

Wyre Forest District Council
Gypsy and Traveller Accommodation Needs
Assessment

Final Report

February 2026

RRR Consultancy Ltd



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Executive Summary

Introduction

- S1. Wyre Forest District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller, Travelling Showpeople and Boat Dweller Accommodation Assessment for the period 2025-2046. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- S2. The requirement to assess the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, is established through national guidance contained in Planning Policy for Travellers (MHCLG, 2024), and for boat dwellers in the DCLG's Review of housing needs for caravans and houseboats: draft guidance (March 2016).
- S3. To achieve the study aims, the research drew on a number of data sources, including:
- Review of secondary information: a review of national and local planning policies and recently undertaken GTAAs, and analysis of secondary data. This included analysis of the most recently published (January 2025) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey with stakeholders from the local authority and neighbouring authorities. This provided qualitative data regarding the accommodation needs of Gypsies, Travellers and boat dwellers.
 - Consultation with Gypsies, Travellers and boat dwellers covering a range of issues related to accommodation and service needs. This key methodology determined an extensive range of data, enabling accommodation needs to be determined.

Policy context

- S4. The government published the latest Planning Policy for Traveller Sites (PPTS) in December 2024. It was last updated in December 2023 and before that in August 2015. In PPTS 2023, the government changed the definitions of Gypsy and Traveller and Travelling Showpeople in response to a legal judgment. PPTS 2015 removed the word 'permanently' from the planning definitions of Gypsies and Travellers and Travelling Showpeople contained in PPTS 2012. This meant that local planning authorities (LPAs) were no longer obliged to consider the accommodation needs of Gypsy and Traveller and Travelling Showpeople households who had permanently ceased to travel.
- S5. In the 2023 update, the PPTS reverted to the definition of Gypsies and Travellers used in PPTS 2012. This change was in response to a Court of Appeal judgment in *Smith v SSLUHC & Others* (October 2022). PPTS 2024 includes a revised definition of Gypsies and Travellers which includes households who have permanently ceased to travel as well as '...all other persons with a cultural tradition of nomadism or of living in a caravan...' (PPTS 2024, p.11). This means that individuals who may not currently travel but belong to communities with a cultural tradition of nomadism or living in caravans are still recognised in planning policy and their accommodation needs must be considered. The definition of Travelling Showpeople in

PPTS was amended in 2023 with the word 'permanently' inserted after 'temporarily'. This remains the definition in PPTS 2024.

Population Trends

- S6. The 2021 Census suggests there were 451 Gypsies and Travellers residing in Wyre Forest representing about 0.44% of the total population. The 2021 Census also records a total of 154 Gypsy and Traveller households residing within the local authority area of which 35 (23%) were residing in a caravan or mobile home and 119 (77%) were living in bricks and mortar accommodation. The Ministry of Housing, Communities and Local Government (MHCLG) January 2025 Caravan Count shows there were 181 Gypsy and Traveller caravans located in the Wyre Forest local authority area, consisting of 155 on authorised pitches and 26 on unauthorised pitches. When population size is considered the proportion in the Wyre Forest local authority area is 177 caravans per 100,000 population compared to an average of 120 in Worcestershire.
- S7. As of July 2025, within the Wyre Forest local authority area, there is a provision of 114 Gypsy and Traveller pitches consisting of 66 privately owned pitches, 22 local authority pitches, 20 unauthorised development pitches and 6 pitches with temporary permission. Regarding Travelling Showpeople, there is one Travelling Showpeople yard comprising 4 plots with temporary planning permission. There are four marinas in the Wyre Forest local authority area, consisting of around 180 moorings. However, there are no marinas with permanent residential moorings.

Stakeholder Consultation

- S8. Stakeholder consultations conducted in June 2025 gathered qualitative insights into the accommodation needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers, both within the local area and neighbouring authorities. Participants identified a continuing shortage of suitable and affordable sites, despite allocations proposed in the South Worcestershire Development Plan Review. Overcrowding, site loss, limited access to council-owned provision, and the emergence of new households (households with members who are over 15 and anticipated to require their own pitch within the next five years) were key drivers of demand. For boat dwellers, concerns were raised about the availability of residential moorings, although hard data on need remains limited. Respondents emphasised the importance of locating new sites and moorings close to services and transport links, while avoiding environmentally or planning-constrained areas. However, land availability, planning restrictions (including high levels of Green Belt areas in Wyre Forest District Council), high land values, and local opposition remain persistent barriers.
- S9. Travel patterns vary, with Gypsy and Traveller families often moving seasonally for work or cultural reasons, while boat dwellers' movements reflect access needs to schools, waste facilities, and repairs. Most stakeholders observed little change in the number of unauthorised encampments or moorings in recent years. Views were mixed on the need for new transit or temporary provision, with some authorities planning sites in response to repeated unauthorised encampments, but others reporting no clear evidence of need. Community

relationships were described as generally stable, though tensions relating to when households submit planning applications were noted.

- S10. Barriers to service access were identified, particularly in education, where school exclusions and lack of engagement by some academies with Traveller Education Teams were highlighted. There was also a general lack of awareness about available services, though local liaison officers were seen as helpful in overcoming this. Inter-agency cooperation was reported as inconsistent, with some councils demonstrating strong internal coordination, while others lacked clarity about roles and responsibilities. Good practice examples included Local Plan allocations that integrate provision for Traveller groups, NHS outreach to sites, and membership of professional networks such as the National Association of Gypsy and Traveller Officers to share expertise and support effective service delivery.

Accommodation need

- S11. Accommodation need in the Wyre Forest local authority area was assessed using analysis of primary data (collected first-hand for the specific assessment) and secondary data (information obtained from existing sources). The accommodation needs calculation steps are based on a model in accordance with both previous (DCLG 2007) and recent planning policy (MHCLG 2024). Although the 2007 guidance was withdrawn in 2016, it remains useful as a model to determine accommodation needs given that it outlines the basic principles to be applied when undertaking GTAAs. It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group, based on primary data.
- S12. Table ES1 summarises permanent accommodation need over the period 2025-46. It is important to note that the figures shown in Table ES1 include all need as of 2025, including any which may have been identified by previous GTAAs but remained unfulfilled by 2025. The table shows that 133 new permanent Gypsy and Traveller pitches are needed over the period 2025-2046 in the study area.

Table ES.1: Gypsy and Traveller permanent accommodation need (pitches)

Period	No.
2025-2030	68
2030-2035	18
2035-2040	20
2040-2046	27
2025-2046	133

Source: GTAA 2025

- S13. Table ES.2 indicates that an additional 11 permanent Travelling Showpeople plots are required over the same period.

Table ES.2: Travelling Showpeople permanent accommodation need (plots)

Period	No.
2025-2030	8
2030-2035	1
2035-2040	1
2040-2046	1
Total 2025-2046	11

Source: GTAA 2025

- S14. In relation to transit provision, the GTAA recommends that the local authorities adopt a negotiated stopping policy. This involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of services such as water, waste disposal and toilets. The advantages of this approach are set out in detail in Chapter 5.
- S15. In relation to boat dwellers, it is estimated that there is a need for 50 permanent residential moorings across the local plan period.

Conclusions

- S16. The results from this assessment supersede any previous GTAA (including any accommodation need calculated prior to this assessment). This assessment identifies an overall accommodation need in the Wyre Forest local authority area over 21 years for 133 additional pitches. There is also a need for 11 additional Travelling Showpeople plots and 50 permanent residential moorings during the same period. It is recommended that the local authority incorporate a policy to address negotiated stopping places for transient and/or visiting Gypsy and Traveller encampments.
- S17. It is also recommended that the local planning authority considers the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, Travelling Showpeople and boat dwellers) not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to immigration, and those living in bricks and mortar accommodation. This accommodation need should be considered separately from the need identified below and could be met through windfall applications.
- S18. In addition to the above, in order to meet the specific accommodation need of the different community groups, the report recommends the following:
- In relation to Gypsies and Travellers, it is recommended that the local authority works closely with the families to determine how their accommodation needs can best be met.
 - Also, for the local authority to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.

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- To meet the accommodation needs of Showpeople, it is also recommended that the local authority works closely with the occupiers of the yard to meet their current and future accommodation needs.

S19. As well as quantifying accommodation need, the study also makes recommendations on other key issues, including:

Planning policy:

- To identify a range of specific sites in sustainable locations to be developed only for Gypsy and Traveller and Travelling Showpeople homes.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites, yards or moorings, but primarily to meet the need for those on the existing site or related to the current occupants / owners.
- To consider alternative options for developing new sites, yards and moorings such as developing them on a cooperative basis e.g. community land trust, shared ownership, or small sites owned by a local authority but rented to families for their own use.
- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.
- Prior to action being taken against sites or yards being used without planning permission, the local authority, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups, the National Bargee Travellers Association (NBTA), and the Canal and River Trust (CRT) to review its current, historic and potential planning status, and review the most effective way forward.
- To consider safeguarding Gypsy and Traveller site and Travelling Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified need.
- Implement a corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
- To work closely with the Canal and River Trust (CRT), Severn River Trust (SRT) and the National Bargee Traveller Association (NBTA) to meet the needs of the boat dwellers and constant cruisers across the study area.
- To liaise with marinas and boat yards in the area to see which could accommodate permanent residential moorings (including converting some of their leisure moorings to permanent).
- The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the cultural implication and feelings of isolation.
- Develop a holistic vision for work concerning Gypsies, Travellers, Showpeople and boat dwellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the Equality Act 2010.
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, Showpeople, and boat dweller communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage local housing authorities to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy, Traveller, Showpeople and boat dweller communities.

1. Introduction

Study context

- 1.1 Wyre Forest District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy, Traveller, Travelling Showpeople and Boat Dweller Accommodation Assessment for the period 2025-2046. The results will be used as an evidence base for policy development in housing and planning and to inform the allocation of resources.
- 1.2 The requirement to assess the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, is established through national guidance contained in Planning Policy for Traveller Sites (PPTS) (MHCLG, 2024), and for boat dwellers in the DCLG's Review of housing needs for caravans and houseboats: draft guidance (March 2016). This study focuses on the accommodation needs of Gypsies and Travellers, Travelling Showpeople, and boat dwellers within the local authority area.

Methodological context

- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - Review of secondary information: a review of national and local planning policies and recently undertaken GTAA's, and analysis of secondary data. This included analysis of the most recently published (January 2025) MHCLG Traveller Caravan Count to determine trends in the population of Gypsies and Travellers.
 - An online survey with stakeholders from the local authority and neighbouring authorities. This provided qualitative data regarding the accommodation needs of Gypsies, Travellers and boat dwellers.
 - Consultation with Gypsies, Travellers and boat dwellers covering a range of issues related to accommodation and service needs. This key methodology determined an extensive range of data regarding enabling accommodation needs to be determined.

Geographical context

- 1.4 The following is a map of the GTAA study area. It highlights key spatial characteristics including its three main towns – Kidderminster, Stourport-on-Severn, and Bewdley, linked by major roads (A456, A449, A442) and railway lines, with further connectivity provided by the Staffordshire and Worcestershire Canal and the River Severn. Large areas of the district are covered by Green Belt and so-called 'grey belt' land – that is, land that is previously developed or underused but not currently designated for housing, and countryside, particularly in the west and south, while flood risk zones follow the river corridors. These constraints limit opportunities for site development in many rural areas, particularly where proposals would impact on openness, landscape character, or ecological integrity. As such, identifying suitable land for Gypsy and Traveller pitches will require careful balancing of environmental constraints with the need to provide well-connected, inclusive, and lawful places to live.

- 1.5 The presence of both canal and river infrastructure suggests potential relevance for boat dwellers, while urban fringes near major roads and outside flood zones may offer the most suitable locations for Gypsy and Traveller sites. The district borders six other authorities, reinforcing the need for cross-boundary planning.

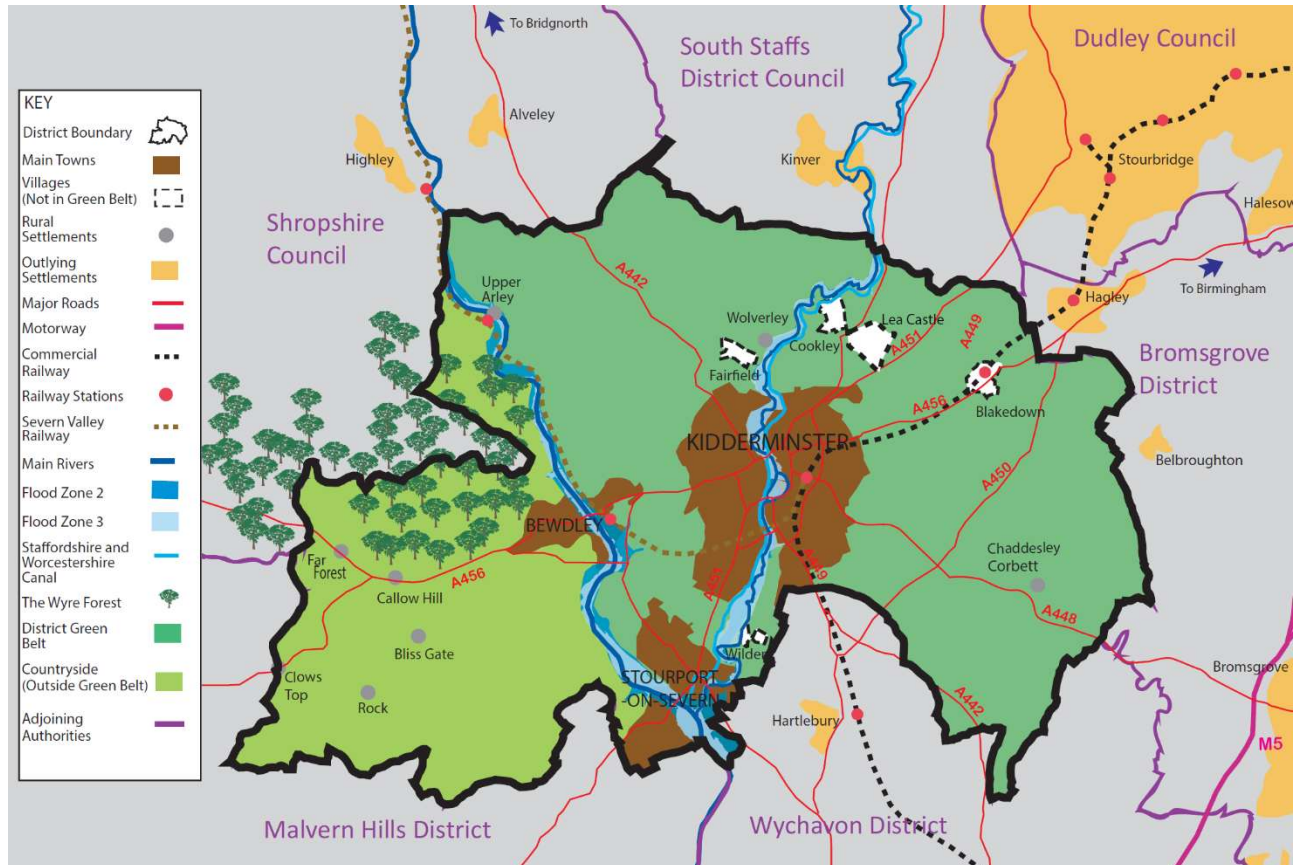


Figure 1.1: Map of Wyre Forest local authority area

Source: Wyre Forest Local Plan 2016-2036 p.13

Wyre Forest local authority area

- 1.6 The Wyre Forest District exhibits a distinctive spatial pattern, balancing urban development with extensive rural and environmentally sensitive areas – factors that significantly influence the potential provision of new Gypsy and Traveller sites and boat moorings. The primary urban centres – Kidderminster, Stourport-on-Severn, and Bewdley – lie along the River Severn and its tributaries. These towns provide access to services, healthcare, education, and employment, making them potentially suitable locations for new sites or moorings, especially on the urban fringes where land availability and service infrastructure may be more favourable.
- 1.7 Stourport-on-Severn, in particular, has a long-standing relationship with inland waterways and hosts existing mooring infrastructure. This may present opportunities for formalising or expanding provision for boat dwellers, especially where long-term or residential moorings could be integrated into regeneration or environmental improvement projects. However, any

such development would need to consider flood risk constraints associated with the River Severn corridor, which are a key consideration in the spatial planning of the area.

- 1.8 Transport corridors, such as the A456 and A449, offer potential locational advantages for new sites or stopping places, particularly where they support traditional patterns of travel or seasonal work. However, highway safety, noise exposure, and access to utilities will need to be addressed. The dispersed rural settlements across the district may also present opportunities for small-scale family sites, especially where these can be supported by appropriate infrastructure and do not conflict with sensitive environmental designations. Overall, any provision will need to reflect the district's diverse geography and the importance of integrating new accommodation into sustainable, well-served, and culturally appropriate locations.

Summary

- 1.9 Whilst the [Housing and Planning Act 2016](#) removes the requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers, Planning Policy for Traveller Sites (PPTS) (2024) reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers and to determine the number, type and location of new provision. The PPTS amended the definition of Gypsies and Travellers for planning purposes.
- 1.10 The purpose of this assessment is to quantify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and boat dwellers in the Wyre Forest local authority area between 2025 and 2046. This is in terms of permanent pitches/plots/moorings and transit sites and/or negotiated stopping arrangements for Gypsies and Travellers and permanent and transit moorings for boat dwellers. The results will be used to inform the Local Plan.
- 1.11 To achieve the study aims, the research drew on several data sources: a review of secondary information; consultation with organisations involved with Gypsies and Travellers, Travelling Showpeople and boat dweller issues; and surveys of Gypsy and Traveller households. These provided an extensive range of quantitative and qualitative data, enabling a robust and reliable assessment of accommodation needs.

2. Policy context

Introduction

- 2.1 The current policy context has been reviewed by examining existing documents to identify references to Gypsies, Travellers, Travelling Showpeople, and boat dwellers. This helps to assess how effectively local authorities are currently addressing these issues. Understanding the current position is also essential for informing future strategies aimed at meeting the accommodation and housing-related support needs of these groups.

National Policies

Planning Policy for Traveller Sites (PPTS) (December 2024)

- 2.2 The government published PPTS 2024 in December. It was last updated in December 2023 and before that in August 2015. In PPTS 2023, the government changed the definitions of Gypsy and Traveller and Travelling Showpeople in response to a legal judgment. PPTS 2015 removed the word 'permanently' from the planning definitions of Gypsies and Travellers and Travelling Showpeople contained in PPTS 2012. This meant that local planning authorities (LPAs) were no longer obliged to consider the accommodation needs of Gypsy and Traveller and Travelling Showpeople households who had permanently ceased to travel.
- 2.3 In the 2023 update, the PPTS reverted to the definition of Gypsies and Travellers used in PPTS 2012. This change was in response to a Court of Appeal judgment in *Smith v SSLUHC & Others* (October 2022). (See paragraph 2.11).
- 2.4 PPTS 2024 includes a revised definition of Gypsies and Travellers as set out below:

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 or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 2.5 The definition of Travelling Showpeople in PPTS was amended in 2023 with the word 'permanently' inserted after 'temporarily'. This remains the definition in PPTS 2024 which is as follows:

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 or permanently, but excludes Gypsies and Travellers as defined above.¹

2.6 The guidance emphasises the need for local authorities to use evidence to plan positively and manage development. The PPTS requires local authorities to work with neighbouring local authorities to determine transit and permanent pitch and plot targets. It states that in assembling the evidence base necessary to support their planning approach, local authorities should:

- Effectively engage with traveller communities
- Co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
- And use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions

National Planning Policy Framework (December 2024)

2.7 According to NPPF (2024) and related planning practice guidance a sound local plan seeks, as a minimum, to meet the area's objectively assessed needs, and address "the needs of groups with specific housing requirements. The NPPF (2024) (paras. 63 and 77) refers to the need to both assess and then address the accommodation needs of those who are ethnically recognised Gypsies and Travellers (as in line with the Human Rights Act 1998 and the Equality Act 2010), both who are covered by the definition of the PPTS 2024 and those outside of the definition. Whilst distinguishing between those who travel and do not, it emphasises the need to both assess and address the accommodation needs of all who are ethnically Gypsies and Travellers. The Human Rights Act 1998 and Equality Act 2010 protect Gypsies and Travellers' cultural and ethnic way of life, including living in a caravan.

DCLG [Review of housing needs for caravans and houseboats: draft guidance](#) (March 2016)

2.8 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and

¹ MHCLG, *Planning Policy for Traveller Sites*, December 2024.

-
- who are unable to access a place on an authorised site, or obtain or afford land to develop on.

- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

2.9 Importantly, in respect of this report, the draft guidance states that assessments should include, but are not limited to, Romany Gypsies, Irish and Scottish Travellers, New Travellers², and Travelling Showpeople.

2.10 The DCLG draft guidance recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

2.11 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources

2.12 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

[Housing and Planning Act 2016](#)

2.13 The Housing and Planning Act, which gained Royal Assent on 12 May 2016, omits sections 225 and 226 of the Housing Act 2004, which previously identified 'gypsies and travellers' as requiring specific assessment for their accommodation needs when carrying out reviews of housing needs. Instead, the Act amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the District in caravans or houseboats. However, for planning purposes, as noted above, the

² New Travellers are members of the settled community who have adopted a nomadic or semi-nomadic lifestyle since the 1970s, originating from youth and "new age" movements and now representing a diverse group motivated by personal, political, and economic reasons, including making and selling hand-crafted goods at fairs.

DCLG Planning Policy for Traveller Sites (August 2015) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

Local Planning Policies

Wyre Forest Local Plan 2016-2036 (April 2022)

- 2.14 Policy SP.14 of the Local Plan ('Gypsy and Traveller Site Provision') states that the following sites (A-M), as shown on the Policies Map, will continue to be safeguarded for Gypsy and Traveller use, and in addition, a new site, (Site N) (Policy SA.K17) is allocated on land to the rear of Zortech Avenue, Kidderminster, to contribute to meeting the housing needs of the Gypsy and Traveller community that are expected to arise over the Plan period:

Site A – Lower Heath, Stourport-on-Severn (22 pitches)

Site B – Broach Road, Stourport-on-Severn (9 pitches)

Site C – Power Station Road, Stourport-on-Severn (4 pitches)

Site D – 1 Broach Meadow, Stourport-on-Severn (3 pitches)

Site E – 1b Broach Road, Stourport-on-Severn (3 pitches)

Site F – 6/6a Broach Road, Stourport-on-Severn (5 pitches)

Site G – Meadow Park, Stourport-on-Severn (7 pitches)

Site H – Saiwen, Stourport-on-Severn (5 pitches)

Site I – 28/29 Sandy Lane, Stourport-on-Severn (6 pitches)

Site J – Land adjacent Nunn's Corner, Stourport-on-Severn (8 pitches) Site K – The Gables Yard, Stourport-on-Severn (5 pitches)

Site L – Gatehouse Caravan Park (16 pitches)

Site M – Wilden Lane (4 pitches)

Site N - Land to the rear of Zortech Avenue, Kidderminster (16 pitches)

- 2.15 Policy SP.14 cites the 2020 Gypsy and Traveller Accommodation Assessment as identifying the need for 13 pitches, under the Planning Policy for Traveller Sites (PPTS) definition to be provided in the period 2020/21 to 2035/36, three of which need to be provided by 2024/5. It is anticipated that the short-term and longer-term needs can be met through the allocation of the land to the rear of Zortech Avenue (Policy SA.K17) and limited intensification/expansion of the existing safeguarded sites where proposals would comply with the other policies of the Plan. Gypsy and Traveller sites are predominantly residential in nature. Outside the sites safeguarded and allocated in this Plan, planning permission for new sites will be granted on previously developed land or in areas allocated primarily for residential development subject to all relevant policies within the Local Plan being met. Development in the open countryside that is away from existing settlements or outside areas identified in this Plan will be strictly limited in accordance with the Plan's policies.

- 2.16 There is a wider cultural need for 22 pitches to address the housing needs of Gypsies and Travellers who do not meet the planning definition set out in PPTS. This will be addressed through various means, including residential caravans/mobile homes sites and through other policies in the Plan which provide for different types of housing.

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- 2.17 According to Policy SP.15 of the Local Plan ('Site Provision for Travelling Showpeople'), the former Burlish Golf Course Clubhouse site is allocated and safeguarded to meet the immediate needs of the existing Travelling Showpeople family currently living within the District. The site should be developed in accordance with Policy 15: Site Provision for Travelling Showpeople in the Wyre Forest District Local Plan 2016–2036 (adopted 26 April 2022), with development to accord with Policy SA.K22. (Wyre Forest Local Plan 2016-2026, p.62)

Gypsy and Traveller Accommodation Assessments (GTAA's)

- 2.18 Given the transient nature of Gypsies and Travellers it is useful for the GTAA to consider Gypsy and Traveller accommodation need in neighbouring authorities. Also, the travelling patterns of Gypsies and Travellers transcend local authority boundaries. As such, the following section discusses the results of the previous Wyre Forest GTAA (2020) and GTAA's recently undertaken by neighbouring and nearby local authorities specifically in relation to accommodation need and travelling patterns.

Black Country GTAA 2022

- 2.19 For the period 2021-2039 the GTAA identifies a need for 172 Gypsy and Traveller pitches (based on the ethnic identity definition), 125 pitches (based on PPTS 'travel for all' definition), or 81 pitches ('travel for work' definition) in the study area. In terms of the accommodation needs of Travelling Showpeople, the GTAA identifies a need for 81 plots over the 18-year period. The GTAA notes that transit provision already exists in Sandwell and Dudley, Wolverhampton has identified a potential transit site which has planning permission, and a transit site in Walsall is under construction.

Herefordshire Gypsy and Traveller Accommodation Assessment (2022)

- 2.20 The GTAA identifies a need for 36 Gypsy and Traveller pitches (based on the ethnic identity definition), or 30 pitches (based on PPTS 2015) are needed over the 20-year period 2021-2041. It also identifies a need for 9 additional Travelling Showpeople plots over the 20-year period. In terms of transit provision, the GTAA, it is recommended that the local authority sets up a negotiated stopping places policy to address transit provision. This is land temporarily used as authorised short-term (less than 28 days) stopping places. They may not require planning permission if they are in use for fewer than 28 days in a year.

Rugby Gypsy and Traveller Accommodation Assessment Study (GTANA) 2025

- 2.21 The GTAA identifies a minimum need for 94 additional Gypsy and Traveller pitches across Rugby Borough over the period 2024/25 to 2041/42. Of this need, 35 are needed in the first five years and 59 over the period to 2041/42. Needs analysis considers the needs arising from existing households, households on unauthorised sites, newly forming households and current vacancies on existing public and private sites. The annual net need is 5.2 pitches. The GTAA recommends that Warwickshire councils identify areas of land that can be used for smaller encampments (up to 5 caravans), medium-sized encampments (between 5 and up to 10 caravans) and larger encampments (more than 10 caravans).

Shropshire GTAA Update 2019

- 2.22 The GTAA identifies a need for 113 additional pitches for households who meet the cultural definition and 43 pitches for households who meet the PPT definition. However, it also identifies expected supply from turnover of 205 pitches, meaning that the net need is nil. In terms of plot provision for Travelling Showpeople, the GTAA states that there is currently one temporary Travelling Showperson yard used for residential purposes in Shropshire. The previous 2017 GTAA did not find any evidence of a need for additional plots to be provided over the Plan Period other than a permanent yard for the existing Showpeople living at Ifton. The Council should continue to engage with the Showman's Guild of Great Britain and consider any additional future need should it arise. In terms of transit provision, the GTAA states that The Council had recently granted permission for 3 transit pitches on the private site at Manor House Lane, Higher Heath, Prees which will help to address the needs of households passing through the County. This provision may prove to be sufficient to address transit need as up to 6 caravans could be accommodated. The GTAA recommends that the council review the use of new transit provision and the impact this has on unauthorised encampment activity.

Stratford on Avon and Warwick GTAA 2024

- 2.23 The GTAA assesses accommodation need over the period 2024-39. The GTAA found that a further 89 Gypsy and Traveller pitches (based on the ethnic identify definition), and 74 pitches (based on PPTS 2023) are needed over the period 2024-2039 in south Warwickshire. There is also a need for 18 additional Travelling Showpeople plots over the same period. The main drivers of need are from 'hidden' households and new family formation. The GTAA recommended that the councils could work with the PPTS 2023 definition for Gypsies and Travellers, with the remaining need from the ethnic definition as a reserve need. This means that the councils would firstly meet the need of 74 (22 within the first five years) as their obligation, but accept the need of a further 15 (10 within the first five years) as potential need in the area, if further applications are brought forward through windfall. In relation to transit provision, the GTAA recommends the adoption of a negotiated stopping policy which involves caravans being sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

Wyre Forest GTAA 2020

- 2.24 Over the period 2020/21 to 2035/36, the GTAA identifies a need of 51 pitches for households who meet the cultural definition and 29 pitches for households who meet the PPTS definition. However, it states that this need has the potential to be reduced through turnover and additional pitch provision. In terms of the need for Travelling Showpeople plots, 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. Based on the views of Gypsies and Travellers in the district and evidence of unauthorised encampment activity, the GTAA suggests that 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. Finally, the GTAA states that there is a need

for more residential houseboat moorings in the area; however, establishing a specific number is challenging. It recommends that the council hold further discussions with the Canals and Rivers Trust regarding the provision of additional moorings in the district. This 2025 Wyre Forest GTAA is an update of the 2020 GTAA

Summary

- 2.25 Planning Policy for Traveller Sites (December 2024) emphasises the need for local authorities to use evidence to plan positively and manage development. The Housing and Planning Act 2016 amends section 8 of the Housing Act 1985 governing the assessment of accommodation needs to include all people residing in or resorting to the district in caravans or houseboats. However, for planning purposes, as noted above, the MHCLG Planning Policy for Traveller Sites (December 2024) still requires local authorities to identify the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 2.26 The local planning policies of Wyre Forest Council outline the criteria by which the location of new Gypsy and Traveller accommodation should be determined. It is apparent that they consider it important to consider a range of factors including the sustainability of new sites e.g. proximity to local services, and the potential impact on the environment. However, it is likely that any revised local policies would reflect the findings of this GTAA.
- 2.27 Given the cross-boundary nature of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs undertaken by neighbouring local authorities. The evidence reviewed from a limited number of nearby councils indicates that there is ongoing and, in some cases, unmet Gypsy and Traveller accommodation need within adjoining areas, which has the potential to influence patterns of demand within the study area.

3. Trends in the population levels

Introduction

- 3.1 This section examines population levels and trends in the GTAA study area. The primary source of information for Gypsies and Travellers (including Travelling Showpeople) in England is the Government's National Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice-yearly count for the Ministry for Communities and Local Government (MHCLG) on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting accommodation need.
- 3.2 Although the duty to provide sites was removed in 1994³, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the fluctuating number and distribution of unauthorised encampments. Some authorities include Travelling Showpeople in the same figures as Gypsies and Travellers, whilst others distinguish between the different groups and do not include Travelling Showpeople or boat dwellers/travellers. Also, where authorities have not registered a count, figures are imputed, which may lead to inaccuracies.
- 3.3 Significantly, the count is only of caravans (tourer and static caravans) and so Gypsies and Travellers residing in bricks and mortar accommodation are excluded. It should also be noted that pitches / households often contain more than one caravan, typically two or three.
- 3.4 Despite concerns about accuracy, the count is a useful indicator because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is valuable for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 3.5 The MHCLG Count includes data concerning Gypsy and Traveller sites⁴. It distinguishes between caravans on socially rented authorised, private authorised, and unauthorised pitches. Unauthorised sites and pitches are broken down as to whether they are tolerated or not tolerated. The analysis in this Chapter includes data from the last six counts from January 2022 to January 2025.

³ The Caravan Sites Act 1968 placed a duty on councils and districts to provide accommodation for Gypsies residing in and resorting to their areas but was repealed by the Criminal Justice and Public Order Act 1994.

⁴ Data regarding Travelling Showpeople are published separately by the DLUHC as 'experimental statistics'.

Population of Gypsies and Travellers

- 3.6 The total Gypsy and Traveller population residing in the UK is unknown although the government estimate there to be between 100,000 and 300,000 Gypsy and Traveller people⁵. There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now residing in bricks and mortar accommodation. Estimates produced for MHCLG suggest that at least 50% of the overall Gypsy and Traveller population are now residing in permanent housing.
- 3.7 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for MHCLG. Due to Covid-19 restrictions the Count did not take place in July 2020 or January 2021. The January 2025 Count (the most recent figures available) indicates a total of 27,273 caravans.
- 3.8 Applying an assumed three person per caravan⁶ multiplier would give a population of 81,819 persons residing in caravans. Doubling this to allow for the numbers of Gypsies and Travellers in housing,⁷ gives a total population of 163,638 persons for England. However, given the limitations of the data this figure can only be very approximate, and may be a significant underestimate.
- 3.9 According to Niner⁸, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of other types of Gypsies and Travellers including Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India. Also, in the early 1990s Roma started to arrive from the new EU countries, particularly the Czech Republic, Poland, Romania and Slovakia.
- 3.10 Importantly, Romany Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. This means that they have the right to be free from racial harassment and discrimination. All public sector organisations have a positive duty under the law to eliminate racial discrimination and promote equality of opportunity, which includes Romany Gypsies and Irish Travellers.
- 3.11 The 2021 national census included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. Table 3.1 below shows the total population and Gypsy and Traveller population in the Wyre Forest local authority area (although it is acknowledged that Census figures may underestimate the Gypsy and Traveller population⁹). It shows that at the time of

⁵ House of Commons 'Tackling inequalities faced by Gypsy, Roma and Traveller communities' April 2019 located at: www.parliament.uk

⁶Niner, Pat (2003), Local Authority Gypsy/Traveller Sites in England, ODPM.

⁷ Ibid.

⁸ Pat Niner Counting Gypsies & Travellers: *A Review of the Gypsy Caravan Count System*, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>

⁹ House of Commons Library Briefing Paper Number 08083, 'Gypsies and Travellers' 9 May 2019.

the 2021 Census, there were 451 people recorded as Gypsies and Travellers residing in the Wyre Forest local authority area representing around 0.44% of the usual resident population. This is above the average for England of 0.11%.

Table 3.1 Gypsy and Traveller Population

	Population (no.)	G&T Pop (no.)	G&T Pop (%)
Wyre Forest	101,609	451	0.44%

Source: NOMIS 2025

- 3.12 It is also possible to determine the Gypsy and Traveller population within the study area by tenure. Derived from 2021 Census data, Table 3.2 shows the housing type of 154 Gypsy and Traveller households residing in the Wyre Forest local authority area. Please note that Table 3.2 is based on the number of households that completed the 2021 Census rather than the number of Gypsy and Traveller households living in the local authority area. A fifth (21%) of Gypsy and Traveller households who completed the 2021 Census reside in a caravan or mobile home, with the remaining four-fifths (79%) residing in bricks and mortar accommodation. This compares to an average of 21% of Gypsy and Traveller households living in a caravan or mobile home in the West Midlands region and 20% in England.

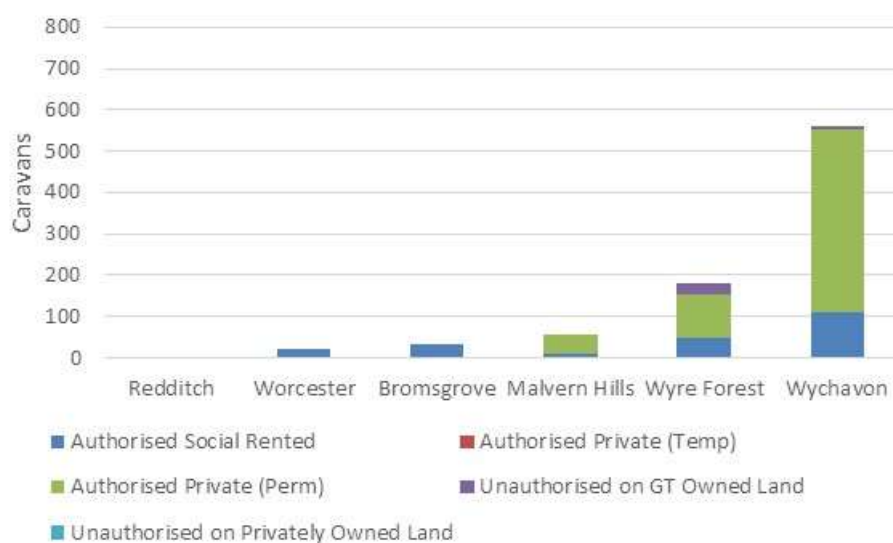
Table 3.2 Gypsy and Traveller households by accommodation type

	A caravan or other mobile home		Bricks and mortar accommodation		Total	
	No.	%	No.	%	No.	%
Wyre Forest	35	23%	119	77%	154	100%
West Midlands	461	21%	1,691	79%	2,152	100%
England	4,598	20%	17,868	80%	22,466	100%

Source: NOMIS 2025

- 3.13 Figure 3.1 shows the Wyre Forest Traveller Caravan Count in the context of Worcestershire authorities. As the chart below shows, there is some variation in the number of caravans in each local authority.
- 3.14 Four local authority areas – Redditch (0), Worcester (21), Bromsgrove (33) and Malvern Hills (57) recorded a count of less than the average of 142 caravans. In contrast, two local authority areas – Wyre Forest (181), and Wychavon (854) recorded higher than average counts.

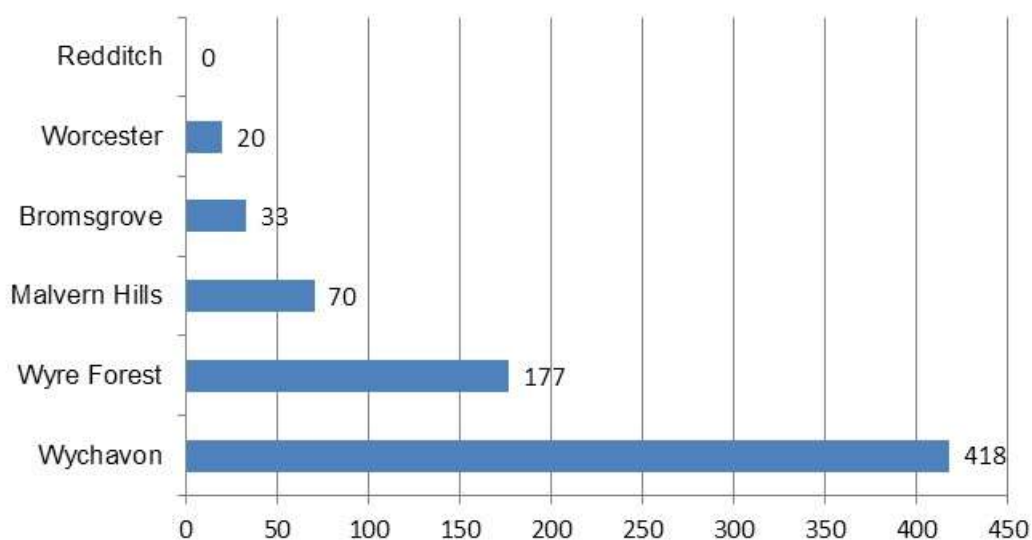
Figure 3.1 Caravans in Worcestershire local authorities Jan 2025



Source: MHCLG Traveller Caravan Count, Jan 2025

3.15 Similarly, Figure 3.2 shows that when the population is taken into account, the density of caravans varies widely. Redditch (0 caravans per 100,000 population), Worcester (20), Bromsgrove (33) and Malvern Hills (70) are below the average of 120 caravans per 100,000 population. In contrast, Wyre Forest (177 caravans per 100,000 population) and Wychavon (418) are above it.

Figure 3.2 Caravans in Worcestershire local authorities adjusted for population, January 2025



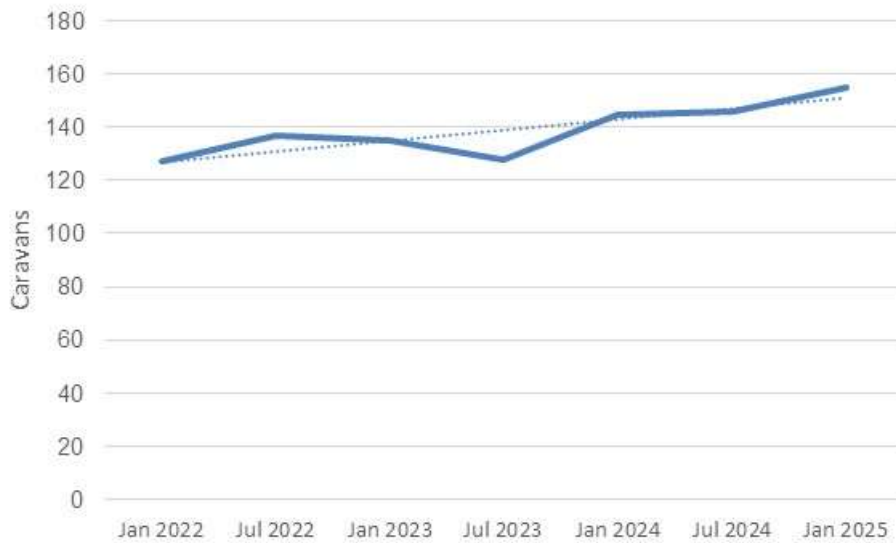
Source: MHCLG Traveller Caravan Count, Jan 2025

MHCLG data on authorised sites

3.16 Figure 3.3 shows that the total number of caravans recorded on authorised sites in Wyre Forest has varied over the period from January 2022 to January 2025. The number in Wyre Forest ranged from a low of 127 in January 2022 to a high of 155 in January 2025. The dotted

trend line shows that the number of caravans recorded on authorised pitches has increased gradually over the 3-year period.

Figure 3.3 MHCLG Traveller Caravan Count Jan 2022-Jan 2025

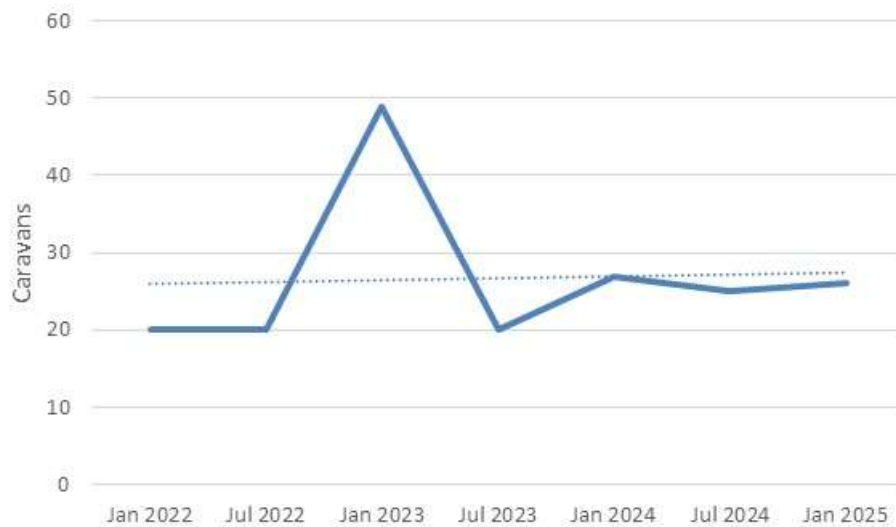


Source: MHCLG Traveller Caravan Count, January 2025

MHCLG data on unauthorised sites

- 3.17 The MHCLG count records the number of caravans situated on unauthorised sites (i.e. sites without planning permission) within the study area. The MHCLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends (although it should be noted that the MHCLG count caravans on unauthorised sites, whilst the study area local authority data records the number of encampments). The numbers below include unauthorised caravans on both Gypsy-owned and non-Gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated.
- 3.18 Figure 3.5 indicates the number of unauthorised caravans throughout the district over the period January 2022 to January 2025. It shows that the number of unauthorised caravans recorded by the MHCLG Traveller Count within the district varied with a low of 20 recorded in January 2022 compared with a high of 49 in January 2022. The dotted trend line shows that the number caravans recorded on unauthorised pitches has slightly increased over the 3-year period.

Figure 3.5 Caravans on unauthorised pitches in Wyre Forest
Jan 2022-Jan 2025



Source: MHCLG Traveller Caravan Count, Jan 2025

Pitches within the study area

3.19 As of 2025, within the Wyre Forest local authority area there is a provision of 114 Gypsy and Traveller pitches consisting of 66 privately owned pitches, and 22 local authority pitches. There are also 20 pitches on unauthorised development sites and 6 with temporary permission.

Travelling Showpeople

3.20 Data is also available in the study area from planning data showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.

3.21 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. Within the Wyre Forest local authority area, there is currently 1 Travelling Showpeople yard consisting of 4 plots with temporary planning permission.

Summary

3.22 The 2021 Census suggests there were 451 Gypsies and Travellers residing in Wyre Forest representing about 0.44% of the total population. The 2021 Census also records a total of 154 Gypsy and Traveller households residing within the local authority area of which 35 (23%) were residing in a caravan or mobile home and 119 (77%) were living in bricks and mortar accommodation. The MHCLG January 2025 Caravan Count shows there were 181 Gypsy and Traveller caravans located in the Wyre Forest local authority area consisting of 155 on authorised pitches and 26 on unauthorised pitches.

3.23 As of July 2025, within the Wyre Forest local authority area there is a provision of 114 Gypsy and Traveller pitches consisting of 66 privately owned pitches, and 22 local authority pitches. There are also 20 pitches on unauthorised development sites and 6 with temporary permission. Regarding Travelling Showpeople, there is one Travelling Showpeople yard comprising of 4 plots with temporary planning permission.

4. Stakeholder consultation and duty to cooperate

Introduction

- 4.1 Consultations with a range of stakeholders were conducted in June 2025 to provide in-depth qualitative information about the accommodation needs of Gypsies, Travellers, Showpeople, and boat dwellers. The aim of the consultation was to obtain both an overall perspective on issues facing these groups, and an understanding of local issues that are specific to the study area.
- 4.2 In recognition that Gypsy, Traveller, and boat dweller issues transcend geographical boundaries and the need to cooperate in addressing the needs of Gypsies and Travellers, an online survey and telephone consultation was undertaken with stakeholders and representatives from the study area and neighbouring local authorities.
- 4.3 Themes raised through the consultations included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies, Travellers and boat dwellers. This chapter presents brief summaries of the online consultation with stakeholders and highlights the main points that were raised. Where relevant, the points raised are considered further in relation to the analysis in Chapter 6.

Accommodation needs

- 4.4 According to stakeholders, the main accommodation issues facing Gypsies, Travellers, Travelling Showpeople, and boat dwellers in the local area centre on a shortage of suitable and available sites. Although the South Worcestershire Development Plan (SWDP) Review proposes new site allocations that are expected to meet identified needs over the plan period to 2041, there remains a current lack of provision, particularly in terms of council-owned Traveller sites. Overcrowding has been identified through recent surveys undertaken as part of an updated GTAA undertaken on behalf of a neighbouring local authority.
- 4.5 Stakeholders stated that, while there is limited data on boat dwellers, there is concern about whether the number of available moorings in neighbouring authorities is sufficient to meet current and future need. Some boaters choose to live aboard due to barriers to accessing conventional housing, a desire to live close to nature, or lifestyle preferences. However, the actual level of need for residential moorings remains uncertain. Insights into the health and lifestyle of boat dwellers have been drawn from broader studies, such as those by the Gypsy, Traveller and Traveller Boater communities¹⁰, highlighting the complexity of accommodation needs in this sector.

¹⁰ For example, NHS Race and Health Observatory (2023) 'Inequalities in mental health care for Gypsy, Roma and Traveller communities' and Bath & North East Somerset 'Boat Dwellers and River Travellers Health Needs Survey' (2012–13).

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- 4.6 The main reasons identified by stakeholders for the need for new accommodation among Gypsy, Traveller, Travelling Showpeople, and boat-dwelling communities include a limited supply of authorised sites, particularly those that are publicly owned and affordable for households who cannot purchase or rent privately. There is evidence of overcrowding, with multiple families living on pitches that were not designed for such capacity. New family formation within established communities, combined with a desire for families to have their own sites rather than rely on council provision, is also contributing to demand.
- 4.7 Additionally, there has been some loss of sites due to changes in planning status, such as the conversion of sites into park home developments, further reducing supply. There are also issues relating to inward migration and movement between areas, as well as gaps in provision for those wishing to maintain a nomadic lifestyle. For boat dwellers, while specific data may still be emerging through updated GTAAs, similar drivers such as affordability, lack of permanent moorings, and lifestyle preferences are likely to underpin accommodation need.
- 4.8 New site, yard, and mooring provision for Gypsies, Travellers, Travelling Showpeople, and boat dwellers should ideally be located in areas that ensure equal access to local services and infrastructure, such as schools, GP surgeries, and public transport. Several respondents suggest that land near existing towns and villages would be most suitable, provided such sites avoid areas with significant constraints, such as Green Belt designation, and so-called 'grey belt' land – that is, land that is previously developed or underused but not currently designated for housing designation, contaminated land, and areas at risk of flooding.
- 4.9 In some local authorities, including South Staffordshire and Shropshire, proposed allocations are already being made or considered through local plan processes and in accordance with national planning guidance, such as the PPTS. Site suitability is generally assessed on a case-by-case basis, taking into account constraints and the sustainability of each location.
- 4.10 For moorings, organisations such as the Canal and River Trust indicate they will respond to specific proposals based on navigational safety, hydrology, and their own capacity to manage the waterways network. Broadly, some respondents suggest new provision should focus on the district's main urban centres, while others emphasise the need to consider geographic spread in large rural authorities.

Barriers to provision

- 4.11 Key challenges to developing new sites or moorings—or expanding existing ones—for Gypsies, Travellers, Travelling Showpeople, and boat dwellers include a shortage of suitable or available land, particularly where sites are constrained by surrounding development or Green Belt policy. Financial limitations are also a significant barrier, with high land values making it difficult to compete with other forms of development, particularly in accessible urban or edge-of-town areas.
- 4.12 There are also planning and regulatory constraints: planning permission is required for permanent residential moorings, and concerns have been raised by one stakeholder

regarding the management of water capacity and balancing the needs of different types of mooring. Since the CRT owns only 4% of canal-side land, and most moorings are for leisure use, there is limited scope to increase the number of residential moorings.

- 4.13 Additionally, there is often local opposition to new or expanded sites, including resistance from non-Traveller communities and concerns about visual or environmental impact. Over-intensification of existing sites is also discouraged. Together, these challenges make it difficult to identify and deliver new provision in line with assessed accommodation needs.

Transit provision and travelling patterns

- 4.14 Travelling patterns for Gypsies, Travellers, Travelling Showpeople, and boat dwellers vary across the West Midlands region. Some families—particularly Irish Travellers, New Travellers, and English Romany Gypsies—are noted to travel seasonally for work or leisure, often using trunk roads between key towns and cities. Summer tends to be the most active period for such movements. Specific events, like the Stow-on-the-Wold horse fair, attract large gatherings, especially in areas like Droitwich and Evesham in south Worcestershire, where Gypsies and Travellers may congregate before travelling.
- 4.15 Many unauthorised encampments occur across Worcestershire, which may be linked to these seasonal and economic travel patterns. Key road corridors mentioned include the A41, A49, A53, A5, and M54.
- 4.16 For boat dwellers, although detailed local authority-level data is often lacking, general patterns are shaped by practical needs. Travel is influenced by access to essential services such as schools, employment, waste disposal points, and boat repair facilities. Movements are also dictated by navigation routes, particularly along the Shropshire Union and Llangollen canals, although some areas (e.g. Shropshire) have no navigable rivers.
- 4.17 Over recent years, there has been little significant change reported in the number of unauthorised encampments or moorings across the area. Caravan count data shows some fluctuation—for example, from 0 to 4 caravans in Wychavon and up to 20 in Malvern Hills—but these variations appear consistent with historic trends. Some respondents observed a slight reduction in numbers, while others noted that figures have remained largely stable, matching the averages reported in earlier GTAA's such as the 2019 study.
- 4.18 In Worcestershire, a local protocol¹¹ permits a period of tolerance for unauthorised encampments on council land, provided the land isn't urgently needed and no issues are reported. This approach may contribute to a stable or manageable level of unauthorised presence. For boat dwellers, no significant changes in behaviour have been observed, and overall the picture remains one of year-on-year variation with no clear upward or downward trend.

¹¹ Joint Protocol for the Management of Unauthorised Encampments of Gypsies and Travellers on Local Authority Land in Worcestershire (amended August 2023 located at: https://www.worcestershire.gov.uk/sites/default/files/2023-12/Joint%20Unauthorised%20Encampment%20Protocol%20August%202023.pdf?utm_source=chatgpt.com).

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- 4.19 There is no clear consensus on the need for transit sites or temporary moorings in the local area. According to a stakeholder from a neighbouring local authority, its 2024 GTAA does not identify a specific requirement for transit sites and does not include detailed information regarding the needs of boat dwellers. Some respondents stated they were not in a position to answer the question or were unaware of any local need. Others pointed to examples outside the immediate area, such as a proposed transit site near Shrewsbury, designed to respond to repeated unauthorised encampments and strategically located with good access to key travel routes.
- 4.20 The Canal & River Trust indicated they do not have evidence to support a need for new moorings in the study area but are open to reviewing any proposals made, particularly in relation to navigational safety and hydrology. Overall, while there is some awareness of transient accommodation issues regionally, there appears to be limited or no confirmed local demand for new transit or temporary mooring provision within the immediate study area.

Community relationships

- 4.21 Stakeholders stated that, overall, the relationship between Gypsy, Traveller, Travelling Showpeople and boat dweller communities and the settled population in the area appears mixed but largely stable. Several respondents indicated that the nature of relationships varies by location, with smaller, family-based sites often experiencing more positive integration with surrounding communities. Established council-run sites were also noted to generally foster good relations, with local liaison officers highlighting successful integration in those contexts.
- 4.22 While no widespread tensions were reported, isolated issues such as incidents of antisocial behaviour or contention arising from retrospective planning applications for unauthorised sites were mentioned. However, some stakeholders stated they had no direct experience or knowledge of tensions between communities. In summary, relationships are generally calm and cooperative, but challenges occasionally emerge, particularly where unauthorised development is involved.

Access to services

- 4.23 Stakeholder feedback suggests a range of barriers affecting Gypsy, Traveller, Travelling Showpeople, and boat dweller communities in accessing public services. A key concern is the lower take-up of educational support, particularly among children from Gypsy and Traveller communities. According to a stakeholder in a neighbouring authority, its 2024 GTAA identifies reduced school attendance, worsening with age, as a significant issue, exacerbated by some academy schools choosing not to engage with Traveller Education Team (TET) services. This can lead to increased exclusions and underachievement. Improving support and increasing funding for the TET were suggested as a key measure to address these challenges.

Cooperation and communication

4.24 Stakeholder responses highlight mixed experiences regarding interdepartmental and inter-agency coordination in meeting the needs of Gypsy, Traveller, Travelling Showpeople, and boat dweller communities. Some reported that different local authority departments vary significantly in their understanding of these communities, with gaps in awareness sometimes limiting the effectiveness of service delivery. One example of good practice was provided by a council with a dedicated Gypsy and Traveller family liaison officer who supports individuals and works across departments, contributing meaningfully to planning policy and needs assessments. Another respondent noted that the NHS provides direct services to residents on sites, which was viewed positively. However, concerns were also raised about poor coordination and a lack of clarity regarding key contacts in external organisations, suggesting a need for stronger cross-sector collaboration and clearer communication channels.

Good Practice

4.25 Several examples of good practice were identified in relation to meeting the needs of Gypsy, Traveller, Travelling Showpeople and boat dweller communities. One approach involves allocating sites within new settlements as part of Local Plan reviews, thereby integrating site provision alongside mainstream development to support equal access to services. Housing associations were highlighted as having a positive role in owning, managing and renting pitches on well-designed sites. In the health sector, NHS “one-stop” visits to sites were praised for improving accessibility to healthcare. Additionally, the work of dedicated Gypsy and Traveller Liaison Officers—particularly those who are members of the National Association of Gypsy and Traveller Officers—was cited as helping to facilitate good inter-agency coordination and the sharing of information and best practice.

Summary

4.26 Stakeholder consultations conducted in June 2025 gathered qualitative insights into the accommodation needs of Gypsies, Travellers, Travelling Showpeople, and boat dwellers, both within the local area and neighbouring authorities. Participants identified a continuing shortage of suitable and affordable sites, despite allocations proposed in the South Worcestershire Development Plan Review. Overcrowding, site loss, limited access to council-owned provision, and the emergence of new households were key drivers of demand. For boat dwellers, concerns were raised about the adequacy of residential moorings, although hard data on need remains limited. Respondents emphasised the importance of locating new sites and moorings close to services and transport links, while avoiding environmentally or planning-constrained areas. However, land availability, planning restrictions, high land values, and local opposition remain persistent barriers.

4.27 Travel patterns vary, with Gypsy and Traveller families often moving seasonally for work or cultural reasons, while boat dwellers’ movements reflect access needs to schools, waste facilities, and repairs. Most stakeholders observed little change in the number of unauthorised encampments or moorings in recent years. Views were mixed on the need for new transit or temporary provision, with some authorities planning sites in response to repeated unauthorised encampments, but others reporting no clear evidence of need. Community

relationships were described as generally stable, though occasional tensions related to when households submit planning applications.

- 4.28 Barriers to service access were identified, particularly in education, where school exclusions and lack of engagement by some academies with Traveller Education Teams were highlighted. There was also a general lack of awareness about available services, though local liaison officers were seen as helpful in overcoming this. Inter-agency cooperation was reported as inconsistent, with some councils demonstrating strong internal coordination, while others lacked clarity about roles and responsibilities. Good practice examples included Local Plan allocations that integrate provision for Traveller groups, NHS outreach to sites, and membership of professional networks such as the National Association of Gypsy and Traveller Officers to share expertise and support effective service delivery.

5. Gypsies and Travellers consultation

Introduction

5.1 This chapter provides a snapshot of households residing in the study area at the time of the survey and an analysis of the need for current and future pitches across the study area. In doing so, it examines the key findings derived from the consultation with Gypsy and Traveller households.

Methodology

5.2 The consultation with Gypsies and Travellers included questions regarding issues such as family composition (per pitch), accommodation and facilities, the condition, ownership, and management of current sites and pitches, occupancy of existing pitches, and accommodation needs.

5.3 The number and location of pitches were determined using local authority data. The combination of local authority data, visiting all sites, and consultation with households helped to clarify the status of pitches (i.e. which pitches are occupied by Gypsies and Travellers, vacant pitches, pitches with planning permission but planned to be developed or redeveloped, overcrowded pitches, pitches occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues). Locations where planning permission has lapsed, refused or withdrawn, or where enforcement action has previously taken place, were also visited to confirm occupancy and use.

5.4 All efforts were made to access households residing in bricks and mortar accommodation. The methods used in attempting to contact households residing in bricks and mortar accommodation included:

- Asking households residing on sites if they were aware of any relatives or friends residing in bricks and mortar accommodation;
- Seeking information about the location of households residing in bricks and mortar accommodation through the stakeholder interviews.

5.5 However, it was not possible to consult with any households residing in bricks and mortar accommodation. As such, an alternative method of determining the accommodation needs of Gypsy and Traveller households residing in bricks and mortar accommodation was applied (see step 14 in Table 5.3).

Existing Supply

- 5.6 Based on local authority data and site visits, there is a provision of 114 Gypsy and Traveller pitches consisting of 66 privately owned pitches, 22 local authority pitches, 20 unauthorised development pitches and 6 pitches with temporary permission.
- 5.7 There are other sites, including some owned by members of the Gypsy and Traveller communities, but occupied by a combination of Gypsies and Travellers and non-Gypsies and Travellers or solely non-Gypsies and Travellers. Whilst they are providing accommodation for households with housing need, they are not involved in the supply of Gypsy and Traveller sites/pitches.
- 5.8 Table 5.1 presents the occupied pitches, vacant pitches (current pitches with planning permission but not occupied at the time of the consultation), and potential pitches (pitches with planning permission expected to be developed or redeveloped and occupied within the first five-year period), along with the total number of supply.

Table 5.1 Gypsy and Traveller pitches with permanent planning permission

Authorised Occupied Pitches	Vacant Pitches	Potential Pitches	Total
86	0	2	88

Source: GTANA 2025

- 5.9 Table 5.2 lists the number of pitches with temporary planning permission and those with no planning permission and recorded as unauthorised developments (including unauthorised pitches tolerated by the local authority and those with pending applications or appeals). As can be seen in the needs calculations below these pitches contribute towards the additional needs in the area, due to being in need of permanent planning permission and the occupants having accommodation need.

Table 5.2 Gypsy and Traveller pitches without permanent planning permission

Temporary	Unauthorised Development pitches	Total
6	20	26

Source: GTANA 2025

- 5.10 Every known authorised and unauthorised site was visited. Whilst direct consultation with individual households was mainly undertaken, some was through members of the community (including neighbours, site managers and relatives).

Accommodation Need 2025-2030¹²

- 5.11 The need for residential pitches in the study area is assessed according to a 14-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived

¹² Please note that due to rounding column totals may differ slightly from row totals

from the survey. The results of this are shown in Table 5.3 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

5.3: Estimate of the need for permanent residential site pitches: 2025-2030

1) Current occupied permanent residential site pitches	Need 86
Current residential supply	
2) Number of unused residential pitches available	0
3) Net number of households on sites expected to leave the area in next 5 years	2
4) Number of households on sites expected to move into housing in next 5 years	0
5) Residential pitches planned to be built or to be brought back into use in next 5 years	2
Total Additional Supply	4
Current residential need	
6) Seeking permanent permission from temporary sites	6
7) Households (on pitches) seeking residential pitches in the area, excluding those counted as moving due to overcrowding in step 11	0
8) Households on transit pitches requiring residential pitches in the area	0
9) Households on unauthorised encampments requiring residential pitches	0
10) Households on unauthorised developments requiring residential pitches	20
11) Households currently overcrowded (or hidden family members) on pitches seeking residential pitches in the area.	15
12) Net new households expected to arrive from elsewhere	2
13) New family formations expected to arise from within existing households	11
14) Households in housing but with a need for a pitch	18
Total Need	72
Balance of Need and Supply	
Total Additional Pitch Requirement	68

Source: GTANA 2025

Requirement for residential pitches 2025-2030: steps of the calculation

5.12 Information from the Council and the census plus evidence from the survey was used to inform the calculations including:

-
- The number of Gypsies and Travellers housed in bricks and mortar accommodation
 - The number of existing Gypsy and Traveller pitches
 - The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
 - The number of unauthorised developments
 - The number of temporary pitches
 - The number of vacant pitches
 - The number of planned or potential new pitches
 - The number of transit pitches

5.13 The remainder of this chapter describes both the process and results of the Gypsy and Traveller accommodation needs calculations.

Supply of pitches

Step 1: Current occupied permanent site pitches

5.14 Based on information provided by Wyre Forest District Council and corroborated by site visits and household surveys, there are currently 86 occupied pitches in the study area.

Step 2: Number of unused residential pitches available

5.15 There are currently 0 vacant pitches.

Step 3: Number of family units in site accommodation expressing a desire to leave the study area

5.16 As there are 2 family units with a desire to leave the study area, this resulted in the supply of 2 pitches.

Step 4: Number of family units in site accommodation expressing a desire to live in housing

5.17 This is determined by survey data. It was assumed that all those currently residing on sites planning to move into housing in the next five years (step 4), or preferring to move into housing from an overcrowded pitch (step 11), would be able to do so. This resulted in a supply of 0 pitches.

Step 5: Residential pitches planned to be built or brought back into use

5.18 This is determined by local authority data and from an assessment of sites during visits. Such pitches are referred to as 'potential'. This means that the pitches have been granted planning permission but have not yet been developed. Potential pitches include those which have been partly developed or which were previously occupied but are currently not occupied and in need of redevelopment. There are 2 pitches in the study area that are expected to be built or brought back into use in the study area during the first 5-year period.

Need of pitches

Step 6: Seeking permanent permission from temporary sites

- 5.19 This is determined by local authority data. It is assumed that families residing on pitches whose planning permission expires within the period 2025-2030 will still require accommodation within the study area. There are 6 pitches with temporary permission.

Step 7: Family units on pitches seeking residential pitches in the study area

- 5.20 This is determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation on a site.
- 5.21 This category of accommodation need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are included in step 11 are deducted from this total. This generates a total need of 0 pitches in the study area.

Step 8: Family units on transit pitches seeking residential pitches in the study area

- 5.22 This is determined by survey data. These family units reported that they required permanent pitches within the study area in the next five years. There was 0 need resulting from this source.

Step 9: Family units on unauthorised encampments seeking residential pitches in the study area

- 5.23 Guidance (DCLG 2007) indicates that it should be considered whether alternative accommodation is required for families residing on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments want residential pitches in the study area. Please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations. There were 0 households surveyed on unauthorised encampments within the study area during the survey period.

Step 10: Family units on unauthorised developments seeking residential pitches in the study area

- 5.24 From consultation and data from the council, there are 20 pitches on unauthorised development sites in the local authority area. All unauthorised development pitches are regarded by the local authority as tolerated. There were other sites, without planning permission, but these were non-Gypsy and Traveller residential sites, and therefore not included in this assessment. This results in the need for 20 residential pitches.

Step 11: Family units on overcrowded pitches seeking residential pitches in the area

- 5.25 There is a need for an additional 15 pitches due to overcrowding.

Step 12: New family units expected to arrive from elsewhere

-
- 5.26 In the absence of any data derivable from primary or secondary sources (beyond anecdotal evidence) on the moving intentions of those outside the study area moving into the area, as in the case of those moving out of the area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. Together, these amount to a net inflow of 2 units in the study area.

Step 13: New family formations expected to arise from within existing family units on sites

- 5.27 The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers. This will result in the formation of 11 new households requiring residential pitches.

Step 14: Family units in housing with a cultural preference need for a pitch

- 5.28 This was determined firstly by estimating the number of households living in bricks and mortar, which was calculated using data from the 2021 Census, which provides the number of Gypsy and Traveller households in such housing within the study area (refer to Table 3.2). A 15% factor was then applied to estimate the number of households requiring a pitch due to cultural preference. This equates to 15% of 119, which equals a need of 18 additional pitches.
- 5.29 The 15% factor is applied as a pragmatic and proportionate proxy to estimate potential pitch need arising from Gypsy and Traveller households living in bricks-and-mortar accommodation who may have a cultural preference to return to site-based living. This approach is consistent with the definition in PPTS 2024, which recognises Gypsies and Travellers by reference to a cultural tradition of nomadism and/or a cultural preference to live in a caravan, thereby requiring proportionate consideration of households in housing who retain that preference.
- 5.30 This reflects established GTAA practice and evidence from previous surveys showing that only a minority of bricks-and-mortar households express such a preference where suitable provision is available. The percentage is applied solely to the estimated bricks-and-mortar population, ensuring this element of need is not double-counted and represents the only method used to capture cultural preference-based pitch need. The resulting need is assumed to arise within the first five years as it reflects existing, unmet demand, rather than longer-term demographic change.
- 5.31 This was determined firstly by estimating the number of households living in bricks and mortar, which was calculated using data from the 2021 Census, which provides the number of Gypsy and Traveller households in such housing within the study area (refer to Table 3.2). A 15% factor was then applied to estimate the number of households requiring a pitch due to cultural preference.

Balance of Need and Supply

5.32 From the above, the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

Table 5.4: Summary of Gypsy and Traveller pitch needs 2025-30

Supply	4
Need	72
Difference	68

Source: GTANA 2025

Requirement for residential pitches 2030-2046

5.33 When considering future accommodation need, it is assumed that those families with need arising from a cultural preference to residing in houses, overcrowding, unauthorised developments and encampments will move onto sites within a 5-year period. As such, only natural population increase (same as step 13 above), mortality, and movement into and out of the study area accommodation need to be considered. The base figures regarding the number of pitches on sites at the end of the first 5-year period are shown in Table 5.5 below. Please note that the 2025 base figures include both authorised occupied and vacant pitches, whilst the 2030 base figures assume that any potential pitches have been developed.

5.34 2030 pitch base figures are determined by a number of factors including:

- The number of occupied pitches in 2025 (as determined by the household survey)
- The number of vacant pitches in 2025 (as determined by the household survey)
- The number of potential pitches (as determined by local authority data)
- Accommodation need for the period 2025-2030 (as determined by the GTANA)

5.35 It is assumed that by 2030 any vacant pitches will be occupied, potential pitches will have been developed and occupied, and any additional need has been met by new supply.

Table 5.5 Base figures for Gypsy and Traveller pitches

2025 Base	Vacant	Potentials 2025-30	Need 2025-30	2030 Base
86	0	2	68	156

Source: GTANA 2025

5.36 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.18% per annum (compound), equating to a 5-year rate of 11.4% is more appropriate. This is based on an analysis of various factors derived from the surveys including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2035-2046.

5.37 Table 5.6 shows the accommodation need for the local authority area over the 21-year period 2025-2046.

Table 5.6: Summary of Gypsy and Traveller accommodation needs

Period	Need
2025-2030	68
2030-2035	18
2035-2040	20
2040-2046	27
Total 2025-2046	133

Source: GTANA 2025

Requirements for transit pitches / negotiated stopping arrangements

5.38 In relation to transit provision, it is recommended that the local authority adopts a negotiated stopping policy. This involves caravans being sited at a suitable location for an agreed and limited period of time, and if necessary, with the provision of services such as waste disposal and toilets.

5.39 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).

5.40 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not suitable, the household could be relocated to an alternative location. It is important for the local authority to respond to the temporary accommodation needs of transiting households within the area rather than simply directing them to neighbouring authorities. Additionally, the local authority should consider allowing households visiting family or friends who reside on permanent sites within the local authority area to reside on the site for an agreed-upon period.

Summary

5.41 This chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. It indicates that there is a need over the period 2025-2046 for 133 pitches. In relation to transit provision it recommends the adoption of a negotiated stopping policy.

6. Travelling Showpeople consultation

Introduction

6.1 As described in Chapter 1, this GTANA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (MHCLG Planning Policy for Traveller Sites 2024) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. As such, they have been included in this report.

Methodology

6.2 This section of the assessment focuses on the consultation with Travelling Showpeople. It included questions regarding issues such as family composition (per plot), accommodation and facilities, the condition, ownership, management and suitability of current yard and plots (including facilities and services), occupancy of existing plots (including the number of, and reasons for, vacant and / or undeveloped plots, and future plans for plots), travelling patterns, and accommodation needs.

6.3 The number and location of plots were determined using local authority data. The combination of local authority data, visits to the yard, and consultation with households representing all four plots, helped to clarify the status and occupancy of plots and number occupied by household members with a need for separate accommodation, and hidden households, amongst other needs issues.

Existing Supply

6.4 Table 6.1 below lists the number of authorised plots, and unauthorised development (UD) plots, and yards and plots with temporary planning permission within the local authority area (primarily based on data provided by the local authority). There are 0 plots with permanent planning permission, and 4 plots on local authority land with temporary planning permission. There are no known Travelling Showpeople unauthorised developments in the study area.

Table 6.1 Travelling Showpeople yards and plots in Wyre Forest

	Yards	Plots	UD yards	UD plots	Temp yards	Temp plots
Study Area	0	0	0	0	1	4

Source: GTANA 2025

Calculation of Accommodation Need

6.5 The need for permanent plots for Showpeople in the study area is based on the model suggested in DCLG (2007) guidance and supplemented by data provided by the local authorities. It calculates accommodation needs for the period of 2025-2046 in 5-year periods up to 2040, and a final period of 6 years.

Requirement for residential plots 2025-2030

6.6 The need for residential plots in the area is assessed according to a 13-step process, based on the model suggested in DCLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in Table 6.2 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.

Table 6.2: Estimate of the need for permanent residential plots 2025-2030

1) Current occupied permanent residential site plots	0
Current residential supply	
2) Number of unused residential plots available	0
3) Net number of households on sites expected to leave the area in next 5 years	0
4) Number of households on sites expected to move into housing in next 5 years	0
5) Residential plots planned to be built or to be brought back into use	0
Total Supply	0
Current residential need	
6) Seeking permanent permission from temporary plots	4
7) Households (on plots) seeking residential plots in the area, excluding those counted as moving due to overcrowding in step 12	0
8) Households on transit plots requiring residential plots in the area	0
9) Households on unauthorised encampments requiring residential plots in the area	0
10) Households on unauthorised developments requiring residential plots in the area	0
11) Households currently overcrowded (or hidden family members) on plots seeking residential plots in the area, excluding those containing an emerging household in step 8	4
12) Net new households expected to arrive from elsewhere	0
13) New family formations expected to arise from within existing households on yards	0
Total Need	8
Balance of Need and Supply	
Total Additional Plot Requirement	8

Source: GTANA 2025

Requirement for residential plots: steps of the calculation

6.7 Information from local authorities and evidence from the survey was used to inform the calculations, including:

-
- The number of existing plots
 - The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
 - The number of unauthorised developments (during the survey period)
 - The number of temporary plots
 - The number of vacant plots
 - The number of planned or potential new plots
 - The number of transit plots

6.8 The remainder of this chapter describes both the process and results of the Travelling Showpeople's needs calculations.

Supply of plots

Step 1: Current occupied permanent plots

6.9 There are currently 0 authorised yards with 0 occupied plots.

Step 2: Number of unused residential plots available

6.10 There are 0 unused plots.

Step 3: Number of family units in plot accommodation expressing a desire to leave the study area

6.11 This was determined by survey data. It was assumed, that those currently residing on plots expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so. None of the households indicated they would be leaving the study area, this resulted in the supply of 0 plots.

Step 4: Number of family units in plot accommodation expressing a desire to live in housing

6.12 This was determined by survey data. It was assumed that all those currently residing on plots planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded plot (step 12), would be able to do so.

6.13 As with step 5, a supply of 0 plots in the study area were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 5: Residential plots planned to be built or brought back into use

-
- 6.14 This can include plots which have been partly developed or which were previously occupied but are now vacant and in need of redevelopment. There are 0 plots in the study area that are expected to be built or brought back into use during the period 2025-2030.

Need for plots

Step 6: Seeking permanent permission from temporary plots

- 6.15 This is determined by local authority data. It is assumed families residing on plots whose planning permission expires within the period 2025-2030 will still require accommodation within the study area. There are currently 4 plots with temporary planning permission located in the area.

Step 7: Family units on plots seeking residential plots in the study area

- 6.16 This was determined by survey data. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised plot, or that they were currently seeking accommodation.
- 6.17 This category of need overlaps with those moving due to overcrowding, counted in step 12, In order to avoid double-counting family units which both are overcrowded and seeking accommodation are counted only once. This generates a total need of 0 plots in the study area.

Step 8: Family units on transit plots seeking residential plots in the study area

- 6.18 This generates a total need of 0 plots as there is no transit yard in the study area.

Step 9: Family units on unauthorised encampments seeking residential plots in the study area

- 6.19 There were 0 households residing on unauthorised encampments interviewed during the survey period, so there is a need of 0 plots arising from this source.

Step 10: Family units on unauthorised developments seeking residential plots in the study area

- 6.20 There are no unauthorised plots in the study area and therefore there is a need of 0 plots.

Step 11: Family units on overcrowded plots seeking residential plots in the study area

- 6.21 Overcrowding on Travelling Showpeople plots may differ from that on Gypsy and Traveller pitches due to the need for equipment and vehicle storage. Showpeople require more space

for their equipment and vehicles as well as enough space for accommodation such as caravans (static and tourers). This generates a total need of 4 plots in the study area.

Step 12: New family units expected to arrive from elsewhere

6.22 This generates a total need of 0 plots in the study area.

Step 13: New family formations expected to arise from within existing family units on yards

6.23 This generates a total need of 0 plots in the study area.

Balance of Need and Supply

6.24 From the above the net additional plot requirement is calculated by deducting the supply from the need.

Table 6.3: Summary of Travelling Showpeople plot needs 2025-30

Supply	0
Need	8
Difference	8

Source: GTANA 2025

Requirement for residential plots 2030-2046

6.25 Considering future need, only natural population increase, mortality, and movement into and out of the area need be considered. Please note that the 2025 base figures include authorised occupied and the 2030 base figures include these figures and assume that any potential plots have been developed.

6.26 In relation to this accommodation assessment, analysis of the current population indicates that an annual household growth rate of 2.10% per annum (compound) equating to a 5-year rate of 11% is more appropriate. This is based on an analysis of various factors derived from the surveys, including current population numbers, the average number of children per household, and marriage rates. It is assumed that these rates are likely to continue during the period 2035-2046.

Summary

6.27 This chapter has provided data regarding key characteristics of respondent households residing on Travelling Showpeople plots. Accommodation need resulting from the calculations in the tables above are as follows:

Table 6.4: Summary of accommodation needs (plots)

Period	Need
2025-30	8
2030-35	1
2035-40	1
2040-46	1
Total 2025-46	11

Source: GTANA 2025

7. Boat Dwellers Consultation

Introduction

- 7.1 As described in Chapter 1, this GTAA considers the accommodation needs of boat dwellers. Unlike Gypsies and Travellers, boat dwellers are not considered to be an ethnic minority and, as such, are not protected by the [Equality Act 2010](#). Nonetheless, government guidance (DCLG 2016) indicates that local authorities should consider the accommodation needs of boat dwellers.

Methodology

- 7.2 Given that the requirement to determine the accommodation needs of boat dwellers was only introduced by the DCLG Draft Guidance on Housing Needs (Caravans and Houseboats) (March 2016), there is no established method to determine need. As such, the need for residential moorings in the study area is assessed according to DCLG (2007) guidance and supplemented by data provided by the local authorities and consultation with stakeholders (in particular the boat dwellers). It is also in accordance with National Bargee Travellers Association (NBTA) guidance¹³.
- 7.3 Whilst households residing on boats in the study area were consulted, there was an insufficient number to base accommodation needs calculations on household consultation alone. As such, the extent of boat dweller supply and needs was determined by consulting with boat yard and marina owners and managers, the National Bargee Travellers Association (NBTA), and the Canal and River Trust (CRT). It is also based on an analysis of secondary data, including an assessment of online data regarding marinas, yards and the waterways in the study area.

Permanent accommodation needs

- 7.4 Whilst many boat dwellers permanently reside on boats due to a desire to live an alternative lifestyle, some do so due to a lack of affordable accommodation. Stakeholders regarded the cost of buying or renting housing in the study area as leading to boat dwelling as an affordable alternative. However, potential mooring locations are restricted by land ownership and or not suitable for new moorings.
- 7.5 It is recommended that study area local authorities work closely with the Canal and River Trust (CRT), and organisations such as the National Bargee Traveller Association (NBTA), and existing marinas to address accommodation need.

¹³ RRR Consultancy has previously used this methodology to undertake Boat Dweller Accommodation Assessments) on behalf of Oxford City Council (2018) and Wokingham Borough Council (2019), and for other authorities as part of their GTAAs.

Requirement for permanent residential moorings 2025-2046

- 7.6 There is a range of moorings across the study area, including leisure and temporary. The marinas in the study area are not licensed to accommodate permanent residential boat dwellers 12 months of the year. However, some of those moored may be permanent boat dwellers who move off the mooring for an agreed period of time, travel the waterways and then return. There are four known mooring locations in the study area (including one private marina, two locations managed by CRT and two locations with piers where boaters can moor for short periods of time) adding up to a total of about 200 moorings. None of these moorings is licensed for permanent moorings.
- 7.7 It is not possible to confirm the actual number of permanent residential boat dwellers in the study area as a whole. No current data confirms the number. However, from consultation and data collection and analysis of data, there is anecdotal evidence that there are boat dwellers in need of permanently residential moorings in the study area – consisting of boat dwellers who reside on licensed moorings, boat dwellers who moor at the end of gardens, along river and canal banks or are constantly cruising in and around the area, and potential future need. Based on consultation, it is estimated that there is a need for 50 permanent residential moorings across the study area over the duration of the local plan.

Requirements for transit moorings: 2025-2046

- 7.8 It is evident that in addition to the need for additional permanent residential moorings in the area, there is also evidence of need for more transit moorings. In particular, constant cruisers have need for additional and more flexible transit moorings. There is not necessarily need for more provision, but there is need to be more flexible lengths of time boat dwellers can stay and as with Gypsies and Travellers, the adoption of negotiated stopping policy would also be effective with addressing transit mooring needs of boat dwellers.

Summary

- 7.9 It is estimated that there is a need for 50 additional permanent residential moorings across the local plan period. It is recommended that Wyre Forest District Council liaise with marine and boat yard owners, and agencies such as the NBTA and CRT, to help determine how boat dweller accommodation needs can be met.

8. Conclusion and Recommendations

Introduction

- 8.1 This final chapter draws conclusions from the evidence. As previously discussed, this report focusses on the assessment of accommodation need for Gypsies and Travellers, Travelling Showpeople, and boat dwellers.
- 8.2 The accommodation needs calculations undertaken as part of this GTAA were based on analysis of both secondary data and primary consultation with Gypsies and Travellers, Showpeople, and key stakeholders and site owners and managers.

Permanent accommodation needs

- 8.3 The following outlines the permanent accommodation need over the period of 2025 to 2046:

Table 8.1: Gypsy and Traveller permanent accommodation needs

Period	Need
2025-30	68
2030-35	18
2035-40	20
2040-46	27
Total 2025-46	133

Source: GTANA 2025

Table 8.2: Travelling Showpeople permanent accommodation needs

Period	Need
2025-30	8
2030-35	1
2035-40	1
2040-46	1
Total 2025-46	11

Source: GTANA 2025

Table 8.3: Boat Dweller permanent accommodation needs

Total 2025-46	50
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Source: GTAA 2025

Transit provision

- 8.4 It is recommended that the local authorities set up a negotiated stopping places policy. This is land temporarily used as authorised short-term (less than 28 days) stopping places. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the

agreed location for a few days. Amenities such as portaloos and showers (or access to alternative nearby facilities) and skips or wheelie bins should ideally be made available for the duration of the agreed period.

- 8.5 The term 'negotiated stopping' is used to describe agreed short-term provision for transient Gypsies and Travellers. It was first developed by Leeds Gypsy and Traveller Exchange (GATE) and involves local authority officers making an agreement with Gypsies and Travellers on unauthorised encampments. The agreement allows Travellers to stay either on the land they are camped on or move to more suitable land (please see Appendix 1 for an example negotiated stopping place protocol).

Caravans on negotiated stopping places are allowed to stay for an agreed amount of time. This could be on private or public land providing the encampment does not cause any danger, problems or nuisance to its occupants or local community. The arrangement is between the local authority, police, the transient households (and landowner if situated on privately owned land).

- 8.6 The length of the agreement can also vary from 2 weeks to several months, but tends to be around 28 days. The agreement is a local one and will vary but may include Travellers agreeing to leave sites clean and not make too much noise with the local authority providing waste disposal and toilets, sometimes showers and water too. However, as Leeds GATE states, negotiated stopping is a locally agreed solution, so it may differ in different locations. For Negotiated Stopping to work it has to involve the local authority negotiating with roadside Travellers. It will involve talking to and consulting roadside Travellers and working out solutions.
- 8.7 The location of a negotiated stopping place could be where the transient household is located at the time they are identified. If not appropriate, the household could be moved on to an appropriate alternative location. Local authorities need to respond to the temporary accommodation needs of transiting households within the local authority area rather than simply directing them to neighbouring authorities. Also, they should consider allowing households visiting family or friends who reside on permanent sites in the local authority area to temporarily reside on the site for an agreed amount of time.
- 8.8 Agreements could be made with households residing on sites and allowing visiting family and friends to stay for agreed periods of time. This would lead to fewer unauthorised encampments which adversely impact on the local community and allow households with stopover requirement to stay for an agreed period of time.

Summary

- 8.9 The results from this assessment supersede any previous GTAA (including any accommodation need calculated prior to this assessment). This assessment identifies that there is:

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- An overall accommodation need in the Wyre Forest local authority area over 21 years for 133 additional pitches
 - A need for 11 additional Travelling Showpeople plots
 - and 50 permanent residential moorings during the same period. It is recommended that the local authority incorporate a policy to address negotiated stopping places for transient and/or visiting Gypsy and Traveller encampments.

8.10 It is also recommended that Wyre Forest District Council consider the accommodation needs that might materialise over the plan period from households (Gypsies, Travellers, Travelling Showpeople and boat dwellers) not considered by this assessment. This could include households residing on unauthorised developments, unauthorised encampments, due to in-migration, and those residing in bricks and mortar accommodation. This accommodation need should be considered separate to the need identified below and could be met through windfall applications.

8.11 In addition to the above in order to meet the specific accommodation need of the different community groups, the report recommends the following:

- In relation to Gypsies and Travellers, it is recommended that the local authority works closely with the families to determine how their accommodation needs can best be met.
- Also, for the local authority to provide pre-planning application advice to households who have identified land to help determine if it is suitable to address accommodation need.
- To meet the accommodation needs of Showpeople, it is also recommended that the local authority works closely with the occupiers of the yard to meet their current and future accommodation needs.

8.12 As well as quantifying accommodation need, the study also makes recommendations on other key issues, including:

Planning policy:

- To identify a range of specific sites in sustainable locations of up to 15 pitches/plots in size to be developed only for Gypsy and Traveller and Travelling Showpeople homes.
- To consider how the accommodation needs can be met by expanding existing provision and/or providing new sites, yards or moorings, but primarily to meet the need for those on the existing site or related to the current occupants/owners.
- To consider alternative options for developing new sites, yards and moorings, such as developing them on a cooperative basis, e.g. community land trust, shared ownership, or small sites owned by a local authority but rented to families for their own use.

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- To consider alternative site funding mechanisms such as: site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller, Showpeople and boat dweller communities.
 - Prior to action being taken against sites or yards being used without planning permission, the local authorities, in partnership with landowners, occupants and relevant agencies (e.g. Showmen's Guild and National Federation of Gypsy Liaison Groups, CRT, and NBTA), to review its current, historic and potential planning status, and review the most effective way forward.
 - To consider safeguarding Gypsy and Traveller sites and Travelling Showpeople yards with permanent planning permission for their current use unless it can be demonstrated that they are no longer needed to meet identified needs.
 - Implement a corporate policy to provide negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
 - To liaise with owners of the sites and yards to determine how they could expand the number of pitches to meet the family's accommodation needs.
 - To work closely with the Canal and River Trust (CRT), Severn River Trust (SRT) and the National Bargee Traveller Association (NBTA) to meet the needs of the boat dwellers and constant cruisers across the study area.
 - To liaise with marinas and boat yards in the area to see which could accommodate more permanent residential moorings (including converting some of their leisure moorings to permanent).
 - The population size and demographics of the Gypsy, Traveller, Travelling Showpeople and boat dweller communities can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Management:

- Housing organisations need to consider the type of housing allocated to Gypsies and Travellers residing in bricks and mortar in order to minimise the cultural implications and feelings of isolation.
- Develop a holistic vision for their work on Gypsies, Travellers, Showpeople and boat dwellers and embed it in Community and Homelessness Strategies, Local Plans and planning and reporting obligations under the [Equality Act 2010](#).
- Provide training and workshop sessions with local authority and service provider employees (and elected members) to help them to further understand issues relating to the Gypsy and Traveller, Showpeople, and boat dweller communities.
- In liaison with relevant enforcement agencies such as the police to develop a common approach to dealing with unauthorised encampments.
- Encourage the local housing authority to include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing.
- Better sharing of information between agencies in relation to Gypsy, Traveller, Showpeople and boat dweller communities.

Appendix 1: Example negotiated stopping place protocol

This agreement is between [Local Authority] and [named head of family]

This agreement relates to the time limited toleration of your encampment on [Local Authority] owned land adjacent to xxxx. The land is shown on the appending map.

The Council is currently willing to tolerate your encampment on the site for a short period of time until xxxx. The Council recognises its legal obligations to carry out needs assessment prior to initiating legal action to recover possession of land.

[Local Authority] reserves the right to terminate this agreement, and to seek to recover possession of the land through court proceedings, at an earlier date if the terms set out below in this agreement are breached.

I, and my family agree to adhere to the following terms:

1. You will be asked to park your caravan and vehicles in a designated place on the site. This is to prevent further caravans joining the encampment. Your family must stay within the boundaries of the site.
2. You will be issued with a toilet. This is for the sole use of your family, you will have to ensure this is kept in a reasonable condition. This will be emptied weekly.
3. You will be issued with a bin for all your domestic waste. You are responsible for keeping the area around your caravan clean and tidy. The bin is for the sole use of your family, you will have to ensure this is kept in a reasonable condition. This will be emptied weekly.
4. All dogs must be kept under control and tied up. Dogs must be tied up on a lead or in a kennel during the night or when you leave the site for any period of time. The dog wardens will visit this site if loose dogs are reported.
5. No fires larger than a small cooking fire are to be lit, absolutely no burning of commercial or domestic waste is allowed.

6. The nearest Household Waste for larger items is at Trade waste can be disposed at

7. Environmental enforcement officers will monitor the site and take action against any activity likely to cause environmental harm, inconvenience or distress to surrounding occupants such as fly-tipping, excessive noise or use of quad bikes.

8. Give consideration to other people within the local vicinity in terms of noise nuisance and the parking of vehicles.

9. Not to engage in any anti-social behaviour, disorder or fly tipping on or near this site. Horses will not be tolerated on the site and the presence of horses may be regarded as 'anti social behaviour' for the purposes of this agreement. Any traps owned by families are not to be used in or around the immediate area.

10. This agreement has been negotiated between [Local Authority] and Gypsy/Traveller people in the [local] area. You are encouraged to cooperate with the Local Authority to make the agreement work by discussing any incidents, concerns or suggestions that may affect the agreement with local authority officers when they visit weekly. You can also telephone the council [phone number], [police liaison officer] or speak to staff at [Third party advocacy where available] if you want them to raise issues on your behalf.

I understand the above points which have been explained to me, and I agree.

Signed.....date.....

Signed.....date.....(local authority)

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Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places

reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family Owner-Occupied Gypsy Site

Family sites are seen as the ideal by many Gypsies and Travellers in England. They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by MHCLG Planning Policy for Traveller Sites (December 2024):

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 or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Household

The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Local Authority Sites

The majority of local authority sites are designed for permanent residential use. The latest published Traveller Caravan Count undertaken in July 2025 suggests that there are a total of 4,528 permanent local authority and private registered provider pitches capable of housing 7,001 caravans.

Local Development Documents (LDD)

Local Plans and other documents that contain planning policies and are subject to external examination by an Inspector. It is important to note that Supplementary Planning Documents (SPDs) contain guidance are not subject to Examination. Planning applications are determined in relation to an adopted Development Plan which contains documents found to be sound at an External Examination.

Negotiated Stopping

The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the local authority and the (temporary) residents.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller (formerly 'New Age Traveller')

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle. The first wave of New Travellers began in the 1970s and were associated with youth culture and 'new age' ideals. They now comprise a diverse range of people who seek an alternative lifestyle for differing reasons including personal or political convictions. Economic activities include making hand-made goods that are sold at fairs.

Newly forming families

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

Socially rented site

A Gypsy and Traveller site owned by a council or private Registered Provider. Similar to social rented houses, rents are subsidised and offers at below private market levels.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Transit site/pitch

This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation

Travelling Showpeople

As defined by MHCLG Planning Policy for Traveller Sites (December 2024):

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 or permanently, but excludes Gypsies and Travellers as defined above.

Unauthorised development

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.