

ADDENDUM to Shropshire Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2019 (Update to reflect updated 2022 position set out in Examination of the Draft Shropshire Local Plan (2016-2038) as part of Matter 5 Hearing)

Updated Table 7.9

Updated Table 7.9 Comparison between 2015 GTAA, 2017 GTAA, 2019 GTAA Update and 2022 Data					
Element of needs model	2015 GTAA	2017 GTAA	2019 GTAA Update	2022 Updated Data ¹	Comment (15, 17, 19 and 22 refer to the relevant GTAA, GTAA or Examination Update)
1. Total households living on pitches	141	136	146	149 ²	Slight reduction in households living on authorised sites (15-17) but increased 17-19-22 due to new pitch provision. This results in reweighting of data. The smaller household increase 19-22, reflects reductions in numbers of households due to pitch vacancies.
3. Existing households planning to move in next 5 years	0	4	8	8 ³	Updated information on moving intentions and also includes households moving from bricks and mortar to pitches. 19 & 22 includes allowance for net in-migration evidence from housing register data. 2022 allowance based on reweighting of 2019 data ³ , with waiting list data for 2022 not suggesting any increase in number of out of County households wishing to move in.
4. Emerging households (5 years)	24	17	18	18 ³	Updated information reflecting new households on pitches in Shropshire 15-17. Additional household in 19 due to reweighting of data. 19-22 number of emerging households in 2022 reflects reweighting of 2019 data ³ .
5. Total need	165	157	172	175	Mainly due to reduction in emerging household need 15-17. Overall increase 17-19 due to additional pitch provision & reweighting of data. In 2022 a small increase in need from 2019 reflecting balance of households on new pitches with reduced occupancy associated with vacancies.
SUPPLY					
6a. Current authorised occupied pitches	110	129	140	144 ²	Increase in occupied authorised pitches 15-17. Additional authorised pitches 17-19. Increase in authorised pitches 19-22.

¹ All figures are rounded

² From Table 3.1 Matter 5 response (M5.01)

³ Original data reweighted (by a factor of 1.021) to reflect increase of 3 households from 2019.

6b. Current vacancies on authorised pitches	34	11	8	17 ²	Reduction in vacant pitches on authorised sites 15-17. Further reduction 17-19. Increase in vacant pitches 19-22.
6c. Total current authorised supply	146	140	148	162 ⁴	Takes account of permissions for new pitches and exclusion of Warrant Road 2 site 15-17. 17-19 & 19-22 additional pitch provision.
7. Total need	165	157	172	175	Overall reduction 15-17 and increases in 2017-19 & 2019-22.
8 Total Supply excluding turnover	146	140	148	162 ⁴	Overall reduction through exclusion of Warrant Road 2 site 15-17. Overall increase 17-19 & 19-22.
5-year pitch shortfall (excluding turnover)	19	17	24	13	Shortfall reflects need minus supply. Slight reduction in need 15-17 and increase 17-19 mainly due to allowance for net-migration. Reduction in shortfall (excluding turnover) 19-22 reflecting increased supply.
Expected turnover (5 yrs.)	35	27.5	47	47 ⁵	2017 turnover excludes Craven Arms and based on site management data. 2019 updates turnover data and excludes internal 'movement'. 19-22 based on 2019 findings, no change in turnover.
5-year pitch shortfall (including turnover)	-16	-10	-23	-34	Sufficient capacity if turnover is included across all three GTAA's and the 2022 update. (NB a zero or negative figure denotes no shortfall based on current resident households)

⁴ From Table 3.1 Matter 5 response- NB temporary site given permanent consent 04 04 23

⁵ Assumes turnover figure of 9.3 pa established by 2019 GTAA. 2022 update uses expected turnover established in 2019 GTAA.

Executive Summary

Introduction

arc⁴ produced two Gypsy and Traveller Accommodation Assessments for Shropshire – an initial GTAA in 2015 and a subsequent GTAA in 2017 prior to the 2019 GTAA update. The 2019 update uses the 2017 document as a base and updates information relating to pitches, turnover on public sites and the overall picture of need.

This addendum incorporates updated information provided to support the Examination of the draft Shropshire Local Plan in relation to Matter 5 and the hearing session held on 15th July 2022.

The Shropshire GTAA (2017) used 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.

The findings of the 2019 update 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. The data presented in this report relates to the period 2016/17 to 2037/38

The 2022 update does not change the period considered (which relates to the proposed Plan period) but provides an updated position in respect of need and supply of pitches as requested by the Local Plan Examination Inspectors. This update reflects subsequent intelligence from Shropshire Council's Gypsy and Traveller Family Liaison Team records and ongoing monitoring undertaken by the Planning Policy Team to ensure that the evidence base is kept up to date. It considers information from the following evidence sources:

- Shropshire Council's Gypsy and Traveller site management data, including that on levels of occupancy and demand from waiting lists.
- Gypsy and Traveller Family Liaison Team survey work undertaken to support the Caravan Count;
- The grant of planning permissions since the GTAA 2017 Baseline (April 2017) to 31st March 2022;
- Records of unauthorised encampments since GTAA 2019 update.

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 140 Gypsy and Traveller caravans over the last seven counts. The annual Travelling Showperson caravan count (undertaken each January) indicates the presence of 5 Travelling Showperson caravans in 2019.

As at July 2019 there are four authorised permanent council-owned Gypsy and Traveller sites in Shropshire. In addition, there are 23 authorised private sites and one tolerated private site. There is one authorised temporary Travelling Showpersons' yard.

By 31st March 2022 whilst the number of local authority sites remained constant, there had been an increase to 28 authorised private sites, including the previously tolerated site that had gained planning permission. The other change since 2019 was the relocation of the family of Travelling Showpeople from a temporary site to a new permanent family plot.

The triangulation of secondary data, Council records and fieldwork survey identified a total of 148 pitches across the county (July 2019). 146 households were living across the 140 occupied pitches and 8 pitches were vacant. The original fieldwork survey achieved 89 responses 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.

In 2022 (as set out in Table 3.1, M5.01- Shropshire Council Response to Matter 5) there were 162 pitches in total, including 1 temporary pitch, with 144 pitches occupied by 149 households, excluding households on transit pitches. There was an increase in pitch vacancy since 2019, with 17 pitches vacant at that time, comprising 11 local authority and 6 private pitches. It can be noted that, in addition to recorded pitch gains, there were additionally other permitted changes to pitches to allow the provision of additional accommodation e.g. siting of additional caravans on existing pitches as set out in Table 6.1 of M5.01.

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 July 2019, there were a total of 148 Gypsy and Traveller Pitches across Shropshire (147 permanent authorised and 1 private tolerated). By March 2022, there were a total of 162 Gypsy and Traveller Pitches across Shropshire (161 permanent authorised and 1 temporary authorised), an increase of 14 pitches since the GTAA 2019 update.

The GTAA 2019 evidenced an overall cultural need for 113 additional pitches over the plan period to 2037/38 and as a subset of this number a PPTS need for 43 pitches. However, there is also evidence of a high degree of turnover on existing Local Authority pitches which offsets identified need. Detailed site management data reports an annual average of 11 pitches on Local Authority sites coming available for occupancy over 5.5 years. If turnover from households moving

between Local Authority pitches within the County is excluded, the annual average turnover is 9.3 or 205 over the plan period - exceeding the level of identified need.

The cultural need figure of 113 is made up of an initial 5-year pitch shortfall and a longer term need from expected household formation over the Plan period to 2038, the latter forecast which remains relevant for this update. Since the 2019 GTAA update, it would seem likely that part of the need identified at that time will have been absorbed by: turnover on Local Authority pitches (at the rate evidenced by the GTAA 2019 update); provision from permitted alterations to existing pitch accommodation, and the creation of new pitches from planning permissions granted since 2019 (detailed in Table 6.1 of M5.01).

The updated summary Table 7.9 (above) considers the level of need (identified as number of households) against supply over a 5 year period from 2022. It identifies a reduced shortfall of 13 pitches in 2022 compared to 24 pitches in 2019 (both before expected turnover on Local Authority pitches is considered). Taking into account expected turnover of 47 pitches, based on continuing movement from pitches at the same rate as that identified by the 2019 update, it is apparent that this expected turnover on Local Authority pitches provides more than sufficient capacity to meet the identified pitch need. This is highlighted by the negative (-34) pitch shortfall figure. It can be noted that, as previously in 2019, all cultural Gypsy and Traveller accommodation need is considered.

The GTAA 2019 update recommended that the Local Plan acknowledges the overall need (excluding turnover) for 113 additional pitches, based on a cultural interpretation of need which incorporates 43 pitches based on the PPTS definition of need. Taking into account the evidence presented in 2022, including a reduced 5 year pitch shortfall, it is considered that this remains appropriate.

For the purposes of planning policy, it continues to 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 on Local Authority pitches is considered, the Council should continue to consider planning applications through its criteria-based policy 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

The 2017 GTAA and 2019 GTAA update identified a requirement for a suitable permanent site for the existing residents at a temporary Travelling Showpersons' Yard. This need has been met by the provision of a permanent family plot for Travelling Showpeople which was granted planning permission in May 2020.

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

3 transit pitches were granted planning permission at Manor House Lane Caravan site in November 2018 which could accommodate up to 6 caravans at one time.

The 2019 GTAA Update recommended that use of the pitches and the impact this has on unauthorised encampment activity be monitored. On this basis the GTAA update 2019 did not therefore recommend additional transit pitches, but however identified that additional complementary provision by the Council, even on a temporary basis, would support transit capacity and the ability to manage unauthorised encampments.

Consistent with this recommendation, there has been ongoing monitoring of unauthorised encampments since the GTAA 2019 Update, which is summarised in the table below (Figure 4.1 of M5.01):

Year	Number of Encampments
2014	10
2015	18
2016	37
2017	41
2018	33
2019	20
2020	9
2021	13

The data shows a general year on year decrease from a peak of 41 encampments in 2017 to 9 in 2020, rising slightly to 13 in 2021. However, movement in 2020 and 2021 may not be typical due to lockdowns and other potential impacts of the Covid 19 pandemic on the ability and desire to travel. Therefore, whilst encampments had reduced prior to March 2020, continued monitoring will be needed to establish whether the significant reduction in 2020 and 2021 is a long-term trend.

However irrespective of the recorded level of unauthorised encampment activity, there remain potential benefits in making Council transit site provision to support the management of unauthorised encampments and assist in meeting other short term emergency accommodation requirements. The Council recognises this and is proactively progressing work to deliver this opportunity.

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 keep the GTAA evidence base up to date, 2019 GTAA update provides robust evidence of the need for pitches within Shropshire over the Plan period to 2038. 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 updated information regarding households living on Council sites.
- 8.3 The 2019 GTAA updates the previous studies published in 2017 and 2015. The 2019 study updates information on sites and occupancy; updates evidence on turnover; and provides an overall cultural and PPTS need.
- 8.4 Additional work was carried out in 2022 to supplement the GTAA 2019 update and provide an updated position in respect of the need and supply of pitches to support the Examination of the draft Shropshire Local Plan. This is presented in this addendum to the GTAA 2019 update.
- 8.5 The 2022 addendum reflects Shropshire Council data collected after the 2019 GTAA update was finalised, including with regard to: site occupancy, site planning permissions, and unauthorised encampment information. The 2022 addendum does not however, provide a full GTAA update or change the period considered in relation to the need for pitches which relates to the proposed Plan period 2016 -2038.
- 8.6 Before turnover on local authority sites is taken into account, the 2019 GTAA update established an overall cultural need for 113 additional pitches over the Plan period and, as a subset of this number, a PPTS need of 43 pitches.
- 8.7 However, the GTAA 2019 update evidenced a degree of turnover on the local authority sites during the Plan period which can reasonably be expected to continue. This evidence based on site management data suggests that an average of 9.3 pitches each year will become available across local authority sites. (This translates to 47 pitches over 5 years and 205 over the Plan period, resulting in the cultural and PPTS need being fully addressed.)
- 8.8 The GTAA 2019 update recommended that the review of the Local Plan acknowledges the overall need (excluding turnover) for 113 additional pitches based on a cultural interpretation of need and 43 based on a PPTS interpretation of need. Taking into account the evidence presented in 2022, including that of a reduced 5 year pitch shortfall of 13 pitches (excluding turnover) versus 24 pitches in 2019, it is considered that this remains appropriate.

- 8.9 For the purposes of the review of the Local Plan it continues to 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. However, the Council should continue to consider planning applications for appropriate small sites through its criteria-based policy on a site by site basis, 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; and 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

- 8.10 The 2017 GTAA and 2019 GTAA Update identified a requirement for a suitable permanent site for the existing residents at a temporary Travelling Showpersons' Yard. This need has been met by the permanent family plot for Travelling Showpeople granted planning permission in May 2020.
- 8.11 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

- 8.12 3 transit pitches were granted planning permission at Manor House Lane Caravan Site in November 2018 which could accommodate up to 6 caravans at one time.
- 8.13 The 2019 GTAA Update recommended that use of these pitches and the impact this has on unauthorised encampment activity be monitored. On this basis the updated GTAA does not therefore recommend additional transit pitches, but however identified that additional complementary provision by the Council, even on a temporary basis, would support transit capacity and the ability to manage unauthorised encampments.
- 8.14 Consistent with this recommendation, there has been ongoing monitoring of unauthorised encampments since the GTAA 2019 Update. The data presented in 2022 shows lowered numbers of unauthorised encampments since a peak in 2017. However, movement in 2020 and 2021 may not be typical due to lockdowns and other potential impacts of the Covid 19 pandemic on the ability and desire to travel. Therefore, whilst encampments had reduced from rates prior to March 2020, continued monitoring will be needed to establish whether the reduction in encampments in 2020 and 2021 is a longer-term trend.

Good practice in planning for Gypsy and Traveller provision

- 8.15 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 members⁶.
- 8.16 Work undertaken by PAS⁷ 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

- 8.17 The overarching purpose of the 2019 GTAA update 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.
- 8.18 Needs analysis (excluding turnover) indicates a cultural need for 113 pitches and a PPTS need of 43 pitches over the Plan period (to 2038). 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 using its criteria-based policy. It is also recommended that turnover on LA sites is regularly monitored.
- 8.19 The 2022 addendum reflects Shropshire Council data collected after the 2019 GTAA update was finalised providing an updated position in respect of household need and the supply of pitches at March 2022. The addendum does not provide a full GTAA update but does indicate that the total pitch need when considered against supply, has not increased since the 2019 GTAA update. Conversely, the identified pitch shortfall excluding turnover is 13 pitches in 2022 compared to a shortfall of 24 pitches in 2019. In both cases when expected turnover is considered there is sufficient pitch capacity. The conclusions reached regarding strategic need and requirements for the Local Plan set out in the paragraph above therefore remain applicable.
- 8.20 The 2017 GTAA and 2019 GTAA Update identified a requirement for a suitable permanent site for the existing residents at a temporary Travelling Showpersons' Yard . This need has

⁶ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

⁷ PAS spaces and places for gypsies and travellers how planning can help

been met by the permanent family plot for Travelling Showpeople granted planning permission in May 2020.

- 8.21 The GTAA 2019 update recommended that the impact of 3 transit pitches on unauthorised encampment activity should continue to be assessed to further understand any additional need for transit provision. On this basis the GTAA Update 2019 did not therefore recommend additional transit pitches, but however identified that additional complementary provision by the Council, even on a temporary basis, would support transit capacity and the ability to manage unauthorised encampments.
- 8.22 Consistent with the recommendation of the GTAA 2019 update, there has been ongoing monitoring of unauthorised encampments which was presented as part of the 2022 update. It is however unknown how much travel patterns have been disrupted by the impacts of the Covid 19 pandemic. Therefore, whilst encampments have reduced, it is considered that continued monitoring will be needed to establish whether reductions in encampments in 2020 and 2021 represent a longer term trend. However, irrespective of the recorded level of unauthorised encampment activity, the Council has identified an opportunity to support the management of unauthorised encampments and is proactively progressing work to deliver a site.
- 8.23 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.