

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2020

Wyre Forest District Council

Final Report
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Table of Contents

Executive Summary	6
1. Introduction	10
Overview	10
Who the study covers	10
Report structure	12
2. Policy and local context.....	13
Government policy and guidance	13
Considering ‘Cultural’ and ‘PPTS’ need	16
Previous GTAA.....	17
Responding to challenges	17
3. Methodology.....	19
Introduction	19
Phase 1: Literature/desktop review	19
Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople.....	19
Phase 3: Stakeholder survey	20
Phase 4: Needs assessment and production of report	20
4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots	23
2011 Census population and household estimates	23
Caravan Count information.....	24
Local site and yards	25
5. Household survey and stakeholder findings	29
Stakeholder consultation	30
6. Gypsy and Traveller pitch, Travelling Showperson plot, transit site requirements and houseboat need	31
Introduction	31
Gypsy and Traveller pitch requirement model overview	31
Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model	32
Longer-term pitch requirement modelling	35
Planning Policy for Traveller Site definition	35
Overall plan period pitch need.....	36
Potential capacity for Gypsy and Traveller pitches on existing sites.....	36
Impact of turnover and intensification on pitch need	37
Tenure preferences	38

Housing register evidence	38
Temporary stopping places and transit requirements	39
Showperson plot requirements	41
Houseboat need	41
7. Conclusion and response	42
Meeting permanent Gypsy and Traveller pitch requirements	42
Meeting permanent Travelling Showperson requirements	42
Meeting transit site/stop over requirements	42
Future updating.....	43
Appendix A: Gypsy and Traveller Fieldwork Questionnaire	44
Appendix B: Glossary of terms	46

List of Tables

Table ES1	Gypsy and Traveller pitch need: Wyre Forest for the period 2020/21 – 2035/36 .	7
Table ES2	Wyre Forest pitch need taking into account turnover, expansion/intensification and potential new sites	8
Table 4.1	People from households identifying as White Gypsy or Irish Traveller by accommodation type	23
Table 4.2	Households identifying as Gypsy Traveller by accommodation type	23
Table 4.3	Bi-annual Traveller caravan count figures January 2016 to January 2020 Wyre Forest	24
Table 4.4	Annual Travelling Showpeople caravan count figures January 2015 to January 2020.....	25
Table 4.6	Gypsy and Traveller pitch and Showperson plot summary by local authority and survey responses	26
Table 5.1	Age profile of Gypsies and Travellers on pitches in Wyre Forest	30
Table 6.1	Summary of demand and supply factors: Gypsies and Travellers – 2020/21 to 2024/25	34
Table 6.2	Future pitch requirements in Wyre Forest based on the assumption that 50% of children form households on reaching 18.....	35
Table 6.3	Plan period Gypsy and Traveller pitch need: Wyre Forest 2020/21 to 2035/36..	36
Table 6.4	Potential site expansion/intensification.....	37
Table 6.5	Wyre Forest pitch need taking into account turnover, expansion/intensification and potential new sites	38
Table 6.6	Unauthorised encampment activity in Wyre Forest	40
Table 6.7	Unauthorised encampment activity in Wyre Forest summary	40

List of Maps

Map 4.1 Location of Gypsy and Traveller sites in Wyre Forest 28

Executive Summary

Introduction

The Wyre Forest 2020 Gypsy and Traveller Accommodation Assessment (GTAA) provides the latest available evidence to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers across the district.

The GTAA has comprised the following evidence sources:

- a review of existing (secondary) data;
- stakeholder discussions; and
- interviews and data obtained for 70 Gypsy and Traveller households out of a total of 91 households (representing an overall 76.9% response):

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

Population and current accommodation provision

The 2011 Census identified a total of 127 households in Wyre Forest where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these 23 lived in a caravan and 104 in bricks and mortar housing.

The bi-annual DCLG Traveller caravan count (January 2020) identified a total of 146 caravans (44 social rented, 81 private authorised and 21 unauthorised) and an average of 119 caravans over the last nine counts starting in January 2016. The annual Travelling Showperson caravan count (undertaken each January) has reported an average of 6 caravans over the period 2015 to 2020.

In terms of Gypsy and Traveller site provision, there is one county council authorised site at Lower Heath, Stourport with 22 pitches; 17 private authorised sites with a total of 73 pitches; and one unauthorised site with 1 pitch.

There is one Travelling Showperson's yard in the borough (accommodating 11 caravans).

The triangulation of secondary data, council records and fieldwork survey has identified a total of 96 Gypsy and Traveller pitches (82 are occupied and 14 were vacant at the time of the survey).

There are a total of 84 households living on the 82 occupied pitches. On one site 6 households live across 4 pitches, which accounts for the discrepancy between the number of households and pitches occupied.

Planning policy requirements for needs assessments

The 2019 National Planning Policy Framework (NPPF) states in Paragraph 61 *'the size, type and tenure of housing needed for different groups in the community should be assessed and*

reflected in planning policy (including travellers)’. A footnote in the NPPF then states ‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document’.

The 2015 Planning Policy for Traveller Site (PPTS) document states that ‘local planning authorities should make their own assessment of need for the purposes of planning’ and ‘ensure that their Local Plan includes a fair, realistic and inclusive policies to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’.

In the absence of further guidance on preparing GTAAs, the methods adopted by arc⁴ reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

‘Cultural’ and ‘PPTS need’

In order to reconcile the requirements of national policies, the GTAA establishes an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed, but the council should be mindful of a wider obligation to consider overall ‘cultural’ need.

Plan periods

Need has been assessed over a short-term 2020/21 to 2024/25 and longer-term 2025/26 to 2035/36 period.

Gypsy and Traveller pitch requirements

For the period (2020/21 to 2035/36) the GTAA has identified the following Gypsy and Traveller pitch needs: a cultural need of 51 pitches of which the PPTS need is for 29 pitches. Needs figures are broken down into time periods as show in Table ES1.

Table ES1 Gypsy and Traveller pitch need: Wyre Forest for the period 2020/21 – 2035/36		
	Cultural need	Of which: PPTS need
5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)	25	14
Medium-term need (2025/6 to 2029/30) (B)	9	5
Long-term need (2030/31 to 2035/36) (C)	17	10
NET SHORTFALL 2020/21 to 2035/36 (A+B+C) (16 years)	51	29

The main driver of need in the first five years is the need from in-migrant households and emerging from newly-forming households.

The GTAA analysis also considers potential additional supply of pitches through turnover on public pitches, potential expansion/intensification of existing sites and potential new sites. The overall impact of these factors is shown in Table ES2. Although turnover is low on the county council site at Lower Heath, there are expected to be an average of 0.5 pitches coming available each year and 8 pitches over the plan period to 2035/36.

Table ES2 Wyre Forest pitch need taking into account turnover, expansion/intensification and potential new sites		
	Cultural need	Of which: PPTS need
5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)	25	14
Potential turnover on existing pitches (B)	3	3
Potential regularisation of unauthorised site (C)	0	0
Potential expansion/intensification of existing sites (D)	4	4
Potential new site (E)	4	4
Residual need 2020/21 to 2024/25 F=A-B-C-D-E	14	3
Medium-term need (2025/6 to 2029/30 (G)	9	5
Potential turnover on existing pitches (H)	3	3
Residual need 2025/26 to 2029/30 I=G-H	6	2
Long-term need (2030/31 to 2035/36) (J)	17	10
Potential turnover on existing pitches (K)	2	2
Residual need 2030/31 to 2035/36 L=J-K	15	8
Summary		
Total shortfall 2020/21 to 2035/36 (M)	51	29
Total potential turnover on existing pitches (N)=B+H+K	8	8
Total potential regularisation of unauthorised site (O)=C	0	0
Potential expansion/intensification of existing sites (P)=D	4	4
Potential new site (Q)=E	4	4
Residual need 2020/11 to 2035/36 (R)=M-N-O-P-Q	35	13

Therefore, the Local Plan should recognise an overall need for 51 pitches (cultural) of which the PPTS need is 29 over the period to 2035/36. This has the potential to be reduced through turnover and additional pitch provision.

Travelling Showperson plot requirements

There is currently one Travelling Showperson family in the district who require a yard to accommodate 11 caravans and equipment. A site has been allocated in the emerging local plan to address this need.

Temporary stopping places and transit provision

There are a number of ways to delivery temporary places where Travellers can stop whilst passing through a local authority area. These include transit pitches, stop over places and negotiated stopping arrangements.

Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment activity, temporary accommodation options should be considered by the council. A transit site or stopover place comprising 4 pitches could accommodate up to 8 caravans and this would be sufficient to address the needs from these encampments (excluding the 2015/16 encampments). The council should consider these options to help accommodate families travelling through the borough and also consider a negotiated stopping policy¹, particularly for the larger encampments.

Houseboat moorings

There is a need for more residential houseboat moorings in the area but establishing a number is challenging. It is recommended that the council hold further discussions with the Canals and Rivers Trust regarding the provision of additional moorings in the district.

¹ See <https://www.negotiatedstopping.co.uk> for further details

1. Introduction

Overview

- 1.1 In March 2020, arc⁴ was commissioned by Wyre Forest District Council to prepare a Gypsy and Traveller Accommodation Assessment (GTAA) to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers across the district.
- 1.2 The overall aim of the GTAA is to provide a clear, robust and credible evidence base to inform the development of planning policies relating to Gypsy and Travellers and Travelling Showpeople. The 2020 GTAA replaces the 2014 GTAA.
- 1.3 The overall objective of the GTAA is:
 - to carry out an assessment of Gypsy and Traveller, and Travelling Showpeople accommodation needs over the plan period to 2036 in accordance with the NPPF and PPTS; and
 - make recommendations on pitch/plot provision, including the specific needs for permanent and transit pitches over the plan period and any further policy recommendations relevant to planning for the needs for Gypsy and Travellers, and Travelling Showpeople.
- 1.4 This GTAA has assessed pitch needs based on the overall requirements of the Gypsy and Traveller community. It then takes into account the definitions in Annex 1 of the PPTS relating to travelling behaviour in line with government guidance. This is discussed in further detail in Chapter 2 of this report.
- 1.5 This GTAA forms part of the evidence base for the emerging Local Plan.
- 1.6 This study has been carried out during the 2020 COVID-19 pandemic and lockdown. We are extremely grateful to the help and support provided by the council, the field team led by Lynn Gordon and the local community for their support with this work.

Who the study covers

- 1.7 The GTAA 2020 adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS), which was published by the government in August 2015. This sets out the following definition of ‘Gypsies and Travellers’:
‘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.*²

- 1.8 In addition, PPTS 2015 provides 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*
- 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.*³

- 1.9 The following definition of ‘Travelling Showpeople’ is set out in 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.’⁴

- 1.10 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.’⁵

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

- 1.12 This GTAA expresses two levels of need for pitches: a ‘cultural’ and ‘PPTS’ need. This is to ensure that the overall needs of the Travelling community are fully reflected in the evidence base which needs to accord with planning and wider policies.

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

³ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

⁴ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

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

Report structure

1.13 The GTAA 2020 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study.
- **Chapter 2 Policy and local context:** presents a review of the national policy context which guides the study and the key findings from the 2014 GTAA.
- **Chapter 3 Methodology:** provides details of the study's research methodology.
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the study area and existing site/yard provision.
- **Chapter 5 Household survey and stakeholder findings:** presents relevant data obtained from the household survey research and the views of stakeholders.
- **Chapter 6 Pitch/plot/transit requirements:** focuses on current and future pitch/plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area.
- **Chapter 7 Conclusion and strategic response:** concludes the report, providing brief summary of key findings and recommendations.

1.14 The report is supplemented by the following appendices:

- **Appendix A** Household questionnaires;
- **Appendix B** Glossary of terms.

2. Policy and local context

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.
- 2.2 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the previous GTAA for the district.

Government policy and guidance

- 2.3 The 2019 National Planning Policy Framework states in Paragraph 61 *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies’* It then lists a number of groups including Travellers. A footnote to the paragraph states *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document’*.
- 2.4 The 2015 Planning Policy for Traveller Site (PPTS) document states that *‘local planning authorities should make their own assessment of need for the purposes of planning’* and *‘ensure that their Local Plan includes a fair, realistic and inclusive policies to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *‘in assembling the evidence base necessary to support their planning approach, local planning authorities should:*
- *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);*
 - *co-operate with travellers, their representative bodies and local support groups; other local authorities and relevant interest 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; and*
 - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.*

- 2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc⁴ reflect Policy A of the PPTS; build upon those methods established through previous guidance⁶; our practical experience and findings from planning inquiries and appeals.
- 2.7 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:
- to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and
 - to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.
- 2.8 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:
- 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 (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; and
 - e. protect local amenity and environment.
- 2.9 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:
- a. promote peaceful and integrated co-existence between the site and the local community;
 - b. promote, in collaboration with commissioners of health services, access to appropriate health services;

⁶ The calculation of pitch/plot requirements is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a good practice approach for needs modelling.

- c. ensure that children can attend school on a regular basis;
- d. provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;
- e. provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;
- f. avoid placing undue pressure on local infrastructure and services;
- g. do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and
- h. reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.

Intentional unauthorised development

- 2.10 The planning policy statement issued with PPTS 2015⁷ (and confirmed by Ministerial Statement⁸) 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.
- 2.11 In addition, PPTS 2015 (Paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special 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 protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

PPTS Definitions

- 2.12 The PPTS 2015 Annex 1 sets out definitions of Gypsies and Travellers and Travelling Showpeople for the purposes of planning policy:

“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

⁷https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

⁸<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

an organised group of Travelling Showpeople or circus people travelling together as such.”⁹

- 2.13 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*
- 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.”¹⁰*

- 2.14 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.”¹¹

- 2.15 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.”

Considering ‘Cultural’ and ‘PPTS’ need

- 2.16 Paragraph 61 of the 2019 NPPF recognises the need to assess a range of community needs including those of Travellers. The February 2019 Planning Practice Guidance (PPG) which accompanies the NPPF states, ‘the household projections that form the baseline of the standard method are inclusive of all households including Gypsies and Travellers as defined with Planning Policy for Travelling Sites’¹². The NPPF states that the PPTS sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document. The planning policy therefore differentiates between ‘travelling’ and ‘non travelling’ Gypsies and Travellers.

- 2.17 For non-travelling Travellers, their needs should also be met by the requirements of the NPPF as non-travelling households are a component of overall housing need. The

⁹ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

¹⁰ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

¹¹ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

¹² 2019 PPG Paragraph: 017 Reference ID: 2a-017-20190220

needs of non-travelling Gypsies and Travellers are therefore effectively contained within the general housing requirement that Local Plans will set out. Additionally, the Human Rights Act 1998 and the Equalities Act 2010 protects the cultural choice of Gypsies and Travellers to live in mobile accommodation and therefore there is a need to plan for this type of accommodation. The Housing and Planning Act 2016 section 124 also makes specific reference to the needs of households living in caravans.

- 2.18 Therefore, our GTAAs establish an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed but the council should be mindful of a wider obligation to consider overall ‘cultural’ need.
- 2.19 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for the borough is set out in Chapter 7.

Previous GTAA

- 2.1 A Gypsy and Traveller and Travelling Showperson Accommodation Assessment was prepared in 2014. This evidenced an overall need for 23 additional residential pitches over the period 2014/15-2033/34 and a Travelling Showpersons yard. The study identify no specific need for transit provision.

Responding to challenges

- 2.2 GTAAs are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc⁴ aim to maximise the robustness of evidence and measures include:
- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
 - Maximising response rates from households.
 - Carefully considering the relationship between households and the pitches they occupy.
 - Sensitive analysis of the flows of existing households from and to districts.
 - Consideration of overcrowding and concealed households.
 - Careful consideration of turnover on council/housing association pitches, with clear assumptions over future potential capacity from households moving away from pitches.
 - Longer-term modelling of need using detailed demographic information contained from household survey work.

- Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

3. Methodology

Introduction

- 3.1 The GTAA research method is grounded in an understanding of the requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches/sites, plots/yards and unauthorised encampments;
 - the collection of primary data, including a household interviews with Gypsies and Travellers and Travelling Showpeople; and
 - an assessment of accommodation needs taking into account all available data and information.
- 3.3 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and stakeholder discussions;
 - Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the districts;
 - Phase 3: Survey of stakeholders; and
 - Phase 4: Needs assessment and production of the GTAA 2020 report.

Phase 1: Literature/desktop review

- 3.4 We have reviewed relevant literature, including legislative background and best practice information; and an analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in the district.

Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

- 3.5 Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. Given the unprecedented national lockdown, it was not possible to visit sites until July and telephone surveys were conducted where possible.
- 3.6 Two separate letters were sent out to households during the COVID-19 lockdown encouraging households to participate in a telephone survey but only one household responded. Face to face interviews were conducted during July and August and although several households were away travelling, a total of 70 households responded

to the survey out of 91 households living on pitches. Of the 21 non-response households, 17 were travelling and 4 refused to participate in the survey. This gives an overall response rate of 76.9%.

- 3.7 Regarding the PPTS definition, the questionnaire asks if households have been travelling in the preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years. Note that households who cannot travel due to age or health limitations are excluded from analysis. If eligible households answer 'yes' to either question the household meets the travelling criteria set out in PPTS. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.
- 3.8 Analysis of the household survey data established that 48.4% of respondents and eligible households on pitches across Wyre Forest meet the PPTS 2015 definition of being a Gypsy/Traveller household. These households meet the definition by either travelling in the preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years. This is discussed further in the analysis in Chapter 7.

Phase 3: Stakeholder survey

- 3.9 The survey of stakeholders was conducted during September 2020 using an online questionnaire. Contact information for key stakeholders was provided by council officers. Stakeholders were contacted and asked to participate in the online questionnaire, answering whichever questions they felt were relevant to their knowledge and experience. The stakeholder consultation invited representatives from all of the neighbouring local authorities, who were requested to provide information regarding their local situation and provision, including issues such as unauthorised encampment activity. This approach assists the council in meeting their requirements under the Duty to Cooperate.
- 3.10 A total of four responses to the stakeholder survey were obtained and the findings of the online stakeholder survey are set out in Chapter 6 of this report.

Phase 4: Needs assessment and production of report

- 3.11 A detailed explanation of the analysis of pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following:
- current pitch supply, households living in bricks and mortar accommodation, households planning to move in the next five years, and emerging households, to give total need for pitches; and
 - supply based on the number of authorised pitches and turnover on sites on public pitches.
- 3.12 The overall need for pitches is then compared with the overall supply.
- 3.13 The need for transit pitches was calculated using unauthorised encampment data which set out how many encampments had taken place and the number of caravans

on them. The survey also asked households if they felt there was a need for transit pitches.

Pitches and households

- 3.14 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.
- 3.15 PPTS 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).
- 3.16 Planning decision notices usually refer to 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.
- 3.17 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches 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

- 3.18 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'*.
- 3.19 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'*.
- 3.20 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'*.
- 3.21 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'*.
- 3.22 There is no guidance on the maximum size of a site but it is generally accepted amongst the Travelling community that sites of 6-10 pitches are appropriate.

Occupancy

- 3.23 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.
- 3.24 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 within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.
- 3.25 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

- 3.26 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 Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.27 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become subdivided to provide space for newly-forming households, particularly from family members. The potential for pitch intensification/sub-division was considered on site visits and respondents were asked whether intensification/sub-division was possible on the site they lived on.

4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots

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 and household estimates

4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 373 people and 127 households in Wyre Forest with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity.

Table 4.1 People from households identifying as White Gypsy or Irish Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Wyre Forest	373	287	30	56

Source: 2011 Census CT127

Table 4.2 Households identifying as Gypsy Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Wyre Forest	127	88	16	23

Source: 2011 Census CT0128

Caravan Count information

- 4.3 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards.
- 4.4 The figures for the last nine Traveller caravan counts for Wyre Forest are set out in Table 4.3. Data shows that an average of 119 caravans have been recorded on sites across the district during the nine-count period. Of these, 89% have been on authorised sites (32% social rented and 57% private) and 11% are on unauthorised sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2016 to January 2020 Wyre Forest

Date	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2016	33	57	13	103
Jul 2016	22	65	13	100
Jan 2017	22	59	6	87
Jul 2017	44	59	16	119
Jan 2018	44	67	17	128
Jul 2018	48	68	11	127
Jan 2019	38	88	13	139
July 2019	45	68	12	125
Jan 2020	44	81	21	146
Nine-Count Average	38	68	14	119
Nine-Count % Average	32.0	57.0	11.0	100.0

Source: MHCLG Traveller Caravan Count, Live Table 1 (January 2020)

- 4.5 Over the period 2015 to 2020 there have been an average of 6 Travelling Showperson caravans across Wyre Forest (Table 4.4). There is one Travelling Showperson family who have moved within the district over the recent past and from 2018 onwards have been located on authorised sites with planning permission according to the Travelling Showperson count data.

Table 4.4 Annual Travelling Showpeople caravan count figures January 2015 to January 2020

Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2015	0	0	8	8
2016	0	0	5	5
2017	0	0	7	7
2018	0	6	0	6
2019	0	4	0	4
2020	0	6	0	6
Six-Count Average				6

Source: MHCLG Travelling Showpeople Caravan Count, Live Table 3

Local site and yards

- 4.6 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer term¹³ unauthorised encampments¹⁴, that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix B for more detailed definitions).
- 4.7 Table 4.6 sets out the range of Gypsy and Traveller sites. The table also shows the number of household survey responses achieved. Across Wyre Forest there is one permanent county council site, 17 private sites and 1 unauthorised site. There is also a Travelling Showpersons yard in Kidderminster with temporary planning permission. Locations are shown in Map 4.1.

¹³ Approximately three months or longer

¹⁴ Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

Table 4.6 Gypsy and Traveller pitch and Showperson plot summary by local authority and survey responses

Site Reference	Site Name	Postcode	Type of Site	Number of Pitches	Number of households	Vacant	Response	Non-response Total	of which: Travelling/away	Refused
LA1	Lower Heath Caravan Park, Watery Lane, Stourport	DY13 9PR	County Council Authorised	22	22	0	21	1	1	0
Priv1	1A Broach Meadow, Sandy Lane, Stourport-on-Severn	DY13 9PE	Private Authorised	1	1	0	1	0	0	0
Priv2	1B Broach Meadow, Sandy Lane, Stourport-on-Severn	DY13 9PE	Private Authorised	3	3	0	3	0	0	0
Priv3	1 Broach Meadow, Sandy Lane, Stourport-on-Severn (INC. 2 AND 3 BROACH MEADOW)	DY13 9PE	Private Authorised	3	3	0	3	0	0	0
Priv4	6A Broach Meadow, Sandy Lane, Stourport-on-Severn	DY13 9PE	Private Authorised	4	3	1	3	0	0	0
Priv5	6 Broach Meadow, Sandy Lane, Stourport-on-Severn	DY13 9PE	Private Authorised	2	2	0	2	0	0	0
Priv6	Meadow Caravan Park, Broach Road, Stourport-on-Severn	DY13 9PE	Private Authorised	7	7	0	7	0	0	0
Priv7	The Gables Yard, Sandy Lane, Stourport-on-Severn	DY13 9PE	Private Authorised	5	3	2	3	0	0	0
Priv8	Broach Road Caravan Park, Sandy Lane Industrial Estate, Stourport-on-Severn	DY13 9PH	Private Authorised	9	8	1	3	5	4	1
Priv9	Power Station Road, Stourport-on-Severn	DY13 9PF	Private Authorised	3	3	0	2	1	1	0
Priv10	Saiwen, Tilton, Stourport-on-Severn	DY13 9PQ	Private Authorised	5	1	4	1	0	0	0
Priv11	Hodfar Road Caravan Site (formerly 28/29 Sandy Lane), Stourport-on-Severn	DY13 9QB	Private Authorised	8	8	0	5	3	3	0
Priv12	Land adjacent to Nunns Corner, Stourport-on-Severn	DY13 9PZ	Private Authorised	8	6	2	3	3	0	3
Priv13	Gatehouse Caravan Park, 1A Sandy Lane, Stourport-on-Severn	DY13 9PZ	Private Authorised	8	4	4	4	0	0	0
Priv14	Family Plot, Lower Gatehouse Caravan Park, Sandy Lane, Stourport-on-Severn	DY13 9QB	Private Authorised	1	1	0	1	0	0	0
Priv15	Nunn's View, Ward Road, Stourport-on-Severn	DY13 9QB	Private Authorised	1	1	0	1	0	0	0

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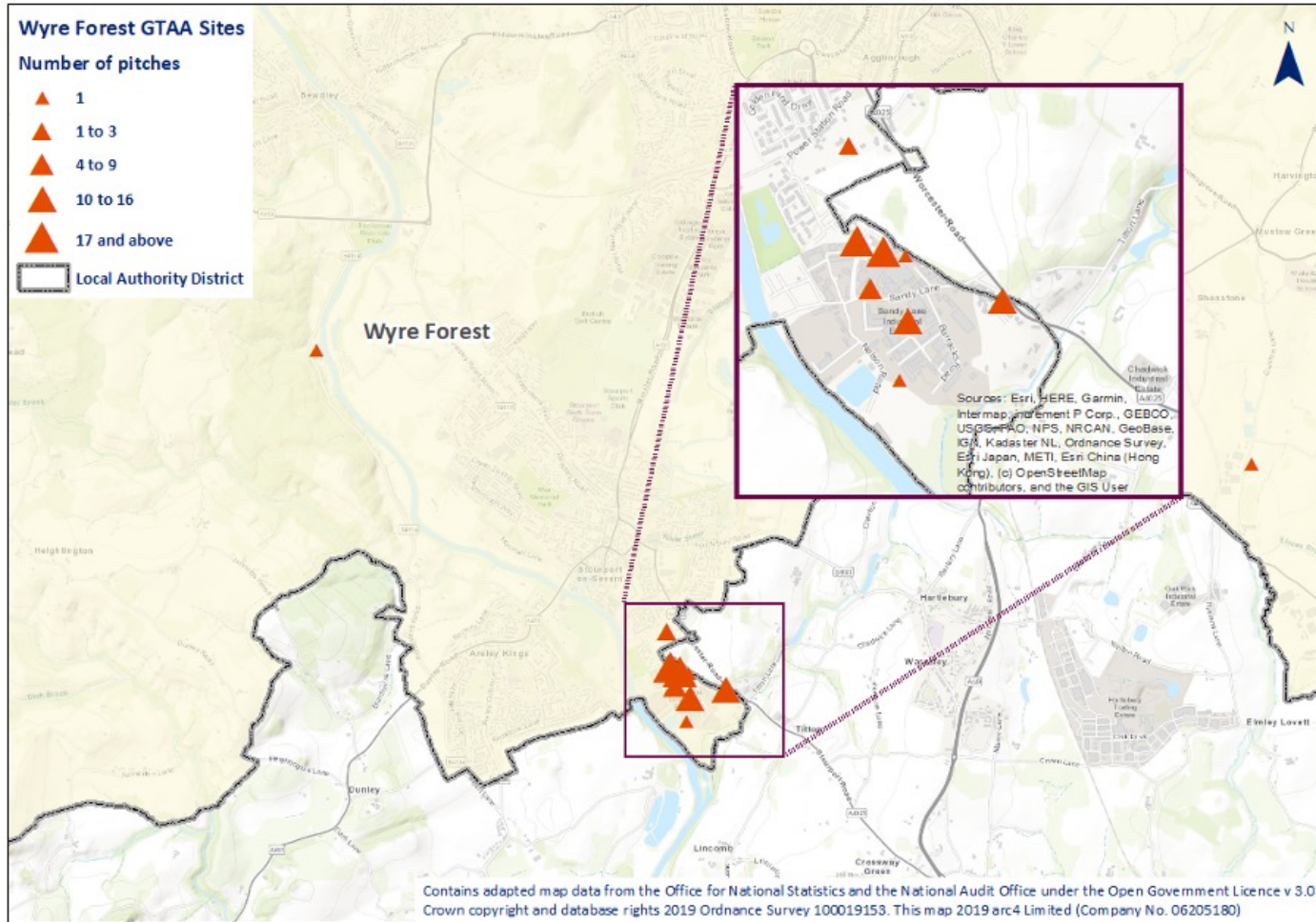
Table 4.6 (continued)

Site Reference	Site Name	Postcode	Type of Site	Number of Pitches	Number of households	Vacant	Response	Non-response Total	of which: Travelling/away	Refused
Priv16	Access from Nelson Road, Stourport-on-Severn	DY13 9QF	Private Authorised	4	6	0	6	0	0	0
Priv17	Adjacent to Woodman Caravan Park, Ribbesford (B4191), Bewdley	DY12 2TJ	Private Authorised	1	1	0	0	1	1	0
Unauth1	Top Acre, Off Cursley Lane, Shenstone	DY10 4DX	Unauthorised	1	1	0	1	0	0	0
	TOTAL			96	84	14	70	14	10	4
Yard Reference	Site Name	Postcode	Type of Site	Number of Plots	Number of households	Vacant	Response	Non-response	of which: Travelling/away	of which: Refused
TSP1	Travelling Showperson Yard, Burlish Golf Course car park, off Zortech Ave, Kidderminster	DY11 7DY	Temporary Authorised (To Sept 2021)	6	6					

Source: Council data 2020, site survey fieldwork 2020

Note on Priv12 there are 6 households living across 4 pitches

Map 4.1 Location of Gypsy and Traveller sites in Wyre Forest



5. Household survey and stakeholder findings

- 5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy, Traveller and Travelling Showpeople living in the study area as possible. It was conducted using the questionnaire presented in Appendix A.
- 5.2 There were a total of 70 responses to the household survey. Of these:
- 21 were Gypsy and Traveller households living on the county council site, 48 on private sites and 1 on an unauthorised site.
- 5.3 For the purposes of this household survey analysis, data have not been weighted but it is acknowledged that around 17 households were away travelling during the fieldwork period.
- 5.4 It would not be appropriate to provide a detailed analysis of the survey information as this has the potential to identify individual responses. Broad summaries of the household survey data findings are presented below in order to maintain respondent confidentiality.
- 5.5 Of household representatives interviewed (base=70), 68.5% described themselves as Gypsy (including Romany, Romany Gypsy, English Gypsy and Welsh Gypsy), 18.6% as English Traveller, 10% as Irish Traveller and 2.9% as other.
- 5.6 Data from the household survey provided an insight into household size, type and the age of residents living on pitches.
- 5.7 In terms of household size: 20% of households were single person; 21.4% were two person; 15.7% were three person; 15.7% were four person, 11.4% were five person and 15.8% were six or more person households.
- 5.8 Regarding household type, 20% were singles, 15.7% couples, 32.9% couples with children, 14.3% lone parents and 17.1% other household types (for instance siblings sharing or extended families).
- 5.9 There were a total of 228 people living in the 70 households interviewed or an average of 3.25 people in each household. This would imply a total population of around 296 people based on a total of 91 households living on pitches . The age group profile of Gypsies and Travellers is show in Table 5.1.
- 5.10 In terms of length of residence (n=58), 39.7% of respondents had lived on their pitch for less than 5 years, 17.2% for between 5 and less than 10 years, 25.9% between 10 and less than 20 years and 17.2% for 20 or more years.
- 5.11 When asked about overcrowding (n=60), 6.7% of respondents said that their home is overcrowded and 6.7% said their pitch was overcrowded.
- 5.12 When asked about the need for more residential pitches, 73.3% of respondents (n=60) stated that more were needed. Of those stating a number (n=43), 74.4% stated a need for up to 10 additional pitches, 4.7% between 10 and up to 20 pitches, 16.3% between 20 and less than 30 pitches and 4.6% more than 30 pitches.

Age group	Number	%
13 and under	68	29.8
14-17	15	6.6
18-34	59	25.9
35-44	39	17.1
45-59	22	9.6
60 and over	25	11.0
Total	228	100

Base: 70 households

Stakeholder consultation

- 5.13 As part of the GTAA we have engaged with the Gypsy and Traveller Team at Worcestershire County Council, members of the local community and representatives from neighbouring local authorities as part of duty to co-operate discussions.
- 5.14 Some of the key points raised in discussions are now summarised:
- The Gypsy and Traveller community in the Stourport area is very longstanding and can be traced back several hundred years. The community is well-established and around one-fifth of residents have been on their pitch and for more than 20 years.;
 - South Staffordshire report that as the vast majority of their traveller sites are in the north of the district there are no significant cross boundary issues with Wyre Forest. However, given their need for Gypsy and Traveller pitches and the extent of Green Belt designation covering the district, it may be that they have to explore options for exporting some of their pitch requirement to neighbouring authorities through their local plan process.
 - Bromsgrove and Redditch councils do not have any noteworthy cross-boundary issues. They also agreed that the stakeholder engagement forms part of the Duty to Cooperate.
 - Wychavon council noted that they have been approached by a Traveller family in the past owing to a lack of sites in Wyre Forest district. New sites should be located near to local services and families but supply of appropriate land is a key barrier. The need identified in their recent (2019) GTAA which also covers Malvern Hills and Worcester identified a need for new pitches but it is anticipated that these will be accommodated within south Worcestershire. They also agreed that the stakeholder engagement forms part of the Duty to Cooperate.

6. Gypsy and Traveller pitch, Travelling Showperson plot, transit site requirements and houseboat need

Introduction

- 6.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Wyre Forest. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 6.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the former DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).
- 6.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 6.4 The GTAA has modelled current and future need and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For both groups, the modelling shows an overall ‘cultural’ need and then a ‘policy-on’ ‘PPTS need which takes into account those households who met the PPTS planning definition.

Gypsy and Traveller pitch requirement model overview

- 6.5 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next 5 years (2020/21 to 2024/25). A longer-term model looks at need over the remainder of the plan period (to 2035/36) arising from children likely to need a pitch.
- 6.6 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 September 2020;
 - 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 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.
- 6.7 In terms of **supply**, the model considers:
- total supply of current pitches on authorised sites; and
 - vacant pitches on authorised sites.

- 6.8 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.
- 6.9 The longer-term model then considers the cultural need over the period to 2035/36. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model).
- 6.10 For each model, the likely pitch need from households meeting the PPTS definition is also calculated.

Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

- 6.11 Table 6.1 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

6.12 **Current households living on pitches (1a to 1e)**

These figures are derived from site observation and site management data. There are a total of 84 households living on 82 pitches. On one site, 6 households lived across 4 pitches. There are a total of 96 pitches and 14 were vacant at the time of the survey.

No households were identified as being concealed/doubled up on pitches.

6.13 **Current households in bricks and mortar accommodation (2)**

The 2011 Census suggested there were 104 households living in bricks and mortar accommodation.

6.14 **Weighting applied to sections 3 and 4**

A weighting of 1.2 was applied to the household survey data. A total of 70 surveys were completed compared with 84 households living on pitches. Of the 14 households not interviewed 10 were travelling and 4 refused to participate in the survey. The weighting ensures that the modelling takes into account the need of non-response households and reasonably assumes that their needs reflect those evidenced across the 70 respondent households.

6.15 **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.

Of existing households currently on sites, 6 plan to move in the next 5 years (rows 3a to 3d).

For households currently in bricks and mortar, based on national arc⁴ studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 5.5 households (6 rounded) and included within the modelling at row 3e.

Regarding in-migration, analysis of household survey data indicates a considerable level of in-migration into the district in the past 5 years and row 3g therefore shows a need from 22.8 (23 rounded) households.

The factors presented in section 3 of the model result in an overall net requirement of +24.7 pitches (25 rounded) from existing households planning to move in the next 5 years.

6.16 **Emerging households (4)**

This is the number of households expected to emerge in the next 5 years and remain in the district based on household survey information. The total number is +12 (rounded).

If children old enough to form their own household were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household.

6.17 **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 121 pitches.

Supply

6.18 **Current supply of authorised 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 82 occupied authorised pitches plus 14 vacant pitches resulting in a total supply of 96 authorised pitches.

Reconciling supply and demand

6.19 There is a total need over the next five years (2020/21 to 2024/25) for 121 pitches in Wyre Forest (Table 6.1) compared with a supply of 96 authorised pitches (including vacant pitches). The result is an overall cultural shortfall of 25 pitches.

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2020/21 to 2024/25			
CULTURAL NEED			Wyre Forest
1	Households living on pitches	1a. On LA Site	22
		1b. On Private Site – Authorised	61
		1c. Unauthorised	1
		1d. Total (1a to 1c)	84
2	Estimate of households living in bricks and mortar accommodation	2011 Census	104
		Weighting applied to sections 3 and 4	84/70=1.2
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site (no net impact)	1.2
		3b. To another site in district (no net impact)	1.2
		3c. From site to bricks and mortar (-)	0
		3d. To site/bricks and mortar outside district	3.6
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA (+)	5.5
		3f. Planning to move to another B&M property (no net impact)	0
		In-migrant households	
		3g. Allowance for in-migration (+)	22.8
	3h. TOTAL Net impact (3g+3e-3c-3d)	24.7	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	9.6
		4b. Current on site and planning to live on another site in district	2.4
		4c. Currently on site and planning to live outside the district	01.2
		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)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4d)	12.0
5	Total Need	1d+3h+4g	121
SUPPLY			
6	Current supply of authorised pitches	6a Current occupied authorised pitches	82
		6b. Current unoccupied authorised pitches	14
		6c. Total current authorised supply (6a+6b)	96
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	121
8	Total supply of authorised pitches	5 years (from 6c)	96
5 YEAR AUTHORISED PITCH SHORTFALL 2020/21 TO 2024/25			25

Longer-term pitch requirement modelling

- 6.20 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. 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.
- 6.21 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 2025/26 to 2035/36. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Wyre Forest¹⁵. Analysis would suggest a total cultural need for 26 additional pitches over the period 2025/26-2035/36 (Table 6.2).

Table 6.2 Future pitch requirements in Wyre Forest based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2025/26 to 2029/30	17	9
2030/31 to 2035/36	35	17
Total (2025/26 to 2035/36)	52	26

Planning Policy for Traveller Site definition

- 6.22 Analysis of household survey data establishes the following:
- A. 31 households meet the PPTS definition as they have either travelled in the past or intend to travel in the future;
 - B. 10 households are currently travelling and this is taken as a confirmation that they travel and therefore meet the PPTS definition;
 - C. 31 households do not meet the PPTS definition as they have stated that they have not travelled in the past 5 years and to not intend to travel;
 - D. 8 households are exempt from analysis because they are unable to travel due to illness or old age
 - E. 4 households refused to take part in the survey and their travelling behaviour cannot be assessed
- 6.23 Therefore the total base of households for the PPTS definition test is 72 (A+B+C) , 41 meet the PPTS definition (56.9%) and 31 do not meet the PPTS definition (43.1%) .

¹⁵ This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees

- 6.24 Households who travel (n=31) could state one or more reason for travelling and the most frequently mentioned reasons for travelling were work (90.3% mentioned), to attend fairs (6.5% mentioned), cultural reasons (9.7%) and only way of life I know (2.9%).
- 6.25 When interpreting PPTS need, modelling is generally used to translate the cultural need to a PPTS need. However, it has been considered appropriate to identify those households living on unauthorised sites as an immediate need to be addressed over the next 5 years.

Overall plan period pitch need

- 6.26 Table 6.3 summarises the overall need for pitches across Wyre Forest over the plan period to 2035/36. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a ‘policy on’ PPTS need which is a subset of the cultural need and is based on those eligible households who meet the PPTS definition of need. Need has been assessed over a short-term 2020/21 to 2024/25 and longer-term 2025/26 to 2035/36 period.
- 6.27 The overall need is 51 pitches of which 29 is PPTS need. The main drivers of need are net in-migration and new household formation.

Table 6.3 Plan period Gypsy and Traveller pitch need: Wyre Forest 2020/21 to 2035/36		
	Cultural need	Of which: PPTS need
5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)	25	14
Medium-term need (2025/6 to 2029/30) (B)	9	5
Long-term need (2030/31 to 2035/36) (C)	17	10
<i>Medium to Longer-term need TOTAL to 2035/36 (11 years) D=(B+C)</i>	26	15
NET SHORTFALL 2020/21 to 2035/36 (A+D) (16 years)	51	29

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover on sites

- 6.28 Turnover relates to the number of pitches that are expected to become available for occupancy. 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.
- 6.29 Household survey data indicates that 4 households had moved onto their pitch in the previous 5 years. However, only 1 household was planning to move in the next 5 years. Averaging these two figures results in a 5-year anticipated turnover of 2.5 pitches or

0.5 pitches each year. This analysis would suggest that around 8 pitches are likely to come available for occupancy over the plan period.

Regularisation of sites

- 6.30 To increase supply of authorised pitches, the regularisation of unauthorised pitches could be considered by the council.

Potential capacity for additional pitches on existing sites and new site development

- 6.31 Having reviewed responses from households and the views of council officers who are actively engaged with caravan counts, the extent to which existing sites could be expanded/intensified is summarised in Table 6.4. Overall, 4 additional pitches have been identified

Site Reference	Site Name	Number of additional pitches
Priv 1	1A Broach Meadow	1
Priv 2	1B Broach Meadow	1
Priv 7	Gables Yard	2
Total		4

- 6.32 There is one potential new site (4 pitches) within the district:
- 4 pitches at the Firs, Wilden Lane which are referenced in policy 8f of the emerging local plan.

Impact of turnover and intensification on pitch need

- 6.33 Table 6.5 illustrates the impact of a pitch turnover and new pitch provision over the plan period on overall pitch need. This has the potential to reduce the cultural need to 34 and the PPTS need to 12 pitches. It was confirmed that the regularisation of unauthorised sites was unlikely to take place.
- 6.34 For the first five years 2020/21 to 2024/25, the residual PPTS need after taking account of turnover and new pitches is 3.

Table 6.5 Wyre Forest pitch need taking into account turnover, expansion/intensification and potential new sites

	Cultural need	Of which: PPTS need
5yr Authorised Pitch Shortfall (2020/21 to 2024/25) (A)	25	14
Potential turnover on existing pitches (B)	3	3
Potential regularisation of unauthorised site (C)	0	0
Potential expansion/intensification of existing sites (D)	4	4
Potential new site (E)	4	4
Residual need 2020/21 to 2024/25 F=A-B-C-D-E	14	3
Medium-term need (2025/6 to 2029/30 (G)	9	5
Potential turnover on existing pitches (H)	3	3
Residual need 2025/26 to 2029/30 I=G-H	6	2
Long-term need (2030/31 to 2035/36) (J)	17	10
Potential turnover on existing pitches (K)	2	2
Residual need 2030/31 to 2035/36 L=J-K	15	8
Summary		
Total shortfall 2020/21 to 2035/36 (M)	51	29
Total potential turnover on existing pitches (N)=B+H+K	8	8
Total potential regularisation of unauthorised site (O)=C	0	0
Potential expansion/intensification of existing sites (P)=D	4	4
Potential new site (Q)=E	4	4
Residual need 2020/11 to 2035/36 (R)=M-N-O-P-Q	35	13

Tenure preferences

6.35 Households were asked who should manage new residential pitches. 62.2% the council, 32.4% stated private owners and 5.4% either council or private.

Housing register evidence

6.36 No housing register evidence for Lower Heath was obtained during the study.

Temporary stopping places and transit requirements

- 6.37 There are a number of ways to delivery temporary places where Travellers can stop whilst passing through a local authority area. Options for transit provision include transit sites, temporary stop over places and negotiated stopping agreements¹⁶.
- 6.38 Transit sites are permanent sites intended for temporary use by Gypsies and Traveller. The length of stay is usually limited to a maximum of three months. In terms of transit pitches, 'Designing Gypsy and Traveller Sites: Good Practice Guide' (CLG, 2008) states:
- Size of pitch – sufficient to accommodate two touring caravans, two parking spaces and private amenities;
 - Amenities should include electricity supply, toilet, wash basin and shower with hot and cold water supply for each pitch;
 - Depending on the level of use, portable facilities may be more appropriate, particularly if the sites are empty for lengthy periods of time and therefore at risk of vandalism.
- 6.39 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or likely to occur. They can be fields, areas of hardstanding or a mixture of both. Temporary facilities can be provided when the temporary stop over is in use, for instance portable toilets and rubbish collection.
- 6.40 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tend to be around 28 days; and users agree to comply with rules for behaviour and use of the site.
- 6.41 A total of 42 respondents (60%) felt that transit provision is needed in Wyre Forest. Of those responding, most (95.1%) stated that up to 5 transit pitches were needed and 4.9% stated that between 5 and 8 were needed.
- 6.42 When asked who should manage transit provision, 71.4% said the council, 21.4% said private owners and 7.1% stated either council or private owners.
- 6.43 A good indicator of transit need is unauthorised encampment activity which is summarised in Tables 6.6 and 6.7. These illustrates a relatively low number of unauthorised encampments (10 reported on local authority land over period 2015/16 to the end of August 2020:
- the number of caravans on unauthorised encampments has ranged between 3 and 11; and
 - the median number of caravans on an encampment has been 8 and mode (most frequently reported) has been 8 caravans.
- 6.44 A key driver of the analysis of transit pitch need has been the 2015/16 encampments of 7 caravans plus varying additional caravans on particular encampments. They were

¹⁶ See <https://www.negotiatedstopping.co.uk> for more information

there for a period of several months whilst they found new permanent pitches in the district to which they moved. All other encampments have been for a matter of days until they moved on. Table 6.6 there excludes the 2015/16 data to better reflect the level of unauthorised encampment over the past five years.

Table 6.6 Unauthorised encampment activity in Wyre Forest			
Year	Month	Location	Number of caravans
2015/16/	Not stated	Stourport Memorial Park, Stourport Sports Centre and Bewdley Leisure centre (5 encampments)	Reported caravans 7, 8, 9, 10, 11
2016/17	March 2017	Bromsgrove Street car park	3
2017/18	Sept 2017	Bromsgrove Street car park	2
2017/18	Oct 2017	Bromsgrove Street car park	3
2017/18	Not stated	Gardners Meadow	8
2020/21	Not stated	Brown Westhead Park, Wolverley	8

Table 6.7 Unauthorised encampment activity in Wyre Forest summary		
Number of encampments recorded 2015/16 to end of August 2020	5 (excluding the 5 encampments in 2015/16)	
Number of caravans	Mode (most frequently reported)	3
	Average	4.8
	Median	3
	Range	3 to 8

- 6.45 Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment activity, temporary accommodation options should be considered by the council. A transit site or stopover place comprising 4 pitches could accommodate up to 8 caravans and this would be sufficient to address the needs from these encampments (excluding the 2015/16 encampments). The council should consider these options to help accommodate families travelling through the borough and also consider a negotiated stopping policy¹⁷, particularly for the larger encampments.

Showperson plot requirements

- 6.46 There is one Travelling Showperson family in Wyre Forest who require a permanent yard to live on. They currently live on a temporary authorised yard on the former Burlish Golf Course car park off Zortech Avenue in Kidderminster. A site has been allocated in the emerging local plan to address a need for 11 caravans and storage of equipment.

Houseboat need

- 6.47 The 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 local authority area 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.
- 6.48 Discussions have taken place with the Canals and Rivers Trust, houseboat dwellers and marina owners to identify need for moorings for houseboats.
- 6.49 There are five historic basins in Stourport and a marina and Redstone Wharf along the River Severn off Sandy Lane. The Canals and Rivers Trust have issued some leases for moorings which may be being used for residential purposes. Council tax data reports at least 10 houseboats in the district houseboats located at Redstone Wharf, although several are not permanently occupied. There are no residential moorings at the Marina off Nelson Road according to the manager.
- 6.50 The general consensus from those interviewed is there is a need for more residential moorings in the area. Establishing an exact number is not possible but the CRT report that in general there are not enough moorings for residential use. Development options were mentioned including the use of land adjacent to the fairground site and the CRT is encouraging land owners to build marinas. It is recommended that the council hold further discussions with the CRT regarding the provision of additional moorings in the district.

¹⁷ See <https://www.negotiatedstopping.co.uk> for further details

7. Conclusion and response

- 7.1 This concluding chapter provides a brief summary of key finding and recommendations.

Meeting permanent Gypsy and Traveller pitch requirements

- 7.2 The triangulation of secondary data, council records and fieldwork survey has identified a total of 96 Gypsy and Traveller pitches (82 are occupied and 14 were vacant at the time of the survey). There is one county council authorised site at Lower Heath, Stourport with 22 pitches; 17 private authorised sites with a total of 73 pitches; and one unauthorised site with 1 pitch.
- 7.3 The GTAA has assumed a total of 84 households living on 82 pitches. On one site 6 households live across 4 pitches, which accounts for the discrepancy between the number of households and pitches occupied.
- 7.4 For the period 2020/21 to 2035/36 the GTAA has identified a cultural need for 51 pitches and, as a subset of this number, a PPTS need for 29 pitches. It is recommended that the Local Plan acknowledges this range of need.

General comment on future need

- 7.5 The analysis is based on the current population living on sites in Wyre Forest. An allowance for movement from bricks and mortar accommodation has been made along with an allowance for in-migration into the district based on recent mobility trends.

Meeting permanent Travelling Showperson requirements

- 7.6 There is one Travelling Showperson family in Wyre Forest who require a permanent yard to live on. They currently live on a temporary authorised yard on the former Burlish Golf Course car park off Zortech Avenue in Kidderminster. A site has been allocated in the emerging local plan to address a need for 11 caravans and storage of equipment.

Meeting transit site/stop over requirements

- 7.7 There are a number of ways to delivery temporary places where Travellers can stop whilst passing through a local authority area. These include transit pitches, stop over places and negotiated stopping arrangements. Data on unauthorised encampment activity helps to establish the extent to which transit provision is needed.
- 7.8 Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment activity, temporary accommodation options should be

considered by the council. A transit site or stopover place comprising 4 pitches could accommodate up to 8 caravans and this would be sufficient to address the needs from these encampments (excluding the 2015/16 encampments). The council should consider these options to help accommodate families travelling through the borough and also consider a negotiated stopping policy¹⁸, particularly for the larger encampments.

- 7.9 There is a need for more residential houseboat moorings in the area but establishing a number is challenging. It is recommended that the council hold further discussions with the CRT regarding the provision of additional moorings in the district.

Future updating

- 7.10 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 Wyre Forest.

¹⁸ See <https://www.negotiatedstopping.co.uk> for further details

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides new rights for EU citizens to control personal data held about them by organisations		
		This study is being done for Wyre Forest District Council to identify if there is a need for more pitches in the Council area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential and not passed onto anyone		
		Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No
1	Pitch/Property Type			
2	No. Statics/mobiles/bricks and mortar			
3	No. tourists			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up hhs			
8	Anyone else use this pitch as their home? If so, who			
9	Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
10	Ethnicity			
11	How many bedspaces are there on your pitch?			
12	Overcrowding of home	Y / N		
13	Overcrowding of pitch	Y / N		
14a	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing	S, R, B&M		
14b	Where were you living? Record district/settlement name			
	Travelling questions			
	In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel. I'm now going to ask a few questions about whether you or someone in your household travels			
15	In the last year have you or someone in your household travelled	Y / N		
16	Previous to the last year, did you or someone in your household travel?	Y / N		
17	Reason(s) for travelling			
18	Do you or a member of your household plan to travel next year?	Y / N		
19	Do you think you or a member of your household will travel in the next two to five years?	Y / N		
20	What reasons do you or your household have for not travelling now or in the future?			

Future moving intentions					
21	Are you planning to move in the next 5 years?	Y / N			
22	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)				
23	What type of dwelling (caravan, trailer, house, flat, bungalow)				
24	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)				
26	What type of dwelling (caravan, trailer, house, flat, bungalow)				
27	Have they travelled / plan to travel	Y/N	Y/N	Y/N	Y/N
28	Scope to expand site	Y / N			
29	No. additional pitches				
30	Scope to intensify pitches	Y / N			
31	No. additional pitches				
32	Is there a need for transit pitches (for people stopping over temporarily) in the district?	Y / N			
33	If so, now many are needed?				
34	Who should manage them (Council, Traveller Community)				
35	Is there a need for more authorised pitches (for people to live on all the time?)	Y / N			
36	If so, now many are needed?				
37	Who should manage them (Council, Traveller Community)				
38	How many years have you lived here?		If less than 6 years, please ask supplementary questions		
39	Are there any vacant pitches on the Site which could be used by another family? If so how many pitches				
40	Do you know anyone in bricks and mortar housing looking to live on a Site? If so, can you provide contact details				
41	Do you own any land or know of anywhere within the district which could be considered for development as a site?				
Supplementary questions if relevant					
42	Where did you move from? (District)				
43	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?				
44	When you moved here, was the pitch vacant, a new pitch or was the pitch sub-divided				
45	What were the reasons for moving here?				
46	Did you already have a connection with the area (e.g. family or friends living here; or you used to live here?)				

Note: A similar questionnaire was prepared for Travelling Showpeople, replacing 'pitch' with 'plot' and 'site' with 'yard'

Appendix B: 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/plot. 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.