

**Greater Manchester**

**Gypsy and Traveller and Travelling Showperson**

**Accommodation Assessment Update 2018**

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Greater Manchester Combined Authority

Final Report  
July 2018

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## Executive Summary

### Introduction

The Greater Manchester Gypsy and Traveller Accommodation Assessment Update (GTAA Update) 2018 analyses the latest available evidence to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople from across the Greater Manchester area.

The Greater Manchester GTAA Update (2018) has comprised the following evidence sources:

- The Greater Manchester Gypsy, Traveller and Traveling Showperson Accommodation Assessment (GTAA) 2014 (prepared by arc<sup>4</sup>), including the Household Survey 2014 data and the detailed needs assessment workings; and
- Existing (secondary) data, including site/yard and unauthorised encampment information held by the Local Authorities and updated demographic data.

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

### Current provision and activity

The 2011 Census identified a total of 581 households and 1,466 persons living across Greater Manchester with a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 83% (482 households) live in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 17% (99 households) live in a caravan or other mobile or temporary structure.

The bi-annual DCLG Traveller caravan count has identified an average of 336 caravans over the last six counts. 76% of these caravans were counted on authorised sites, of which 57% were on social-rented sites and 20% on private sites. An average of 24% of Traveller caravans were recorded on unauthorised sites.

The annual Travelling Showperson caravan count (undertaken each January) has found an average of around 170 Travelling Showpeople caravans in Greater Manchester during the past four counts (2014-2017). 31% of these caravans were on social-rented yards and 69% were on private yards. No Travelling Showperson caravans have been recorded on unauthorised land.

In terms of Gypsy and Traveller site provision within Greater Manchester, there are 16 sites providing a total of 213 pitches. There are 21 Travelling Showpeople yards providing a total of 345 plots.

### Planning policy requirements for needs assessments

Planning policy for traveller sites (PPTS) (first published in March 2012 and updated in August 2015) requires an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The calculation of pitch/plot requirements in the GTAA Update 2018 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance

on the subject it continues to provide a standard approach for needs modelling employed by most local planning authorities and also confirmed by inspectors at public inquiries.

This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

A major change in planning policy, introduced by PPTS 2015, was a change in the definition of the group to which the policy applies. The definitions of both 'Gypsy and Traveller' and 'Travelling Showperson' have been amended to exclude, for planning purposes, anyone who has stopped travelling on a permanent basis. It continues to include those who have ceased to travel temporarily. Essentially, this has created a more restricted 'PPTS 2015' definition which applies to those who follow a nomadic habit of life, as compared with a broader 'cultural' definition.

As this study is based on the rigorous analysis of several data sources, along with careful fieldwork observations across sites/yards in Greater Manchester, it is possible for arc<sup>4</sup> to consider through analysis which households are likely to meet the PPTS 2015 definition (on the basis of the travelling practices) and which households do not (because they do not travel) but instead are included within the broader cultural definition.

## Gypsy and Traveller pitch requirements

The GTAA Update 2018 has found evidence of Gypsy and Traveller pitch need over the next five years (2017/18 to 2021/22) equating to 58 additional pitches under the cultural definition. For the period 2022/23 to 2035/36, there is a need for 76 additional pitches. Therefore over the full Plan Period (to 2035/36) the GTAA Update has identified a cultural need for a total of 134 additional pitches. However, there are 31 pitches currently vacant and adding these to pitch supply results in a net need of 103 pitches over the plan period.

Although the 2014 household survey predated the 2015 PPTS publication, data on travelling behaviour was obtained. This suggested that 42.1% met the PPTS definition by virtue of someone in the household travelling. This is in line with our broad national estimate of 40% derived from surveys carried out since August 2015. Applying the PPTS definition to need results in a PPTS need for 44 pitches over the full Plan Period (to 2035/36).

## Travelling Showperson plot requirements

The GTAA Update 2018 has evidenced a need for 148 additional Travelling Showperson plots in the Greater Manchester area during the next five years (2017/18 to 2021/22) and a further 56 plots over the remainder of the Plan Period, resulting in a total plot need of 204 additional plots over the Plan Period. There are currently two vacant plots but occupancy is generally restricted to the owner of the plot and it is not assumed that these plots are available for occupancy. For the full Plan Period to 2035/36, a need for a total of 204 additional plots has therefore been calculated.

Given that the needs evidenced are from households actively engaged in Showperson activities, it is reasonable to assume that all need evidenced meets the PPTS definition of need.

## Transit site requirements

It is recommended that the Greater Manchester Combined Authority (GMCA) considers the development of 59 transit pitches to address the short-term accommodation needs of households travelling through the Greater Manchester area.

# 1. Introduction

## GTAA Update 2018 aims

- 1.1 In November 2017, arc<sup>4</sup> was commissioned by Greater Manchester Combined Authority (GMCA) to undertake a Gypsy and Traveller Accommodation Assessment Update (GTAA Update) to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers from across Greater Manchester. As an Update, this study is based upon the work and findings of the 2014 GTAA, which was also undertaken by arc<sup>4</sup>. However, using a range of research methods it brings the accommodation needs assessment fully up-to-date.
- 1.2 The overall objective of the GTAA Update 2018 is to form a clear, up-to-date evidence base to inform the development of housing and planning policies relating to Gypsy and Travellers, Travelling Showpeople and houseboat dwellers in the Greater Manchester area.
- 1.3 The aims of the GTAA Update 2018 are:
- To identify the current accommodation provision for members of the Travelling community within Greater Manchester;
  - To identify current levels of need for accommodation arising from within the community;
  - To project future accommodation needs for pitches and plots using a clear and transparent methodology in order to create a robust evidence base for the next five years and the full Plan Period to 2035/36; and
  - To inform the development of housing and planning policies for the Council and its strategic partners.

## Geographical scope

- 1.4 The GTAA Update 2018 covers the Greater Manchester area, which includes the ten authority areas of:
- Bolton,
  - Bury,
  - Manchester,
  - Oldham,
  - Rochdale,
  - Salford,
  - Stockport,
  - Tameside,
  - Trafford, and
  - Wigan.



- 1.5 The GTAA Update 2018 adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS), which was published by the Government in August 2015. This sets out the following definition of ‘Gypsies and Travellers’:

*‘Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.’<sup>1</sup>*

- 1.6 In addition, PPTS 2015 provides the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:

*‘In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

- a) *whether they previously led a nomadic habit of life*
- b) *the reasons for ceasing their nomadic habit of life*
- c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.’<sup>2</sup>*

- 1.7 The following definition of ‘Travelling Showpeople’ is set out in PPTS 2015:

*‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.’<sup>3</sup>*

- 1.8 In addition:

*‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’<sup>4</sup>*

- 1.9 Further clarification on the definition of a plot has been obtained from the Showman’s Guild. This recognises a plot as a space for a caravan for a family unit which would be located on a yard.

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

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<sup>1</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 1

<sup>2</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>3</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 3

<sup>4</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

## Report structure

1.11 The GTAA Update 2018 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study;
- **Chapter 2 Policy and local context:** presents a review of the policy context which guides the study, including a consideration of the specific context of Greater Manchester;
- **Chapter 3 Methodology:** provides details of the study's research methodology;
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across Greater Manchester and existing site and yard provision;
- **Chapter 5 Pitch/plot/transit requirements:** focuses on current and future pitch and plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; it also analyses unauthorised encampment activity across Greater Manchester and other information to consider the need for transit provision; and
- **Chapter 6 Conclusion and strategic response:** concludes the report, bringing together the different strands of the research and identifying headline issues, including recommending ways in which these could be addressed.

1.12 The report is supplemented by the following appendices:

- **Appendix A** which provides details of the legislative background underpinning accommodation issues for the Travelling community;
- **Appendix B** Review of policy, guidance, reports and best practice notes;
- **Appendix C** Local Authority-level assessment findings;
- **Appendix D** Glossary of terms.

## 2. Policy and local context

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople
- 2.2 Appendix A sets out the legislative background that is relevant to accommodation issues and Appendix B provides a review of Government policy and guidance that has been published in recent years, alongside other key reports and best practice advice.
- 2.3 This chapter sets out the policy context within which this GTAA Update has been prepared, including a consideration of the local context in Greater Manchester.

### Government policy and guidance

#### Planning policy for traveller sites

- 2.4 In 2012, the Government published both the National Planning Policy Framework (NPPF)<sup>5</sup> and its accompanying National Planning Practice Guidance (NPPG) documents covering a range of topics. They also published some separate planning policy documents, including *Planning policy for traveller sites*<sup>6</sup> (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.
- 2.5 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with their targets set in regional plans. However, the Coalition Government abolished regional planning under the provisions of the Localism Act 2011. The approach set out in PPTS 2012 instead encouraged local planning authorities to form their own evidence base for accommodation needs in their area and use this to set their own pitch and plot targets for their Local Plan.

#### Written Ministerial Statement July 2015

- 2.6 Technical adjustments were made to paragraphs 49 and 159 of the NPPF by a Written Ministerial Statement (WMS) on 22<sup>nd</sup> July 2015<sup>7</sup>, following a High Court judgement (*Wenman v Secretary of State*).
- 2.7 In relation to paragraph 49, the WMS stated that those persons who fall within the definition of ‘traveller’ under the PPTS, cannot rely on the lack of a five year supply of deliverable housing sites under the NPPF to show that relevant policies for the supply of housing are not up to date. Such persons should have the lack of a five year supply of deliverable traveller sites considered in accordance with Planning Policy for Traveller Sites.

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<sup>5</sup> DCLG National Planning Policy Framework March 2012

<sup>6</sup> DCLG *Planning policy for traveller sites* March 2012 (now superseded)

<sup>7</sup> <https://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Lords/2015-07-22/HLWS167/>

- 2.8 Regarding paragraph 159, the WMS clarified that the PPTS sets out how travellers' accommodation needs should be assessed. However, those who do not fall under that definition should have their accommodation needs addressed under the provisions of the NPPF.

### PPTS 2015

- 2.9 An updated *Planning policy for traveller sites* (PPTS 2015) was published in August 2015<sup>8</sup>. PPTS 2015 introduced some key changes to policy, including by changing the definitions of 'Gypsy and Traveller' and 'Travelling Showperson' by deleting the word 'permanently' in relation to their travelling habits, so that for planning-related purposes the definitions of Gypsies and Travellers and Travelling Showpeople have been changed to exclude those who have permanently stopped travelling. In addition, the following 'clarification' has been added:

*'In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

- a) *whether they previously led a nomadic habit of life*
- b) *the reasons for ceasing their nomadic habit of life*
- c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*<sup>9</sup>

### Planning policy statement

- 2.10 Alongside the publication of the revised policy document on 31<sup>st</sup> August 2015, a letter and accompanying planning policy statement were issued by the DCLG Chief Planner (Steve Quartermain)<sup>10</sup> to Chief Planning Officers in England. The letter and planning policy statement dealt specifically with the issue of *Green Belt protection and intentional unauthorised development*. On 17<sup>th</sup> December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement.<sup>11</sup>

### Green Belt

- 2.11 PPTS 2015 (paragraph 10) states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally-set targets. In relation to the determination of

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<sup>8</sup> DCLG *Planning policy for traveller sites* August 2015

<sup>9</sup> DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

<sup>10</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>11</sup> <http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCW5423/>

planning applications, PPTS 2015 (paragraph 27) states that if a LPA cannot demonstrate an up-to-date five-year supply of deliverable sites then this should be a significant material consideration in any subsequent planning decision when considering applications for the grant of temporary planning permission. However, it also sets out that the exception to this is where the proposal is on land designated as Green Belt, sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.

- 2.12 PPTS 2015 (paragraph 16) and the accompanying planning policy statement on *Green Belt protection and intentional unauthorised development* clearly set out that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt so as to establish ‘very special circumstances’ and allow development to be permitted.

#### *Intentional unauthorised development*

- 2.13 The planning policy statement issued with PPTS 2015<sup>12</sup> (and confirmed by Ministerial Statement<sup>13</sup>) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.14 In addition, PPTS 2015 (paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

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

- 2.15 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft Guidance relates to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).

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<sup>12</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/457632/Final\\_Chief\\_Planning\\_Officer\\_letter\\_and\\_written\\_statement.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf)

<sup>13</sup><http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

- 2.16 The draft Guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.
- 2.17 In the carrying out of accommodation needs assessments, the draft Guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.18 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA Update for Greater Manchester.

### Gypsy and Traveller Accommodation Needs Assessments Guidance (2007) (withdrawn)

- 2.19 The calculation of pitch/plot requirements in the GTAA update 2018 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a best practice approach for needs modelling.
- 2.20 This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

### Current national planning context

- 2.21 Further to the publication of updated PPTS in August 2015, the 2007 GTAA Guidance has been withdrawn and no replacement guidance has been released by the Government. Long-awaited revisions to the NPPF are expected in Spring 2018, but whether this will incorporate policies on Traveller issues is uncertain. In the meantime, there is some confusion regarding what accommodation needs should be assessed and the best methodological approach.
- 2.22 The Housing and Planning Act 2016 deleted Sections 225 and 226 of the Housing Act 2004, effectively removing some of local planning authorities' duties in relation to the accommodation needs assessments of Gypsies and Travellers. However, the Housing and Planning Act inserted some additional requirements into Section 8 of the Housing Act 1985, including the duty to consider the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments. As referred to above, draft Guidance was published in March 2016 to explain the interpretation of these legislative changes. However, this remains in draft form at the present time.
- 2.23 As mentioned, the PPTS 2015 definitions of 'Gypsy and Traveller' and 'Travelling Showperson' now exclude those that have stopped travelling on a permanent basis. The 'clarification' in Annex 1 (paragraph 2) of PPTS 2015 refers to a '*nomadic habit of life*' and whether the person in question previously led a nomadic habit of life; the reasons for ceasing their nomadic habit of life; and whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what

- circumstances. This suggests that persons (or households) should be assessed on an individual basis, to determine whether they meet the PPTS 2015 planning definition.
- 2.24 The PPTS 2015 definition is currently being challenged through the High Court, with potentially significant implications for emerging Local Plans and their evidence bases. In addition, it is important to note that the Equalities Act 2010 continues to protect Romany Gypsies and Irish Travellers against race discrimination because they are recognised ethnic groups.
- 2.25 The view that the revised definitions (excluding Gypsies, Travellers and Travelling Showpeople who have ceased travelling) will allow local planning authorities to manage their needs numbers downwards therefore should be treated with caution, particularly in this transitional period of planning policy uncertainty (as discussed above).
- 2.26 The considerations of Planning Inspectors at relevant Local Plan Inquiries has included the following:
- In the case of Swale Borough Council, the Local Plan Inspector accepted an updated evidence base, whereby the data had been re-assessed to include only those who were considered ‘travelling’ households. The Inspector accepted that there was no requirement to address the needs of 34 ‘non-travelling’ households (Interim Findings, March 2016).
  - Similarly, in the case of the Cheltenham, Gloucester and Tewksbury Joint Core Strategy, the Inspector accepted the updated evidence base which had reduced the need figure based on the revised PPTS definition and considered that ‘non-travelling’ households be treated as part of the overall housing requirement through the Strategic Housing Market Assessment (Interim Report, May 2016).
  - Maldon District Council’s Local Plan was called-in by the Secretary of State. Having considered an updated GTAA (2016), the Inspector concluded that provision should be made to accommodate the needs of the households that definitely met the PPTS definition. Whilst it was unknown whether the majority of households met the definition or not, remaining need would be addressed through a criteria-based policy approach (July 2017).
  - However, in the more recent case of the Central Lincolnshire Local Plan Examination, the Inspector recommended that there was no evidence to suggest that there should be a reduction in the pitch requirement as a result of the new definition (April 2017).
- 2.27 The accommodation needs of the Travelling community forms a strategic issue, which is a consideration under the Duty to Cooperate. It is therefore considered important that the Greater Manchester GTAA Update 2018 provides a robust and transparent approach regarding the methodology for determining which members of the Travelling community are ‘travelling’ and which members should be considered ‘non-travelling’ as well as the subsequent assessment of current and future needs.
- 2.28 In the absence of a standardised approach to address this issue, arc<sup>4</sup>’s methodology includes analysing the household survey findings to determine the self-defined travelling practices of each interviewed household. This includes answers to questions

of travelling history (current and year preceding); reasons for travel; travel plans (current year and the next five years); annual duration of travel (recent and planned); destinations and reasons for travel; and reasons for not travelling (now and in the future). By translating this assessment of each household's 'PPTS-compliance' into a proportion of the population in question, it can be determined what percentage of households fall within the 'PPTS' definition. The 2018 update draws upon the household surveys to derive a broad estimate of households who are likely to meet the PPTS definition. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.

- 2.29 By using this approach, the needs assessment process subsequently results in a 'range' of pitch need numbers for consideration by Councils. PPTS-defined need is recommended as a minimum need figure and the higher culturally-defined need figure provides an upper range for pitch/plot provision requirements over the relevant period.
- 2.30 This outworking of this approach for Greater Manchester is set out in Chapter 5.

### Strategic context

- 2.31 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF) set out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (NPPF, paragraph 178).
- 2.32 National planning practice guidance (NPPG) includes a guidance document specific to the *Duty to cooperate* (March 2014). This states that duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).
- 2.33 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).
- 2.34 In Greater Manchester, the GMCA is developing a joint plan for the area, the Greater Manchester Spatial Framework (GMSF). The Spatial Framework is being produced by all ten councils working together in partnership. It will aim to ensure that the right land is available in the right places to deliver the homes, jobs and infrastructure needed up to 2035.



- 2.35 A first draft of the Spatial Framework was consulted upon in 2016. A redrafting of the Spatial Framework is now underway, taking into account the concerns raised in the previous consultation and also aiming to make the most of Greater Manchester’s brownfield sites and reduce the impact of development on greenbelt land. There will be a public consultation once the second draft Spatial Framework is published, anticipated in Summer 2018.
- 2.36 The GTAA Update 2018 will form part of the evidence base for the GMSF.

### 3. Methodology

- 3.1 In order to achieve a clear and transparent evidence base and deliver the objectives of the study, the following methodology was developed based on the requirements of current Government policy<sup>14</sup> and following an established and approved approach<sup>15</sup>.
- 3.2 Fundamental to the methodological approach adopted by arc<sup>4</sup> is the priority of collecting up-to-date primary data to inform all aspects of the research base. In particular in relation to GTAA surveys, this includes meaningful engagement with members of the local Gypsy and Traveller and Travelling Showpeople community. Through our links with Traveller representatives and the sensitive approach of our experienced fieldteam, we have a track-record of obtaining a high degree of participation from local households living on pitches, plots or bricks and mortar accommodation within the relevant study area. In addition, we engage with local and strategic stakeholders who have an understanding and experience of Traveller issues, which assists in informing the findings of the study.
- 3.3 The GTAA 2014 that was undertaken by arc<sup>4</sup> included a household survey, with 496 household interviews undertaken with Gypsies, Travellers and Travelling Showpeople to obtain a range of primary data. A full refresh of this dataset is not required at this stage, but a combination of research methods have been used to fully refresh the accommodation needs assessment in the context of current policy. The methodology for the Greater Manchester GTAA Update 2018 has therefore comprised:
- Desktop analysis of existing documents and secondary data, including records on pitches/sites, plots/yards and unauthorised encampments across the ten local authority areas;
  - A review of updated demographic information of Gypsy and Traveller and Travelling Showpeople households obtained through site/yard observation and information from Councils who own/manage sites; and
  - An updated assessment of accommodation needs taking into account all available data and information, along with changes in the definitions of Gypsies, Travellers and Travelling Showpeople following the publication of the Government's updated '*Planning policy for traveller sites*' (PPTS) in August 2015.
- 3.4 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and steering group discussions;
  - Phase 2: Site observations and updating demographic data; and
  - Phase 3: Needs assessment and production of the GTAA Update 2018 report.

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<sup>14</sup> DCLG Planning policy for traveller sites (PPTS), August 2015 and planning policy statement of 31<sup>st</sup> August 2015, as reviewed in Chapter 2.

<sup>15</sup> DCLG Gypsy and Traveller Accommodation Needs Assessments Guidance, October 2007, cancelled in December 2016, but providing a standard and approved approach, as reviewed in Chapter 2.

## Phase 1: Literature/desktop review and steering group discussions

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

## Phase 2: Site/Yard Observation and updating demographic information

- 3.9 Site and yard observations were carried out during December 2017 and January 2018. Visits were made to all sites/yards and members of the Showman's Guild assisted with visits to all Travelling Showperson yards across the study area.
- 3.10 The purpose of the Gypsy and Traveller site visits was to establish whether there had been any notable changes in the level of occupancy or the range of households living on sites. The visits to Travelling Showperson yards had the same aim but because of long-standing concerns regarding overcrowding on many yards, this was an opportunity to review occupancy and obtain up to date demographic information on the households living on yards.
- 3.11 Where possible, updated information on the characteristics of households living on Council owned/managed sites was obtained to update the evidence regarding occupancy.

- 3.12 Analysis of data from the 2014 Household Survey has established that 42.1% of all respondent households on pitches across Greater Manchester meet the PPTS 2015 definition of being a Gypsy/Traveller household based on ethnicity and travelling behaviour. As the 2014 study predated PPTS 2015, questions on whether the household intends to travel in the future and reasons for not travelling were not asked. However, the proportion identified as meeting the definition is in line with the arc4 national estimate drawn from post-PPTS surveys which suggests around 40% of households meet the PPTS definition.
- 3.13 Regarding Travelling Showpeople, the proportion meeting the PPTS definition was much higher at 70.9% based on travelling patterns established in the 2014 household survey. That said, a key driver of plot need are economically active families needing their own accommodation due to overcrowding and a lack of available plots on which to live so it is recommended that the PPTS need for Travelling Showpeople is the actual need identified.

### Phase 3: Needs assessment and production of report

- 3.14 The assessment of pitch requirements has been calculated by utilising information on the current supply of pitches and plots and the results from site observation and updated demographic information. The overall number of pitches/plots has been calculated using local authority, planning data and site observation information.
- 3.15 A detailed explanation of the analysis of pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following elements:
- Current pitch/plot provision,; households planning to move in the next five years, and emerging households to give total demand for pitches/plots; and
  - Vacancy on existing pitches/plots and overall supply.
- 3.16 The approach used then reconciles the demand and supply data to identify overall pitch requirements.
- 3.17 The 2014 GTAA established a transit need of 59 Gypsy and Traveller pitches which remains an appropriate figure based on available evidence.

### Pitches and households

- 3.18 One of the key challenges faced when assessing Gypsy and Traveller pitch and Travelling Showperson plot requirements is the actual nature of pitches/plots and how this relates to the number of households they can support.
- 3.19 PPTS 2015 refers to the need for Local Planning Authorities to *'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets'* and *'relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density'* (PPTS 2015, paragraph 10).

- 3.20 Planning decision notices usually refer the number of pitches/plots on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.21 As part of the GTAA Update, it is essential that the characteristics of sites/yards, the number of pitches/plots and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site/yard and pitch/plot characteristics and their potential implications for future pitch/plot and site/yard requirements which are now summarised.

### Site and pitch size

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

### Occupancy

- 3.26 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding and this is considered as part of the GTAA Update. Regarding Travelling Showpeople, a plot is space for a caravan and equipment and accommodates one household.
- 3.27 Private sites/yards may restrict occupancy to close family/friends. This limits opportunity for others to move onto the site/yard but this restrictive occupancy may provide for emerging needs within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.
- 3.28 Quality, size of pitch/plot and proximity of caravans on pitches vary dramatically.

## Response

- 3.29 For each site and yard, a pragmatic and reasonable judgement should be made as part of the GTAA Update regarding the number of pitches/plots or sub-divisions on sites/yards. This may relate to the number of families living on sites/yards, and could include a consideration of the potential intensification of sites/yards (for instance through further sub-division, extension or use of vacant areas within the site/yard). Capacity and layout of sites/yards should be identified through site observation (directly or indirectly through Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.
- 3.30 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Sometimes pitches become subdivided to provide space for newly-forming households, particularly from family members. Yards can become intensified with the addition of caravans to make more plots.

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

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

### 2011 Census population estimates

4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census<sup>16</sup> identifies a total of 581 households in the Greater Manchester area as having a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity (Table 4.1). Of these, 83.0% (482 households) live in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 17.0% (99 households) live in a caravan or other mobile or temporary structure.

Authority area	Bricks and Mortar		A caravan or other mobile or temporary structure	Total Persons
	House or bungalow	A flat, maisonette or apartment		
Bolton	40	9	23	72
Bury	22	9	9	40
Manchester	130	54	4	188
Oldham	19	2	0	21
Rochdale	36	20	21	77
Salford	38	22	22	82
Stockport	15	3	0	18
Tameside	11	2	6	19
Trafford	10	6	3	19
Wigan	27	7	11	45
<b>Greater Manchester Total Households</b>	<b>348</b>	<b>134</b>	<b>99</b>	<b>581</b>
<b>Percentage of Total Households</b>	<b>59.9%</b>	<b>23.1%</b>	<b>17.0%</b>	<b>100.0%</b>

Source: 2011 Census

<sup>16</sup> Tables 5.1a to 5.1e are taken from the Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21<sup>st</sup> January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales-/index.html>

- 4.3 The 2011 Census provides further information on actual residents (population) and Table 4.2 provides this information for the ten authority areas. A total of 1,466 persons in the Greater Manchester area identify in the Census as having a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity, of whom 83.9% (1,230 people) live in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 16.1% (236 people) live in a caravan or other mobile or temporary structure.

Authority area	Bricks and Mortar		A caravan or other mobile or temporary structure	Total Households
	House or bungalow	A flat, maisonette or apartment		
Bolton	131	27	55	213
Bury	46	15	11	72
Manchester	386	82	10	478
Oldham	58	4	0	62
Rochdale	88	27	62	177
Salford	98	34	48	180
Stockport	53	3	0	56
Tameside	22	4	11	37
Trafford	24	9	7	40
Wigan	109	10	32	151
<b>Greater Manchester Total Persons</b>	<b>1,015</b>	<b>215</b>	<b>236</b>	<b>1,466</b>
<b>Percentage of Total Persons</b>	<b>69.2%</b>	<b>14.7%</b>	<b>16.1%</b>	<b>100.0%</b>

Source: 2011 Census

- 4.4 Table 4.3 provides an analysis of people and households and shows that the average household size is 2.5 persons for Gypsies and Travellers in Greater Manchester. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households. There is some variation in the average Gypsy and Traveller household size between accommodation types and between different local areas, however with a high of 4 persons per household living in houses/bungalows in Wigan and a high of 3 persons per household living in caravans/mobile home in Rochdale.



Authority area	Bricks and Mortar		A caravan or other mobile or temporary structure	Total Households
	House or bungalow	A flat, maisonette or apartment		
Bolton	3.3	3.0	2.4	3.0
Bury	2.1	1.7	1.2	1.8
Manchester	3.0	1.5	2.5	2.5
Oldham	3.1	2.0	-	3.0
Rochdale	2.4	1.4	3.0	2.3
Salford	2.6	1.5	2.2	2.2
Stockport	3.5	1.0	-	3.1
Tameside	2.0	2.0	1.8	1.9
Trafford	2.4	1.5	2.3	2.1
Wigan	4.0	1.4	2.9	3.4
<b>Greater Manchester Total (Average Persons per Household)</b>	<b>2.9</b>	<b>1.6</b>	<b>2.4</b>	<b>2.5</b>

Source: 2011 Census

## Caravan Count information

- 4.5 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July<sup>17</sup>. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller caravans and trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.
- 4.6 The latest Traveller caravan count figures available are from the July 2017 Count of Traveller Caravans (England)<sup>18</sup>, which nationally found that:
- The total number of traveller caravans in England in July 2017 was 22,792. This is 1,422 more than the 21,370 reported in July 2016.
  - 6,701 caravans were on authorised socially rented sites. This is an increase of 429 since the July 2016 count, which recorded 6,272.

<sup>17</sup> Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

<sup>18</sup> DCLG Count of Traveller Caravans July 2017 England, Housing Statistical Release 16 November 2017

- The number of caravans on authorised privately funded sites was 12,370. This was 753 more than the 11,617 recorded in July 2016. The number of caravans on authorised private sites has increased each year since 2007.
- The number of caravans on unauthorised encampments on land owned by travellers was 2,197. This is a decrease of 19 compared to the July 2016 figure of 2,216.
- The number of caravans on unauthorised encampments on land not owned by travellers was 1,524. This was 259 caravans more than the July 2016 count of 1,265.
- Overall, the July 2017 count indicated that 84 per cent of traveller caravans in England were on authorised land and that 16 per cent were on unauthorised land. This is the same as the 2016 count.

4.7 The figures for the last six Traveller caravan counts for the ten authority areas and Greater Manchester as a whole are set out in Table 4.4. This shows that an average of 336 caravans have been recorded on sites across the Greater Manchester area during the six-count period January 2015 to July 2017. Of these, 257 (76%) are on authorised sites with planning permission, of which 190 (56%) are on social rented sites and 67 (20%) are on private sites. An average of 79 caravans (24%) are recorded on unauthorised sites, without planning permission, of which typically only one is tolerated.

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Gypsies own land "Tolerated"	No. of Caravans on Sites on Gypsies own land "Not Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Bolton	Jan 15	0	0	0	0	0	0	0	0	0	-
	Jul 15	26	0	0	0	0	0	0	0	26	+26
	Jan 16	20	0	0	0	0	0	0	0	20	-6
	Jul 16	27	0	0	0	0	0	0	0	27	+7
	Jan 17	25	0	0	0	0	0	0	0	25	-2
	Jan 17	31	0	0	0	0	0	0	0	31	+6
Bury	Jan 15	33	0	0	0	0	0	0	0	33	-
	Jul 15	33	0	0	0	0	0	0	0	33	0
	Jan 16	35	0	0	0	0	0	0	0	35	+2
	Jul 16	31	0	0	0	0	0	0	0	31	-4
	Jan 17	31	0	15	15	0	0	0	0	46	+15
	Jan 17	28	0	15	15	0	0	0	0	43	-3
Manchester	Jan 15	17	0	0	0	0	0	0	0	17	-
	Jul 15	80	0	0	0	0	0	0	36	116	+99
	Jan 16	17	0	0	0	0	30	0	7	54	-62
	Jul 16	0	0	0	0	0	0	0	45	45	-9
	Jan 17	0	0	0	0	0	0	0	0	0	-45
	Jan 17	0	0	0	0	0	0	0	168	168	+168

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Table 4.4 (continued)

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Gypsies own land "Tolerated"	No. of Caravans on Sites on Gypsies own land "Not Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Oldham	Jan 15	0	0	0	0	0	0	0	0	0	-
	Jul 15	0	0	0	0	0	0	0	0	0	0
	Jan 16	0	0	0	0	0	0	0	7	7	+7
	Jul 16	0	0	0	0	0	0	0	0	0	-7
	Jan 17	0	0	0	0	0	0	0	0	0	0
	Jan 17	0	0	0	0	0	0	0	0	0	0
Rochdale	Jan 15	52	0	0	0	0	0	7	14	73	-
	Jul 15	52	0	0	0	0	0	0	0	52	-21
	Jan 16	52	0	0	0	0	0	0	0	52	0
	Jul 16	30	0	0	0	0	0	0	0	30	-22
	Jan 17	52	0	0	0	0	0	0	0	52	+22
	Jul 17	57	0	6	6	0	0	0	26	89	+37
Salford	Jan 15	61	0	0	0	0	0	0	0	61	-
	Jul 15	61	0	0	0	0	0	0	38	99	+38
	Jan 16	61	0	0	0	0	0	0	0	61	-38
	Jul 16	61	0	0	0	0	0	0	10	71	+10
	Jan 17	61	0	0	0	0	0	0	5	66	-5
	Jul 17	37	0	0	0	0	8	0	6	51	-15

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Table 4.4 (continued)

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Gypsies own land "Tolerated"	No. of Caravans on Sites on Gypsies own land "Not Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Stockport	Jan 15	0	0	0	0	0	0	0	0	0	-
	Jul 15	0	0	0	0	0	0	0	10	10	+10
	Jan 16	0	0	0	0	0	0	0	0	0	-10
	Jul 16	0	0	0	0	0	0	0	0	0	0
	Jan 17	0	0	0	0	0	12	0	12	24	+24
	Jan 17	0	0	0	0	0	0	0	0	0	-24
Tameside	Jan 15	0	3	0	3	0	0	0	0	3	-
	Jul 15	0	0	0	0	0	0	0	0	0	-3
	Jan 16	0	0	0	0	0	0	0	0	0	0
	Jul 16	0	0	0	0	0	0	0	0	0	0
	Jan 17	0	0	0	0	0	0	0	0	0	0
	Jan 17	0	0	0	0	0	0	0	0	0	0
Trafford	Jan 15	0	0	17	17	0	0	0	0	17	-
	Jul 15	0	0	0	0	0	0	0	4	4	-13
	Jan 16	0	0	18	18	0	0	0	0	18	+14
	Jul 16	0	0	0	0	0	0	0	0	0	-18
	Jan 17	0	0	17	17	0	0	0	0	17	+17
	Jan 17	0	0	0	0	0	0	0	0	0	-17

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Table 4.4 (continued)

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Gypsies own land "Tolerated"	No. of Caravans on Sites on Gypsies own land "Not Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Tolerated"	No. of Caravans on Sites on land not owned by Gypsies "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Wigan	Jan 15	10	0	50	50	0	0	0	0	60	-
	Jul 15	13	0	44	44	0	0	0	16	73	+13
	Jan 16	11	0	54	54	0	0	0	0	65	-8
	Jul 16	9	3	41	44	0	0	0	3	56	-9
	Jan 17	16	3	52	55	0	0	0	0	71	+15
	Jan 17	10	3	59	62	0	5	0	5	82	+11
Greater Manchester Total	Jan 15	173	3	67	70	0	0	7	14	264	-
	Jul 15	265	0	44	44	0	0	0	104	413	+149
	Jan 16	196	0	72	72	0	30	0	14	312	-101
	Jul 16	158	3	41	44	0	0	0	58	260	-52
	Jan 17	185	3	84	87	0	12	0	17	301	+41
	Jan 17	163	3	80	83	0	13	0	205	464	+163
6-count average (rounded to nearest caravan)		190	2	65	67	0	9	1	69	336	-

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

- 4.8 In addition to the bi-annual Traveller Caravan Count, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above). The most recently-available published data is therefore January 2017.
- 4.9 Table 4.5 sets out the data from the last four Travelling Showpeople caravan counts, 2014-2017, for the authorities within Greater Manchester and the area as a whole. This shows an average over the four counts of 170 Travelling Showpeople caravans across the Greater Manchester area. Of these, around 53 (31%) are on socially-rented yards and 117 (69%) are on private yards. No Travelling Showpeople caravans have been recorded on unauthorised land during the four counts 2014-2017.

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Travellers' own land "Tolerated"	No. of Caravans on Sites on land "Not Tolerated"	No. of Caravans on Sites on land not owned by Travellers' "Tolerated"	No. of Caravans on Sites on land not owned by Travellers' "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Bolton	2014	0	0	0	0	0	0	0	0	0	-
	2015	0	0	0	0	0	0	0	0	0	0
	2016	0	0	0	0	0	0	0	0	0	0
	2017	0	0	0	0	0	0	0	0	0	0
Bury	2014	0	0	0	0	0	0	0	0	0	-
	2015	0	0	0	0	0	0	0	0	0	0
	2016	0	0	0	0	0	0	0	0	0	0
	2017	0	0	0	0	0	0	0	0	0	0
Manchester	2014	71	0	0	0	0	0	0	0	71	-
	2015	70	0	0	0	0	0	0	0	70	-1
	2016	70	0	0	0	0	0	0	0	70	0
	2017	0	0	0	0	0	0	0	0	0	-70
Oldham	2014	0	0	0	0	0	0	0	0	0	-
	2015	0	0	0	0	0	0	0	0	0	0
	2016	0	0	0	0	0	0	0	0	0	0
	2017	0	0	0	0	0	0	0	0	0	0

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Table 4.5 (continued)

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Travellers' own land "Tolerated"	No. of Caravans on Sites on land "Not Tolerated"	No. of Caravans on Sites on land not owned by Travellers' "Tolerated"	No. of Caravans on Sites on land not owned by Travellers' "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Rochdale	2014	0	0	0	0	0	0	0	0	0	-
	2015	0	0	0	0	0	0	0	0	0	0
	2016	0	0	0	0	0	0	0	0	0	0
	2017	0	0	0	0	0	0	0	0	0	0
Salford	2014	0	0	38	38	0	0	0	0	38	-
	2015	0	0	56	56	0	0	0	0	56	+18
	2016	0	0	0	0	0	0	0	0	0	-56
	2017	0	0	0	0	0	0	0	0	0	0
Stockport	2014	0	0	0	0	0	0	0	0	0	-
	2015	0	0	0	0	0	0	0	0	0	0
	2016	0	0	0	0	0	0	0	0	0	0
	2017	0	0	0	0	0	0	0	0	0	0
Tameside	2014	0	0	38	38	0	0	0	0	38	-
	2015	0	0	36	36	0	0	0	0	36	-2
	2016	0	0	36	36	0	0	0	0	36	0
	2017	0	0	36	36	0	0	0	0	36	0

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Table 4.5 (continued)

Local Authority	Count	Authorised sites (with planning permission)				Unauthorised sites (without planning permission)				Total All	Variance on Previous Count
		Socially Rented	Private Caravans			No. of Caravans on Sites on Travellers' own land "Tolerated"	No. of Caravans on Sites on Travellers' own land "Not Tolerated"	No. of Caravans on Sites on land not owned by Travellers' "Tolerated"	No. of Caravans on Sites on land not owned by Travellers' "Not Tolerated"		
			Temporary Planning Permission	Permanent Planning Permission	All Private Caravans						
Trafford	2014	0	0	0	0	0	0	0	0	0	-
	2015	0	0	0	0	0	0	0	0	0	0
	2016	0	0	0	0	0	0	0	0	0	0
	2017	0	0	0	0	0	0	0	0	0	0
Wigan	2014	0	0	56	56	0	0	0	0	56	-
	2015	0	0	60	60	0	0	0	0	60	+4
	2016	0	0	57	57	0	0	0	0	57	-3
	2017	0	0	55	55	0	0	0	0	55	-2
Greater Manchester Total	2014	71	0	132	132	0	0	0	0	203	-
	2015	70	0	152	152	0	0	0	0	222	+19
	2016	70	0	93	93	0	0	0	0	163	-59
	2017	0	0	91	91	0	0	0	0	91	-72
Four-count average (rounded to the nearest caravan)		53	0	117	117	0	0	0	0	170	-

Source: DCLG Travelling Showpeople Caravan Count, Live Table 3 (July 2017)

\*Note this table reports data for sites but the correct terminology should be yards

- 4.10 The Caravan Count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England<sup>19</sup>. The most up-to-date data from July 2017 identifies five public sites across the Greater Manchester area. These are shown in Table 4.6.

Site and address	Date site opened	Date of last site changes	Total no. of pitches	of which		Caravan capacity
				residential	transit	
Crompton Lodge Caravan Park, Hall Lane Farnworth, <b>Bolton</b> BL4 7QS	1974	2001	20	20	0	20
Fernhill Caravan Site, Every Street, <b>Bury</b>	1992	2016	4	3	1	4
Roch Vale Caravan Park, Liley Street, <b>Rochdale</b> OL16 1LB	1980	1992	4	4	0	4
Duchy Road Caravan Park, Duchy Road <b>Salford</b> M6	-	-	17	17	0	34
Bickershaw Caravan Park, Bickershaw Lane, <b>Wigan</b> WN2 5PL	1974	-	17	17	0	34

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

## Local information

- 4.11 Data on the provision of sites considers both authorised and unauthorised sites and yards across Greater Manchester.
- 4.12 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer term<sup>20</sup> unauthorised encampments<sup>21</sup>, that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix D for more detailed definitions).
- 4.13 Gypsy and Traveller site provision within Greater Manchester, is set out in Table 4.7. There are 16 sites, five of which are local authority owned while the remainder are

<sup>19</sup> DCLG Count of Traveller Caravans July 2017 England, Housing Statistical Release 17 November 2017, Live Table 2

<sup>20</sup> Approximately three months or longer

<sup>21</sup> Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

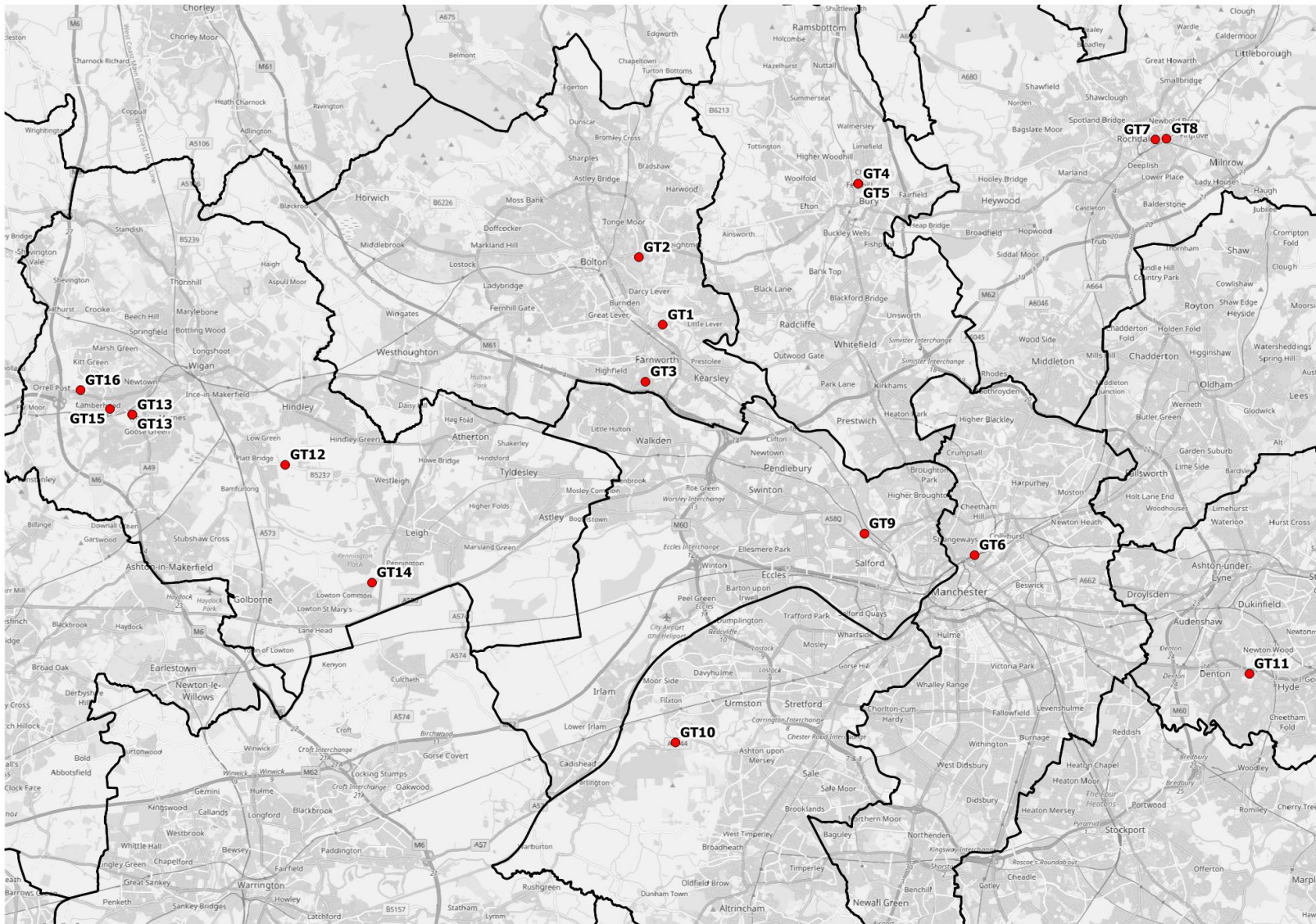
privately owned. There is a total of 213 pitches. The locations of sites are shown in Map 4.1.

- 4.14 Travelling Showperson yard provision is set out in Table 4.8. There are 21 Travelling Showpeople yards in Greater Manchester, providing a total of 345 plots. The locations of yards are shown in Map 4.2.

Site Code	Site Name and Address	Postcode	Council Area	Type of Site	Ownership	Total No. of Pitches on Site	No. of Vacant Pitches	No. of Households
GT1	Crompton Lodge, Hall Lane, Little Lever, Bolton	BL4 7QS	Bolton	Permanent	Local Authority	26	12	15
GT2	Open Gates Caravan Park, Belvoir Street, Tonge Fold, Bolton	BL2 6AL	Bolton	Permanent	Private	6	0	7
GT3	Buckley Lane, New Bury, Bolton (Land to rear of 95 Buckley Lane),	BL4 9PQ	Bolton	Permanent	Private	7	0	7
GT4	Fernhill Caravan Site, Every Street, Bury	BL9 5BE	Bury	Permanent	Private	17	4	13
GT5	Todd Street Caravan Site, Todd Street, Bury	BL9 5BE	Bury	Permanent	Private	15	0	15
GT6	Dantzic Street Caravan Site, Dantzic Street, Manchester, M4 4JW	M4 4JW	Manchester	Permanent	Local Authority	16	8	8
GT7	Roch Vale Caravan Park, Pringle Street, Rochdale	OL16 2AT	Rochdale	Permanent	Local Authority	27	0	27
GT8	Heritage Caravan Park, Walpole Street	OL16 2BH	Rochdale	Permanent	Private	3	0	1
GT9	Duchy Road, Salford	M6 6WR	Salford	Permanent	Local Authority (Council owned land - managed by Salix Homes)	25	0	25
GT10	Stones Meadow Caravan Site, Carrington	M31 4BJ	Trafford	Permanent	Private	17	0	17
GT11	Watson Street, Denton	M34 3EN	Tameside	Temporary Authorised	Private	5	0	2
GT12	Bickershaw Caravan Site, Bickershaw Lane, Bickershaw	WN2 5TA	Wigan	Permanent	Local Authority	16	7	9
GT13	Little Lane, Little Lane, Pemberton,	WN3 6PX	Wigan	Permanent	Private	20	0	20
GT13	Little Lane, Little Lane, Pemberton,	WN3 6PX	Wigan	Unauthorised	Private	7	0	7
GT14	Aspull Common, Leigh	WN7 3PB	Wigan	Permanent	Private	3	0	2
GT15	104 Enfield Street, Pemberton	WN5 8DJ	Wigan	Permanent	Private	1	0	1
GT16	Chapel St, Pemberton		Wigan	Permanent	Private	2	0	1
<b>Greater Manchester Total</b>						<b>213</b>	<b>31</b>	<b>177</b>

Source: Council data 2017-2018, site survey fieldwork 2017-2018

Map 4.1 Location of sites in Greater Manchester



Yard Code	Yard Name and Address	Postcode	Council Area	Type of Yard	Ownership	Total No. of Plots on Yard	No. of Vacant Plots	No. of Households
TSP1	Cubbins Caravan Park, Mill Hill Street	BL2 2AG	Bolton	Permanent	Local Authority (site leased from Bolton Council)	8	0	6
TSP2	Mill Hill Caravan Park, Windley Street, Bolton	BL2 2AA	Bolton	Permanent	Local Authority (site leased from Bolton Council)	18	0	15
TSP3	Lodge View Caravan Park, Windley Street, Bolton	BL2 2AH	Bolton	Permanent	Local Authority (site leased from Bolton Council)	12	0	12
TSP4	Fylde Street Caravan Park, Fylde Street, Bolton	BL3 2QF	Bolton	Permanent	Local Authority (site leased from Bolton Council)	9	1	8
TSP5	Riverside Caravan Park, Longson Street, Bolton (HillTop)	BL1 2TL	Bolton	Permanent	Private	5	0	5
TSP5	Riverside Caravan Park, Longson Street, Bolton (Riverside)	BL1 2TL	Bolton	Permanent	Private	9	1 (but allocated)	8
TSP5	Riverside Caravan Park, Longson Street, Bolton (Brindley)	BL1 2TL	Bolton	Permanent	Private	9	1 plot used for storage	8
TSP6	Old Ford Road Caravan Park (Hart Common), Old Fort Road, Westhoughton, Bolton	BL5 2AU	Bolton	Permanent	Private	12	0	12
TSP7	Tall Trees, Slack Lane, Westhoughton, Bolton	BL5 3LB	Bolton	Permanent	Private	1	0	1
TSP8	Hills View, Windley Street, Bolton	BL2 2AA (or 2AG)	Bolton	Permanent	Local Authority (site leased from Bolton Council)	4	0	4
TSP9	School Street, Radcliffe, Bury (Showman's Guild yard)	M26 3BP	Bury	Permanent	Local Authority Site	10	0	12
TSP10	Fairholme Caravan Site, Collingham Street, Manchester	M8 8RQ	Manchester	Permanent	Local Authority Site: owned by Manchester City Council and is on licence to the operators	52	2 (but allocated)	50

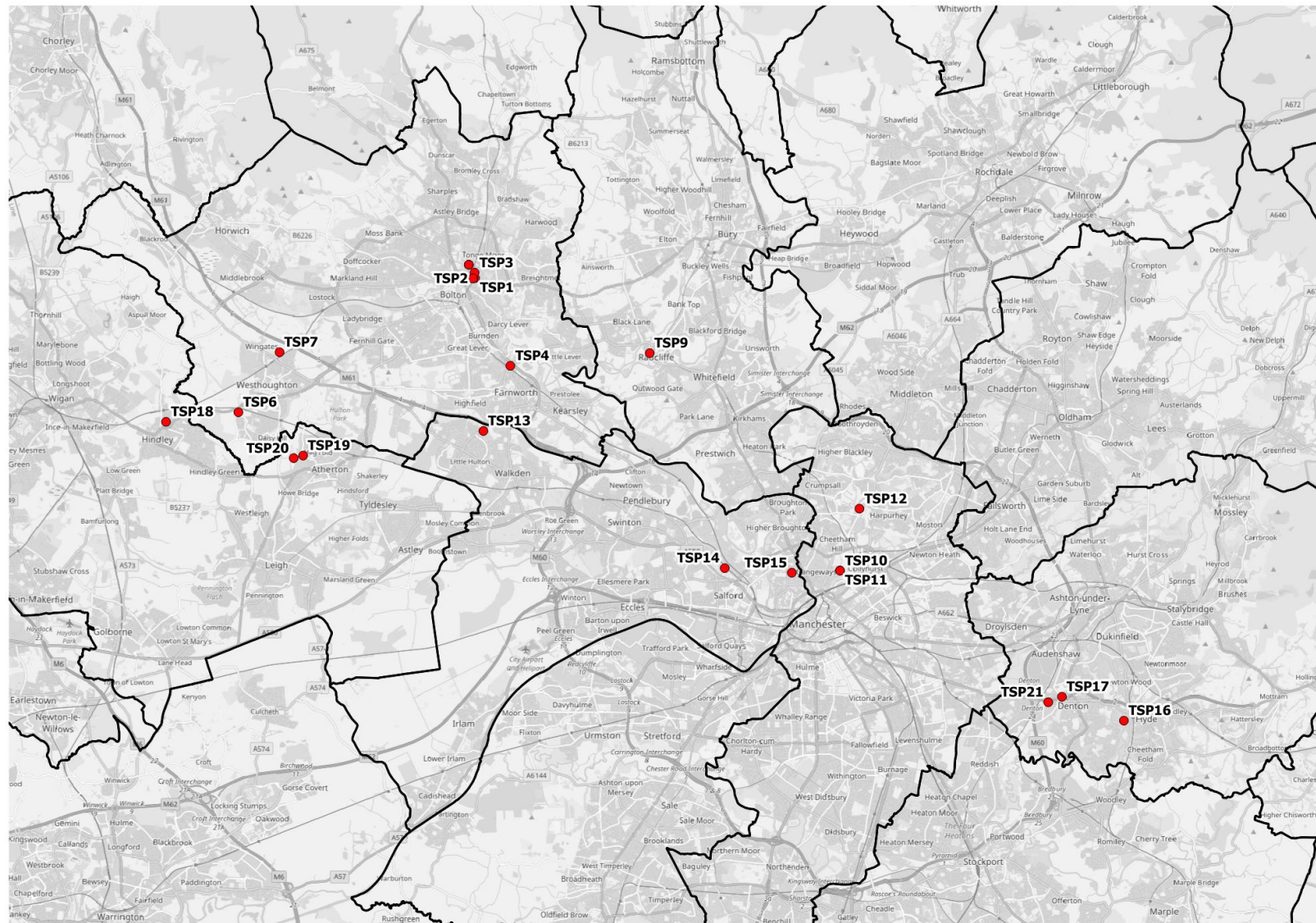
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Yard Code	Yard Name and Address	Postcode	Council Area	Type of Yard	Ownership	Total No. of Plots on Yard	No. of Vacant Plots	No. of Households
TSP11	Chadwick's, Collingham Street, Manchester	M8 8RQ	Manchester	Permanent	Local Authority Site: owned by Manchester City Council leased out to occupier	7	0	7
TSP12	Nederlands, Waterloo Street, Lower Crumpsall	M8 5XF	Manchester	Permanent	Local Authority Site: owned by Manchester City Council and leased out	14	0	12
TSP13	Brookdale Park, Land off Ravenscraig Road, Little Hulton	M38 9BB	Salford	Permanent	Privately owned and managed	26	0	26
TSP14	Regent Park, 200 Duchy Road, Salford	M6 7GS	Salford	Permanent	Privately owned and managed	18	0	18
TSP15	Fairways, Clarence Street / Milton Street (Cambridge Industrial Estate)	M7 1GY	Salford	Permanent	Local Authority site: leased from the City Council for a term of 99 years with effect from 23/4/1993.	43	0	43
TSP16	Fairhaven, Mill Lane, Denton Hyde	SK14 2DW	Tameside	Permanent	Private	25	0	23
TSP17	Wilton Street, Denton	M34 3NH	Tameside	Permanent	Private	9	0	7
TSP18	Presbyterian Fold, Hindley	WN2 3LB	Wigan	Permanent	Private	10	0	10
TSP19	Fairview, Bag Lane, Atherton	M46 0AP	Wigan	Permanent	Private	29	0	27
TSP20	Ella View Lodge, Colliery Lane, Atherton	M46 0RH	Wigan	Permanent	Private	14	1	13
TSP21	118 Catherine Street, Denton		Tameside	Permanent	Private	1	0	1
<b>Greater Manchester Total</b>						<b>345</b>	<b>2</b>	<b>328</b>

Source: Council data 2017-2018, site survey fieldwork 2017-2018



Map 4.2 Location of yards in Greater Manchester



## 5. Gypsy and Traveller pitch, Travelling Showperson plot and transit requirements

### Introduction

- 5.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Greater Manchester. It takes into account current supply and need, as well as future need, based on the modelling of data, as advocated by the Government. This chapter also considers transit pitch requirements for Gypsies and Travellers.
- 5.2 The calculation of pitch requirements is based on Government modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see chapter 2 for further discussion).
- 5.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 5.4 The GTAA Update 2018 has modelled current and future demand and current and future supply separately for Gypsies and Travellers and Travelling Showpeople. For this study, the model has assumed a cultural definition of Gypsies and Travellers and Travelling Showpeople but also takes account of the PPTS planning definition as an element of the modelling.

### Current pitch and plot provision

- 5.5 Table 5.1 summarises the range of sites known to the Local Authorities across Greater Manchester based on the research conducted for the GTAA Update 2018. There are 107 Gypsy and Traveller pitches on permanent Local Authority/Housing Association owned sites, 88 pitches on permanent private sites, 5 pitches on temporary private sites and 7 pitches on unauthorised sites. Of the total 213 pitches identified 31 were vacant leaving a total of 182 occupied pitches in Greater Manchester which accommodate a total of 177 households.
- 5.6 In terms of yard provision for Travelling Showpeople, there are a total of 345 plots comprising 177 plots on yards owned by Local Authorities and 168 plots on permanent private yards. A total of 2 plots were identified as empty but it is assumed these are unavailable for letting as they are likely to be licenced to particular households.

**Table 5.1 Current Provision of Traveller Pitches and Travelling Showperson Plots (February 2018)**

	Permanent Local Authority / Housing Association	Permanent Private	Temporary Private	Unauthorised	Total	Vacant	Total Occupied
Gypsies and Traveller Pitches	110	91	5	7	213	31	182
Travelling Showpeople Plots	177	168	0	0	345	2	343

Source: 2014 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA), Council data 2017-2018 and site observation 2018

- 5.7 In terms of ownership of the dwelling in which households live, the GTAA 2014 found that 98% of Gypsies and Travellers own their own home and 2% rent from a Council. 100% of Travelling Showpeople own their own home.

## Future need

### Gypsies and Travellers

- 5.8 As set out in Table 5.2, the findings of the research show that there is a cultural shortfall of 58 pitches for Gypsies and Travellers across Greater Manchester over the next five years (2017/18 to 2021/2) and an overall pitch shortfall of 103 over the Plan Period to 2036. This has been calculated using the 2014 baseline model of reviewing the pitch requirements of households currently living on pitches, which has been updated to take account of the number of households living on sites in 2018 and updated demographic information on Council owned/managed sites. It also takes account of current pitch vacancy. Note that Todd Street, Bury was built to help address need evidenced in the previous GTAA but there remains a small level of need based on the demographics of households living on the Fernhill site.
- 5.9 There was no evidenced need in Oldham or Stockport (the current lack of provision in these areas correlates with the current lack of identified requirement within them).

	2017/18 to 2021/22	2022/23 to 2026/27	2027/28 to 2031/32	2032/34 to 2035/36	Total	Vacancy	Net need
Gypsies and Traveller Pitch Requirements	58	25	32	19	134	31	103
Travelling Showpeople Plot Requirements	148	12	21	23	204	2*	204

Source: 2014 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA), Council data 2017-2018 and site observation 2018

\* Although two vacant plots have been identified, these are licenced to particular families and they may not be available for general occupancy. Therefore they are excluded from analysis and the net need remains 204.

- 5.10 Requirements after 2022/23 are based on the likely levels of household formation using demographic information from the 2014 Household Survey adjusted to take account of 2018 occupancy levels plus updated demographic information from Council owned/managed sites and the review of Travelling Showperson yards.
- 5.11 It is reasonable to assume that there will be an element of turnover between 2022/23 and 2035/36. Findings suggest a total cultural requirement of 103 pitches over the 20 year period 2017/18 to 2035/36 based on households currently living on pitches. As there is likely to be some turnover resulting in the availability of pitches, these figures should be regarded as being at the upper end of actual requirements based on 2014 survey data applied to 2018 occupancy levels and updated demographic information and assumed household formation rates from households living on pitches.
- 5.12 Applying the PPTS definition to these figures would result in an overall need for 44 pitches (103 x 42.1%). The overall range of need is therefore 44 (PPTS) to 103 (cultural) over the Plan Period.

### Travelling Showpeople

- 5.13 For Travelling Showpeople (Table 5.2), the analysis indicates a shortfall of 148 plots over the period 2017/18 to 2021/22. Analysis has assumed no turnover as in the 2014 Household Survey all existing households stated that they do not intend to move in the next five years.
- 5.14 Requirements after 2018/19 are based on demographic information obtained from a comprehensive review of all residents living in yards. It is reasonable to assume that some plots on yards may become available over the plan period. Figures indicate a total requirement of 204 plots over the period 2017/18 to 2035/36 based on households currently living on plots. Although there are currently two vacant plots, these are licenced to particular families and may not be available for general occupancy. Given that the need is based on demographic information relating to households actively participating in Travelling Showperson activities, it is considered that all of this need meets the PPTS definition of need. As there is likely to be some

turnover resulting in the availability of plots the figures should be regarded as being at the upper end of actual requirements based on latest demographic evidence.

- 5.15 The GTAA Update 2018 identifies a considerable level of overcrowding on existing yards and in addition there is a strong economic need to develop yards to support the Travelling Showperson community. It is therefore recommended that up to 19 acres of land is identified for Travelling Showperson yard development. This assumes that each acre would support 10 plots and one plot equals a caravan and space for equipment.

### Transit pitch need

- 5.16 Government guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop while travelling. Temporary, or transit, sites are intended for short-term use while in transit. These sites are authorised and usually permanent but there is a limit on the length of time residents can stay. In practice the length of stay on a transit pitch is generally limited to a maximum of 12 weeks (three months); however, no time limits are set out in any Government guidance.
- 5.17 Local authorities have a legal duty to provide emergency accommodation within their own areas if Travellers present themselves. Whilst a Local Authority does not have a duty to find an authorised pitch or site they are expected to facilitate the traditional (Traveller) way of life.
- 5.18 Overall, analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed across Greater Manchester. It is recommended that provision for 59 transit pitches be made across the study area as a whole.

## 6. Conclusion and strategic response

- 6.1 This concluding chapter provides a brief summary of key issues emerging from the research; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

### Meeting permanent Gypsy and Traveller pitch requirements

- 6.2 In terms of Gypsy and Traveller site provision within Greater Manchester, there are five permanent local authority sites and 11 private sites.
- 6.3 The triangulation of secondary data, Council records and fieldwork survey has identified a total of 213 Gypsy and Traveller pitches in Greater Manchester.
- 6.4 For the full Plan Period (to 2035/36) the GTAA Update 2018 has identified a cultural need for 103 pitches and a PPTS need for 44 pitches.

### Meeting permanent Travelling Showperson requirements

- 6.5 There are currently 21 Travelling Showpeople yards across Greater Manchester, providing a total of 345 authorised plots in the Borough.
- 6.6 The GTAA Update 2018 has identified a shortfall of 204 plots over the Plan Period to 2035/36. As this need is driven by household formation and overcrowding on existing yards, it is reasonable to assume that this need reflects PPTS need for the Travelling Showperson community.

### Meeting transit site requirements

- 6.7 It is recommended that provision for 59 transit pitches should be made across the study area as a whole.

### Good practice in planning for Gypsy and Traveller provision

- 6.8 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members<sup>22</sup>.

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<sup>22</sup> I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

- 6.9 Work undertaken by PAS<sup>23</sup> identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPi has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix B.

## Concluding comments

- 6.10 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies, Travellers and Travelling Showpeople across Greater Manchester.
- 6.11 As set out in Table 6.1, it is recommended that Spatial Framework recognises a cultural need for 103 additional pitches and 204 additional plots over the Plan Period to 2035/36 and a PPTS need for 44 Gypsy and Traveller pitches and 204 Travelling Showperson plots.

	<b>Gypsy and Traveller Pitches</b>	<b>Travelling Showpeople Plots</b>
Five Year pitch/plot requirement, 2017/18 to 2021/22	58	148
Longer term pitch/plot requirement, 2022/23 to 2035/36	76	56
Vacant pitches available	31	0
<b>Total pitch/plot requirements, 2017/18 to 2035/36</b>	<b>103</b>	<b>204</b>
<b>Of which PPTS need</b>	<b>44</b>	<b>204</b>

- 6.12 The study would suggest that there is remains a need for 59 transit pitches.
- 6.13 It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Greater Manchester.

<sup>23</sup> PAS spaces and places for gypsies and travellers how planning can help

## Appendix A: Legislative background

- A.1 The **1960 Caravan Sites and Control of Development Act** enabled councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.2 The **Caravan Sites Act 1968 (Part II)** required local authorities '*so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area*'. It empowered the Secretary of State to make designation orders for areas where he was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.3 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
  - Abolished all statutory obligation to provide accommodation;
  - Discontinued government grants for sites; and
  - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.4 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
  - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
  - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.5 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:
- A Parliamentary Committee report (House of Commons 2004).
  - The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the *Planning policy for traveller sites* 2012 and updated in 2015).



- Guidance on accommodation assessments (ODPM 2006).
- The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

A.6 **Section 225: Housing Act 2004** imposed duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:

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

A.7 The **Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.

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

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

A.8 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning authorities to tackle abuses of the planning system. The changes give local planning authorities the ability

to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *'neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.'*<sup>24</sup> The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

A.9 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4<sup>th</sup> May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

A.10 **Section 124: Housing and Planning Act 2016** has two parts:

- 124(1) amends section 8 of the Housing Act 1985, inserting an additional reference to include a duty to consider the needs of people residing in or resorting to local authority Boroughs with respect to the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments.
- 124(2) deletes sections 225 and 226 of the Housing Act 2004 (as set out above).

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<sup>24</sup> DCLG A plain English guide to the Localism Act Nov 2011

## Appendix B: Review of policy, guidance and best practice

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

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

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

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

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

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

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

The Guide (now cancelled) was the Government's response to unauthorised encampments which cause local disruption and conflict.

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

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

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

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

Strategic recommendations affecting local authorities include:

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

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

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations;
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities;
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police;
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively;

- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations; and
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

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

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

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

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be ‘listened to’ as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller’s Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just ‘moving it on’ to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *‘ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.’*<sup>25</sup> Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites *‘to ensure that criteria make it clear what applications are likely to be accepted by the*

<sup>25</sup> PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

*council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.*<sup>26</sup> Kent and Hertsmere councils are listed as examples of good practice in this regard.

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and *'understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites'*<sup>27</sup>. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
  - An increase in site provision;
  - Reduced costs of enforcement; and
  - Greater community engagement and understanding of community need.

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

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

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

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

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

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;

<sup>26</sup> PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

<sup>27</sup> PAS spaces and places for gypsies and travellers how planning can help page 10

- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPi concludes that:
  - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’* and
  - *‘In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.’<sup>28</sup>*
- **Dialogue methods:** the RTPi correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *‘there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.’<sup>29</sup>* The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
  - A single point of contact with the local authority;
  - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;

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<sup>28</sup> RTPi Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

<sup>29</sup> RTPi Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- All stakeholders to provide accurate and timely briefings for the liaison officer;
  - Provision of media briefings on future activities;
  - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
  - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
  - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
    - *‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’<sup>30</sup>*

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

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.<sup>31</sup>

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

*‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location*

<sup>30</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

<sup>31</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11



*of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.*<sup>32</sup>

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

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

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

This Guidance (formally cancelled in December 2016) sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

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

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

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

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

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

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

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<sup>32</sup> RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

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

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

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

In March 2012 the Government also published *Planning policy for traveller sites*, which together with the NPPF replaced all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encouraged provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encouraged the use of plan making and decision taking to reduce unauthorised developments and encampments. This policy document was replaced by updated PPTS in August 2015 (see below).

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

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'<sup>33</sup> The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

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

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

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

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<sup>33</sup> [www.communities.gov.uk/news/corporate/2124322](http://www.communities.gov.uk/news/corporate/2124322)

- B.13 **Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013:** Made on 11<sup>th</sup> April 2013 and laid before Parliament on 12<sup>th</sup> April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4<sup>th</sup> May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.
- B.14 **Ministerial Statement 1<sup>st</sup> July 2013 by Brandon Lewis**<sup>34</sup> highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30<sup>th</sup> June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'<sup>35</sup>, deeming it to be outdated; the Government does not intend to replace this guidance.
- B.15 **Dealing with illegal and unauthorised encampments: a summary of available powers 9<sup>th</sup> August 2013.** This guidance (now superseded, March 2015) replaced that published in August 2012, and updated it in respect of changes to Temporary Stop Notices.
- B.16 **DCLG Consultation: Planning and Travellers, September 2014.** This consultation document sought to:
- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
  - Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
  - Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
  - Protect 'sensitive areas' including the Green Belt;
  - Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities

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<sup>34</sup> <https://www.gov.uk/government/speeches/planning-and-travellers>

<sup>35</sup> ODPM Diversity and Equality in Planning: A good practice guide 2005

should use. In terms of future needs assessments the consultation suggests that authorities should look at:

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

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

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

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

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;

- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;
- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;
- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

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

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document of the same Greater Manchester (published in March 2012). *Planning policy for traveller sites* sets out that, “the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.”<sup>36</sup>

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

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

#### B.19 **DCLG Planning policy statement on Green Belt protection and intentional unauthorised development (31<sup>st</sup> August 2015)**

Issued as a letter to all Chief Planning Officers in England, this planning policy statement sets out changes to make intentional unauthorised development a material

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<sup>36</sup> DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State's decision "*to enable him to illustrate how he would like his policy to apply in practice*", under the criteria set out in 2008.

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

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

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

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

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

## Appendix C: Local Authority-level assessment findings

Pitch need (Cultural)								
Local authority	Number of additional pitches needed					Current Vacant	Net Need	Current number of pitches
	2017/18 - 2021/22	2022/23 - 2026/27	2027/28 - 2031/32	2032/33 - 2035/36	Total Need			
Bolton	6	3	7	6	22	12	10	39
Bury	4	1	1	0	6	4	2	32
Manchester	3	1	1	1	6	8	-3	16
Rochdale	15	3	3	2	23	0	23	30
Salford	4	7	9	6	26	0	26	25
Trafford	7	1	4	1	13	0	13	17
Tameside	3	2	2	0	7	0	7	5
Wigan	17	7	5	3	32	7	25	49
<b>TOTAL</b>	<b>58</b>	<b>25</b>	<b>32</b>	<b>19</b>	<b>134</b>	<b>31</b>	<b>103</b>	<b>213</b>

Pitch need (PPTS) based on net cultural need of 103						
Local authority	Number of additional pitches needed					Total Need (Rounded)
	2017/18 - 2021/22	2022/23 - 2026/27	2027/28 - 2031/32	2032/33 - 2035/36	Total Need	
Bolton	1.1	0.6	1.3	1.1	4.0	4.0
Bury	0.6	0.1	0.1	0.0	1.0	1.0
Manchester	-0.5	-0.2	-0.2	-0.2	-1.0	-1.0
Rochdale	6.4	1.3	1.3	0.8	9.7	10.0
Salford	1.7	2.9	3.8	2.5	10.9	11.0
Trafford	2.9	0.4	1.7	0.4	5.5	6.0
Tameside	1.3	0.8	0.8	0.0	2.9	3.0
Wigan	5.4	2.3	1.6	1.0	10.4	10.0
<b>TOTAL</b>	<b>18.9</b>	<b>8.1</b>	<b>10.4</b>	<b>6.2</b>	<b>43.5</b>	<b>44.0</b>

Plot need							
Local authority	No. additional plots needed					Total Need	Current Number of Plots
	2017/18 - 2021/22	2022/23 -2026/27	2027/28 - 2031/32	2032/33 - 2035/36			
Bolton	22	2.5	6.5	6	37	87	
Bury	4	0	0	0	4	10	
Manchester	41	3	6	6	56	73	
Salford	57	2.5	3	5.5	68	87	
Stockport	7	3	2	0	12	0	
Tameside	0	0	0.5	0.5	1	35	
Wigan	17	1	2.5	5.5	26	53	
<b>TOTAL</b>	<b>148</b>	<b>12</b>	<b>21</b>	<b>23</b>	<b>204</b>	<b>345</b>	



## Appendix D: Glossary of terms

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

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

**CRE:** Commission for Racial Equality.

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

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

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

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

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

**Plot:** see pitch

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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