	88.2%	71.4%	87.0%
Total	100.0%	100.0%	100.0%
Base (valid response)	85	7	92
Missing (no response)	4	0	4
Total	89	7	96

Source: 2017 Household Survey

5.29 Respondents were asked where they are planning to move to (Table 5.22). There was a low response rate, reflecting the low number of moves planned. However, of these almost half (41.7% overall) intend to move to a site/yard.

Table 5.22 Intention to relocate

Where are you planning to move to?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
A site/yard	40.0%	50.0%	41.7%
Bricks and mortar	50.0%	0.0%	41.7%
Other	10.0%	50.0%	16.7%
Total	100.0%	100.0%	100.0%
Base (valid response)	10	2	12
Missing (no response)	79	5	84
Total	89	7	96

Source: 2017 Household Survey

5.30 Those moving were asked to indicate what type of accommodation they are planning to move to (Table 5.23). Overall, 46.2% said a house (ie. bricks and mortar), 46.2% said trailer/wagon and 7.7% said chalet/mobile home.

Table 5.23 Intended type of accommodation

What type of accommodation are you planning to move to?	Accommodation type		Total
	Households on a pitch	Households in bricks and mortar	
Trailer/wagon	45.5%	50.0%	46.2%
Chalet/mobile home	9.1%	0.0%	7.7%
House	45.5%	50.0%	46.2%
Total	100.0%	100.0%	100.0%
Base (valid response)	11	2	13
Missing (no response)	78	5	83
Total	89	7	96

Source: 2017 Household Survey

6. Stakeholder consultation

Overview

- 6.1 A stakeholder consultation was undertaken in partnership with Shropshire Council as part of the GTAA process.
- 6.2 Key stakeholders were invited to participate in an online survey to provide their views on a range of issues relating to the Gypsy and Traveller and Travelling Showpeople community within Shropshire and the surrounding area.
- 6.3 A total of 51 separate responses (some only partial) to the stakeholder consultation were obtained from representatives from district and county councils, local businesses, planning consultants, local residents and landowners and the National Federation of Gypsy Liaison Groups. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey.

General support for Gypsies and Travellers

- 6.4 In general, respondents felt that there is a broad understanding of the education, employment, health and support needs of Gypsies, Travellers and Travelling Showpeople within Shropshire, although some stakeholders were uncertain or felt that this was inadequate. Two respondents stated that the local authority has an Advisory teacher for Gypsy, Roma and Traveller children who, with close support from a range of professionals, works to ensure that the needs of children are identified, met and monitored. One respondent also referred to the Council's Gypsy Liaison Service.
- 6.5 In terms of health provision, one stakeholder expressed the view that needs in certain areas are being met, but not in all areas. Positive feedback for GP interaction in south Shropshire was reported, but difficulties in accessing health information and services were also noted.
- 6.6 One respondent felt that there needs to be more education, and another considered that there is poor communication of background information to decision-makers to facilitate balanced views in making decisions. In a similar vein, the National Federation of Gypsy Liaison Groups expressed the view that a "*more enlightened approach to Gypsy issues*" is needed from Central Government.
- 6.7 Several respondents were concerned that there is not adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in Shropshire, although the majority of stakeholders who responded to the relevant question felt that there was a good awareness. Two respondents considered that there is good awareness in some areas, particularly in locations where there is an established Gypsy and Traveller community – for example a council-run site – but poorer understanding in other areas. In terms of action, it was acknowledged that providing services such as healthcare to Travelling families (who are travelling), is more of a challenge in terms of referrals and record sharing. One respondent suggested that a

- joint community group, including members of the settled and Travelling communities, would be helpful.
- 6.8 In terms of specific action that organisations have taken to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople in the study area, two stakeholders commented on the role that the Council's Gypsy, Roma and Traveller Advisory teacher provides. This includes working with schools to raise awareness of the culture and promote inclusive practices which ensure that children are able to access education and achieve their best. This has helped schools to enable children to celebrate their cultural identity and educate their peers and wider communities about their values and traditions. It has also involved providing INSET training days for schools and other agencies, to raise awareness of Gypsies and Travellers.
- 6.9 One stakeholder identified that the housing association they represent has provided accommodation for people from Gypsy, Traveller and Travelling Showperson backgrounds who had expressed a preference for more settled accommodation.

Provision of accommodation

- 6.10 Stakeholders were asked to respond to a series of questions relating to the need for new pitch provision (both permanent and transit), existing pitch provision, households living in bricks and mortar accommodation, and unauthorised encampment activity. Their responses are summarised below.

New Permanent sites

- 6.11 Stakeholders were asked whether or not they felt that there is sufficient provision of permanent pitches for Gypsies, Travellers and Travelling Showpeople in the study area. Seven respondents said yes, while four said no. One stakeholder commented that there are spare pitches on local authority-owned sites, specifying Craven Arms and Oswestry (due to the number of people who have returned to Wrexham). However, another respondent said that there are still families in need of sites and another that *"there is insufficient provision everywhere"*.
- 6.12 In terms of locations for new provision, the following points were made by respondents:
- Sites should be deliverable;
 - Sites should be subject to consultation with the intended/prospective users so that they can meet need and be well used;
 - Regarding location, views expressed included that: sites should be close to the main settlements; sites should be in rural areas; sites should be on brownfield land; sites should not be on Green Belt land; sites should comply with national policy; and the Council should be as flexible as possible;
 - Several stakeholders referred to access: by transport, including access for emergency vehicles if required; accessibility to facilities (education, healthy, etc); and access to a signal (for phone/internet connection);

- One respondent commented that small, privately owned sites work best, allowing settlements across the county – rather than extending existing local authority sites which puts pressure on local services (e.g. schools) – while another expressed a preference for local authority-owned land;
- One respondent suggested considering options for intensifying existing sites and ensuring the efficient use of land and another thought new sites should be close to existing sites; and
- One respondent noted that the Park Hall location works well.

6.13 Respondents identified the following barriers to new site provision:

- Public opposition from local residents and parish councils, including bad experiences of Gypsy and Travellers as well as in some cases a lack of understanding and a ‘NIMBY’ attitude;
- Lack of political support;
- Lack of funding from Central Government;
- Planning policy context;
- Land cost and availability in suitable locations; and
- Cost of obtaining permission to live on land.

Transit sites

6.14 When asked whether transit sites are needed, there was a variety of responses. Some stakeholders were unsure; some said no. The overall view was that transit sites are needed in the study area; some stakeholders stated this view based on the evidence of regular roadside encampments. One stakeholder stated that the new PPTS (2015) requirement for Gypsies and Travellers to travel means that more transit sites are needed to facilitate this. The existence of designated transit sites would make it easier for more mobile families to access education and health services whilst still retaining their culture.

6.15 It was suggested that new transit sites should be located where there is a need, for example on the main travelling routes where roadside encampments have taken place in the past (A49, A41 and A5/M54 corridors were identified as routes). One stakeholder said that this might include being part of an existing site so that visitors and family of site owners can occupy them. Two respondents expressed the view that transit sites should be located away from the settled community. The need to consult with Gypsies, Travellers and Travelling Showpeople community representatives in identifying the need and potential location of transit sites was also highlighted.

6.16 One respondent noted that several Caravan Club-certified sites have been established, owned by Gypsy families, which could be used by travelling households.

6.17 Similar barriers to transit and stopover provision were identified as with new site provision (above), including:

- Local opposition;

- Lack of political support and planning policy;
- Site availability, location, land price and capacity issues;
- Increased road traffic;
- Management challenges, as transit sites can be difficult to run; and
- Cultural challenges; one stakeholder suggested that English and Irish Travellers may not be happy to share facilities.

Existing permanent sites

- 6.18 A few stakeholders responded to the questions relating to existing sites and their facilities. The overall view expressed was that facilities, and standards in general, have been improved in recent years. Two respondents rated the facilities as “*excellent*”, one with particular reference to Council-run sites; another said that facilities were “*adequate*”. Park Hall was rated as “*good*” by one respondent, while another said that it is misused at times and there is limited parking space. It was commented that the upgrading of the Prees site has been good. Poorer conditions were reported in relation to Warrant Park (private site, not the new neighbouring site), with poor limited shared facilities.
- 6.19 In terms of the management of existing sites, there was limited comment from stakeholders. The Gypsy Liaison Service was highly rated by one respondent, however, providing a good knowledge of legislation and the needs of the community and individual households.
- 6.20 In terms of issues or tensions between Gypsies, Travellers and Travelling Showpeople and the settled community, most stakeholders were not aware of any problems in the Shropshire area. Two stakeholders noted that they were aware of multi-agency meetings being convened to address such issues in the Oswestry area (Park Hall site). Problems opposite Henlle Park Golf Club were also reported.

Bricks and mortar

- 6.21 Several stakeholders confirmed that they are aware of members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar accommodation within the study area. St Martins village was mentioned by several respondents as a particular focus for Gypsies, Travellers and Travelling Showpeople living in settled housing. One respondent reported that Gypsies and Travellers have been on land adjacent to Henlle Park Golf Club without planning permission.
- 6.22 In terms of the need for additional pitch provision to cater for members of the community living in bricks and mortar who may wish to go back to living on a site, it was noted by one stakeholder that some Gypsies and Travellers living in settled accommodation may constitute a “*hidden need*” for additional pitch provision. A few respondents felt that there was a need for further sites, while others were not sure or said no. One stakeholder was of the view that families who have been housed in bricks and mortar and then decide to go back onto a site are usually able to do this in Shropshire.

- 6.23 Asked if there is sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation in the study area to help them manage their housing effectively, most stakeholders who commented felt that support is available. One respondent suggested that those in housing association accommodation may find it easier to access support than those who live in private rented housing.
- 6.24 One stakeholder expressed the opinion that there is not enough housing stock available for larger Gypsy, Traveller and Travelling Showpeople families, which can result in families being placed in temporary accommodation for long periods, often impacting negatively on the education of children.
- 6.25 Stakeholders were asked if they were aware of whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation in the study area, and if they have specific cultural needs. There was limited feedback to this question. One respondent commented that most members of the Gypsy and Traveller community feel safe, although in some areas they have been the victims of hate crimes, usually when they have been housed within housing estates in towns.
- 6.26 A representative from the National Federation of Gypsy Liaison Groups noted that the new definition of Gypsies and Travellers (PPTS 2015) has resulted in some assessments of need reducing the requirement for sites due to Gypsies and Travellers completing surveys without realising that a travelling lifestyle is beneficial to their ability to find accommodation. They expressed the view that many 'settled' Gypsies would return to a travelling lifestyle if given the opportunity.

Unauthorised encampments

- 6.27 Several respondents were aware of unauthorised encampment activity within Shropshire and the surrounding districts.
- 6.28 In terms of problems arising, one stakeholder explained that some groups on unauthorised encampments cause problems but most do not; however, they felt that negative press can make it harder for politicians to support sites coming forward. The encampment near Henlle was highlighted as a site that has experienced problems. Problems with the illegal dumping of horses/ponies in Shropshire were also noted. Another respondent took the view that unauthorised encampments can be problematic because their organisation cannot assess the education needs of children before they move – or are moved – on.
- 6.29 A number of respondents identified that unauthorised encampments usually create a negative impression with the wider community, with the minority of Travellers who ignore planning rules and occupy sites without permission then undermining confidence and trust in the system.

Planning policy

- 6.30 The survey asked stakeholders whether they felt that there were any areas within planning policy that have restricted the provision of new sites/pitches for Gypsies, Travellers and Travelling Showpeople. One respondent commented that planning policy currently fails to treat Gypsies and Travellers as the same as for general housing need,

leaving it to be dealt with in Part 2 of Local Plans rather than as a strategic issue based on need. Another respondent referred to the PPTS 2015 requirement that Local Plans should include criteria-based policies to provide a basis for determining planning applications. The respondent recommended that criteria-based policies can also guide site allocations, facilitating the traditional and nomadic life of Travellers while respecting the interests of the settled community.

- 6.31 In terms of the role that Local Plans can play in identifying and bringing forward new sites for pitch provision, a proactive approach was endorsed by one stakeholder who advocated a committed approach to new site delivery through the planning system. Another respondent suggested that the Local Plan process needs to be speeded up and the use of Green Belt and open countryside land reconsidered. It was also proposed that the Local Plan process should explore the options for permanently allocating temporary or unauthorised pitches, assess the options for site intensification on existing sites and consider the provision of new sites. The need for co-operation from all parties in a proactive approach was again encouraged.
- 6.32 The online survey asked stakeholders what impact they think the August 2015 changes to PPTS will have on future provision. A range of views were expressed; some respondents were unsure, some did not feel it would have an impact and others felt that the change in definition could be used to justify a reduced need. One stakeholder raised a number of queries relating to the new approach, however:
- How long after someone ceases to travel are they deemed not to be a Traveller?
 - How many weeks per year does someone have to travel to remain classed as a Traveller?
 - Will those who cease to travel have to vacate their pitch or plot?
 - If there are emerging households on Traveller sites where some members of the family have ceased to travel, would the emerging households still be eligible for pitches as Travellers?
 - What if someone starts to travel again after a lengthy period of not travelling?
 - How would (a) to (e) above be enforced and monitored?
- 6.33 The respondent also referred to outstanding legal challenges that have been launched and suggested that, in the absence of the outcome of these challenges, it is unclear what impact the change in definition will have on the need for Traveller pitches.

Cross-boundary issues

- 6.34 In terms of the movement of Gypsies, Travellers and Travelling Showpeople between Shropshire and the surrounding area, the following locations were identified by stakeholders:
- Oswestry (Shropshire),
 - Telford,
 - Wrexham,
 - Llangollen,

- Flintshire,
 - Herefordshire,
 - Warwickshire,
 - Worcestershire, and
 - Cheshire.
- 6.35 In terms of stakeholders' knowledge of sites or locations close to the boundary of Shropshire where difficulties have arisen, issues with Green Belt restrictions in Stafford and South Staffordshire were mentioned by one respondent as limiting provision in these areas. A stakeholder identified that there is an established authorised Traveller site in Malvern Hills District, close to the Shropshire boundary. However, no cross-boundary problems were known of. Another stakeholder identified that a number of unauthorised encampments in recent years in Leominster may have been linked with the movement of Travellers in and out of Shropshire, given the A49 strategic corridor.
- 6.36 In terms of cross-boundary issues, one stakeholder mentioned a need to consider immigration, particularly highlighting families from Cheshire West returning to Shropshire due to a lack of provision in the Chester area linked with Green Belt restrictions. Another stakeholder mentioned the problems that can arise with healthcare related to cross-boundary challenges, such as the sharing of records and the timing of referrals, especially with different CCGs having different pathways for different services.
- 6.37 It was noted that the South Worcestershire Councils are preparing a South Worcestershire Traveller and Travelling Showpeople Site Allocations Development Plan Document (DPD) which will identify additional deliverable pitches in South Worcestershire. It is anticipated that the DPD will be adopted in 2018.
- 6.38 Overall, stakeholders considered that the key outcomes of the study should be:
- A clear understanding of the Gypsy, Traveller and Travelling Showpeople accommodation needs within Shropshire, including five-year need figures that are robust and defensible at enquiry;
 - A review of previous GTAAs and a review of changes in terms of addressing need and considering issues such as formation rates, turnover and definitions; and
 - A clear set of recommendations and required actions, including the allocation of responsibility.
- 6.39 The overall feeling amongst stakeholders was that the stakeholder survey contributes to the requirement under the Duty to Co-operate with neighbouring authorities. Several respondents additionally noted the importance of local authorities continuing an ongoing process of consulting and engaging with one another.

7. Gypsy and Traveller pitch requirements, Travelling Showperson plot requirements and transit requirements

Introduction

- 7.1 This section reviews the overall pitch requirements of Gypsies and Travellers and Travelling Showpeople across Shropshire. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 7.2 In the absence of replacement detailed guidance, the calculation of pitch requirements is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment* Guidance (DCLG, 2007). This DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocated the use of a survey to supplement secondary source information and derive key supply and demand information.
- 7.3 The GTAA has modelled current and future demand and current and future supply. For this study, the model has assumed a cultural definition of Gypsies and Travellers but also takes account of the new planning definition as an element of modelling output.
- 7.4 The analysis includes Gypsies and Travellers living on authorised and unauthorised sites and also Travelling Showpeople.

Pitch requirement model overview

- 7.5 Pitch requirements are assessed over an initial five-year period (2017/18 to 2021/22) (the 5-year model) and then longer-term need is based on the expected number of households likely to form over the remainder of the Plan period (2022/23 to 2035/36) based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). The modelling is based on the cultural need for pitches but the impact of the PPTS definition on need is also considered.
- 7.6 In terms of **cultural need**, the 5-year model considers:
- The baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at July 2017;
 - Existing households planning to move in the next five years (currently on sites and also from bricks and mortar) and where they are planning to move to; and
 - Emerging households (i.e. households expected to form) currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for total pitch need.
- 7.7 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised sites;

- Vacant pitches on authorised sites
- 7.8 The model then reconciles total need and existing authorised supply over the next 5 years by summarising:
- Total need for pitches; and
 - Total supply of authorised pitches.
- 7.9 The longer-term element of the model then considers the cultural need over the remainder of the plan period (to 2035/36).

Description of factors in the 5-year need model

- 7.10 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

7.11 Current households living on pitches (1a to 1d)

These figures are derived from local authority data, site observation and household survey information. Note that no households were identified as concealed although there was one household who said they were doubling up on a pitch. Overall site observation indicates there are 136 households living on 131 pitches: this is factored into overall pitch need. The previous GTAA calculated 141 households living on 121 pitches.

7.12 Current households in bricks and mortar accommodation (2)

The 2011 Census suggested there were 83 households living in bricks and mortar accommodation. However, the Council does not have contact information for this number of households and 7 bricks and mortar household interviews were secured, of which 1 household wanted to move to a pitch. Given the sample size it is appropriate to consider supporting evidence. On the basis of 41 arc⁴ studies, it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site. The model therefore assumes an overall need for 4 pitches from households currently living in bricks and mortar housing.

7.13 Existing Households planning to move in the next five years (3)

This was derived from information from the household survey for respondents currently on authorised pitches. To account for non-response, the data in the model has been weighted by a factor of 1.4239⁴³

Overall, there is a need from +7 households planning to move to another pitch within Shropshire, -6 from a pitch to bricks and mortar, -1 plans to move outside Shropshire

⁴³ 92 overall household responses from 131 occupied pitches results in a weighting factor of $131/92 = 1.4239$

and it is assumed that +4 plan to move from bricks and mortar accommodation to a pitch.

This results in an overall net requirement of +4 pitches from existing households planning to move in the next 5 years.

The planning inspector at the South Worcestershire Development Plan recommended⁴⁴ that this figure should be included as a net need for pitches.

7.14 Emerging households (4)

This is the number of households expected to emerge in the next 5 years based on household survey information and detailed information on the demographics of households living on local authority sites. After weighting to take account of non-response, the total is 3 from households on private sites; and there are 14 households expected to emerge from pitches on local authority sites (13 want to stay on existing site and 1 to an alternative site). This results in a need from 17 emerging households.

7.15 Total need for pitches (5)

This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 157 pitches.

Supply

7.16 Current supply of pitches (6)

This is a summary of the total number of authorised pitches and the number of vacant authorised pitches. This shows a total supply of 129 authorised pitches plus 11 vacant pitches resulting in a total supply of 140 authorised pitches. This is before allowance for turnover on local authority sites which is discussed at paragraph 7.18 -7.19

Reconciling supply and demand

7.17 There is a total need over the next five years (2016/17 to 2020/21) for 157 pitches in Shropshire (Table 7.1) compared with a supply of 140 authorised pitches (including vacant pitches). The result is an overall shortfall of 17 pitches (excluding turnover on local authority pitches). The contribution of turnover to supply is however considered later in this chapter.

⁴⁴ Inspector's report into the South Worcestershire Development Plan 4th February 2016

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2016/17 to 2020/21			
NEED			Shropshire
1	Total households living on pitches	1a. On LA Site	59
		1b. On Private Site – Authorised*	75
		1d. On Private Site – Tolerated	1
		1e. Unauthorised	1
		1f. Total (1a to 1e)	136
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL (2011 Census)	83
Weighting applied to stages 3 and 4 = 1.4239 to account for G&T household no-response			
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site	0
		3b. To another site in Shropshire	7
		3c. From site to bricks and mortar	-6
		3d. To a site/bricks and mortar outside Shropshire	-1
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA	4
		3f. Planning to move to another B&M property	0
		3g. TOTAL Net impact (3a+3b+3c+3d+3e)	4
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	16
		4b. Currently on site and planning to live on another site in LA	1
		4c. Currently on site and planning to live on site outside the study area	0
		4d. Currently in B&M planning to move to a site in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	2
		4f. Currently on site and moving to B&M (no net impact)	1
		4g. TOTAL Net impact (4a+4b+4c+4d)	17
		5	Total Need
SUPPLY			
6	Current supply of authorised pitches	6a. Current authorised occupied pitches	129
		6b. Current vacancies on authorised pitches	11
		6c. Total current authorised supply (6a+6b)	140
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	157
8	Total supply of authorised pitches	5 years (from 6c)	140
5 YEAR AUTHORISED PITCH SHORTFALL 2016/17 TO 2020/21 (excluding turnover)			17

*Note this includes The Paddocks which became authorised July 2017

Longer-term pitch requirement modelling

- 7.18 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches and also detailed demographic data available on households living on local authority sites. On the basis of the age of children in households, it is possible to determine the extent of ‘likely emergence’, which assumes that a child is likely to form a new household at the age of 18.
- 7.19 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2021/22-2033/34, with the assumption that they remain in Shropshire⁴⁵ and that 50% of children will form households when they reach 18. Analysis would suggest a total cultural need for 63 additional pitches over the period 2021/22-2033/34 (Table 7.2). This equates to an annual need for 10 pitches. These data can be extrapolated to establish a need for the remainder of the Plan period to 2035/36, which establishes an overall cultural need for 73 pitches over the period 2021/22 to 2035/36.

Table 7.2 Future pitch need based on the assumption that 50% of children form households on reaching 18

Time period	No. children*	Expected household formation
2021/22 to 2025/26	34	17
2026/27 to 2030/31	54	27
2031/32 to 2033/34	38	19
Total (2022/23 to 2033/34)	126	63
Extrapolated need 2034/35 – 2035/36 (2 years)*	20	10
Total 2022/23 to 2035/36	146	73

*Based on a 10 p.a. annual need over the period 2021/22 to 2033/34 (13 years)

In-migration

- 7.20 The household survey reports a total of 40 households who have moved to their current pitch in the past 5 years. Of these households:
- 45% (18) originated from within Shropshire;
 - 50% (20) had migrated to Shropshire; and
 - 5% (2) did not state a previous place of residence.
- 7.21 Of households moving into Shropshire, 10 moved from elsewhere in the West Midlands region, 3 from the South East, 1 from the South West, 4 from Wales, 1 from Travelling around Britain and 1 from outside the UK.

⁴⁵ GTAA 2015 identified 12 emerging households to 2019-2026. The differences in numbers reflect new households in Shropshire since the time of last survey

- 7.22 Of households moving into Shropshire, 55% (11) moved to be closer to family and friends. Most (70% or 14 households) moved to an empty pitch, 25% (5) moved onto a brand new pitch and 1 moved onto an existing pitch that had been sub-divided
- 7.23 The model assumes no net impact on need as there is evidence of households planning to move off sites into B&M and moving out of the County as well as households moving into the County.
- 7.24 The Council operates a points based system when allocating pitches on LA sites including:- previous residential history (considering existing location and whether in residence in Shropshire on a local authority or private site); evidence of anti social/criminal behaviour; personal circumstances (including family needs such as education and childcare, also employment and medical requirements); family links to or previous residence in the local area and proof of where they have travelled in the preceding 3 years. Priority is given to households in need from within the County.

Planning Policy for Traveller Site definition

- 7.25 Analysis of household survey data establishes that 37.7% of Gypsies and Travellers living on pitches across Shropshire satisfy the PPTS definition of Gypsies and Travellers. This proportion is applied to the cultural need evidenced in the 5-year and longer-term modelling of pitch requirements to establish a PPTS need for pitches. The revised PPTS definition is subject to outstanding legal challenge. Furthermore, the Local Authority has a duty to consider all housing need and that even if not meeting the PPTS definition it remains an identified housing need.

Overall Plan period pitch need

- 7.26 Table 7.3 summarises the overall need for pitches across Shropshire over the Plan period to 2036. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need.

	Cultural need	Of which PPTS need
5yr Authorised Pitch need (2016/17 to 2020/21)	17	6.6
Longer-term authorised pitch need 2021/22-2035/36	73	27.7
TOTAL SHORTFALL (Ex Turnover) to 2035/2036(Plan Period)	90	34.3 (34 Rounded)

- 7.27 It is recommended that the review of the Local Plan recognises an underlying cultural need for 90 pitches over the Plan period and a need for 34 pitches under the PPTS definition before turnover is considered. Assuming a 20 year period (2016/17 to 2035/36 this would result in an annualised cultural need for 4.74 pitches and an

annualised PPTS need for 1.80 pitches before pitch availability via evidenced turnover is taken into account).

Turnover on local authority sites

- 7.28 Turnover relates to the number of pitches that are expected to become available for occupancy on local authority sites to help offset the pitch needs identified. Analysis only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.
- 7.29 Site management data, which provides an official record of the occupancy of council sites, indicates a high degree of annual turnover. The Council maintains excellent data on pitches becoming available for occupancy across the four local authority sites. Table 7.4 summarises the total number of pitches that became available for re-letting over the five year period April 2012 to March 2017 and an annual average. Note that this excludes households who have moved from a pitch within the site. It does however include turnover on sites which have been expanded (10 pitch Park Hall extension in 2014 and a 6 pitch extension at Long Lane, Craven Arms). The level of turnover was particularly high on the Craven Arms site, where each pitch, on average, has been reoccupied 3.5 times over the five years April 2012 to March 2017 and the annual turnover rate is 71.3%. Annual turnover rates are much lower across the remaining sites. Overall, the turnover rate across local authority pitches is 26.4% resulting in 16.9 pitches becoming available each year. Excluding Craven Arms (which experienced very high levels of turnover), the turnover rate is 11.5% and 5.5 pitches become available each year. This compares with a turnover of 7 pitches each year reported in the 2015 GTAA.

Site	Total number of pitches	Total no. pitches which have become available for occupancy over 5 years	Annual average number of pitches which have become available for occupancy	Annual turnover rate %
Craven Arms	16	57	11.4	71.3
Park Hall	25	16	3.7	14.8
Manor House Lane	18	7	1.4	7.8
Cross Houses	5	2	0.4	8.0
Total	64	82	16.9	26.4
Total (excluding Craven Arms)	48	25	5.5	11.5

- 7.30 Table 7.5 illustrates the impact of expected pitch availability arising from turnover considered against overall pitch need. Including expected turnover⁴⁶ results in both cultural and PPTS need being fully addressed.

Table 7.5 Addressing Gypsy and Traveller pitch need		
	Cultural need	Of which: PPTS need
TOTAL pitch need 2016/17 to 2035/2036 (Plan Period)	90	34
Pitches expected to become available through turnover on pitches on Council sites 2017/18 to 2035/36	105	105
Residual pitch requirement after factoring in expected turnover	None	None

Comparison with previous GTAA

- 7.31 The assessment of the need for gypsy and traveller sites in the Gypsy and Traveller Accommodation Assessment (GTAA 2014/ update 2015) formed part of the evidence for the adopted Local Plan (SAMDev DPD). This research concluded that there was no identified need for general sites taking into account expected pitch turnover. The methodology and conclusions in the GTAA (2015) were validated by the Plan Inspector who noted in her report that despite potential uncertainties regarding pitch availability at the established Warrant Road site, *'the Council will still be in a position to comfortably demonstrate a five year supply of pitches and sufficient supply for the remainder of the plan period, having regard to expected turnover.....'*
- 7.32 Table 7.6 compares the findings of the 2017 GTAA update with the 2015 GTAA. The key difference is the exclusion of Warrant Road 2 site referred to in the previous paragraph. The 2015 GTAA identified sufficient provision with an overall 5 year shortfall of 19 pitches (excluding turnover) being more than compensated for by turnover to become a surplus, i.e. a negative requirement of -16 pitches (including turnover). The 2017 GTAA identifies continuing turnover and establishes that the gross 5 year cultural shortfall of 17 pitches translates into pitch capacity when turnover is taken into account and becomes -10 pitches (including turnover).

⁴⁶ Only turnover on Shropshire Council sites for which there are accurate records has been taken into account. Turnover has been recorded as 5.5 pitches p.a. based on local authority site management records for the last 5 years (April 2012 to March 2017) and excludes turnover on Craven Arms as this site has experienced considerable turnover well in excess of other sites. Including Craven Arms would increase likely pitch capacity through turnover to 321 over the plan period

Table 7.6 Comparison between 2015 and 2017 GTAA update

Element of needs model	2015 GTAA	2017 GTAA Update	Comment
1. Total households living on pitches	141	136	Slight reduction in households living on authorised sites
3. Existing households planning to move in next 5 years	0	4	Updated information on moving intentions and also includes households moving from bricks and mortar to pitches
4. Emerging households (5 years)	24	17	Updated information reflecting new households on pitches in Shropshire
5. Total need	165	157	Mainly due to reduction in emerging household need
SUPPLY			
6a. Current authorised occupied pitches	110	129	Increase in occupied authorised pitches
6b Current vacancies on authorised pitches	34	11	Reduction in vacant pitches on authorised sites
6c. Total current authorised supply	146	140	Takes account of permissions for new pitches and exclusion of Warrant Road 2 site
7. Total need	165	157	Overall reduction
8 Total Supply excluding turnover	146	140	Overall reduction through exclusion of Warrant Road 2 site
5 year pitch shortfall (excluding turnover)	19	17	Slight reduction in need
Expected turnover (5 yrs)	35	27.5	2017 turnover excludes Craven Arms and based on site management data
5 year pitch shortfall (including turnover)	-16	-10	Sufficient capacity if turnover is included

Travelling Showperson plot requirements

7.33 There is currently one temporary Travelling Showperson yard used for residential purposes across Shropshire. The 2017 GTAA has not found any evidence of a need for additional plots to be provided over the Plan Period other than a permanent yard for the existing Showpeople living at Ifton. The Council should continue to engage with the Showman's Guild of Great Britain and consider any additional future need should it arise.

Transit site requirements

7.34 The household survey found that around 51.3% of Gypsies and Travellers living on pitches felt that transit provision should be made within Shropshire and the majority

(68.6%) felt this should be managed by the Council. A transit pitch normally has a hard standing, electric hook up and amenity shed. A good indicator of transit need is unauthorised encampment activity.

7.35 Unauthorised encampment data collected by the Council reports an increasing level of activity:

- 10 encampments in 2014;
- 18 encampments in 2015; and
- 37 encampments in 2016.

7.36 The Council reports that the average length of encampments is 5-7 days. There are no long-term unauthorised groups who encamp in Shropshire. An 8-10 pitch transit site would accommodate around 90% of unauthorised encampments in the County and this should be considered by the Council.

8. Conclusion and strategic response

- 8.1 This concluding chapter provides a brief summary of key issues emerging from the research; advice on the strategic responses available; and recommendations and next steps.

Meeting permanent Gypsy and Traveller pitch requirements

- 8.2 To meet the requirements of Local Plan review the 2017 GTAA provides robust evidence of the need for pitches within Shropshire over the plan period to 2036. This has been based on interviews with households living on pitches on a range of sites across the area, interviews with households living in bricks and mortar accommodation and a review of information regarding households living on Council sites.
- 8.3 The 2017 GTAA updates the previous study published in January 2015 with a thorough review of sites and occupancy across the county; updating household information and turnover information; considering both the cultural need for pitches and need as defined by the PPTS definition of Gypsy and Traveller.
- 8.4 Before turnover on local authority sites is taken into account, the 2017 GTAA establishes an overall cultural need for 90 additional pitches over the Plan Period. As a subset of this number, 34 additional pitches would be needed over the Plan Period using the PPTS household definition.
- 8.5 However a degree of turnover on the local authority sites during the Plan period is evidenced and can reasonably be expected to continue. This evidence based on site management data suggests that 5.5 pitches each year will become available across local authority sites (excluding Craven Arms) This translates to a 27.5 pitches over the next 5 years and 104.5 over the Plan period, therefore addressing the need evidenced.
- 8.6 It is recommended that the review of the Local Plan acknowledges the overall need (excluding turnover) for 90 additional pitches based on a cultural interpretation of need and 34 based on a PPTS interpretation of need. For the purposes of the review of the Local Plan it should however be concluded that turnover on local authority pitches is expected to address this need, and that there is no current requirement for site allocations or the identification of sites for longer term provision. Although there is no overall shortfall in pitches once turnover is considered, the Council should continue to consider planning applications for appropriate small sites to address any arising needs of Gypsy and Traveller families should they be forthcoming over the Plan period. Needs may arise for a number of reasons including, for example: the ability of any available site to accommodate a larger family group; pitch vacancies at the particular time; issues of ethnic mix and compatibility; accessibility to school and health facilities. Additionally the Government is seeking to encourage more private traveller site provision (PPTS 2015) and policy facilitates small exception sites where a local connection is demonstrated.

Meeting permanent Travelling Showperson requirements

- 8.7 There is currently one temporary Travelling Showpersons yard in Shropshire. The 2017 GTAA has not found any evidence of a need for additional plots to be provided over the Plan period other than the need for a permanent site for the existing families currently living at Ifton Heath.
- 8.8 The Council should continue to engage with the Showman’s Guild of Great Britain and consider any future need should it arise.

Meeting transit site/stop over requirements

- 8.9 An 8-10 pitch transit site would accommodate around 90% of unauthorised encampments in the County and this should be considered by the Council.

Good practice in planning for Gypsy and Traveller provision

- 8.10 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix C. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members⁴⁷.
- 8.11 Work undertaken by PAS⁴⁸ identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix C.

Conclusions

- 8.12 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers and Travelling Showpeople across Shropshire and directly consider 5 year supply and need over the Plan period.
- 8.13 Needs analysis (excluding turnover) indicates a cultural need for 90 pitches and a PPTS need of 34 pitches over the Plan period (to 2036). However, given the high degree of turnover on LA sites, this would indicate no strategic need for Gypsy and Traveller pitches. For the purposes of the review of the Local Plan it can be concluded that turnover on local authority pitches is expected to address this need, and that there is no current requirement for site allocations or the identification of sites for longer term provision. Notwithstanding this, it would be recommended that the Council considers applications for small sites for family use as they arise. It is also recommended that turnover on LA sites is regularly monitored.

⁴⁷ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

⁴⁸ PAS spaces and places for gypsies and travellers how planning can help

- 8.14 There is currently one Travelling Showperson’s yard in Shropshire but the GTAA has not found any evidence of a need for more plots to be provided during the Plan period, other than a permanent yard for the households living at Ifton Heath.
- 8.15 The study confirms a need for transit provision. The Council are planning to provide an 8-10 pitch transit site which would be sufficient to accommodate around 90% of unauthorised encampments.
- 8.16 It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Shropshire.

Appendix A: Legislative background

Overall approach

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 The **Caravan Sites Act 1968 (Part II)** required local authorities '*so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area*'. It empowered the Secretary of State to make designation orders for areas where he was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.4 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
 - Abolished all statutory obligation to provide accommodation;
 - Discontinued government grants for sites; and
 - Under Section 61 made it a criminal offence to camp on land without the owner's consent.

Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:

- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
- Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
- Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).

By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:

- A Parliamentary Committee report (House of Commons 2004).
- The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the *Planning policy for traveller sites* 2012 and updated in 2015).
- Guidance on accommodation assessments (ODPM 2006).
- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

A.5 **Section 225: Housing Act 2004** imposed duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

- Every local housing authority was required as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
- Where a local housing authority was required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they had to take the strategy into account in exercising their functions;
- A local housing authority was required to have regard to section 226 ('Guidance in relation to section 225') in:
 - carrying out such an assessment, and
 - preparing any strategy that they are required to prepare.
- Section 124 of the Housing and Planning Act 2016 deletes sections 225 and 226 of the Housing Act 2004 (see below). Additional requirements have been inserted into Section 8 of the Housing Act 1985 to include an assessment of the need for sites for caravans and moorings for houseboats within the periodical review of housing needs.

A.6 The **Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.

The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework; however, the term Local Plan was reintroduced following the National Planning Policy Framework in March 2012.

Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This Act was subsequently amended to a Local Plan document with the introduction of the NPPF in March 2012. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of

person with an interest in the land who can object, and deals with ownership issues and compensation.

- A.7 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local planning authorities the ability to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *‘neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.’*⁴⁹ The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.
- A.8 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4th May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.
- A.9 **Section 124: Housing and Planning Act 2016** has two parts:
- 124(1) amends section 8 of the Housing Act 1985, inserting an additional reference to include a duty to consider the needs of people residing in or resorting to local authority districts with respect to the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments.
 - 124(2) deletes sections 225 and 226 of the Housing Act 2004 (as set out above).

⁴⁹ DCLG A plain English guide to the Localism Act Nov 2011

Appendix B: Shropshire Local Plan Policies

Policy CS5 : Countryside and Green Belt

- B.1 New development will be strictly controlled in accordance with national planning policies protecting the countryside and Green Belt.
- B.2 Subject to the further controls over development that apply to the Green Belt, development proposals on appropriate sites which maintain and enhance countryside vitality and character will be permitted where they improve the sustainability of rural communities by bringing local economic and community benefits, particularly where they relate to:
- Small-scale new economic development diversifying the rural economy, including farm diversification schemes;
 - dwellings to house agricultural, forestry or other essential countryside workers and other affordable housing / accommodation to meet a local need
 - in accordance with national planning policies and Policies CS11 and CS12;
 - With regard to the above two types of development, applicants will be required to demonstrate the need and benefit for the development proposed. Development will be expected to take place primarily in recognisable named settlements or be linked to other existing development and business activity where this is appropriate.
 - Agricultural/horticultural/forestry/mineral related development, although proposals for large scale new development will be required to demonstrate that there are no unacceptable adverse environmental impacts;
 - The retention and appropriate expansion of an existing established business, unless relocation to a suitable site within a settlement would be more appropriate;
 - The conversion or replacement of suitably located buildings for small scale economic development / employment generating use;
 - Sustainable rural tourism and leisure and recreation proposals which require a countryside location, in accordance with Policies CS16 and CS17;
 - Required community uses and infrastructure which cannot be accommodated within settlements;
 - Conversion of rural buildings which take account of and make a positive contribution to the character of the buildings and the countryside. Proposals for conversions will be considered with regard to the principles of PPS4, giving equal priority to the following uses:
 - small scale economic development/employment generating use, including live-work proposals and tourism uses;
 - affordable housing to meet local need (including agricultural workers dwellings);
 - other uses appropriate to a countryside location.

- B.3 Open market residential conversions will only be considered where respect for the heritage asset (as also required by Policy CS17) and high standards of sustainability are achieved; a contribution to infrastructure requirements is made in accordance with Policy CS9; and, except where the buildings are listed, a financial contribution for the provision of affordable housing to be delivered off site is provided in accordance with Policy CS11. In all cases, development proposals should be consistent with the requirements of Policies CS6 and CS17.

Green Belt

- B.4 Within the designated Green Belt in south-eastern Shropshire, there will be additional control of new development in line with government guidance in PPG2. Land within development boundaries in the settlements of Shifnal, Albrighton, Alveley, Beckbury, Claverley, and Worfield, and at the Alveley and Stanmore Industrial Estates is excluded from the Green Belt. In addition to appropriate development in these areas, limited infilling will be permitted in any other Community Hubs and Community Clusters listed in the SAMDev DPD, subject to the requirements of Policies CS4, CS6 and CS11.
- B.5 Also, limited local needs affordable housing on exceptions sites which accords with the requirements of Policy CS11 will be permitted in the Green Belt. Areas of safeguarded land are reserved for potential future development at Albrighton and Shifnal, while the military base and Royal Air Force Museum at Cosford is recognised as a major existing developed site within the Green Belt where limited defence related development will be permitted. The Green Belt boundary and all relevant policy areas are identified on the Proposals Map for the SAMDev DPD, which sets out the detailed approach to development in the Green Belt and any new site allocations required within the safeguarded land.

Policy CS12 : Gypsy and Traveller Provision

- B.6 The accommodation needs of Gypsies, Travellers and Travelling Showpeople will be addressed as part of meeting the housing needs of all sectors of the community, by:
- Allocating sites to meet identified needs having regard to best practice guidance;
 - Supporting suitable development proposals for sites close to Shrewsbury, the Market Towns and Key Centres, and Community Hubs and Community Clusters;
 - Supporting suitable development proposals for small exception sites (under 5 pitches) in accordance with Policy CS5, where a strong local connection is demonstrated;
 - Identifying a site for Travelling Showpeople in North-West Shropshire;

- Ensuring that all sites are reasonably accessible to services and facilities, incorporate suitable design and screening, have suitable access and areas for manoeuvring caravans and parking for all essential uses, make provision for essential business uses and recreational facilities as appropriate. All sites must comply with the requirements of policy CS6 and critical infrastructure provision of policy CS9 where appropriate.

Appendix C: Literature review

Introduction

C.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition, there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

C.2 **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated DCLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management;
- Delivering Decent Homes Beyond 2010;
- Delivering mixed communities;
- Procurement value for money; and
- Housing Health and Safety.

The guidance defines four criteria against which to measure the standard of a home:

- It meets the current statutory minimum standard for housing;
- It is in a reasonable state of repair;
- It has reasonably modern facilities and services; and
- It provides a reasonable degree of thermal comfort.

C.3 **Guide to Effective Use of Enforcement Powers - Parts 1 (Unauthorised Encampments, ODPM, 2006) and 2 (Unauthorised Development of Caravan Sites, DCLG, 2007)**

The Guide (now cancelled) was the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provided detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

- Choosing the most appropriate power;
- Speeding up the process;
- Keeping costs down;
- The eviction process; and
- Preventing further unauthorised camping.

C.4 **Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006**

This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.

The Report's recommendations include measures relating to Central Government, local authorities, police forces and the voluntary sector. Among those relating to Central Government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met;
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation;
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers; and
- requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites;
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers;
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application;
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers; and
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.

Among other recommendations, the Report states that police forces should:

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;
- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

C.5 **Planning Advisory Service (PAS) *Spaces and places for Gypsies and Travellers: how planning can help* (2006)**

PAS list the following as key to successful delivery of new provision:

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be 'listened to' as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller's Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just 'moving it on' to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *'ideally*

*council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.*⁵⁰ Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites ‘to ensure that criteria make it clear what applications are likely to be accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.’⁵¹ Kent and Hertsmere councils are listed as examples of good practice in this regard.

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and ‘understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites’⁵². It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
 - An increase in site provision;
 - Reduced costs of enforcement; and
 - Greater community engagement and understanding of community need.

C.6 RTPI Good Practice Note 4, *Planning for Gypsies and Travellers (2007)*

The RTPI has developed a series of Good Practice notes for local planning authorities ‘Planning for Gypsies and Travellers’; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of PPTS 2012 and 2015, some of the key principles remain relevant. and it is worth considering some of the papers’ key recommendations.

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

⁵⁰ PAS Spaces and places for gypsies and travellers how planning can help, page 8

⁵¹ PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

⁵² PAS spaces and places for gypsies and travellers how planning can help page 10

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
 - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’* and
 - *‘In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.’⁵³*
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *‘there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.’⁵⁴* The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:

⁵³ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

⁵⁴ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- A single point of contact with the local authority;
 - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
 - All stakeholders to provide accurate and timely briefings for the liaison officer;
 - Provision of media briefings on future activities;
 - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
 - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
 - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
 - *‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’⁵⁵*

Whilst the RTPI’s Good Practice Note Planning for Gypsies and Travellers predates the NPPF, the principles that it establishes at Part C remain largely relevant in terms of the role of local plan making. The Note advises that whilst the use of the site specific DPDs to identify sites for Gypsy and Traveller accommodation may seem less divisive, subsequent to identification of sufficient sites to meet identified need, local planning authorities should seek to integrate provision for Gypsies and Travellers within their general housing strategies and policies. Early involvement of stakeholders, the community and special interest groups will help achieve a consensus.

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.⁵⁶

⁵⁵ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

⁵⁶ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.’⁵⁷

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base;
- Design principles; and
- A design brief for the layout of sites.

C.7 **Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007**

This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population; and that studies obtain robust data. It recognises the difficulty of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews;
- Specialist surveys of those living on authorised sites that are willing to respond; and
- Existing information, including local authority site records and the twice yearly caravan counts.

The guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult to exactly quantify unmet need.

The Guidance was revoked in July 2016 and withdrawn in December 2016

C.8 **Designing Gypsy and Traveller Sites Good Practice Guide, DCLG, May 2008**

The Guide (now cancelled) attempted to establish and summarise the key elements needed to design a successful site. In particular, the guidance intended to assist:

⁵⁷ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites; and
- Site residents looking to participate in the design/refurbishment process.

C.9 **The National Planning Policy Framework, March 2012**

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government’s planning policies for England. It condenses previous guidance and places a strong emphasis on ‘sustainable development’. It provides more focussed guidance on plan-making and refers to ‘Local Plans’ rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

C.10 **DCLG Planning policy for traveller sites, March 2012 (subsequently updated August 2015)**

In March 2012 the Government also published *Planning policy for traveller sites*, which together with the NPPF replaced all previous planning policy in respect of Gypsies and Travellers. The policy approach encouraged provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encouraged the use of plan making and decision taking to reduce unauthorised developments and encampments.

C.11 **Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012**

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting ‘Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.’⁵⁸ The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

C.12 **Dealing with illegal and unauthorised encampments: a summary of available powers, DCLG August 2012**

⁵⁸ www.communities.gov.uk/news/corporate/2124322

This guidance note (now superseded, March 2015) summarised the powers available to local authorities and landowners to remove encampments from both public and private land. Powers available to local authorities being:

- Injunctions to protect land from unauthorised encampments;
- Licensing of caravan sites;
- Tent site licences;
- Possession orders;
- Interim possession orders;
- Local byelaws;
- Power of local authorities to direct unauthorised campers to leave land;
- Addressing obstructions to the public highway;
- Planning contravention notice;
- Temporary stop notice;
- Enforcement notice and retrospective planning;
- Stop notice;
- Breach of condition notice; and
- Powers of entry onto land.

C.13 **Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013:** Made on 11th April 2013 and laid before Parliament on 12th April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4th May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.

C.14 **Ministerial Statement 1st July 2013 by Brandon Lewis**⁵⁹ highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30th June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality

⁵⁹ <https://www.gov.uk/government/speeches/planning-and-travellers>

in planning⁶⁰, deeming it to be outdated; the Government does not intend to replace this guidance.

C.15 **Dealing with illegal and unauthorised encampments: a summary of available powers 9th August 2013.** This guidance (now superseded, March 2015) replaced that published in August 2012, and updated it in respect of changes to Temporary Stop Notices. The Guidance listed powers available to local authorities, including:

- More powerful temporary stop notices to stop and remove unauthorised caravans;
- Pre-emptive injunctions that protect vulnerable land in advance from unauthorised encampments;
- Possession orders to remove trespassers from land;
- Police powers to order unauthorised campers to leave land;
- Powers of entry onto land so authorised officers can obtain information for enforcement purposes;
- Demand further information on planning works to determine whether any breach of the rules has taken place;
- Enforcement notices to remedy any planning breaches; and
- Ensuring sites have valid caravan or tent site licences.

It sets out that councils should work closely with the police and other agencies to stop camps being set up when council offices are closed.

C.16 **DCLG Consultation: Planning and Travellers, September 2014.** This consultation document sought to:

- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
- Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
- Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
- Protect 'sensitive areas' including the Green Belt;
- Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. In terms of future needs assessments the consultation suggests that authorities should look at:

⁶⁰ ODPM Diversity and Equality in Planning: A good practice guide 2005

- The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
 - Broad locations where there is a demand for additional pitches;
 - The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
 - The demographic profile of the Traveller community obtained from working directly with them;
 - Caravan count data at a local level; and
 - Whether there are needs at different times of the year.
- The consultation closed on 23rd November 2014.

C.17 **Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015.** This Guidance sets out the robust powers councils, the police and landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

- Is the land particularly vulnerable to unlawful occupation/trespass?
- What is the status of that land? Who is the landowner?
- Do any special rules apply to that land (e.g. byelaws, statutory schemes of management, etc.) and, if so, are any of those rules relevant to the occupation/trespass activity?
- Has a process been established for the local authority to be notified about any unauthorised encampments?
- If the police are notified of unauthorised encampments on local authority land, do they know who in the local authority should be notified?
- If the power of persuasion by local authority officers (wardens/park officers/enforcement officers) does not result in people leaving the land/taking down tents, is there a clear decision making process, including liaison between councils and local police forces, on how to approach unauthorised encampments? At what level of the organisation will that decision be made? How will that decision-maker be notified?

The Guidance also states that to plan and respond effectively local agencies should work together to consider:

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;
- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;
- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;

- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

C.18 **DCLG Planning policy for traveller sites, August 2015**

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document of the same name (published in March 2012). *Planning policy for traveller sites* sets out that, “the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.”⁶¹

The document sets out a series of nine policies (Policy A to Policy I), which address different issues associated with traveller sites:

- Policy A: Using evidence to plan positively and manage development,
- Policy B: Planning for traveller sites,
- Policy C: Sites in rural areas and the countryside,
- Policy D: Rural exception sites,
- Policy E: Travellers sites in Green Belt,
- Policy F: Mixed planning use traveller sites,
- Policy G: Major development projects,
- Policy H: Determining planning applications for traveller sites, and
- Policy I: Implementation.

C.19 **DCLG Planning policy statement on Green Belt protection and intentional unauthorised development (31st August 2015)**

Issued as a letter to all Chief Planning Officers in England, this planning policy statement sets out changes to make intentional unauthorised development a material consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State’s decision “to enable him to illustrate how he would like his policy to apply in practice”, under the criteria set out in 2008.

⁶¹ DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

In addition, the planning policy statement of 31st August 2015 announced that the Government has cancelled the documents *Guide to the effective use of enforcement powers, Part 1* (2006) and *Part 2* (2007) and *Designing Gypsy and Traveller Sites – Good Practice Guide* (2008).

C.20 DCLG Draft guidance to local housing authorities on the periodical review of housing needs: Caravans and Houseboats, March 2016

This draft guidance was published to explain how the Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats. It makes reference to Clause 115 of the Housing and Planning Bill, which has subsequently received royal assent and became legislation on 12 May 2016. The relevant clause has become Section 124 of the Housing and Planning Act 2016.

The draft guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.

In the carrying out of accommodation needs assessments, the draft guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.

Appendix D: Fieldwork questionnaire

Shropshire Council Gypsy and Traveller Accommodation Assessment 2016

QUESTIONNAIRE

[November] 2016

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Shropshire Council Gypsy, Traveller and Travelling Showpeople Survey

Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This work is being conducted on behalf of Shropshire Council.

We want to find out:

- What sort of homes – sites, yards and houses – Gypsies, Travellers and Travelling Showpeople need.
- What you think of existing sites, yards and homes
- Whether you think new permanent and temporary sites and yards are needed
- Whether you think easier access to bricks and mortar accommodation is needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes – houses, yards and sites
- What other services you feel you need to support you

Interviewed before?

Have you been interviewed for this survey before?

- **If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.**
- **If 'Yes' on roadside and in different location from previous interview carry on with introduction**
- **If 'No' carry on with introduction**

Do you have time to talk with me about these things – it will take about 30 to 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

FOR MOST ANSWERS, CHECK THE BOXES MOST APPLICABLE OR FILL IN THE BLANKS

Interview details

Date and time _____

Location (site name and address) _____

Pitch/property type (circle most appropriate)

- 1.Council
- 2.HA
- 3.Private_Authorised
- 4.Private_TempAuthorised
- 5.Private_Unauthorised
- 6.Private_Unauthorised Tolerated
- 7.Bricks and Mortar
- 8. Roadside
- 9. Unauthorised encampment

Background data

Pitch address and/or number [use any evidence of numbers or attribute them]	
Number static caravans/mobile homes on pitch	
Number tourers on pitch	
Number bricks and mortar on pitch	
Brief description of pitch occupancy [eg. the pitch contained 3 households - the principal household and then a cousin of the respondent and his family; and a son of the respondent and his family]	
Number of households as stated by respondent [from this determine how many questionnaires to complete on the pitch]	
Number of concealed households [Judgement required]	
Number of doubled up households [Judgement required]	
Does anyone else use this pitch as their home [Brief description]	

Household Characteristics

Q1 Who lives in your household?

	Gender	Age	Relationship to respondent	Economic activity	Ethnicity
Respondent					
Person 2					
Person 3					
Person 4					
Person 5					
Person 6					
Person 7					
Person 8					

[Notes for interview coding:]

	Relationship	Economic activity	Ethnicity
1	Spouse/partner	Working full-time (30 or more hrs each week)	Romany Gypsy
2	Son/stepson	Working part-time 16 and up to 30 hrs each week)	English Gypsy
3	Daughter/stepdaughter	Working part-time under 16 hrs each week)	English Traveller
4	Grandson/daughter	Self-employed (full or part time)	Irish Traveller
5	Parent	On Government training programme	Welsh Gypsy
6	Grandparent	In full-time education (inc. nursery)	Welsh Traveller
7	Brother/sister	Unemployed and available for work	Scottish Gypsy
8	Nephew/niece	Permanently sick/disabled	Scottish Traveller
9	Other relation	Wholly retired from work	New Traveller
10	Friend	Looking after the home and family	Showman
11	Lodger/boarder	Full-time carer or volunteer	Circus Traveller
12			Other

Q2 How would you best describe your household?

1	2	3	4	5	6	7
Single person under 65	Single person 65 and over	Lone parent	Couple no children	Couple with children	Older couple (one or both 65 and over)	Other

Home base

Q3 Is this your main home base?

1	2
Yes	No

Q4 Where is your other home base?

[If 'no' go to 0; if 'yes' go to 0]

[State settlement/district]

Current accommodation

Q5 What type of accommodation do you live in?

1	2	3	4	5	6
Trailer/wagon	Static/mobile home/chalet	House	Bungalow	Flat	Other (specify)

Q6 How many bedspaces are there?

1	2	3	4	5	6	7	8

Q7 Do you think your home (trailer/B&M) is overcrowded?

1	2
Yes	No

Q8 Do you think your pitch is overcrowded?

1	2
Yes	No

Q9 How long have you lived here (at the location of the interview)?

1	2	3	4	5	6
Up to 1 year	Over 1 and up to 2 years	2 years and up to 3 years	3 years and up to 4 years	4 years and up to 5 years	5 years or more

Q10 Where did you move from?

1	2	3	4
The same pitch	The same site	The same district	From outside the district

Q11 Why did you move onto this pitch?

1	2	3	4	5	6	7	8	9	10
Close to family/friends	Near to place of work	Near to school/nursery	Close to hospital/doctors	Close to church	No-where else that is suitable	Simply chose this place / no particular reason	Pitch provided by family/friends	Always lived here	Other [Please Specify below]

Other: _____

Q12 When you moved onto this pitch, was it?

1	2	3
A brand new pitch which had not been occupied	An empty pitch which had previously been occupied	Part of an existing pitch which became available to you (sub-division)

Travelling questions

Q13 In the last year have you or anyone in your household travelled?

1	2
Yes	No

Q14 Previous to the last year, did you or anyone on your household travel?

1	2
Yes	No

Q15 Why do you travel?

1	2	3	4	5	6	7	8
Cultural reasons	Personal preference	Work related	Visit family/ friends or family events	To attend fairs	To attend religious meetings/ conventions	Only way of life I know	Limited opportunity to settle down/ no pitch on which to live/ lack of site provision

Q16 Do you or anyone in your household plan to travel next year?

Q17 Do you think you or anyone in your household will travel each year for the next five years and/or beyond?

1	2
Yes	No

1	2
Yes	No

Q18 How many days or weeks do you or anyone in your household normally travel each year?

1	2	3	4	5	6	7	8
No more than 13 days	2 to 4 weeks (or one month)	5 to 8 weeks (or 2 months)	9 to 12 weeks (or 3 months)	13 to 26 weeks (or 6 months)	Over 6 months but less than 10 months	Over 10 months but less than 12 months	All year

Q19 How many days or weeks do you or anyone in your household plan to travel in any given year in the future?

1	2	3	4	5	6	7	8
No more than 13 days	2 to 4 weeks (or one month)	5 to 8 weeks (or 2 months)	9 to 12 weeks (or 3 months)	13 to 26 weeks (or 6 months)	Over 6 months but less than 10 months	Over 10 months but less than 12 months	All year

Q20 Where would you household normally go when you are travelling; where and when?

	Location	Month	Reason	Route
A.				
B.				
C.				
D.				

Q21 What reasons do you have for not travelling now or in the future?

1	2	3	4	5	6	7	8	9	10
Too many problems relating to travelling	Long term health reasons	Short term health reasons	Prefer not to travel	Family commitments	Education of children	Work/ job commitments	Do not need to travel	Other members of my household travel	Other (please state)

Other: _____

Transit site questions

Q22 Transit sites are intended for short-term use while in transit. Sites are usually permitted and authorised but there is a limit on the length of time residents can stay. Is there a need for transit sites in Shropshire?

1	2
Yes	No

Q23 If yes, where?

Q24 Please state how many pitches and when is the site needed?

How many pitches? _____

When is the site needed (all the time or only at certain times of year)? _____

Q25 Who should manage transit sites?

1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other (please state)

Other: _____

Permanent site questions

Q26 *Is there a need for new permanent site(s) in Shropshire?*

1	2
Yes	No

Q27 *If yes, where?*

Q28 *Please state how many pitches?* _____

Q29 *Who should manage permanent sites?*

1	2	3	4	5
Councils	Registered social landlords/ Housing Associations	Private (Gypsy/ Traveller)	Private (Non Gypsy/ Traveller)	Other (please state)

Other: _____

The future

Q30 Are you planning to move in the next 5 years?

1	2
No - planning to stay where you are based now [go to 0]	Yes - planning to move elsewhere

Q31 Where are you planning to move to?

1	2	3	4	5
Another pitch on the current site/ yard	Another site/ yard (if so, where)	Bricks and mortar (if so, where)	From bricks and mortar to a site/ yard (if so, where)	Other (please state)
	State settlement/district	State settlement/district	State settlement/district	State settlement/district

Q32 What type of accommodation are you planning to move to?

1	2	3	4	5	6
Trailer/wagon	Chalet/mobile home	House	Bungalow	Flat	Older persons' housing (eg sheltered/extra care)

Q33 Which of the following would you consider?

1	2	3	4	5	6	7	8
For pitches				For houses			
Rent a pitch on a private site	Own a pitch on a private site	Rent a pitch on a Council/ Housing Association site	Rent from the Council	Rent from a Housing Association	Rent privately	Buy a property	Other (please state)

Other: _____

Q34 If you are considering moving to bricks and mortar accommodation, what are your reasons?

Q35 If you are considering moving to bricks and mortar accommodation would you use (or have you used) the Shropshire 'Homepoint' Housing Register?

Emerging households

Q36 Are there any people in your household who want to move to their own caravan/pitch/house in the next 5 years?

State how many	
----------------	--

If none go to 0

Q37 If yes, where would they like to move to?

	HH1	HH2	HH3	HH4
Pitch on current site/yard				
Move to another site/yard (if so, where)				
Move to bricks and mortar (if so, where)				

Q38 If yes, what sort of accommodation would they require?

	HH1	HH2	HH3	HH4
Trailer/wagon				
Chalet/mobile home				
House				
Bungalow				
Flat				
Sheltered/extra care housing				
No permanent base required				
Other (please specify)				

Other: _____

Q39 If yes, which of the following options would they consider?

	HH1	HH2	HH3	HH4
Rent pitch from Council				
Rent pitch from Registered Provider/Housing Association				
Rent pitch privately				
Own land where trailer/wagon is normally located				
To travel/ use multiple/ various sites				

Q40 Do you think they will want to travel for some of the year?

	HH1	HH2	HH3	HH4
Yes 1				
No 2				

Current site

Q41 Thinking of where you live, is there potential for further expansion?

1	2
Yes	No

If so, for how many pitches? _____

Q42 Is there potential to sub-divide existing pitches?

1	2
Yes	No

If so, for how many pitches? _____

Q43 How many vacant pitches are there? _____

Q44 How many are available to be occupied by a household? _____

Q45 Do you know of any households etc to be interviewed? **[please include details]**

Q46 Is there anything else you would like to tell us?

Finally

Q47 What do you think of the site you live on?

	1	2	3
	Happy	Okay	Not happy
Site management			
Size of pitch			
Access to site			
Quality of sheds			
Location			
Cost of electricity			
Cost of gas			
Cost of water			
Cost of rent			

[THEN REPEAT QUESTIONS FOR SECOND HOUSEHOLD, THIRD HOUSEHOLD ETC ON PITCH MAKING SURE THEY ARE REFERENCED CORRECTLY. THE PRINCIPAL HOUSEHOLD SHEET SHOULD HAVE INFORMATION WHICH LINKS TOGETHER ALL QUESTIONNAIRES (eg the site contained 3 households – the principal household and then a cousin of the respondent and his family and a son of the respondent and his family)]

Appendix E: Fieldwork survey statistics

Site	Location	Number of households	Interviews achieved
LA1	Craven Arms Caravan Site	14	8
LA2	Cross Houses Caravan Site	5	5
LA3/3A	Park Hall Caravan Site/Extension	23	10
LA4	Manor House Lane Caravan Site	17	15
Priv1	The Caravan Park	6	6
Priv2	The Caravan	2	0
Priv3	Marion Grange Caravan Park	8	1
Priv4	The Bungalow (Brookside Caravan Park)	12	12
Priv5	The Oakery	10	5
Priv6	Annscroft Site	1	1
Priv7	Lacon Street	2	2
Priv8	Field View	1	1
Priv9	Adastra Services	1	1
Priv10	Former Goods Yard	1	1
Priv11	Land Adjacent to Brook Cottage	1	1
Priv12	Orchard Cottage	4	1
Priv13	The Caravan Site	2	2
Priv14	Pigeon Door	2	2
Priv15	Adbo Hill	0	0
Priv16	Dorrington	2	2
Priv17	Land off Pixley Lane	0	0
Priv18	Manor House Lane Caravan Site	6	0
Priv19	Barkers Green	1	1
Priv20	Shawbury Heath	2	2
Priv21	The Hawthorns	3	2
PrivTemp1	Warrant Road Caravan Park (The Paddocks)	8	6
PrivTolerated1	Fenn Green	1	1
PrivUnauth1	Land opposite Henlle Parks Golf Club	1	1
TOTAL		136	89

Appendix F: Glossary of terms

Caravans: Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

CJ&POA: Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

CRE: Commission for Racial Equality.

DCLG: Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers, which was previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

Gypsies and Travellers: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such”. The planning policy goes on to state that, “In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances”.

Irish Traveller: Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O’Leary v Allied Domecq).

Mobile home: Legally a ‘caravan’ but not usually capable of being moved by towing.

Pitch: Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) states that “For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may / will need to incorporate space or to be split to allow for the storage of equipment”.

Plot: see pitch

PPTS: Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

Roadside: Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

Romany: Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

Sheds: On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/pitch. Some contain a cooker and basic kitchen facilities.

Showpeople: Defined by DCLG *Planning policy for traveller sites* (August 2015) as “Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above”.

Site: An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or ‘sheds’. An authorised site will have planning permission. An unauthorised development lacks planning permission.

Slab: An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

Stopping places: A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

Tolerated site: An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

Trailers: Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

Transit site: A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

Unauthorised development: Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

Unauthorised encampment: Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner’s consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the Police.

Wagons: This is the preferred term for the vehicles used for accommodation by Showpeople.

Yards: Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members.