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**Cheshire East, Cheshire West and Chester,  
Halton and Warrington**

**Gypsy, Traveller and Travelling Showpeople  
Accommodation Assessment**

Final Report (amended)

August 2018



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**Please note that this version of the GTAA Report (published August 2018) has been updated to include details of a public transit site in Cheshire East. This has not resulted in any changes to the levels of need that have been identified for additional pitches. Changes have been made to the following sections of the report:**

**Paragraphs 1.47, 1.48, 1.49, 1.53, 4.5, 5.12, 7.100, 7.104, 7.108, 8.21 and 8.23.**

**Figures 11, 15 and 78.**

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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the following local authority areas: Cheshire East, Cheshire West and Chester, Halton and Warrington (the Councils).
- 1.2 As well as updating the previous GTAA, another reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need (see Paragraph 2.7 for full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Development Plan Policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15-year period up to 2032 as required by the PPTS, with a split to 2030 to meet Local Plan periods for Cheshire East and Cheshire West and Chester. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 159 interviews were completed with Gypsies and Travellers and 17 interviews were completed with Travelling Showpeople living on authorised and unauthorised sites and yards. Following extensive efforts to identify them, 6 interviews were also completed with Travellers living in bricks and mortar. In addition, stakeholder engagement was undertaken and total of 42 telephone interviews were completed. A meeting was also held with members of the Travelling Showpeople community
- 1.5 The fieldwork for the study was completed between April 2017 and October 2017. The baseline date for the study is **May 2017** which was when the majority of the interviews were completed.
- 1.6 A Glossary of Terms can be found in **Appendix A**.

## Key Findings

### Additional Pitch Needs – Gypsies and Travellers

- 1.7 Overall, the additional pitch needs for Gypsies and Travellers from 2017-2030/32 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who *may* meet the planning definition<sup>1</sup>, and for those households that do not meet the planning definition (even though this is no longer a requirement for a GTAA)<sup>2</sup>.
- 1.8 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it (through planning applications or planning appeals for example) should be considered as need arising from the GTAA.
- 1.9 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies. Consideration will also need to be given to the allocation of pitches on public sites.
- 1.10 The Councils will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this will need to be addressed through the provision of conditioned Gypsy or Traveller pitches<sup>3</sup>. In terms of Local Plan Policies, the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.11 In general terms, the need for those households who do not meet the planning definition will be addressed as part of general housing need and through separate Local Plan Policies (including those authorities that have adopted plans, as all Travellers will have been included as part of the overall Objectively Assessed Need - OAN).
- 1.12 This approach is specifically referenced in the revised National Planning Policy Framework (July 2018). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*
- 1.13 It is recognised that some of the Local Authorities in this GTAA already have in place post-NPPF adopted Local Plans that set out overall housing need (including that for Travellers). When these plans are reviewed the findings of this report could be considered as part of future housing mix and type within the context of the assessment of overall housing need through their Local Housing Need Assessments (LHNA).

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<sup>1</sup> See Paragraphs 3.22-3.29 for further information.

<sup>2</sup> See Paragraph 3.30 for further information.

<sup>3</sup> Pitches with planning conditions restricting occupancy to Gypsies or Travellers.

## Cheshire East Council

- 1.14 There were 21 Gypsy or Traveller households identified in Cheshire East that meet the planning definition, 69 unknown households that may meet the planning definition and 12 households that do not meet the planning definition.
- 1.15 The GTAA identifies a need for **33 additional pitches** for households that meet the planning definition and this is made up of 3 concealed or doubled-up households or adults, 3 households who are living on an unauthorised pitch/development, 10 households who are living on pitches with temporary planning permission, 4 teenage children who will be in need of a pitch of their own in the next 5 years, 10 from new household formation<sup>4</sup> using a formation rate of 2.10% derived from the household demographics and 3 households who are looking to move into the area (in-migration).
- 1.16 The GTAA identifies a need of up to 22 additional pitches for unknown households and this is made up of 2 unauthorised pitches, 3 pitches with temporary permission and new household formation of 17 from a maximum of 69 households using a formation rate of 1.50% (this uses a base of the 69 households and a net growth rate of 1.50%<sup>5</sup>). If the ORS national average<sup>6</sup> of 10% were applied this could result in a need for 2 additional pitches. Whilst the proportion of households in Cheshire East that meet the planning definition is higher (67%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need of up to 15 additional pitches from unknown households.
- 1.17 Whilst no longer a requirement to include in a GTAA there is a need for 4 additional pitches for households that do not meet the planning definition. This is made up one teenage child who will be in need of a pitch of their own in the next 5 years and 3 from new household formation derived from the household demographics.

**Figure 1 – Additional need for Gypsy and Traveller households in Cheshire East 2017-2032**

Status	Total 2017-30	Total 2030-32
Meet Planning Definition	<b>32</b>	<b>1</b>
Unknown	<b>0-20</b>	<b>0-2</b>
Do not meet Planning Definition	<b>3</b>	<b>1</b>

## Cheshire West and Chester Council

- 1.18 There were 16 Gypsy or Traveller households identified in Cheshire West and Chester that met the planning definition, 78 unknown households that may meet the planning definition and 40 households that do not meet the planning definition.
- 1.19 The GTAA identifies a need for **23 additional pitches** for households that meet the planning definition and this is made up of 5 households on unauthorised pitches, 2 concealed or doubled-up households or adults, 6 teenage children who will be in need of a pitch of their own in the next 5 years, 1 household on a pitch with temporary planning permission, 10 from new household formation using a formation rate of 2.25% derived

<sup>4</sup> See Paragraphs 7.4-7.13 for further information.

<sup>5</sup> The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

<sup>6</sup> Based on the outcomes of over 2,500 interviews completed by ORS in England since 2015.

from the household demographics, less supply of 1 pitch from a household on a public site seeking to move to bricks and mortar.

- 1.20 The GTAA identifies a need of up to 58 additional pitches for unknown households and this is made up of 6 pitches from households who are living on unauthorised developments, 18 from households who are living on sites with temporary planning permission, 7 from concealed or doubled up households or adults, 4 from teenage children in need of a pitch of their own in the next 5 years, and by up to 23 pitches from new household formation (this uses a base of the 90 households and a net growth rate of 1.50%<sup>5</sup>). If the ORS national average<sup>6</sup> of 10% were applied this could result in a need for 6 additional pitches. Whilst the proportion of households in Cheshire West and Chester that meet the planning definition is higher (29%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need to up to 23 additional pitches from unknown households.
- 1.21 Whilst no longer a requirement to include in a GTAA there is a need for 59 additional pitches for households that do not meet the planning definition. This is made up of 4 concealed or doubled-up households or adults, 3 households who are living on sites with temporary planning permission, 22 teenage children who will be in need of a pitch of their own in the next 5 years, 5 movement from bricks and mortar (including 2 teenagers in need of a pitch of their own in the next 5 years), and 25 from new household formation using a formation rate of 2.20% derived from the household demographics.

Figure 2 – Additional need for Gypsy and Traveller households in Cheshire West and Chester 2017-2032

Status	Total 2017-30	Total 2030-32
Meet Planning Definition	21	2
Unknown	0-54	0-4
Do not meet Planning Definition	56	3

## Halton Borough Council

- 1.22 There were 4 Gypsy or Traveller households identified in Halton that meet the planning definition, 24 unknown households that may meet the planning definition and 25 households that do not meet the planning definition.
- 1.23 The GTAA identifies a need for **4 additional pitches** for households that meet the planning definition, and this is made up of 3 teenage children in need of a pitch of their own in the next 5 years, and 1 from new household formation based on the site demographics.
- 1.24 The GTAA identifies a need of up to 6 additional pitches for unknown households and this is made up of new household formation of 6 from a maximum of 24 households (this uses a base of the 24 households and a net growth rate of 1.50%<sup>7</sup>). If the ORS national average<sup>8</sup> of 10% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in Halton that meet the planning definition is higher (14%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could still result in a need to up to 1 additional pitch from unknown households.

<sup>7</sup> The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

<sup>8</sup> Based on the outcomes of over 2,500 interviews completed by ORS in England since 2015.

- 1.25 Whilst no longer a requirement to include in a GTAA there is a need for 12 additional pitches for households that do not meet the planning definition. This is made up of 2 teenage children who will be in need of a pitch of their own in the next 5 years, 1 movement from bricks and mortar and 9 from new household formation using a formation rate of 1.85% based on the household demographics.

Figure 3 – Additional need for Gypsy and Traveller households in Halton Borough 2017-2032

Status	Total 2017-32
Meet Planning Definition	4
Unknown	0-6
Do not meet Planning Definition	12

## Warrington Borough Council

- 1.26 There were 10 Gypsy or Traveller households identified in Warrington that meet the planning definition, 14 unknown households that may meet the planning definition and 11 households that do not meet the planning definition.
- 1.27 The GTAA identifies a need for **14 additional pitches** for households that meet the planning definition, and this is made up of 5 concealed or doubled-up households or adults, 4 households who are living on an unauthorised pitch/development, 1 teenage child in need of a pitch of their own in the next 5 years and 4 from new household formation using a rate of 1.60% derived from the household demographics.
- 1.28 The GTAA identifies a need of up to 9 additional pitches for unknown households and this is made up of 3 concealed or doubled-up households or adults, 2 households who are living on unauthorised pitches or developments and new household formation of 4 from a maximum of 17 households (this uses a base of the 30 households and a net growth rate of 1.50%<sup>9</sup>). If the ORS national average<sup>10</sup> of 10% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in Warrington that meet the planning definition is higher (48%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need to up to 4 additional pitches from unknown households.
- 1.29 Whilst no longer a requirement to include in a GTAA there is a need for 4 additional pitches for households that do not meet the planning definition. This is made up of 1 household who is living on an unauthorised pitch/development and 3 from new household formation using a formation rate of 1.30% derived from the household demographics.

Figure 4 – Additional need for Gypsy and Traveller households in Warrington Borough 2017-2032

Status	Total 2017-32
Meet Planning Definition	14
Unknown	0-9
Do not meet Planning Definition	4

<sup>9</sup> The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

<sup>10</sup> Based on the outcomes of over 2,500 interviews completed by ORS in England since 2015.

## Summary of Need for Gypsies and Travellers

Figure 5 – Summary of need for Cheshire East, Cheshire West and Chester, Halton and Warrington 2017-2032

Local Authority	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
Cheshire East	33	0-22	4
Cheshire West and Chester	23	0-58	54
Halton	4	0-6	11
Warrington	14	0-10	5
<b>TOTAL</b>	<b>74</b>	<b>0-96</b>	<b>74</b>

### Additional Plot Needs - Travelling Showpeople

- 1.30 Overall the additional plot needs for Travelling Showpeople from 2017 to 2030/32 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (although this is no longer a requirement for a GTAA).
- 1.31 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.32 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion Local Plan policies.
- 1.33 The Councils will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan Policies, the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.34 In general terms, the need for those households who do not meet the planning definition will be addressed as part of general housing need and through separate Local Plan Policies as set out in the revised NPPF (including those authorities that already have adopted plans, as all Travellers will have been included as part of the overall Objectively Assessed Need - OAN). See Paragraphs 1.11-1.13 for further details.

### Cheshire East Council

- 1.35 There are 2 small Travelling Showpeople yards in Cheshire East. It was possible to complete interviews with all 4 households that live on these yards and all of the households met the planning definition.
- 1.36 The GTAA identifies a need for 6 additional plots for the households that meet the planning definition, and this is made up of current need for 1 household who is living on an unauthorised plot, 2 concealed or doubled-up households/adults, future need from 1 teenage child in need of a plot of their own in the next 5 years and 2 from new household formation based on the household demographics.
- 1.37 There were no unknown Travelling Showpeople households and none that did not meet the planning definition

Figure 6 – Additional need for Travelling Showpeople households in Cheshire East 2017-2032

Status	Total 2017-30	Total 2030-32
Meet Planning Definition	5	1
Unknown	0	0
Do not meet Planning Definition	0	0

## Cheshire West and Chester Council

- 1.38 There is 1 Travelling Showperson yard in Cheshire West and Chester. It was possible to complete an interview with 6 households and 2 of these households met the planning definition, 4 households did not meet the planning definition and 7 households remain unknown.
- 1.39 The GTAA identifies a need for **3 additional plots** for households that meet the planning definition, and this is made up of 1 concealed or doubled-up household/adult and 2 plots for in-migration. There are no other current or future needs identified.
- 1.40 The GTAA identifies a need of up to 1 additional pitch for unknown households and this is made up of new household formation of 1 from a maximum of 7 households.
- 1.41 Whilst no longer a requirement to include in a GTAA there is a need for 1 additional plot for the households that do not meet the planning definition. This is made up of from new household formation based on the household demographics.

Figure 7 – Additional need for Travelling Showpeople households in Cheshire West and Chester 2017-2032

Status	Total 2017-30	Total 2030-32
Meet Planning Definition	3	0
Unknown	1	0
Do not meet Planning Definition	0	1

## Halton Borough Council

- 1.42 There are no Travelling Showpeople yards in Halton Borough. As such there is a need for no additional plots. This is consistent with the previous GTAA.

Figure 8 – Additional need for Travelling Showpeople households in Halton Borough 2017-2032

Status	Total 2017-32
Meet Planning Definition	0
Unknown	0
Do not meet Planning Definition	0

## Warrington Borough Council

- 1.43 There are 3 Travelling Showpeople yards in Warrington borough. There were 6 Gypsy or Traveller households identified in Warrington that meet the planning definition, 2 unknown households that may meet the planning definition and 1 household that does not meet the planning definition.
- 1.44 There is a need for 13 additional plots for households that meet the planning definition. This is made up of 4 plots that are unauthorised, 1 concealed or doubled-up household or adult, 2 teenagers who will be in need

of a plot of their own in the next 5 years, and 6 from new household formation based on the demographics of the residents.

- 1.45 There is a need for up to 3 additional pitches for unknown households. This is made up of 1 unauthorised plot and 2 from new household formation.
- 1.46 There is no current or future need from the 1 household that does not meet the planning definition.

**Figure 9 – Additional need for Travelling Showpeople households in Halton Borough 2017-2032**

Status	Total 2017-32
Meet Planning Definition	<b>13</b>
Unknown	<b>0-3</b>
Do not meet Planning Definition	<b>0</b>

### Transit Recommendations (amended August 2018)

- 1.47 There is currently 1 operational public transit site located in Halton with 12 pitches. This was only occupied by 1 household during the fieldwork period. There is also an unimplemented planning consent for a public transit site in Cheshire East with 9 pitches and a warden’s pitch. However, due to each Council in the former County of Cheshire being a unitary authority, the site in Halton cannot be used to move on households on encampments in Cheshire East, Cheshire West and Chester or Warrington. ORS also note that Local Authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore, while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site.
- 1.48 To address issues associated with increasing numbers of encampments the previous GTAA recommended that a new public transit site of between 5-10 pitches be provided in each of the local authority areas of Cheshire East, Cheshire West and Chester and Warrington. Whilst work has been undertaken to seek to identify locations for these sites, only the site in Cheshire East has been identified and granted planning permission.
- 1.49 Due to sustained, and in places increased numbers of encampments, **it is recommended that a new transit site of between 5-10 pitches (10-20 caravan spaces) still needs to be developed in Cheshire West and Chester and Warrington.** It is accepted by officers that new sites are needed in the area and that the public transit site in Halton has reduced numbers of unauthorised encampments. Cheshire East is reliant on the implementation of the consented public transit site at Cledford Lane, Middlewich to meet the identified need for between 5-10 transit pitches.
- 1.50 It is also recommended that the situation relating to levels of unauthorised encampments throughout the study area should be monitored whilst any potential changes associated with PPTS (2015) develop (for example more households seeking to travel in order to demonstrate that they meet the planning definition).
- 1.51 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or local equivalent).
- 1.52 A review of unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a robust new evidence base following the changes to PPTS in 2015. This will establish whether

there is a need for investment in any further transit sites or emergency stopping places, or whether a managed approach is preferable.

- <sup>1.53</sup> In the short-term, as well as the site at Halton, the implementation of the site in Cheshire East and work to identify land for transit sites in Cheshire West and Chester and Warrington, the Councils should consider the use of management-based arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- <sup>1.54</sup> The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides.
- <sup>1.55</sup> Temporary stopping places can also be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers (Appleby Horse Fair for example). A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewage disposal point and refuse disposal facilities.

### Implications of Changes to Government Guidance

- <sup>1.56</sup> A Judicial Review of the new planning definition started in September 2017 but had not yet been determined at the time of this report. The review is seeking to reinstate the former planning definition of a Traveller, so it will include households that have ceased to travel permanently.
- <sup>1.57</sup> Should this review be successful a proportion of those households that do not meet the current planning definition or unknown may meet the definition if they can demonstrate that they have ceased to travel permanently but have travelled for work in the past. However, given that the previous Housing Definition of a Traveller was repealed by the Housing and Planning Act (2016) it is unlikely that all of the households that do not meet the current Planning Definition or unknown households will meet the previous Planning Definition.

## 2. Introduction

### The Study

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the following local authority areas: Cheshire East, Cheshire West and Chester, Halton and Warrington (the Councils). The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 2.2 As well as updating previous GTAAs, the principal reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This introduced a new planning definition for Travellers.
- 2.3 The study provides an evidence base to enable the Councils to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014 (and as amended), PPTS (2015), and the Housing and Planning Act 2016.
- 2.4 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of development plan policies and the provision of Traveller pitches and plots covering the period 2017 to 2032, as well as a break for 2030 in accordance with Local Plan periods for Cheshire East and Cheshire West and Chester. As well as identifying current and future permanent accommodation needs, it also seeks to assess any need for the provision of transit sites or emergency stopping places.
- 2.5 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).
- 2.6 The baseline date for the study is **May 2017** which was when the majority of the household interviews were completed.

### Definitions

- 2.7 The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

### The Planning Definition in PPTS (2015)

- 2.8 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

*For the purposes of this planning policy “gypsies and travellers” means:*

*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.*

*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.*

*For the purposes of this planning policy, “travelling showpeople” means:*

*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.*

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 2.9 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

## Definition of Travelling

- 2.10 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.11 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to

abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.

- 2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.17 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.18 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.19 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future.
- 2.20 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below:

*Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.*

- 2.21 This was further reinforced in a more recent Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

*As discussed during the hearing, although the PPTS does not spell this [the planning definition] out, it has been established in case law (R v South Hams DC 1994) that the nomadism must have an economic purpose. In other words gypsies and travellers wander of travel for the purposes of making or seeking their livelihood.*

## Legislation and Guidance for Gypsies and Travellers

2.22 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing and Planning Act (2016)
- » Planning Policy for Traveller Sites (2015)
- » The National Planning Policy Framework (2012)
- » Planning Practice Guidance<sup>11</sup> (2014) and as amended

2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

## Planning Policy for Traveller Sites (2015)

2.24 PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*

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<sup>11</sup> With particular reference to the sections on Housing and Economic Development Needs Assessments.

- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

<sup>2.25</sup> In practice, the document states that (PPTS Paragraph 9):

- » *Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople, which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

<sup>2.26</sup> PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

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

<sup>2.27</sup> Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

- » *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria-based policies should be fair and should facilitate the traditional and nomadic life of Travellers, while respecting the interests of the settled community.*

## 3. Methodology

### Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015 and the Housing and Planning Act in 2016, as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople. The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.3 The approach currently used by ORS was considered in April 2016 and July 2017 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:

*The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.*

### Desk-Based Review

- 3.4 ORS collated a range of secondary data that was used to support the study. This included:
- » Census data.
  - » Site records.
  - » Traveller Caravan Counts data.
  - » Records of unauthorised sites/encampments.
  - » Information on planning applications/appeals.
  - » Information on local enforcement actions.
  - » Existing needs assessments and other relevant local studies.
  - » Existing national and local policy.

### Stakeholder Engagement

- 3.5 A total of 24 interviews were undertaken with Officers from the four commissioning authorities. A representative from Irish Community Care was also interviewed. ORS also consulted with the

Showmen’s Guild of Great Britain and also invited Travelling Showpeople to a meeting which was advertised in the World’s Fair publication and was held on the 4th May 2017.

3.6 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring authority areas:

- |  |   |
|--|---|
| » Bolton Council   | » St Helens Council                         |
| » Flintshire Council   | » Salford Council                           |
| » High Peak Borough Council<br>and Staffordshire Moorlands<br>District Council | » Sefton Council                            |
| » Liverpool Council  | » Shropshire County Council                 |
| » Manchester City Council  | » Stockport Metropolitan<br>Borough Council |
| » Newcastle-under-Lyme<br>Borough Council                                      | » Trafford Metropolitan<br>Borough Council  |
| » Peak District National Park<br>Authority                                     | » Wigan Council                             |
|  | » Wirral Council                            |
|  | » Wrexham Council                           |

## Survey of Travelling Communities

3.7 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites and yards in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller, multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.

3.8 Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample-based approach which often leads to an under-estimate of need - an approach which is regularly challenged by the Planning Inspectorate and at planning appeals.

3.9 ORS worked closely with the Councils to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of changes in PPTS (2015) and to collect the information ORS feel is necessary to apply the planning definition. A copy of the questions can be found in **Appendix F** although the interviews were completed using Computer Aided Personal Interview (CAPI) tablets.

3.10 All pitches and plots were visited by members of our dedicated team of experienced interviewers who work on our GTAA studies across England and Wales. They conducted semi-structured interviews with residents to determine their current demographic characteristics; their current or future accommodation needs; whether there is any over-crowding or the presence of concealed households; and travelling characteristics (to meet the requirements in PPTS). Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

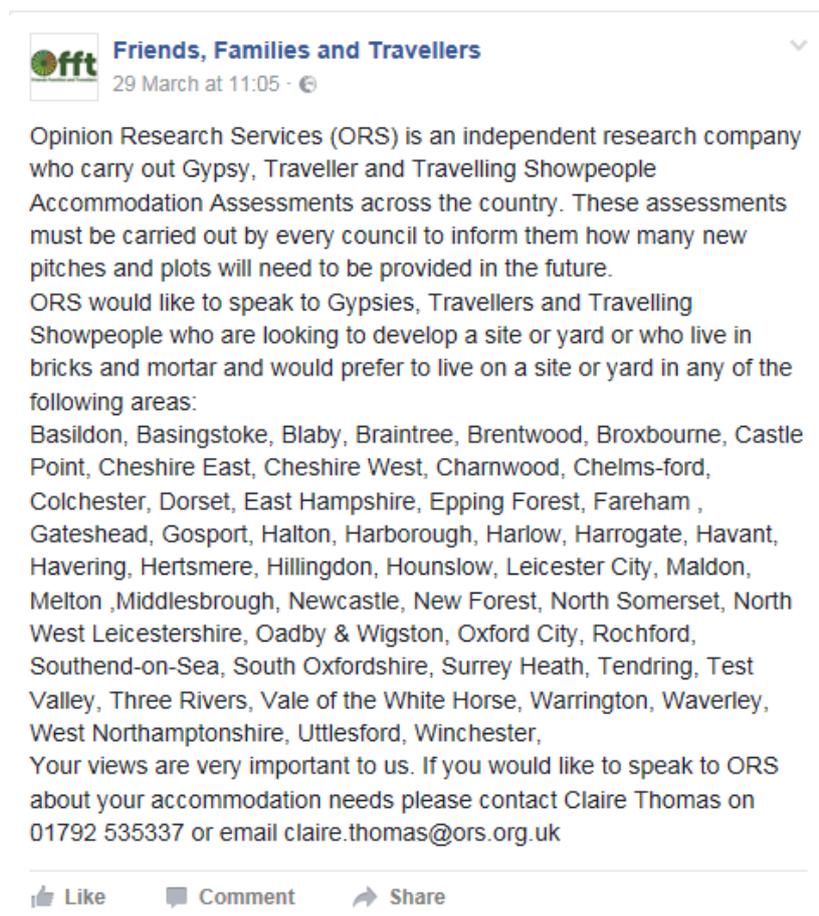
- 3.11 They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.12 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).

### Engagement with Bricks and Mortar Households

- 3.13 The 2011 Census includes 83 households that identified as Gypsy or Irish Traveller who live in a house or flat in Cheshire East, 42 in Cheshire West and Chester, 13 in Halton, and 19 Warrington.
- 3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders and adverts on social media (including the Friends, Families and Travellers Facebook group). Through this approach we endeavoured take all reasonable steps to give households living in bricks and mortar the opportunity to make their views known to us. The following additional approaches were taken to identify potential households to interview in the study areas.
- » **Cheshire East:** There are 15 families on the site waiting list none of which live in bricks and mortar accommodation and are all resident on the site.
  - » **Cheshire West and Chester:** ORS worked with Irish Community Care who organised a drop-in session in Ellesmere Port which was facilitated by the ORS research team. The Gypsy, Roma, Traveller Education Advisor agreed to distribute information to the families they are working with.
  - » **Halton:** There is no waiting list in Halton, but the Gypsy and Traveller Liaison Officer agreed to distribute information to one family in bricks and mortar.
  - » **Warrington:** No additional assistance was provided in Warrington to assist in efforts to identify households in bricks and mortar.
  - » **Registered Housing Providers:** ORS contacted 40 Registered Providers/Housing Associations, who own properties in the study area, to explore whether they record the ethnicity of their tenants and whether they could identify Gypsies, Travellers or Travelling Showpeople living in their properties. If they did, they could contact them to advise them of the study and whether they would like to discuss their accommodation needs via a confidential interview with the ORS research team. Three Registered Providers (RPs) responded and one household was identified and sent a flier about the GTAA.
- 3.15 As a rule, we do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus, the study sought to shift the burden of responsibility on

to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 10 – Bricks and Mortar Advert



## Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such most of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between April 2017 and October 2017, with the majority completed during April and May 2017.

## Applying the Planning Definition

- 3.17 The primary change to PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.

- 3.18 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
  - » Whether household members have ever travelled.
  - » The reasons for travelling (probing whether visits to fairs were for work purposes, cultural purposes or for both)
  - » Where household members travelled to.
  - » The times of the year that household members travelled.
  - » Where household members stay when they are away travelling.
  - » When household members stopped travelling.
  - » The reasons why household members stopped travelling.
  - » Whether household members intend to travel again in the future.
  - » When and the reasons why household members plan to travel again in the future.
- 3.19 When the household survey was completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households need to provide sufficient information to demonstrate that household members travel for works purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.20 Households that need to be considered in the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
  - » Households that have ceased to travel temporarily under the planning definition.
  - » Households where an interview was not possible who *may* fall under the planning definition.
- 3.21 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need as part of their work on wider housing needs assessments.

## Unknown Households

- 3.22 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should

be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.

- 3.23 The estimate seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50%<sup>12</sup> has been used as the demographics of the residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.24 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be considered through the GTAA or as part of the wider housing needs of the area.
- 3.25 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.26 However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 3.27 ORS are not implying that this is an official government statistic- rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,500 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.28 This would suggest that it is likely that only a proportion of the potential need identified from these unknown households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies. An assessment of need for unknown Travellers can be found in **Appendix B**.
- 3.29 The ORS methodology to address the need arising from unknown households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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<sup>12</sup> See Chapter 7, Paragraphs 7.4-4.13.

150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

## Households that do not meet the Planning Definition

<sup>3.30</sup> Households who do not travel for work purposes now fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance<sup>13</sup> related to this section of the Housing and Planning Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be considered as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix C**.

## Calculating Current and Future Need

<sup>3.31</sup> To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

## Supply of Pitches

<sup>3.32</sup> The first stage of the assessment sought to determine the number of vacant and potentially available supply in the study area:

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within 5 years.

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<sup>13</sup> "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

- » Pitches vacated by people moving to housing.
- » Pitches vacated by people moving from the study area (out-migration).

3.33 It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available.

## Current Need

3.34 The second stage was to identify components of current need. It is important to address issues of double counting:

- » Households on unauthorised developments.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to sites.
- » Households in need on waiting lists for public sites.

## Future Need

3.35 The final stage was to identify components of future need. This includes the following four components:

- » Teenage children in need of a pitch of their own in the next 5 years.
- » Households living on sites with temporary planning permissions.
- » New household formation.
- » In-migration<sup>14</sup>.

3.36 Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. This is set out in more detail later in Chapter 7 of this report.

3.37 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified for periods to 2017-2032 with a break for 2017-30 for Cheshire East and Cheshire West and Chester.

## Pitch Turnover

3.38 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has

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<sup>14</sup> See Chapter 7, Paragraph 7.17 for further information.

been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

*West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.*

- 3.39 In addition, a GTAA Best Practice Guide produced by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

*Assessments involving any form of pitch turnover in their supply relies upon making assumptions; a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.*

- 3.40 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

## Transit Provision

- 3.41 PPTS (2015) also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » Transit sites
- » Temporary/Emergency stopping places
- » Temporary (seasonal) sites
- » Negotiated Stopping Agreements

- 3.42 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry of Housing, Communities and Local Government (MHCLG<sup>15</sup>) Traveller Caravan Count. The outcomes of discussions with Council Officers and Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

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<sup>15</sup> Formerly the Department of Communities and Local Government (DCLG).

# 4. Gypsy, Traveller and Travelling Showpeople Sites and Population

## Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size<sup>16</sup>. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action. Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission

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<sup>16</sup> Whilst it has now been withdrawn, Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

## Sites and Yards in the Study Area

### Cheshire East

- 4.5 In Cheshire East, at the baseline date for this study, there was 1 public site with 18 pitches; 13 private sites with permanent planning permission for 96 pitches; 3 private sites with temporary planning permission for 13 pitches; no sites that are tolerated for planning purposes; 2 unauthorised sites with 5 pitches; 1 private Travelling Showpeople yard with 1 plot; and 1 unauthorised Travelling Showpeople yard with 1 plot. There is also an unimplemented planning consent for a public transit site with 9 pitches and a warden’s pitch. Further details can be found in Chapter 6 and **Appendix D**.

**Figure 11 - Total amount of provision in Cheshire East (May 2017)**

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	13	96
Private sites with temporary planning permission	3	13
Public sites (Council and Registered Providers)	1	18
Public transit provision	1	9
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	2	5
Private Travelling Showpeople yards	1	1
Unauthorised Travelling Showpeople yards	1	1

### Cheshire West and Chester

- 4.6 In Cheshire West and Chester, at the baseline date for this study, there were 2 public sites with 30 pitches; 7 private sites with permanent planning permission for 71 pitches; 4 private sites with temporary planning permission for 18 pitches; no sites that are tolerated for planning purposes; 4 unauthorised sites with 15 pitches; and 1 Travelling Showpeople yard with 13 plots. Further details can be found in Chapter 6 and **Appendix D**.

**Figure 12 - Total amount of provision in Cheshire West and Chester (May 2017)**

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	7	71
Private sites with temporary planning permission	4	18
Public sites (Council and Registered Providers)	2	30
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	4	15
Private Travelling Showpeople yards	1	13

## Halton Borough

- 4.7 In Halton, at the baseline date for this study, there were 3 public sites with 37 pitches; 1 public transit site with 12 pitches; 1 private site with permanent planning permission for 6 pitches; no private sites with temporary planning permission; 2 sites that are tolerated for planning purposes with 14 pitches; and no Travelling Showpeople yards. Further details can be found in Chapter 6 and **Appendix D**.

Figure 13 - Total amount of provision in Halton Borough (May 2017)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	1	6
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	3	37
Public transit provision	1	12
Private transit provision	0	0
Tolerated sites	2	14
Unauthorised sites	0	0
Private Travelling Showpeople yards	0	0

## Warrington Borough

- 4.8 In Warrington, at the baseline date for this study, there were no public sites; 5 private sites with permanent planning permission for 29 pitches; no sites with temporary planning permission; no sites that are tolerated for planning purposes; 1 site where the application is currently undetermined for 6 pitches; no unauthorised sites; 2 private Showpeople yards with 4 plots; and 1 unauthorised yard with 5 plots. Further details can be found in Chapter 6 and **Appendix D**.

Figure 14 - Total amount of provision in Warrington Borough (May 2017)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	5	29
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Undetermined application	1	6
Private Travelling Showpeople yards	2	4
Unauthorised Travelling Showpeople yards	1	5

## MHCLG Traveller Caravan Count

- 4.9 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the

number of caravans on both authorised and unauthorised sites across England. With effect from July 2013 it was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.

<sup>4.10</sup> As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out in Chapter 7.

## 5. Stakeholder Engagement

### Introduction

- 5.1 To be consistent with the guidance set out in the Planning Policy for Traveller Sites and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of Travelling Communities. This took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments and transit provision and cross-border issues. Importantly, stakeholders who are in contact with Travelling Communities (who are in bricks and mortar or who are not known to the councils) were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 Twenty-four interviews were undertaken with the four commissioning authorities. A representative from Irish Community Care was also interviewed and a summary is provided. ORS also consulted with the Showmen's Guild of Great Britain and also invited Travelling Showpeople to a meeting which was advertised in the World's Fair publication and was held on the 4th May 2017.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring authority areas:
- » Bolton Council
  - » Flintshire Council
  - » High Peak Borough Council and Staffordshire Moorlands District Council
  - » Liverpool Council
  - » Manchester City Council
  - » Newcastle-under-Lyme Borough Council
  - » Peak District National Park Authority
  - » St Helens Council
  - » Salford Council
  - » Sefton Council
  - » Shropshire County Council
  - » Stockport Metropolitan Borough Council
  - » Trafford Metropolitan Borough Council
  - » Wigan Council
  - » Wirral Council
  - » Wrexham Council
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.

- 5.6 This section of this report is based on the response from key stakeholders and council officers from the study area. The response from neighbouring authorities can be found in **Appendix E**.
- 5.7 The views expressed in this section of the GTAA represent a balanced summary of the responses given. In some cases, they reflect the views of the individual concerned, rather than the official policy of their employer/organisation.

## Cheshire East

### Accommodation for Gypsies and Travellers

- 5.8 Cheshire East Council's last GTAA was in partnership with other authorities in Cheshire; the Cheshire GTAA was undertaken by ORS and published in 2014. The need evidenced for Cheshire East was 13 plots for Travelling Showpeople, 69 pitches for Gypsies and Travellers and a recommendation the Council provide a suitably located, publicly-provided transit site of between five and 10 pitches (2013-2028).
- 5.9 The Council undertook a call for sites in 2014 (Peter Brett Associates) but few sites were suggested or bought forward. The only sites identified were those already authorised sites and had the potential to be extended. The Council has recently undertaken a further call for sites between February and April 2017 to update its land availability assessments. This will inform any further land allocations for development that are made through the Site Allocations and Development Policies Document.
- 5.10 It was reported by council officers the reason why a new GTAA was needed is because of the change to the definition for Gypsies and Travellers in planning terms.
- 5.11 The Local Plan Strategy was adopted in July 2017 and includes Policy SC7 (Gypsies and Travellers and Travelling Showpeople), a criteria-based policy to determine the suitability of yards or sites.
- 5.12 There is one Council owned site in the area: Asbury Marsh Congleton (18 pitches); a number of the pitches now have chalet-type mobile homes rather than caravans. There are a number of private sites, the majority of which are in the south of the Council's area; one of these sites is a Travelling Showpeople yard. There is also an unimplemented planning consent for a public transit site with 9 pitches and a warden's pitch.
- 5.13 The Council owns and manages the Asbury Marsh site; there is a warden who attends the day to day running of the site. Turnover of pitches is low and there are few Gypsies or Travellers on the waiting list. There is said to be few issues on the site and overcrowding and concealed households are not an issue.
- 5.14 Some issues were raised with regard to private sites in the area. These included amenity blocks being built larger than permitted either by the license or the planning permission and a number of sites being chalet-type mobile home parks; sometimes regardless of Council advice. In order to gain park home permission some Gypsies and Travellers are claiming they are not from the Traveller community, whilst others are clearly not from the Traveller community and claiming they are; there was said to be one private site where there is also a drainage issue.
- 5.15 Stakeholders were unaware of any unauthorised sites, but there are 3-4 sites with temporary planning permission, often granted following an appeal. There is also one site in the North of the district which is currently being tolerated and enforcement held in abeyance because of the owners' personal circumstances.

- 5.16 There are said to be Traveller communities living in bricks and mortar in the Middlewich area, but as those interviewed did not know them, they were not able to put them in touch with ORS.
- 5.17 The majority of stakeholders believe there is sufficient site accommodation for Gypsies and Travellers; this is because there are said to be enough permissions to meet the Council's current five-year land supply for permanent pitches. However, there is still a need to identify further sites based on the current GTAA evidence. The greatest need is said to arise from Travelling Showpeople who have not had their needs met. It was also hoped the transit site would be developed as this need as evidenced in the last GTAA has not been met.

### Short-term Roadside Encampments and Transit Provision

- 5.18 The instances of encampments in Cheshire East is said to be regular and since January 2017 there have been 30 instances of roadside encampments; those staying roadside do so for short periods of time e.g. Less than 1 week.
- 5.19 The reasons why encampments occur in the area is because Travellers are moving through the area using historical routes (possibly to Appleby Fair); they are looking for work opportunities or they are attending a family event e.g. funeral or visiting relatives. It was also mentioned there are some families who satellite around the area.
- 5.20 In the main there were no areas said to be favoured by Travellers although Crewe, the M6 Corridor, Sandbach, Macclesfield, Alderley Edge and Middlewich were mentioned. It was said encampments are more likely to occur on Council owned land such as car parks as opposed to private land.
- 5.21 There is currently no public transit provision in the area but there are some pitches for transit use on private sites. Where transit provision is provided on private sites the Council has no control over them and there are limitations to Police powers.
- 5.22 The majority of stakeholders said there is a need for transit provision and/or emergency stopping places in the area and it is hoped the Council owned site granted permission for transit use will be developed as soon as possible. It was generally believed providing public transit provision would enable the Council to undertake welfare assessments, provide better facilities and could improve community cohesion.

### Cross-border Issues and the Duty to Cooperate

- 5.23 There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Cheshire East Council. Traveller communities who are not living on sites in the area are more likely to be moving through and there is no pressure from other areas for site accommodation. No neighbouring authority has sought to meet its need for pitches/plots within the Council's area or vice versa.
- 5.24 Some officers from Cheshire East attend the Sub-regional Cheshire Travellers Group and there are regular Duty to Co-operate meetings in Cheshire where issues relating to the Travelling Community can be raised; the Council is said to have more connectivity with local authorities within Cheshire than those outside of the County. The Council shares jointly with other authorities of a Gypsy and Traveller Liaison Officer for Cheshire.
- 5.25 Officers of all councils interviewed believe neighbouring authorities and Cheshire East Council are complying with the Duty to Cooperate.

## Issues and Future Priorities for Cheshire East

5.26 The following additional issues were raised:

- » There are known to be Travelling communities living in bricks and mortar and their caravans are not included within the bi-annual Caravan Count.
- » Although there were no significant issues raised with regard to community cohesion when planning applications are submitted for new sites local communities raise objections; to this effect some stakeholders believe there is a need to improve relationships between Traveller communities and those living in bricks and mortar in the area. In addition to this it was raised there can be tensions between the Traveller community itself.
- » If there is a need for pitch/plot provision, there will be a need to demonstrate a five-year supply of sites to meet any need identified and this is likely to be challenging for the Council.
- » There are known to be some families that satellite around the Cheshire east area and these are not monitored. It was suggested by monitoring their movements the Council would have a better understanding of the type of provision and location to meet their needs.

5.27 The following were suggested as being future priorities for the Council in relation to Gypsy and Traveller issues:

- » To meet any need evidenced in the new GTAA as quickly as possible. It is said to be important the Council looks to meet any need evidence as this can help when it comes to planning appeals and Planning Inspectors will be less likely to grant planning approval in locations the Council believes are unsuitable.
- » To develop the transit site as soon as possible.
- » To meet the needs of Travelling Showpeople who have not yet had their accommodation needs met.

## Cheshire West and Chester

### Developments since the previous GTAA

5.28 Since the previous GTAA was completed, part one of the Local Plan has now been passed, and two new public sites have been provided. The local authority has begun a new site search to develop a five-year land supply through their Traveller DPD, and a transit site to manage unauthorised encampments – that have increased.

5.29 At the time of the previous GTAA (2014) the Council had spent nearly four years bringing forward council-owned sites and had just been granted permission to build two sites in Winsford and Ellesmere Port with a combined total of 30 pitches. These sites opened in 2016. The aim was to meet the need arising from the accepted encampment at Ellesmere Port and unauthorised and temporary sites.

5.30 These sites are now both fully occupied, and the process was managed through a specific Gypsy and Traveller Allocation Policy, which was inclusive of those Travellers who did not have any local connections. The site in Ellesmere Port is mainly occupied by those who were on the accepted encampment, and as a result that site has now closed. However, those on unauthorised and temporary sites turned down the opportunity to move

onto the public site; and a majority of the pitches on the Winsford site have been allocated to Travellers who are from neighbouring areas, with many of those moving from a site in Flintshire.

- 5.31 Officers felt that both sites have been really well received by the community, are well run, clean and residents are thought to be happy. Although one officer noted that living on the site can be expensive (as it is a high council tax banding), and they are not located in residential areas, so it can be difficult for families without a car.
- 5.32 Overall, officers considered the delivery of both sites to be a success, and they felt there are very few examples of local authorities who have delivered the same amount of pitches, using their own money. Positively, it has delivered one of its aims which was to meet the accommodation needs of those living on the accepted encampment. Although it was accepted that it had not met the needs of those living on unauthorised encampments, officers agreed that it was resident's choice not to do so.
- 5.33 As a result, the issue of unauthorised and temporary sites in the green belt is unresolved. An officer explained that Travellers tend not to buy sites outside of the green belt because of the land values, and they do tend to be along their migratory route. Officers felt that different options need to be explored, for instance one officer suggested the Council could identify land which they own and arranging a lease or go down the route for a more permissive policy for them to be next to settlements or in sustainable locations subject to normal planning criteria.
- 5.34 There are no real issues on these sites but given their temporary status it is difficult for the local authority to control health and safety issues (for example issues relating to electrical safety). While they have temporary permissions, the local authority will work with the occupants but there needs to be a balance between the costs of any work against the temporary nature of their site.
- 5.35 In terms of accommodation for Travelling Showpeople, there is one site in the area, but officers recognised that there is a need for a further site in the area.
- 5.36 The Cheshire and Warrington Traveller team has been set up, and they are just about to enter a contract with Cheshire East and Warrington. These were on board previously and paid into the strategic partnership, but they now deliver a service and manage all the encampments and site management as and when sites are developed. It is felt this will deliver a consistent and cost-effective approach, and ensure Travellers are treated exactly the same wherever they go

## Bricks and Mortar

- 5.37 Officers were aware a large housed community living in the Elton area; however, it was acknowledged that it can be extremely difficult to engage with the community.
- 5.38 A stakeholder working with families in bricks and mortar said that many of those would like or prefer to live on a site; however, when they were offered pitches on the public site they did not accept them because they would prefer to live on their own land rather than a Council site. A lot of families are said to want to control who they live with, which they would not have on a Council site.
- 5.39 Some families are said to prefer bricks and mortar accommodation; however, some have ended up in bricks and mortar for variety of reasons which include: the lack of suitable pitches, the rurality and the inaccessibility of some sites (particularly if you don't drive).

- 5.40 The stakeholder claimed that the majority living in housing say they would prefer to live on a site – and it can affect mental health. They can become claustrophobic, feel isolated from their community
- 5.41 Although it was recognised that the Council has delivered on two sites, a stakeholder felt there could be more provision considering the size of the Traveller population who have been in the area for a long time. Furthermore, the Council-run site is not for everyone – and there needs to be different options, for instance it would be beneficial if the Council could identify land which could be leased to Travellers who would prefer not to live on a council run site.

### Short-term Roadside Encampments and Transit Provision

- 5.42 The instances of encampments in Cheshire West and Chester is said to have increased over recent years, although the numbers can vary from year to year. There were 221 in 2016, and by July 2017 there had already been 117.
- 5.43 Unauthorised encampments have risen in recent years, although stakeholders could not explain the reasons for this, and the reason and these can vary from year to year. There were said to be a few caused by people who wanted to go to the Winsford site, but this was not thought to have accounted for much. There was also a family which were waiting for a house, and they accounted for eleven of the encampments in 2017. The Traveller team (with the police) are looking to undertake a three-month pilot to map encampments around Cheshire. This will give a better idea and will also enable better, more informed negotiations with Travellers.
- 5.44 Positively, there is said to be a good process in place to tackle encampments and there doesn't tend to be a problem, for instance there are no problems with litter. The team have just rewritten the unauthorised encampment guidance which had only listed where they could not go. This has now been changed to a traffic light system which includes a green light which would be a transit site, amber would be spots where they could go to for a certain amount of days, and red would be areas they could not go (e.g. children's play area or playground).
- 5.45 Most stakeholders however support the development of a transit site which would provide a safe place for Travellers to stop, with less disruption for the settled community, and it is recognised that the development of a site in neighbouring areas have decreased the numbers of encampments. Therefore, the aim is to develop a formal transit site which would be sufficient to enable the police to use their Section 62 powers and would have proper facilities and be managed. It is felt that a transit site would send a clear message – if you show up you will be directed to a transit site, you will have to pay for services and you will need to show ID. This is a swift way – we can say to businesses “we will be there in a day to deal with”
- 5.46 The Council has not identified a site for transit provision yet, they did look at the accepted encampment site, but it wasn't going to be possible to develop that because it is right next to the motorway, and it was near a conservation site so there are no plans to develop this site. White Young Green undertook site identification study to address the five-year land supply and transit sites. It is felt that the transit site would need to be located in Chester and Ellesmere Port.

### Cross-border Issues and the Duty to Cooperate

- 5.47 Stakeholders felt there is a consistent and well managed approach to Gypsy and Traveller issues across Cheshire and referred to the good practice that has been developed by the Cheshire partnership (which also

includes the Police). It is felt that the Cheshire authorities are leading the way in this area, so much so that the partnership is working with and assisting North Wales authorities to help them improve the way they are working. Cheshire West has also recently joined the operational element of the partnership and this is viewed positively.

- 5.48 The strategic partnership meets quarterly, and it is an opportunity to share issues, and the partnership has delivered training to elected members around Gypsy and Traveller issues and are also about to relaunch the 'Here to Stay' which was published ten years ago.
- 5.49 One stakeholder felt that it would be beneficial if there could be a couple of transit sites which could meet the need across the wider area and explained that Cheshire and Warrington have been looking into a devolution process (this would include negotiations so that the police can use their powers to direct people outside of the borough within the defined authority area). This would be a more efficient way of managing encampments and would reduce the costs of managing separate sites.
- 5.50 In terms of meeting need, it was felt that as a consequence of the authority housing Gypsy and Travellers from neighbouring areas, the need identified in this GTAA will be significantly higher than previous assessments. This was a concern, and it was thought to be an issue in that there is no pressure on neighbouring authorities to reciprocate this and provide pitches in their area to meet the additional need.
- 5.51 However, it was acknowledged that the Welsh Government has allocated £26 million for the development of Gypsy sites and it is felt that this may have had a positive impact on Cheshire.

## Issues and Future Priorities for Cheshire West and Chester

- 5.52 The following additional issues were raised:
- » To meet the five-year land supply and allocate land
  - » To provide a transit site
  - » Most officers agreed that the local authority should aim to provide a variety of accommodation options. It was suggested that the local authority should explore leasing small pieces of land with outline planning permission directly to Travellers who can then take it forward and develop the site themselves, so it becomes a form of shared ownership.
  - » There will possibly be an increased need in comparison with previous assessments because of the provision of the additional sites.

## Halton

### Developments since the previous GTAA

- 5.53 Since the previous GTAA was completed, the local authority has provided a new public site at Runcorn with 12 pitches. The site opened in December 2016 and it was a phased allocation which aimed to let all of the pitches by June 2017. There is no site waiting list; therefore, the local authority had to actively advertise the pitches via Travellers Times, and local paper, sites and wardens.
- 5.54 It was initially thought that the site would meet the needs of those who were on unauthorised encampments (in the Green Belt); however, they were not interested and refused to move. There were 21 applications for

the site, however when it came to interviews this reduced to five people who were actually interested in living on the site.

- 5.55 There are now two public sites in the area. The new site at Runcorn is considered to be a good facility. The other site at Widnes is said to be in a reasonable condition as it was renovated a couple of years ago.
- 5.56 As far as unauthorised sites are concerned, following successful enforcement action, residential use of the site at Ponderosa ceased in November 2017.
- 5.57 The population is relatively stable, and there are no new expressions of interest to live in the area.

## Bricks and Mortar

- 5.58 One officer was aware of Travellers living in bricks and mortar accommodation. However, it was felt that these were all happy and settled, although the officer was happy to pass on details about the study to them.

## Short-term Roadside Encampments and Transit Provision

- 5.59 The transit site gives people their own pitch, access to running water, a toilet and shower block, electricity for a daily fee £12.65. The site has been well-used particularly before the new site was opened. The site tends to get busy over the Christmas period and when people want somewhere to stay during the winter months where they can stay for up to three months.
- 5.60 It is felt that the transit need for Halton has been met through the provision of a site, which has led to a significant reduction in roadside encampments compared to other areas. When they do occur, they can be dealt with quickly and are moved to the site. People either know that it is there, otherwise the liaison officer will visit the encampment and give them a leaflet, if they don't want to use the site they may use the Section 62a police powers, however usually they will attempt to negotiate with them.
- 5.61 Neighbouring authorities have a high number of encampments in comparison, and it is felt that it would be a good idea to provide transit sites in these areas. Indeed, one officer said that other authorities have visited the site and are looking at putting in a similar process.

## Cross-border Issues and the Duty to Cooperate

- 5.62 Stakeholders felt surrounding authorities are meeting the needs of their own population fairly well and provide additional public provision and are contemplating providing transit sites. One officer said that it is accepted that each borough has to meet their own need resulting from household growth and explained that there would not be any situations whereby a borough will ask the neighbouring authority to accommodate their need.
- 5.63 There is said to be a consistent and well managed approach to Gypsy and Traveller issues across Cheshire through the funding of a joint Gypsy and Traveller Liaison officer, and the strategic partnership.
- 5.64 One officer felt it useful to undertake a joint GTAA in order to create a bench mark.

## Issues and Future Priorities for Halton

- 5.65 The following additional issues were raised:
- » To meet the five-year land supply and allocate land
  - » Possibly of an increased need (in terms of household growth/formation) in comparison to previous assessments because of the provision of the additional sites.

## Warrington

### Developments since the previous GTAA

- 5.66 The figures in the Local Plan Core Strategy (LPCS) have been superseded by the figures in the previous GTAA (which was published after the Local Authority had gone to examination). At the time when the LPCS was adopted in July 2014 it was intended that a separate Gypsy and Traveller DPD would be produced, however a subsequent High Court Challenge resulted in parts of the plan being quashed.
- 5.67 Since the previous GTAA was completed, the local authority has sought to identify sites through two separate 'Call for Sites' exercises. However, no sites have been brought forward. In addition, they have attempted to identify a transit site through a review of housing sites. Whilst this process is ongoing, to date a site has not been identified.
- 5.68 Also, some further temporary planning consents have been granted as well as a permanent consent at Woodend Farm, Rixton.
- 5.69 Officers were of the view that there is currently a shortage of authorised Gypsy and Traveller sites. There are very few permanent sites and several with temporary consent, however all these are within the green belt. There are no new applications – so all the need derives from the existing population and long-standing families.
- 5.70 There is also a long standing unauthorised site for Travelling Showpeople, which the Local Authority are looking at relocating this site.
- 5.71 One officer expressed concern about the scale of the need for Travelling Showpeople identified in the previous GTAA and explained that up to this point he had not been made aware of the demand for additional sites or approached by anyone from this community.

### Short-term Roadside Encampments and Transit Provision

- 5.72 The instances of encampments in Warrington is said to have increased over recent years, and in 2016 there were 77 encampments. Over the same period Cheshire West had 71. Although there isn't a big difference in numbers this can have a greater impact in Warrington because it is a smaller area. That said when encampments occur in Cheshire West they tend to be concentrated around the Ellesmere Port area.
- 5.73 Warrington is thought to be a popular destination for Travellers because, as it is close to the motorway network, there are lots of work opportunities and plenty of places to park. There are a couple of hotspots – in the Birchwood Boulevard area and Hardwick Grange. They tend to go to the industrial sites – so at the

moment it is not an issue. However, it may become an issue in the future due to the amount of housing development being proposed through the Local Plan Review.

- 5.74 Officers support the provision of a transit site, and it is felt that this would allow the Council to respond adequately to the welfare needs of the travelling community and to manage encampments appropriately. Indeed, the Local Authority has started the search for a site twice and on both occasions, this has been stopped as a result of a general election. Some stakeholders said that the authority should look at the reduction in numbers seen in Halton since the provision of a transit site (from 80-90 per year down to single figures). That said, it does appear that having a transit site in Halton has led to an increase in the numbers of encampments in Warrington.

### Cross-border Issues and the Duty to Cooperate

- 5.75 Stakeholders felt surrounding authorities are meeting the needs of their own population fairly well and provide a significant number of permanent sites and some transit.
- 5.76 There is said to be a consistent and well managed approach to Gypsy and Traveller issues across Cheshire through the funding of a joint Gypsy and Traveller Liaison officer and the strategic partnership.
- 5.77 Carrying out a joint GTAA is also viewed positively by officers.

### Issues and Future Priorities for Warrington

- 5.78 The following additional issues were raised:
- » To meet the five-year land supply and allocate land
  - » To provide a transit site

### Travelling Showpeople

- 5.79 In order to ascertain views of Travelling Showpeople over and above the household interviews, ORS promoted and facilitated a forum in Knutsford on 4th May 2018<sup>17</sup>. ORS advertised the Forum in the World Fair publication and invited Travelling Showpeople in the North West to come and talk about their accommodation needs. The Forum was attended by around 9 Travelling Showpeople and a representative of the North West Section of the Showmen's Guild of Great Britain. ORS facilitated the meeting, and helpfully the Cheshire and Warrington Traveller Team Manager was also in attendance and was able to answer some queries and concerns directly.
- 5.80 During the previous GTAA a similar meeting was held in May 2013 and was attended by between 30-40 people. Despite following the exact same process, the numbers who attended this time was significantly lower than in 2013. Those in attendance were asked why this may be the case and to what extent this as a result of their needs being met. The group strongly felt that Travelling Showpeople feel let down by the Local Authority and feel disillusioned with the GTAA process, particularly because they say 'nothing has happened since the last time we met with them'.

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<sup>17</sup> A representative of the North West section of the Showmen's Guild advised ORS on the appropriateness of the date and venue which was chosen because of the Bank Holiday fair in Knutsford. The advert also gave Travelling Showpeople who could not attend the forum, the opportunity to contact ORS via email or telephone.

- 5.81 The group had concerns around the new planning definition and what impact it will have on the Travelling Showpeople community, and particularly those who have retired. It was felt that in the event of a planning application or appeal someone's age could act against them, yet they could be part of the extended family and still contribute and support the family businesses (even if it is looking after younger members of the family while others are away).
- 5.82 Overall, all those who attended the meeting felt their needs were being ignored by the Council and said that while there is considerable housing development in the Cheshire area there is a lack of proportionate development for Travelling Showpeople.
- 5.83 Members of the Hack Green Group explained how they felt particularly disappointed and frustrated by the refusal of their last planning appeal by Cheshire East. They explained that this had a significant financial impact on them (saying that £150k has been spent on three separate planning appeals). They confirmed that they do not have any other options available to them and said that actually buying or moving into a house and storing equipment elsewhere is unsuitable because they need to live alongside equipment in order to maintain it and insure it, furthermore all their money is tied up in equipment, so they could not raise the finances to afford this.

### Response from Irish Community Care (ICC)

- 5.84 Irish Community Care is funded by Cheshire West. Travellers from other areas will seek assistance from ICC and this will be fed back to the Council, but the organisation can only signpost to other agencies (where they can). They also receive non-geographical funding from the Irish Government which allows them to work at the national level and respond to on-going Gypsy and Traveller issues.
- 5.85 The representative explained that (similar to the experience of the ORS fieldwork team) ICC have not been able to access some of the private sites in the area. This was of concern and it was felt that residents of these sites could be in a vulnerable position because they have no access to information, advice and knowledge which could be in their own best interests. There are concerns at a national level that they will not know their housing rights, or planning laws, and they could be being charged additional rates, or exorbitant rates on their gas and electric supply and washing facilities. That said it was recognised that for some families once they have received planning permission they want to be left alone because their experience with the local authority was combative to the point that they no longer want to engage – even with activities that would be beneficial (even 20 years on).
- 5.86 The representative felt the authority has demonstrated good practice by two new public sites when there is no statutory duty to do so; however, some families have few options because both these sites are full. The representative felt strongly that similar to the wider population, the travelling community want different types of tenure and it was felt that the Local Authority should aim to provide meet these needs.
- 5.87 It was argued that those living on sites in the green belt have been there for a long time and are now established in that area and the children have grown up on the site and attend local schools. These families are said to be understandably stressed and anxious about their situation.
- 5.88 Numbers of short-term encampments is said to be increasing and the representative felt this was due to the change of definition and the impact this has had on the travelling community. In addition to those looking for work, there is said to be greater numbers of those who are on a site most of the year as their children are on school or they are caring for a relative but want their children to have the understanding of their culture

and to know what their heritage is. In addition, it is a popular traveller route (Appleby, Blackpool, Liverpool to Manchester, there are links to Wales) and a central area, and there are lots of employment opportunities from tarmacking to the building trade, the rural trade and tree felling.

- 5.89 The representative felt that providing one transit site in an area the size of Cheshire is not enough and called for local authorities to provide a network of transit sites which would allow people who want to remain nomadic to use them, without becoming lawbreakers. The representative recommended a transit site located in the south around the A41/A49 would benefit those who feel that the transit site in Halton is simply too far. This route is the artery for the Gypsy and Traveller community, who tend not to use motorways because it is difficult to travel on motorways, particular when in convoy. On the A roads there will be areas to pull in, so you often see trailers on this piece of road. So rather than the motorway the A roads are the vital road networks, so the transit sites need to be located near these roads.
- 5.90 The work within Cheshire is said to be improving and the representative cited the Cheshire Equalities forum (which includes representatives from housing, Gypsy Traveller Team, Equalities, Cheshire East, Warrington, Cheshire Fire, Countess of Chester Equalities lead, health, Police, Information Commissioners Officer, Age UK Cheshire, Stonewall and the Proud Trust) as an example of this.
- 5.91 Key priorities included:
- » Explore providing different forms of accommodation.
  - » Provide a 'network' of transit sites
  - » Update the 'Here to Stay' report to gather an up to date understanding of the needs of the community, particularly given the development of new sites and the situation with some of the private sites.
  - » Ensure elected members are fully aware of Traveller issues and their housing needs so they can make fully informed decisions when making planning decisions

## Wider Issues

- 5.92 There is said to be a more consistent approach to managing encampments and the relationship between the local authorities and the police has improved; particularly now there is a transit site in place and there is now an arrangement in place where the Local Authority and the Police work jointly to manage encampments. It is also felt that Travellers themselves now understand that Cheshire, Halton and Warrington are governed by Cheshire Constabulary.
- 5.93 At the time the interviews were carried out, the police representative explained that they were awaiting new guidance in relation to Gypsies and Travellers which will contain some additional guidance around Section 62 – for instance it will provide advice on the impact on families with children and provide a step by step guide for officers on the ground to make proportionate decisions. It was explained that sometimes they will use the legislation to move people on; sometimes they won't because it is not appropriate (is it causing disruption, is there any criminality relating to it, are there any anti-social behaviour). In the instance there is a transit site they may look to use it.
- 5.94 There is said to be good communication with police forces in neighbouring areas (North Wales, Liverpool and Manchester) and it is said that improved guidance has helped them to understand Traveller's needs. However, it is felt that it can be the case that they are moved into neighbouring areas where there is no provision and there are no regional agreements in place to resolve this issue.

## 6. Survey of Travelling Communities

### Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The household interview questions can be found in **Appendix F** – although the interviews were conducted using Computer Aided Personal Interviewing (CAPI) tablets.
- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between April 2017 and October 2017. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed. All of the site lists have been agreed with each local authority and the Cheshire Gypsy and Traveller Liaison Officer.

### Cheshire East Council

Figure 15 - Sites and yards visited in Cheshire East

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
<b>Public Sites</b>			
Astbury Marsh Caravan Park	18	8	3 x refusals, 7 x no contact possible
<b>Public Transit Sites</b>			
Cledford Lane	9	0	9 x unimplemented pitches
<b>Private Sites</b>			
3 East Tetton Cottages	1	1	-
Betchton Gardens	4	0	4 x refusals
Cledford Lane	3	0	3 x no contact possible
Cledford Lane (James Villas)	3	0	3 x vacant
Flat Lane	2	2	-
Horseshoe Farm	3	1	2 x no contact possible
Land east of Groby Road	4	1	3 x unimplemented pitches
Nantwich Road	16	0	16 x refusals
Newcastle Road	25	1	Refusal of owner to interview other pitches
Railway Bridge Cottages	4	2	2 x no contact possible
Stapeley	3	1	2 x unimplemented pitches
The Oakes	4	0	4 x vacant
Three Oakes Caravan Park	24	3	2 x refusals, 6 x vacant, 13 x no contact possible
<b>Temporary Sites</b>			

Meadow View	4	4	-
New Start Park	8	8	-
Thimswarra Farm	1	1	-
<b>Tolerated Sites</b>			
None	-	-	-
<b>Unauthorised Sites</b>			
John's Place	3	3	-
Spinks Lane	2	0	2 x refusals
<b>TSP Private</b>			
The Whites Showman's Site	1	3	-
<b>TSP Unauthorised</b>			
Booth Lane	1	1	-
<b>TOTAL</b>	<b>134</b>	<b>40</b>	

## Cheshire West and Chester Council

Figure 16 - Sites and yards visited in Cheshire West and Chester

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
<b>Public Sites</b>			
Kalewood Road	12	11	1 x refusal
Slaters Way off Barlow Drive	18	14	1 x vacant, 3 x no contact possible
<b>Private Sites</b>			
Country Meadow Field	3	0	3 x no contact possible
Prevan Place	1	1	-
Land at Travellers Rest	16	11	5 x no contact possible
Maryburgh Caravan Park	25	0	Refusal by site owner
Oaklands Caravan Park	8	5	1 x vacant pitch, 2 x unimplemented pitches
The Old Pumping Station	13	4	8 x refusals, 1 x no contact possible
The Stables	5	5	-
<b>Temporary Sites</b>			
Green Acres	8	8	-
Land Adjacent to Hillcrest	3	1	2 x no contact possible
Prevan Place	2	4	-
Whitegate Stables	7	0	7 x no contact possible
<b>Tolerated Sites</b>			
None	-	-	-
<b>Unauthorised Sites</b>			
Gethsemane Caravan Park <sup>18</sup>	3	1	2 x no contact possible
Green Meadows Chalet Park	4	0	4 x no contact possible
Little Meadow Park	4	4	-
The Paddocks	4	2	2 x no contact possible
<b>TSP Yards</b>			

<sup>18</sup> This site was allowed at appeal in May 2018.

Bradford Road	13	6	7 x no contact possible
<b>TOTAL</b>	<b>147</b>	<b>77</b>	

## Halton Borough Council

Figure 17 - Sites and yards visited in Halton Borough

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
<b>Public Sites</b>			
Canalside	12	8	4 x vacant pitches
Riverview	23	17	1 x vacant pitch, 1 x refusal, 4 x no contact possible
Warrington Road Transit Site	2	0	2 x no contact possible
<b>Private Transit Sites</b>			
Warrington Road Transit Site	12	1	11 x unoccupied pitches
<b>Private Sites</b>			
Ivy House	6	0	6 x no contact possible
<b>Temporary Sites</b>			
None	-	-	-
<b>Tolerated Sites</b>			
Bigfield Lodge	8	2	6 x no contact possible
Windmill Street	6	1	5 x no contact possible
<b>Unauthorised Sites</b>			
None	-	-	-
<b>TSP Private</b>			
None	-	-	-
<b>TSP Unauthorised</b>			
None	-	-	-
<b>TOTAL</b>	<b>69</b>	<b>29</b>	

## Warrington Borough Council

Figure 18 - Sites and yards visited in Warrington Borough

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
<b>Public Sites</b>			
None	-	-	-
<b>Private Sites</b>			
Land Adjacent to 57 Gorsey Lane	2	0	2 x no contact possible
Pennington Lane (to the west of Toll Bar Cottage)	4	3	1 x unimplemented pitch
Smithfield Caravan Park	2	1	1 x no contact possible
Two Acre Caravan Park	20	11	9 x no contact possible
Woodend Farm	1	1	-
<b>Temporary Sites</b>			

None	-	-	-
<b>Tolerated Sites</b>			
None			
<b>Unauthorised Sites</b>			
None	-	-	-
<b>Undetermined Sites</b>			
Grappenhall Lodge	6	7	1 x pitch doubled-up
<b>TSP Private</b>			
Liverpool Road	2	2	-
Land to the North of Hall Lane	2	1	1 x no contact possible
<b>TSP Unauthorised</b>			
Foundry Street	5	4	1 x refusal
<b>TOTAL</b>	<b>44</b>	<b>30</b>	

### Bricks and mortar interviews

- 6.3 ORS applied a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the Councils and housing providers, and adverts on social media (including the Friends Families and Travellers Facebook group), as well as writing to households on waiting lists for public sites. A drop-in session was also held in Ellesmere Port. As a result of these efforts a total of 6 interviews were completed and details can be found in Chapter 7.

## 7. Current and Future Pitch Provision

### Introduction

- 7.1 This section focuses on the additional pitch provision which is needed by the local authorities in the study area currently and to 2032, with a break to 2030 to meet Local Plan periods in Cheshire East and Cheshire West and Chester<sup>19</sup>. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit provision.

### New Household Formation

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix G**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. One of the most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

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<sup>19</sup> Note that the new Warrington and Halton Local Plans have a period extending to 2037 so additional work may be required to project the levels of need forward.

*In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.*

- 7.8 Another more recent was in relation to an appeal in Guildford that was issued in March 2018 (Ref: APP/W/16/3165526) where the agent acting on behalf of the appellant again claimed that a rate closer to 3.00% should be used. The Inspector concluded:

*There is significant debate about household formation rates and the need to meet future growth in the district. The obvious point to make is that this issue is likely to be debated at the local-plan examination. In my opinion, projecting growth rates is not an exact science and the debate demonstrates some divergence of opinion between the experts. Different methodologies could be applied producing a wide range of data. However, on the available evidence it seems to me that the figures used in the GTAA are probably appropriate given that they are derived by using local demographic evidence. In my opinion, the use of a national growth rate and its adaptation to suit local or regional variation, or the use of local base data to refine the figure, is a reasonable approach.*

- 7.9 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

<http://the-sra.org.uk/journal-social-research-practice/>

- 7.10 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys, and the site baseline includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot<sup>20</sup>), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 7.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence has been used to adjust the national growth

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<sup>20</sup> Care has been taken to avoid any double counting of households and individuals.

rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status). As a guide the ORS national rate of 1.50% is based on 36% of the population being aged under 18.

7.12 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

7.13 The table below sets out the approach used towards new household formation in each local authority. In addition, the ORS national rates of 1.50% have been used for unknown Gypsies and Travellers and 1.00% for Travelling Showpeople.

**Figure 19 – New household formation rates used**

	Gypsies & Travellers		Travelling Showpeople	
	Travelling	Non-Travelling	Travelling	Non-Travelling
<b>Cheshire East</b>	2.10% (50% aged under 18)	Demographics (only 6 children aged under 18)	Demographics (only 2 children aged under 18)	None present
<b>Cheshire West and Chester</b>	2.25% (54% aged under 18)	2.20% (53% aged under 18)	Demographics (no children aged under 18)	Demographics (only 1 child aged under 18)
<b>Halton</b>	Demographics (only 5 children aged under 18)	1.85% (44% aged under 18)	None present	None present
<b>Warrington</b>	1.60% (39% aged under 18)	1.30% (31% aged under 18)	Demographics (only 10 children aged under 18)	Demographics (No children aged under 18)

### Applying the Planning Definition

7.14 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they were able to provide information during the household interview that they travel for work purposes and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from unknown households. Whilst they do not need to be formally considered in the GTAA need from households that do not meet the planning definition has been assessed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

## Migration

- <sup>7.15</sup> The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- <sup>7.16</sup> Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. ORS identified a number of instances where households were seeking to move in the next 5 years. Some of these were seeking to develop new sites or yards in the local area and some were planning to move away from the study area. However, it was not felt that this would result in any additional supply as most were seeking to move from overcrowded sites or yards. ORS also found no further evidence from other local studies that have been completed recently of any households wishing to move to the study area apart from a group of Travelling Showpeople (this is addressed later in this chapter). Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of the study area wish to develop a new site the proposal will need to be considered by criteria-based Local Plan Policies.

## Cheshire East Council

- 7.17 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Cheshire East.

Figure 20 – Planning status of households in Cheshire East 2017-32

Status	Meet Planning definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	0	10	8
Private Sites	8	54	4
Temporary Sites	10	3	0
Unauthorised Sites	3	2	0
<b>Sub-Total</b>	<b>21</b>	<b>69</b>	<b>12</b>
<b>Travelling Showpeople</b>			
Private Yards	3	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	1	-	-
<b>Sub-Total</b>	<b>4</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>25</b>	<b>69</b>	<b>12</b>

- 7.18 Figure 20 shows that for Gypsies and Travellers 2 households and for Travelling Showpeople 4 households meet the planning definition of a Traveller in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 12 Gypsy and Traveller households do not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.19 The number of households where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed, sites where interviewers were refused access by site owners, and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

- 7.20 Despite efforts that were made it was not possible to interview any households living in bricks and mortar in Cheshire East.

## Waiting Lists

- 7.21 There is 1 public site in Cheshire East. Information provided by the Council suggested that there are up to 15 households on the waiting list for the site and that all are currently residing on the site.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.22 The households in Cheshire East that met the planning definition were found on 6 private sites, 3 temporary sites and 1 unauthorised site. Analysis of the household interviews indicated that there is a need for **33 additional pitches** for households that meet the planning definition and this is made up of 3 concealed or doubled-up households or adults, 3 households who are living on an unauthorised pitch/development, 10 households who are living on pitches with temporary planning permission, 4 teenage children who will be in need of a pitch of their own in the next 5 years, 10 from new household formation using a formation rate of 2.10% derived from the household demographics and 3 households who are looking to move into the area (in-migration).
- 7.23 Therefore, the overall level of additional need for households who meet the planning definition of a Gypsy or Traveller is for **33 additional pitches** over the GTAA period. Consideration will also need to be given to the proportion of need from unknown households that may meet the planning definition.

Figure 21 – Additional need for Gypsy and Traveller households in Cheshire East that meet the Planning Definition 2017-2032

Gypsies and Travellers - Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	3
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>6</b>
<b>Future Need</b>	
5 year need from teenage children	4
Households on sites with temporary planning permission	10
In-migration	3
New household formation	10
<i>(Household base 28 and formation rate 2.10%)</i>	
<b>Total Future Needs</b>	<b>27</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>33</b>

**Figure 22 – Additional need for Gypsy and Traveller households in Cheshire East that meet the Planning Definition by Local Plan and GTAA periods**

Years	0-13	14-15	Total
	2017-30	2030-32	
	32	1	<b>33</b>

### Pitch Needs – Unknown Gypsies and Travellers

- 7.24 Whilst it was not possible to determine the travelling status of a total of 69 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the planning definition.
- 7.25 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed. However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 7.26 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 7.27 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 2 from unauthorised pitches, 3 from households who are living on pitches with temporary permission and 17 from new household formation from a maximum of 69 households using a formation rate of 1.50%. Therefore, additional need could increase by up to a further 22 pitches, plus any concealed adult households or 5-year need arising from teenagers living in these households (if all of the unknown pitches are deemed to meet the planning definition).
- 7.28 If the ORS national average<sup>21</sup> of 10% were applied this could result in a need for 2 additional pitches. Whilst the proportion of households in Cheshire East that meet the planning definition is higher (67%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need of up to 15 additional pitches from unknown households.
- 7.29 Tables setting out the components of need for unknown households can be found in **Appendix B**.

### Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- 7.30 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However, this assessment is included for illustrative purposes and to provide the

<sup>21</sup> Based on the outcomes of over 2,500 interviews completed by ORS in England since 2015.

Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet the requirements set out in the Housing and Planning Act (2016). On this basis, it is evident that whilst the needs of the 12 households who do not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these.

- 7.31 Need for 4 additional pitches from households that do not meet the planning definition is made up of 1 teenager in need of a pitches of a their own in the next 5 years, and 3 from new household formation derived from the household demographics.
- 7.32 A summary of this need can be found in **Appendix C**.

### Plot Needs - Travelling Showpeople

- 7.33 There are 2 Travelling Showpeople yards in Cheshire East. It was possible to complete interviews with all 4 households that live on these yards and all of these households met the planning definition.
- 7.34 The GTAA identifies a need for **6 additional plots** for the households that meet the planning definition, and this is made up of current need for 1 household who is living on an unauthorised plot, 2 concealed or doubled-up households/adults, and future need from 1 teenage child in need of a pitch of their own in the next 5 years and 2 from new household formation derived from the household demographics.

Figure 23 – Additional need for Travelling Showpeople households in Cheshire East that meet the Planning Definition 2017-2032

Travelling Showpeople - Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>3</b>
<b>Future Need</b>	
5 year need from teenage children	1
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Formation from household demographics)</i>	
<b>Total Future Needs</b>	<b>3</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>6</b>

Figure 24 – Additional need for Travelling Showpeople households in Cheshire East that meet the Planning Definition by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	5	1	6

## Hack Green Showpeople

- 7.35 In addition, the Council need to be aware that there is a group of Travelling Showpeople who have purchased land at Hack Green and have sought unsuccessfully to this date to get planning consent to develop a new yard.
- 7.36 The site was previously used as an RAF camp and various proposals for the re-use of the site have been put forward in recent years. A number of appeals for Showmen's accommodation have been dismissed, most recently in 2017. The most recent appeal (APP/R0660/W/15/3131662) was for a total of 9 plots for 10 Travelling Showpeople families comprising 16 households. This appeal was dismissed for several reasons including the adverse effects on the character and appearance of the area; that it would not represent a sustainable form of development; and that the majority of the intended residents already have their own plots in other local authority areas. The Decision Notice also questioned whether the in-migration figures for Cheshire East that were included in the previous GTAA (which included The Hack Green Group) amounted to double-counting of need, and that their need would have been assessed elsewhere.

<sup>7.37</sup> A meeting was held with Travelling Showpeople as part of this GTAA. Despite the dismissal of the most recent planning appeal, it was clear that members of The Hack Green Group were still claiming that they have strong links to the area and that they would still like to develop a new yard in Cheshire East. However, given that all the households live outside of Cheshire East (Leicestershire, Manchester and Wigan for example), and that the majority are living on established yards, it has been assumed that any current or future accommodation needs from these households have been included in the GTAs for areas where they currently live. This suggests that this GTAA should not identify a specific level of need for additional plots in Cheshire East for these Travelling Showpeople as this could amount to the double counting of need. Any proposals to develop a new yard should be dealt with through a criteria-based policy and the development management system.

## Cheshire West and Chester Council

7.38 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Cheshire West and Chester.

Figure 25 – Planning status of households in Cheshire West and Chester

Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	2	4	23
Private Sites	8	46	14
Temporary Sites	5	20	1
Tolerated Sites	-	-	-
Unauthorised Sites	1	8	2
<b>Sub-Total</b>	<b>16</b>	<b>78</b>	<b>40</b>
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards	2	7	4
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
<b>Sub-Total</b>	<b>2</b>	<b>7</b>	<b>4</b>
<b>TOTAL</b>	<b>18</b>	<b>85</b>	<b>44</b>

7.39 Figure 25 shows that for Gypsies and Travellers 16 households and for Travelling Showpeople 2 households meet the planning definition of a Traveller in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 40 Gypsy and Traveller households and 4 Travelling Showpeople households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

7.40 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed, sites where interviewers were refused access by site owners, and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

7.41 Following efforts that were made it was possible to interview 4 households living in bricks and mortar in Cheshire West and Chester. None met the planning definition of a Traveller. One household stated that they are happy to remain living in bricks and mortar. The remaining 3 households stated that they had a need to

move to a public site due to a psychological aversion to living in bricks and mortar. In addition to need from the 3 households there was also additional need for 2 pitches for teenage children who will be in need of a pitch of their own in the next 5 years.

## Waiting Lists

- 7.42 There are 2 public sites in Cheshire West and Chester. Information provided by the Council suggested that there are 3 households on the waiting list for a pitch.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.43 The 16 households who meet the planning definition of Travelling were found on the 2 public sites, 2 private sites, 1 temporary site and 1 unauthorised site. Analysis of the household interviews indicated that there is a need for 5 pitches that are unauthorised, 2 concealed or doubled-up households or adults, 6 teenage children in need of a pitch of their own in the next 5 years, 1 pitch with temporary planning permission, and 10 from new household formation using a rate of 2.25% derived from the household demographics. There is also supply from 1 household on a public site seeking to move to bricks and mortar
- 7.44 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **23 additional pitches** over the GTAA period. Consideration will also need to be given to the proportion of need from unknown households that may meet the planning definition.

**Figure 26 – Additional need for Gypsy and Traveller households in Cheshire West and Chester that meet the Planning Definition 2017-2032**

Gypsies and Travellers - Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	1
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>1</b>
<b>Current Need</b>	
Households on unauthorised developments	5
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>7</b>
<b>Future Need</b>	
5 year need from older teenage children	6
Households on sites with temporary planning permission	1
In-migration	0
New household formation	10
<i>(Household base 25 and formation rate 2.25%)</i>	
<b>Total Future Needs</b>	<b>17</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>23</b>

**Figure 27 – Additional need for Gypsy and Traveller households in Cheshire West and Chester that meet the Planning Definition by Local Plan and GTAA periods**

Years	0-13	14-15	Total
	2017-30	2030-32	
	21	2	<b>23</b>

### Pitch Needs – Unknown Gypsies and Travellers

- 7.45 Whilst it was not possible to determine the travelling status of a total of 78 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the planning definition.
- 7.46 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.47 However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 7.48 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 7.49 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 6 pitches from households who are living on unauthorised developments, 18 from households who are living on sites with temporary planning permission, 7 from concealed or doubled up households/adults, 4 from for teenage children in need of a pitch of their own in the next 5 years<sup>22</sup>; and by up to 23 pitches from new household formation (this uses a base of 90 households<sup>23</sup> and a net growth rate of 1.50%<sup>24</sup>). Therefore, additional need could increase by up to a further 58 pitches, plus any concealed adult households or 5-year need arising from older teenagers living in these households (if all 78 unknown pitches are deemed to meet the planning definition).
- 7.50 If the ORS national average of 10% were to be applied this could be as few as 6 additional pitches. Whilst the proportion of households in Cheshire West and Chester that meet the planning definition is higher (26%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to

<sup>22</sup> It was possible to collect basic demographic information from some households, but this was not sufficient to apply the planning definition.

<sup>23</sup> Including concealed or doubled-up households or adults and teenage children in need of a pitch of their own in the next 5 years.

<sup>24</sup> The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need of up to 23 additional pitches from unknown households.

<sup>7.51</sup> Tables setting out the components of need for unknown households can be found in **Appendix B**.

### Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

<sup>7.52</sup> It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet requirements set out in the Housing and Planning Act (2016). On this basis, it is evident that whilst the needs of the 40 households who do not meet the planning definition will represent only a proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these.

<sup>7.53</sup> Overall, there is need for 59 additional pitches for households that do not meet the planning definition. This is made up of 4 concealed or doubled-up households or adults, 3 households who are living on sites with temporary planning permission, 22 teenage children who will be in need of a pitch of their own in the next 5 years, 5 seeking to move from bricks and mortar due to a psychological aversion to housing (including 2 teenage children in need of their own pitch in the next 5 years), and 25 from new household formation using a formation rate of 2.20% derived from the household demographics. A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

### Plot Needs – Travelling Showpeople

<sup>7.54</sup> There is one Travelling Showperson yard in Cheshire West. It was possible to complete an interview with 6 households, 2 that meet the planning definition and 4 that do not.

<sup>7.55</sup> The GTAA identifies a need for **3 additional plots** for the 2 households that meet the planning definition, and this is made up of 1 concealed or doubled-up household/adult and 2 plots from in-migration.

<sup>7.56</sup> The GTAA identifies a need of up to 1 additional plot for the unknown households and this is made up of new household formation of 1 from a maximum of 7 households. If the national average of 70% were applied this could result in a need for 1 additional plot.

<sup>7.57</sup> Whilst no longer a requirement to include in a GTAA there is a need for 1 additional plot from the 4 households that do not meet the planning definition. This is made up of from new household formation derived from the household demographics.

Figure 28 –Additional need for Travelling Showpeople households in Cheshire West and Chester that meet the Planning Definition 2017-2032

Travelling Showpeople - Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>1</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	2
New household formation	0
<i>(No additional new household formation)</i>	
<b>Total Future Needs</b>	<b>2</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>3</b>

Figure 29 – Additional need for Travelling Showpeople households in Cheshire West and Chester that meet the Planning Definition by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	3	0	<b>3</b>

## Halton Borough Council

7.58 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Halton Borough.

Figure 30 – Planning status of households in Halton Borough

Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	4	7	21
Public Transit Sites	0	0	1
Private Sites	0	6	0
Temporary Sites	-	-	-
Tolerated Sites	0	11	3
Unauthorised Sites	-	-	-
<b>Sub-Total</b>	<b>4</b>	<b>24</b>	<b>25</b>
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards	-	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
<b>Sub-Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>4</b>	<b>24</b>	<b>25</b>

7.59 Figure 30 shows that for Gypsies and Travellers 4 households meet the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 25 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition. There were no Travelling Showpeople in Halton.

7.60 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed, sites where interviewers were refused access by site owners, and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

- <sup>7.61</sup> Following efforts that were made it was possible to interview 1 households living in bricks and mortar in Halton Borough. They did not meet the planning definition but stated that they need to move to a pitch on a public site in Halton to help care for other family members who currently live on the site.

## Waiting Lists

- <sup>7.62</sup> There are 2 public sites in Halton and 2 public pitches at the transit site (as well as 12 transit pitches). Information provided by the Council set out that there is no waiting list for pitches and that vacant pitches are advertised and allocated when they become available.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- <sup>7.63</sup> The 4 households who meet the planning definition of Travelling were found on the 2 public sites (not the public transit site). Analysis of the household interviews indicated that there is no current need for additional pitches, and future need for 3 additional pitches for teenage children in need of a pitch of their own in the next 5 years, and 1 additional pitch as a result of new household formation derived from the household demographics.
- <sup>7.64</sup> Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **4 additional pitches** over the GTAA period. Consideration will also need to be given to the proportion of need from unknown households that may meet the planning definition.

Figure 31 – Additional need for Gypsy and Traveller households in Halton Borough that meet the Planning Definition 2017-2032

Gypsies and Travellers - Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from older teenage children	3
Households on sites with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Formation from household demographics)</i>	
<b>Total Future Needs</b>	<b>4</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>4</b>

Figure 32 – Additional need for Gypsy and Traveller households in Halton Borough that meet the Planning Definition

Years	0-15	Total
	2017-32	
	4	4

## Pitch Needs – Unknown Gypsies and Travellers

- <sup>7.65</sup> Whilst it was not possible to determine the travelling status of a total of 24 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the planning definition.
- <sup>7.66</sup> ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- <sup>7.67</sup> However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.

- 7.68 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 7.69 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 6 pitches from new household formation (this uses a base of the 24 households and a net growth rate of 1.50%<sup>25</sup>). Therefore, additional need could increase by up to a further 6 pitches, plus any concealed adult households or 5-year need arising from older teenagers living in these households (if all 24 unknown pitches are deemed to meet the planning definition).
- 7.70 If the ORS national average of 10% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in Halton that meet the planning definition is higher (14%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could still result in a need for up to 1 additional pitch from unknown households.
- 7.71 Tables setting out the components of need for unknown households can be found in **Appendix B**.

### Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- 7.72 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet the requirements set out in the Housing and Planning Act (2016). On this basis, it is evident that whilst the needs of the 24 households who do not meet the planning definition will represent only a proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs.
- 7.73 Overall, there is need for 12 additional pitches for households that do not meet the planning definition. This is made up of 2 teenage children who will be in need of a pitch of their own in the next 5 years, 1 movement from bricks and mortar, and 9 from new household formation using a formation rate of 1.85% derived from the household demographics.
- 7.74 A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

### Plot Needs - Travelling Showpeople Needs

- 7.75 There were no Travelling Showpeople yards identified in Halton and no households in bricks and mortar were identified. Therefore, there is no current or future need for additional pitches.

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<sup>25</sup> The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

## Warrington Borough Council

<sup>7.76</sup> Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Warrington Borough.

**Figure 33 – Planning status of households in Warrington Borough**

Status	Meets Planning Definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	-	-	-
Private Sites	6	12	10
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	4	2	1
<b>Sub-Total</b>	<b>10</b>	<b>14</b>	<b>11</b>
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards	2	1	1
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	4	1	0
<b>Sub-Total</b>	<b>6</b>	<b>2</b>	<b>1</b>
<b>TOTAL</b>	<b>16</b>	<b>16</b>	<b>12</b>

<sup>7.77</sup> Figure 33 shows that for Gypsies and Travellers 10 households and for Travelling Showpeople 6 households meet the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 11 Gypsy and Traveller households and 1 Travelling Showperson household did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

<sup>7.78</sup> The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

<sup>7.79</sup> Despite efforts that were made it was not possible to interview any households living in bricks and mortar in Warrington borough.

## Waiting Lists

7.80 There are no public sites in Warrington so therefore there is no waiting list.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.81 The 10 households who meet the planning definition of Travelling were found on 4 public sites and 1 unauthorised site. Analysis of the household interviews indicated that there is a need for 5 additional pitches for concealed or doubled-up households or adults, 4 additional pitches for households who are living on an unauthorised pitch/development, 1 additional pitch for a teenage child in need of a pitch of their own in the next 5 years and 4 additional pitches from new household formation using a rate of 1.60% derived from the household demographics.

7.82 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **14 additional pitches** over the GTAA period. Consideration will also need to be given to the proportion of need from unknown households that may meet the planning definition.

**Figure 34 – Additional need for Gypsy and Traveller households in Warrington Borough that meet the Planning Definition 2017-2032**

Gypsies and Travellers - Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	4
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>9</b>
<b>Future Need</b>	
5 year need from older teenage children	1
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Household base 16 and formation rate 1.60%)</i>	
<b>Total Future Needs</b>	<b>5</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>14</b>

Figure 35 – Additional need for Gypsy and Traveller households in Warrington Borough that meet the Planning Definition

Years	0-15	Total
	2017-32	
	14	<b>14</b>

### Pitch Needs – Unknown Gypsies and Travellers

- 7.83 Whilst it was not possible to determine the travelling status of a total of 14 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the planning definition.
- 7.84 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.85 However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 7.86 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 7.87 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 2 pitches that are unauthorised, 3 concealed or doubled-up households or adults<sup>26</sup>, and 4 pitches from new household formation (this uses a base of 17 households<sup>27</sup> and a net growth rate of 1.50%<sup>28</sup>). Therefore, additional need could increase by up to a further 9 pitches, plus any concealed adult households or 5-year need arising from older teenagers living in these households (if all unknown pitches are deemed to meet the planning definition).
- 7.88 If the ORS national average of 10% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in Warrington that meet the planning definition is higher (48%) than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need for up to 4 additional pitches from unknown households.
- 7.89 Tables setting out the components of need for unknown households can be found in **Appendix B**.

<sup>26</sup> Whilst it was possible to collect demographic information from these pitches from other site residents, there was insufficient information to apply the planning definition.

<sup>27</sup> Including the concealed households.

<sup>28</sup> The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

## Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- <sup>7.90</sup> It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet the requirements set out in the Housing and Planning Act (2016). On this basis, it is evident that whilst the needs of the 11 households who do not meet the planning definition will represent only a proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these.
- <sup>7.91</sup> The GTAA identifies a need for 4 additional pitches for households that do not meet the planning definition. This is made up of 1 household who is living on an unauthorised pitch/development and 3 from new household formation using a formation rate of 1.30% derived from the household demographics.
- <sup>7.92</sup> A summary of this need can be found in **Appendix C**.

## Plot Needs – Travelling Showpeople

- <sup>7.93</sup> There are 3 Travelling Showpeople yards in Warrington. There were 6 Travelling Showpeople households identified in Warrington that meet the planning definition, 2 unknown households that may meet the planning definition and 1 household that does not meet the planning definition.
- <sup>7.94</sup> The GTAA identifies a need for **13 additional plots** for the households that meet the planning definition, and this is made up of 4 households who are living on unauthorised plots, 1 concealed or doubled-up household/adult, 2 teenage children who will need a plot of their own in the next 5 years, and 6 from new household formation derived from the household demographics.
- <sup>7.95</sup> The GTAA identifies a need of up to 3 additional plots for the unknown households and this is made up of 1 plot for a household who is living on an unauthorised plot and new household formation of 2 using a formation rate of 1.00%.
- <sup>7.96</sup> Whilst no longer a requirement to include in a GTAA there is no need for additional plots for the household that does not meet the planning definition.

Figure 36 – Additional need for Travelling Showpeople households in Warrington that meet the Planning Definition 2017-2032

<b>Travelling Showpeople - Meeting Planning Definition</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	4
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>5</b>
<b>Future Need</b>	
5 year need from older teenage children	2
Households on yards with temporary planning permission	0
In-migration	0
New household formation	6
<i>(Formation from household demographics)</i>	
<b>Total Future Needs</b>	<b>8</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>13</b>

Figure 37 – Additional need for Travelling Showpeople households in Warrington that meet the Planning Definition

Years	0-15	Total
	2017-32	
	13	<b>13</b>

## Transit Requirements – All Local Authorities (amended August 2018)

- 7.97 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Traveller Caravan Count, the outcomes of the stakeholder interviews and potential wider issues related to PPTS (2015).

### MHCLG Traveller Caravan Count

- 7.98 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans or any demographic information about residents. This makes it very difficult to interpret in relation to assessing current and future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of current or future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.99 Data from the Traveller Caravan Count shows that there have been none or very low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded by local authorities in the study area in recent years. However, as set out above this is just a snapshot and does not give a full picture of unauthorised encampments and potential need for transit provision across the study area.

### Local Data and Stakeholder Interviews

- 7.100 There is currently 1 operational public transit site located in Halton with 12 pitches. This was only occupied by 1 household during the fieldwork period. There is also an unimplemented planning consent for a public transit site in Cheshire East with 9 pitches and a warden’s pitch. However, due to each Council in the former County of Cheshire being a unitary authority, the site in Halton cannot be used to move on households on encampments in Cheshire East, Cheshire West and Chester or Warrington. ORS also note that Local Authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore, while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site.
- 7.101 To address issues associated with increasing numbers of encampments the previous GTAA recommended that a new public transit site of between 5-10 pitches be provided in Cheshire East, Cheshire West and Chester and Warrington. Whilst work has been undertaken to seek to identify locations for these sites, no further transit pitches have been delivered.
- 7.102 Information from the stakeholder interviews confirmed that there are higher levels of unauthorised encampments in most local authorities in the study area than the Traveller Caravan would suggest. The current trends in relation to short-term encampments are:
- » Instances of encampments in Cheshire East are said to be regular and since January 2017 there have been 30 instances of roadside encampments. Those staying roadside do so for

short periods of time e.g. less than 1 week, and that the majority are passing through the area or attending a family event.

- » Instances of encampments in Cheshire West and Chester are said to have increased over recent years, although the numbers can vary from year to year. There were 221 encampments in 2016, and by July 2017 there had already been 117. Stakeholders could not explain why there has been an increase. There were said to be some caused by people who wanted to go to the Winsford site, and one family accounted for eleven of the encampments in 2017. A three-month pilot is being undertaken to map encampments around Cheshire.
- » It is felt that the transit need for Halton has been met through the provision of a transit site, which has led to a significant reduction in roadside encampments compared to other areas. When they do occur, they can be dealt with quickly and are moved to the site. People either know that it is there, otherwise the Liaison Officer will visit the encampment and give them a leaflet, if they don't want to use the site they may use the Section 62a police powers, however usually they will attempt to negotiate with them.
- » The instances of encampments in Warrington are said to have increased over recent years, and in 2016 there were 77 encampments. The number of encampments can have a greater impact because Warrington is a smaller area. Warrington is thought to be a popular destination for Travellers as it is close to the motorway network with lots of work opportunities and plenty of places to park.
- » Overall stakeholders from all 4 local authorities supported the provision of additional transit pitches to allow Councils and the police to respond adequately to the welfare needs of the travelling community and to manage encampments appropriately.

## Potential Implications of PPTS (2015)

<sup>7.103</sup> It has been suggested by a number of organisations representing members of the Travelling Community that there will need to be an increase in transit provision across the country as a result of PPTS (2015) leading to more households travelling. This may well be the case, but it will take some time for any changes in travelling behaviour to materialise. The use of historic evidence to make an assessment of current and future transit need is also not recommended. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen.

## Transit Recommendations

<sup>7.104</sup> Due to sustained, and in places increased numbers of encampments, **it is recommended that a new transit site of between 5-10 pitches (10-20 caravan spaces) still needs to be developed in each of the local authority areas of Cheshire West and Chester and Warrington.** It is accepted by officers that new sites are needed in the area and that the public transit site in Halton has reduced numbers of unauthorised encampments. Cheshire East is reliant on the implementation of the consented public transit site at Cledford Lane, Middlewich to meet the identified need for between 5-10 transit pitches.

<sup>7.105</sup> It is also recommended that the situation relating to levels of unauthorised encampments throughout the study area should be monitored whilst any potential changes associated with PPTS (2015) develop (for example more households seeking to travel in order to demonstrate that they meet the planning definition).

- <sup>7.106</sup> As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or local equivalent).
- <sup>7.107</sup> A review of unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a robust new evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any further transit sites or emergency stopping places, or whether a managed approach is preferable.
- <sup>7.108</sup> In the short-term, as well as the site at Halton, the implementation of the site in Cheshire East and work to identify land for transit sites in Cheshire West and Chester and Warrington, the Councils should consider the use of management-based arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- <sup>7.109</sup> The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides.
- <sup>7.110</sup> Temporary stopping places can also be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers (Appleby Horse Fair for example). A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewage disposal point and refuse disposal facilities.

## 8. Conclusions

- 8.1 This study provides a robust evidence base to enable the Councils to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016. It also provides the evidence base which can be used to support Local Plan Policies.

### Cheshire East

#### Gypsies and Travellers

- 8.2 In summary there is a need for **33 additional pitches** in Cheshire East over the GTAA period to 2032 for Gypsy and Traveller households that meet the planning definition; a need for up to 22 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 4 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 8.3 For the Local Plan period to 2030 there is a need for 32 additional pitches for households that meet the planning definition; a need for up to 20 additional pitches for households that may meet the planning definition; and a need for 3 additional pitches for households that do not meet the planning definition.
- 8.4 It is recommended that need for households that meet the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from unknown or new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan Policy. The need for households who do not meet the planning definition should be as part of future housing mix and type within the context of the assessment of overall housing need through their Local Housing Need Assessments (LHNA).

#### Travelling Showpeople

- 8.5 In summary there is a need for **6 additional plots** in Cheshire East over the GTAA period to 2032 for Travelling Showpeople households that meet the planning definition; a need for no additional plots for Travelling Showpeople households that may meet the planning definition; and a need for no additional plots for Travelling Showpeople households who do not meet the planning definition.
- 8.6 For the Local Plan period to 2030 there is a need for 5 additional plots for households that meet the planning definition; a need for no additional plots for households that may meet the planning definition; and a need for no additional plots for households that do not meet the planning definition.

### Cheshire West and Chester

#### Gypsies and Travellers

- 8.7 In summary there is a need for **23 additional pitches** in Cheshire West and Chester over the GTAA period to 2032 for Gypsy and Traveller households that meet the planning definition; a need for up to 58 additional

pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 59 additional pitches for Gypsy and Traveller households who do not meet the planning definition.

- 8.8 For the Local Plan period to 2030 there is a need for 21 additional pitches for households that meet the planning definition; a need for up to 54 additional pitches for households that may meet the planning definition; and a need for 56 additional pitches for households that do not meet the planning definition.
- 8.9 It is recommended that need for households that meet the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from unknown or new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan Policy. The need for households who do not meet the planning definition should be considered as part of future housing mix and type within the context of the assessment of overall housing need through their Local Housing Need Assessments (LHNA).

## Travelling Showpeople

- 8.10 In summary there is a need for **3 additional plots** in Cheshire West and Chester over the GTAA period to 2032 for Travelling Showpeople households that meet the planning definition; a need for up to 1 additional plot for Travelling Showpeople households that may meet the planning definition; and a need for 1 additional plot for Travelling Showpeople households who do not meet the planning definition.
- 8.11 For the Local Plan period to 2030 there is a need for 3 additional plots for households that meet the planning definition; a need for up to 1 additional plot for households that may meet the planning definition; and a need for no additional plots for households that do not meet the planning definition.

## Halton

### Gypsies and Travellers

- 8.12 In summary there is a need for **4 additional pitches** in Halton over the GTAA period to 2032 for Gypsy and Traveller households that meet the planning definition; a need for up to 6 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 12 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 8.13 It is recommended that need for households that meet the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from unknown or new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan Policy. The need for households who do not meet the planning definition should be considered as part of future housing mix and type within the context of the assessment of overall housing need through their Local Housing Need Assessments (LHNA).

### Travelling Showpeople

- 8.14 In summary there is a need for **no additional plots** in Halton over the GTAA period to 2032 for Travelling Showpeople households as none were identified as living in the area.

## Warrington

### Gypsies and Travellers

- 8.15 In summary there is a need for **14 additional pitches** in Warrington over the GTAA period to 2032 for Gypsy and Traveller households that meet the planning definition; a need for up to 9 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 4 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 8.16 It is recommended that need for households that meet the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from unknown or new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan Policy. The need for households who do not meet the planning definition should be considered as part of future housing mix and type within the context of the assessment of overall housing need through their Local Housing Need Assessments (LHNA).

### Travelling Showpeople

- 8.17 In summary there is a need for **13 additional plots** in Warrington over the GTAA period to 2032 for Travelling Showpeople households that meet the planning definition; a need for up to 3 additional plots for Travelling Showpeople households that may meet the planning definition; and a need for no additional plots for Travelling Showpeople households who do not meet the planning definition.

### Summary of Need to be Addressed

- 8.18 Taking into consideration all of the elements of need that have been assessed and identified, together with the assumptions on the proportion of unknown households that are likely to meet the planning definition, the tables below set out the likely number of pitches/plots that will need to be addressed either as a result of the GTAA, or through the Local Housing Need Assessment process and through separate Local Plan Policies.

### Gypsies and Travellers

- 8.19 Total need from Gypsy and Traveller households is made up by adding together need from households that meet the planning definition, need from unknown households, and need from households that do not meet the planning definition. The tables below break need down by the GTAA and LHNA by taking 10% (the ORS national average for Gypsies and Travellers) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 90% of need from unknown households to the need from households that do not meet the planning definition.

Figure 38 – Additional need for Gypsy and Traveller households broken down by potential delivery method 2017-2032

Cheshire East	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	35 (33+2)	0	<b>35</b>
Do not meet Planning Definition (+ 90% Unknown)	0	24 (4+20)	<b>24</b>
<b>TOTAL</b>	<b>35</b>	<b>24</b>	<b>59</b>

Note that the 2014 GTAA identified an overall need for 69 additional pitches in Cheshire East.

Figure 39 – Additional need for Gypsy and Traveller households broken down by potential delivery method 2017-2032

Cheshire West and Chester	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	29 (23+6)	0	<b>29</b>
Do not meet Planning Definition (+ 90% Unknown)	0	111 (59+52)	<b>111</b>
<b>TOTAL</b>	<b>29</b>	<b>111</b>	<b>140</b>

Note that the 2014 GTAA identified an overall need for 46 additional pitches in Cheshire West and Chester.

Figure 40 – Additional need for Gypsy and Traveller households broken down by potential delivery method 2017-2032

Halton	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	5 (4+1)	0	<b>5</b>
Do not meet Planning Definition (+ 90% Unknown)	0	17 (12+5)	<b>17</b>
<b>TOTAL</b>	<b>5</b>	<b>17</b>	<b>22</b>

Note that the 2014 GTAA identified an overall need for 25 additional pitches in Halton.

Figure 41 – Additional need for Gypsy and Traveller households broken down by potential delivery method 2017-2032

Warrington	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	15 (14+1)	0	<b>15</b>
Do not meet Planning Definition (+ 90% Unknown)	0	12 (4+8)	<b>12</b>
<b>TOTAL</b>	<b>15</b>	<b>12</b>	<b>27</b>

Note that the 2014 GTAA identified an overall need for 69 additional pitches in Cheshire East.

## Travelling Showpeople

- <sup>8.20</sup> Total need from Travelling Showpeople households is made up by adding together need from households that meet the planning definition, need from unknown households, and need from households that do not meet the planning definition. The tables below break need down by the GTAA and LHNA by taking 70% (the ORS national average for Travelling Showpeople) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 30% of need from unknown households to the need from households that do not meet the planning definition.

Figure 42 – Additional need for Travelling Showpeople households broken down by potential delivery method 2017-2032

Cheshire East	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 70% Unknown)	6 (6+0)	0	6
Do not meet Planning Definition (+ 30% Unknown)	0	0 (0+0)	0
<b>TOTAL</b>	<b>6</b>	<b>0</b>	<b>6</b>

Note that the 2014 GTAA identified an overall need for 13 additional plots in Cheshire East.

Figure 43 – Additional need for Travelling Showpeople households broken down by potential delivery method 2017-2032

Cheshire West and Chester	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 70% Unknown)	4 (3+1)	0	4
Do not meet Planning Definition (+ 30% Unknown)	0	1 (1+0)	1
<b>TOTAL</b>	<b>4</b>	<b>1</b>	<b>5</b>

Note that the 2014 GTAA identified an overall need for 13 additional plots in Cheshire West and Chester.

Figure 44 – Additional need for Travelling Showpeople households broken down by potential delivery method 2017-2032

Halton	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 70% Unknown)	0	0	0
Do not meet Planning Definition (+ 30% Unknown)	0	0	0
<b>TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>

There are no Travelling Showpeople yards in Halton.

Figure 45 – Additional need for Travelling Showpeople households broken down by potential delivery method 2017-2032

Warrington	GTAA	LHNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	15 (13+2)	0	15
Not meeting Planning Definition (+ 90% Unknown)	0	1 (0+1)	1
<b>TOTAL</b>	<b>15</b>	<b>1</b>	<b>16</b>

Note that the 2014 GTAA identified an overall need for 18 additional plots in Warrington.

## Transit Provision – All Local Authorities

- 8.21 Due to sustained, and in places increased numbers of encampments, **it is recommended that a new transit site of between 5-10 pitches (10-20 caravan spaces) still needs to be developed in each of the local authority areas of Cheshire West and Chester and Warrington.** It is accepted by officers that new sites are needed in the area and that the public transit site in Halton has reduced numbers of unauthorised encampments. Cheshire East is reliant on the implementation of the consented public transit site at Cledford Lane, Middlewich to meet the identified need for between 5-10 transit pitches.
- 8.22 It is also recommended that the situation relating to levels of unauthorised encampments throughout the study area should be monitored whilst any potential changes associated with PPTS (2015) develop (for example more households seeking to travel in order to demonstrate that they meet the planning definition).

- 8.23 In the short-term, as well as the site at Halton, the implementation of the site in Cheshire East and work to identify land for transit sites in Cheshire West and Chester and Warrington, the Councils should consider the use of management-based arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.

## Implications of Changes to Government Guidance

- 8.24 A Judicial Review of the new planning definition started in September 2017 but had not yet been determined at the time of this report. The review is seeking to reinstate the former planning definition of a Traveller, so it will include households that have ceased to travel permanently.
- 8.25 Should this review be successful a proportion of those households that do not meet the current planning definition may meet the definition if they can demonstrate that they have ceased to travel permanently but have travelled for work in the past. However, given that the previous Housing Definition of a Traveller was repealed by the Housing and Planning Act (2016) it is unlikely that all of the households that do not meet the current Planning Definition will meet the previous Planning Definition.

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## Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>CAPI</b>	Computer Assisted Personal Interviewing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>DCLG</b>	Department for Communities and Local Government (now MHCLG).
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
<b>GTAA</b>	Gypsy and Traveller Accommodation Assessment.
<b>HEDNA</b>	Housing and Economic Development Needs Assessment.
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement into or come to live in a region or community.
<b>LHNA</b>	Local Housing Need Assessments
<b>Local Plans</b>	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
<b>MHCLG</b>	Ministry of Housing, Communities and Local Government (formerly DCLG).
<b>NPPF</b>	National Planning Policy Framework.
<b>ORS</b>	Opinion Research Services.
<b>Out-migration</b>	Movement from one region or community in order to settle in another.

<b>Personal planning permission</b>	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
<b>Pitch/plot</b>	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
<b>PPG</b>	Planning Practice Guidance.
<b>PPTS</b>	Planning Policy for Traveller Sites.
<b>Private site</b>	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
<b>SHMA</b>	Strategic Housing Market Assessment.
<b>Site</b>	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
<b>Social/Public/Council Site</b>	An authorised site owned by either the local authority or a Registered Housing Provider.
<b>Temporary planning permission</b>	A private site with planning permission for a fixed period of time.
<b>Tolerated site/yard</b>	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.
<b>Transit provision</b>	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
<b>Unauthorised Development</b>	Caravans on land owned by Gypsies and Travellers and without planning permission.
<b>Unauthorised Encampment</b>	Caravans on land not owned by Gypsies and Travellers and without planning permission.
<b>Waiting list</b>	Record held by the local authority or site managers of applications to live on a site.
<b>Yard</b>	A name often used by Travelling Showpeople to refer to a site.

# Appendix B: Need from Unknown Households

## Cheshire East Council

Figure 46 – Additional need for unknown households in Cheshire East - 2017-2032

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>2</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on sites with temporary planning permission	3
In-migration	0
New household formation	17
<i>(Household base 69 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>20</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>22</b>

Figure 47 – Additional need for unknown households in Cheshire East by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	20	2	<b>22</b>

Figure 48 – Additional need for unknown Travelling Showpeople in Cheshire East - 2017-2032

<b>Travelling Showpeople - Unknown</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No unknown Travelling Showpeople)</i>	
<b>Total Future Needs</b>	<b>0</b>

Figure 49 – Additional need for unknown Travelling Showpeople in Cheshire East by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	0	0	<b>0</b>

## Cheshire West and Cheshire Council

Figure 50 – Additional need for unknown households in Cheshire West and Chester - 2017-2032

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	6
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	7
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>13</b>
<b>Future Need</b>	
5 year need from teenage children	4
Households on sites with temporary planning permission	18
In-migration	0
New household formation	23
<i>(Household base 90 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>45</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>58</b>

Figure 51 – Additional need for unknown households in Cheshire West and Chester by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	54	4	<b>58</b>

Figure 52 – Additional need for unknown Travelling Showpeople in Cheshire West and Chester - 2017-2032

<b>Travelling Showpeople - Unknown</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Household base 3 and formation rate 1.00%)</i>	
<b>Total Future Needs</b>	<b>1</b>

Figure 53 – Additional need for unknown Travelling Showpeople in Cheshire West and Chester by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	1	0	1

## Halton Borough Council

Figure 54 – Additional need for unknown households in Halton Borough - 2017-2032

<b>Gypsies and Travellers - Unknown</b>	<b>Pitches</b>
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	6
<i>(Household base 24 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>6</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>6</b>

Figure 55 – Additional need for unknown households in Halton Borough

Years	0-15	Total
	2017-32	
	6	6

Figure 56 – Additional need for unknown Travelling Showpeople in Halton Borough - 2017-2032

<b>Travelling Showpeople - Unknown</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople)</i>	
<b>Total Future Needs</b>	<b>0</b>

Figure 57 – Additional need for unknown Travelling Showpeople in Halton Borough

Years	0-15	Total
	2017-32	
	0	<b>0</b>

## Warrington Borough Council

Figure 58 – Additional need for unknown households in Warrington Borough - 2017-2032

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>5</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Household base 17 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>4</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>9</b>

Figure 59 – Additional need for unknown households in Warrington Borough

Years	0-15	Total
	2017-32	
	9	<b>9</b>

Figure 60 – Additional need for unknown Travelling Showpeople in Warrington Borough – 2017-2032

<b>Travelling Showpeople – Unknown</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>1</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Household base 2 and formation rate 1.00%)</i>	
<b>Total Future Needs</b>	<b>2</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>3</b>

Figure 61 – Additional need for unknown Travelling Showpeople in Warrington Borough

Years	0-15	Total
	2017-32	
	3	<b>3</b>

# Appendix C: Need from households not meeting Planning Definition

## Cheshire East Council

Figure 62 – Additional need for Households in Cheshire East that do not meet the Planning Definition - 2017-2032

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	1
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Formation from household demographics)</i>	
<b>Total Future Needs</b>	<b>4</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>4</b>

Figure 63 – Additional need for households in Cheshire East that do not meet the Planning Definition by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	3	1	<b>4</b>

Figure 64 – Additional need for Travelling Showpeople households in Cheshire East that do not meet the Planning Definition - 2017-2032

<b>Travelling Showpeople - Not Meeting Planning Definition</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Showpeople did not meet planning Definition)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 65 – Additional need for Travelling Showpeople households in Cheshire East that do not meet the Planning Definition by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	0	0	<b>0</b>

## Cheshire West and Cheshire Council

Figure 66 – Additional need for Households in Cheshire West and Chester that do not meet the Planning Definition - 2017-2032

<b>Gypsies and Travellers - Not Meeting Planning Definition</b>		<b>Pitches</b>
<b>Supply of Pitches</b>		
Additional supply from vacant public and private pitches		0
Additional supply from pitches on new sites		0
Pitches vacated by households moving to bricks and mortar		0
Pitches vacated by households moving away from the study area		0
<b>Total Supply</b>		<b>0</b>
<b>Current Need</b>		
Households on unauthorised developments		0
Households on unauthorised encampments		0
Concealed households/Doubling-up/Over-crowding		4
Movement from bricks and mortar		5
Households on waiting lists for public sites		0
<b>Total Current Need</b>		<b>9</b>
<b>Future Need</b>		
5 year need from teenage children		22
Households on sites with temporary planning permission		3
In-migration		0
New household formation		25
<i>(Household base 66 and formation rate 2.20%)</i>		
<b>Total Future Needs</b>		<b>50</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>		<b>59</b>

Figure 67 – Additional need for households in Cheshire West and Chester that do not meet the Planning Definition by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	56	3	<b>59</b>

Figure 68 – Additional need for Travelling Showpeople households in Cheshire West and Chester that do not meet the Planning Definition - 2017-2032

Travelling Showpeople - Not Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No current or future need from 1 household)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 69 – Additional need for Travelling Showpeople households in Cheshire West and Chester that do not meet the Planning Definition by Local Plan and GTAA periods

Years	0-13	14-15	Total
	2017-30	2030-32	
	0	0	0

## Halton Borough Council

Figure 70 – Additional need for Households in Halton Borough that do not meet the Planning Definition - 2017-2032

Gypsies and Travellers - Not Meeting Planning Definition		Pitches
<b>Supply of Pitches</b>		
Additional supply from vacant public and private pitches		0
Additional supply from pitches on new sites		0
Pitches vacated by households moving to bricks and mortar		0
Pitches vacated by households moving away from the study area		0
<b>Total Supply</b>		<b>0</b>
<b>Current Need</b>		
Households on unauthorised developments		0
Households on unauthorised encampments		0
Concealed households/Doubling-up/Over-crowding		0
Movement from bricks and mortar		1
Households on waiting lists for public sites		0
<b>Total Current Need</b>		<b>0</b>
<b>Future Need</b>		
5 year need from teenage children		2
Households on sites with temporary planning permission		0
In-migration		0
New household formation		9
<i>(Household base 27 and formation rate 1.85%)</i>		
<b>Total Future Needs</b>		<b>11</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>		<b>12</b>

Figure 71 – Additional need for households in Halton Borough that do not meet the Planning Definition

Years	0-15	Total
	2017-32	
	12	<b>12</b>

Figure 72 – Additional need for Travelling Showpeople households in Halton Borough that do not meet the Planning Definition - 2017-2032

Travelling Showpeople - Not Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 73 – Additional need for Travelling Showpeople households in Halton Borough that do not meet the Planning Definition

Years	0-15	Total
	2017-32	
	0	0

## Warrington Borough Council

Figure 74 – Additional need for Households in Warrington Borough that do not meet the Planning Definition - 2017-2032

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>1</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Household base 12 and formation rate 1.30%)</i>	
<b>Total Future Needs</b>	<b>3</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>4</b>

Figure 75 – Additional need for households in Warrington Borough that do not meet the Planning Definition

Years	0-15	Total
	2017-32	
	4	<b>4</b>

Figure 76 – Additional need for Travelling Showpeople households in Warrington Borough that do not meet the Planning Definition - 2017-2032

Travelling Showpeople - Not Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No current or future need from 1 household)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 77 – Additional need for Travelling Showpeople households in Warrington Borough that do not meet the Planning Definition

Years	0-15	Total
	2017-32	
	0	<b>0</b>

# Appendix D: Site and Yard Lists (May 2017)

## Cheshire East Council

Figure 78 – Cheshire East site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
Astbury Marsh Caravan Park	18	-
<b>Private Sites with Permanent Permission</b>		
3 East Tetton Cottages	1	-
Betchton Gardens	4	-
Cledford Lane	3	-
Cledford Lane (James Villas)	3	-
Flat Lane	2	-
Horseshoe Farm	3	-
Land east of Groby Road	4	-
Nantwich Road	16	-
Newcastle Road	25	-
Railway Bridge Cottages	4	-
Stapeley	3	-
The Oakes	4	-
Three Oakes Caravan Park	24	-
<b>Private Sites with Temporary Permission</b>		
Meadow View	4	-
New Start Park	8	-
Thimswarra Farm	1	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
John's Place	-	3
Spinks Lane	-	2
<b>TOTAL PITCHES</b>	<b>127</b>	<b>5</b>
<b>Authorised Travelling Showpeople Yards</b>		
The Whites Showman's site	1	-
<b>Unauthorised Travelling Showpeople Yards</b>		
Booth Lane	-	1
<b>TOTAL PLOTS</b>	<b>1</b>	<b>1</b>
<b>Transit Provision</b>		
Cledford Lane	9	-

## Cheshire West and Chester Council

Figure 79 – Cheshire West and Chester site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
Kalewood Road	12	-
Slaters Way off Barlow Drive	18	-
<b>Private Sites with Permanent Permission</b>		
Country Meadow Field	3	-
Land at Old Hall Lane (Prevan Place)	1	-
Land at Travellers Rest	16	-
Maryburgh Caravan Park	25	-
Oaklands Caravan Park	8	-
The Old Pumping Station	13	-
The Stables	5	-
<b>Private Sites with Temporary Permission</b>		
Green Acres	6	-
Land Adjacent to Hillcrest	3	-
Land at Old Hall Lane (Prevan Place)	2	-
Whitegate Stables	7	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
Gethsemane Caravan Park <sup>29</sup>	-	3
Green Meadows Chalet Park	-	4
Little Meadow Park	-	4
The Paddocks	-	4
<b>TOTAL PITCHES</b>	<b>119</b>	<b>15</b>
<b>Authorised Travelling Showpeople Yards</b>		
Bradford Road	13	-
<b>Unauthorised Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>13</b>	<b>0</b>
<b>Transit Provision</b>		
None	-	-

<sup>29</sup> These pitches were allowed on appeal in May 2018.

## Halton Borough Council

Figure 80 – Halton site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
Canalside	12	-
Riverview	23	-
Warrington Road Transit Site	2	-
<b>Private Sites with Permanent Permission</b>		
Ivy House	6	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
Bigfield Lodge	8	-
Windmill Street	6	-
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES</b>	<b>69</b>	<b>0</b>
<b>Authorised Travelling Showpeople Yards</b>		
None	-	-
<b>Unauthorised Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>0</b>	<b>0</b>
<b>Public Transit Provision</b>		
Warrington Road Transit Site	14	-

## Warrington Borough Council

Figure 81 – Warrington site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
None	-	-
<b>Private Sites with Permanent Permission</b>		
Land Adjacent to 57 Gorsey Lane	2	-
Pennington Lane (to the west of Toll Bar Cottage)	4	-
Smithfield Caravan Park	2	-
Two Acre Caravan Park	20	-
Woodend Farm	1	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
Grappenhall	-	6
<b>TOTAL PITCHES</b>	<b>29</b>	<b>6</b>
<b>Authorised Travelling Showpeople Yards</b>		
Liverpool Road	2	0
Land to the North of Hall Lane	2	0
<b>Unauthorised Travelling Showpeople Yards</b>		
Foundry Street	-	5
<b>TOTAL PLOTS</b>	<b>4</b>	<b>5</b>
<b>Transit Provision</b>		
None	-	-

# Appendix E: Interviews with Neighbouring Local Authorities

## Neighbouring Authorities

### Bolton Council

With regard to overall accommodation need in Bolton, the views of the officer interviewed were as follows:

- » The Greater Manchester Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken by Arc4 and published in 2014. The study identified, for Bolton, 4 pitches (2014-2018/19) and an additional 13 pitches (2019-2033/34) for Gypsies and Travellers. The need for Travelling Showpeople in Bolton was estimated as 26 plots (2014-2018/19) and a further 25 plots (2019-2033/34). The need for transit provision in the area was estimated as 6 pitches (2014-2034).
- » Since the GTAA was published, no new provision has been developed in the area for Gypsies and Travellers. Planning permission was granted in January 2017 for a further 5 plots adjacent to a yard in the Mill Hill area of Bolton, where a number of yards already exist; the reason for granting permission was to address overcrowding of a yard nearby. Once these additional plots are developed there will be a total of 96 plots in the Bolton area.
- » The Council owns and manages one public site (26 pitches) in Hall Lane, Bolton. There are 2 authorised private sites (13 pitches); one of the sites was granted planning permission four years ago for a change of use for housing development, but this has yet to be developed. There are 7 Travelling Showpeople yards and some of these are on land leased from the Council; at present there are 91 plots. There is no transit provision in the area.
- » The public site has been refurbished. There are some vacancies at present, and there is a small waiting list for pitches; void pitches will need to be let on a sensitive basis. In the light of this consideration is being given to whether the site is of an appropriate size to manage effectively. It is known with regard to the Travelling Showpeople yards there is some overcrowding and although the Council is keen to liaise and work in partnership with those residents, finding an alternative yard that will meet both residential and commercial use has been a challenge. The only issues with regard to private sites is the one given permission for a change of use for housing development which has yet to be developed; it is unknown as to whether the site is currently being used as a Gypsy Traveller site.
- » There are no sites that have been developed without authorisation, sites that are tolerated or sites with temporary planning permission in the Council's area.
- » There are on average 20 instances of short-term encampments in the area; in 2015/16 there were 28 in the borough. Those who are in the area are more likely to be Gypsies or

Travellers rather than Travelling Showpeople. The reasons why Travelling communities encamp in the area are because they are going to the Appleby Fair or they are looking for work opportunities.

- » Encampments are more likely to occur on surface car parks or vacant land on the edge of Bolton Town Centre or on open green space around the borough; there are occasions where Travellers will stay near to the Council site.
- » There is currently no transit provision in the Bolton area and although the GTAA estimated a need, the Council has no intention at the present time to develop such provision.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Bolton Council. Traveller communities who are not living on sites in the area are more likely to be moving through and there is no pressure from other areas for site accommodation.
- » As part of the joint GTAA an officer steering group was set up to coordinate the study; however, since the publication of the findings this group no longer exists. However, as part of preparation of the Greater Manchester Spatial Framework there are continued discussions regarding policy relating to housing and should the need to discuss issues relating to the accommodation needs of Traveller communities be required, there is the option to have such discussions. This may include the 10 authorities discussing how the need for pitches/plots can be equally distributed across the Greater Manchester area, but these discussions have yet to take place. There are also direct discussions under DTC with adjoining authorities beyond GM.
- » The priority in the future for the Council is to continue to manage the public site and monitor its use in order to make an informed decision about the appropriate number of pitches in future. Although the Council is keen to continue to work with Travelling Showpeople in the area to identify new yards and to resolve the issue of overcrowding, this is likely to be delayed due to the work needed to progress the Greater Manchester Spatial Framework. Any need for future site provision is likely to be forthcoming through Local Plan reviews after the GMSF has been adopted.

## High Peak and Staffordshire Moorlands

With regard to overall accommodation need in Bolton, the views of the officer interviewed were as follows:

- » For High Peak the GTAA was published in April 2015 and carried out by RRR consultancy. The GTAA covered Derbyshire, East Staffordshire and the Peak District National Park. It found there were no sites authorised or unauthorised in High Peak, and as such there was no need for a pitch requirement in High Peak.
- » The GTAA found there were three gypsy and travellers living in bricks and mortar accommodation but this did not generate a demand for pitches. There is a criteria-based policy in the Local Plan and any planning applications will be judged against that.

- » The Study predicted a need for four transit pitches or Emergency stopping places in areas and in locations that experiences higher numbers of unauthorised encampments and/or around arterial routes although it did not specify a particular area; however, none of these types of locations were in the High Peak area. Joint working is underway with the GTAA partners to determine where the 4 transit pitches recommended should be located.
- » There has been no new provision since the GTAA was undertaken and there was and is no sites or yards either private or public in the area. There are no unauthorised encampments or sites with temporary permissions, the bi-annual caravan counts have not identified any need.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » The GTAA found there was no need for pitches in High Peak and did not highlight any cross-boundary issues. There have been no planning applications from applicants outside of the area or within our area.
- » There is a Derbyshire Traveller Issues Working Group (TIWG) which is made up of all local authorities and interested parties. It seeks to coordinated public authority's activities on Gypsy and Traveller issues and ensures that all services are delivered fairly to Gypsies and Travellers in compliance with the law, government guidance and local authorities' equalities policies.
- » The officer felt the area is complying with the Duty to Cooperate through TIWG and work with neighbouring authorities on planning policy issues, and it is felt that neighbouring authorities are also complying with the Duty to Cooperate.
- » The officer confirmed that they will seek to follow the findings of the GTAA and undertake further work or studies as necessary.

## Flintshire Council

With regard to overall accommodation need in Flintshire, the views of the officer interviewed were as follows:

- » Flintshire County Council commissioned Arc4 to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) in 2014; the study now has ministerial approval from the Welsh Government. The study evidenced an immediate need to provide transit provision in the County over the 15-year plan period, but no permanent pitch/plot needs were identified currently in the 5-year period but there is an unmet need of 19 over the 15-year plan period.
- » The Council owns one public site (24 pitches) at Queensferry; the management of the site is outsourced to a member of the Gypsy/Traveller community. There are 7 authorised private sites, but no Travelling Showpeople yards or transit sites in the area.
- » There are two private sites currently tolerated and awaiting a planning decision and one private site with temporary planning permission. There are no further sites that have been developed without authorisation, sites with temporary planning permission or sites that are tolerated in the Council's area.
- » The Council owned site is full to capacity, but the Council does not administer a waiting list for the site. The allocations policy is currently being reviewed. There are no known issues such as overcrowding or concealed households on any of the sites in the area.

- » There is a floating support service and Traveller education who are able to provide support to those both on sites/yards and Traveller communities living in bricks and mortar.
- » With regard to unauthorised encampments there is an ongoing unauthorised encampment in the Broughton area at the time of the interview, but this encampment has now moved on. Unauthorised encampments are regular occurrences and in the main those stopping in the area are travelling through and will stay for short periods of time.
- » The reason Travellers stop in the areas is because of the good road networks to areas such as Holyhead, Liverpool, Manchester and Deeside as these areas offer employment opportunities.
- » At present there is no transit provision in the area, albeit the GTAA has identified a need for such provision.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Flintshire County Council. The Council does, however, recognise there are transit routes between their area and neighbouring authorities such as Cheshire West and Chester. There are also known links with families living on sites in Flintshire with those living on sites across the area and into Cheshire e.g. Ellesmere Port. There may also be the possibility of members of the Travelling Community now wishing to move to Cheshire West and Chester because of a new site, but this has not been substantiated.
- » The Council works in partnership with authorities across the North West of England and the 5 other local authorities of North Wales. The Council attends the North Wales Gypsy and Traveller Officer Group and the All Wales Gypsy Traveller Accommodation Forum run by Welsh Government. They also liaise regularly with officers in neighbouring areas in relation to issues that affect Traveller communities including accommodation needs.
- » The Council will continue to monitor the situation with regards to the accommodation needs of Traveller communities. Until there is a need to update their GTAA, the Council will look to meet the needs that have been evidenced in their current study including transit provision which will be a priority.

## Liverpool Council

With regard to overall accommodation need in Liverpool, the views of the officer interviewed were as follows:

- » The Merseyside and West Lancashire Gypsy and Traveller Accommodation Assessment (GTAA) undertaken by Arc4 was completed in August 2014. For Liverpool, the study estimated no need for pitches in the area as the turnover of pitches on the Council's site would be sufficient to meet any needs arising in the short to medium term (next five years). No need was evidenced for Travelling Showpeople plots for the plan period. The GTAA recommended 22 transit pitches for Gypsy and Travellers across the whole study area based on past trends of unauthorised encampment activity.

- » There is one public site (14 pitches) called Tara Park in the area which is owned and managed by the Council. There are no private sites or Travelling Showpeople yards and currently no transit provision in the area.
- » The Council run site has on average a 10% vacancy level; the Council carefully monitors turnover to ensure vacant pitches continue to meet the small need, evidenced in the last GTAA.
- » There are no sites that have been developed without authorisation or tolerated sites or sites with temporary planning permission in the area.
- » Numbers of short-term encampments are low and there has been a decrease since the GTAA was undertaken. There are few specific locations in the Council's area that are considered favoured and as the area is urban there are fewer areas where encampments can occur. Because of the low level of encampments there is no reason to provide transit provision in the area.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Liverpool Council. The Council tends to work more closely with councils in the city region and West Lancashire compared to those in Cheshire as there appear to be more of a connection with those areas.
- » The Council has undertaken their GTAA in collaboration with other local authorities and there is ongoing liaison. In addition to this the Liverpool City Region authorities and West Lancashire on a joint Spatial Framework and joint Housing and Economic Development Needs Assessment (HEDNA) and through this steering group there are continued discussions regarding policy relating to accommodation and should the need to discuss issues relating to the accommodation needs of Traveller communities be required, there is the option to have such discussions.
- » The priority in the future for the Council will be to continue to monitor the use of their Tara Park site to ensure that demand is not outstripping the supply of pitches and to take forward a criteria-based strategic policy in their draft Local Plan which can be used as guidance when applications are submitted for new sites/yards.

## Manchester City Council

With regard to overall accommodation need in Manchester, the views of the officer interviewed were as follows:

- » The Greater Manchester (GM) Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken by Arc4 on behalf of the ten GM local planning authorities in 2014. The study identified an unmet need for six Gypsy and Traveller pitches in Manchester up to 2019 plus 26 travelling Showperson plots. There is a further need for five new Gypsy and Traveller pitches between 2019 and 2034, plus twelve more Travelling Showpeople plots. There is also a need for four transit pitches, but these could be provided as part of a GM-

wide approach. 38 plots for Travelling Showpeople were estimated to be needed over the period 2014-2034.

- » Manchester City Council owns one public site (16 pitches, none of which are transit) at Dantzic Street, Manchester. In addition to this there is one Travelling Showpeople yard (72 plots, of which 67 are occupied and five are vacant). There are no other privately-owned sites in the area although there is understood to be some informal provision. There are no transit sites, although Manchester City Council is currently considering introducing some provision.
- » The Dantzic Street site is currently being considered for relocation within the City due to the forthcoming regeneration of the Irk Valley area. A number of possible sites have been suggested although no final decision has been made. The replacement site or sites could potentially result in an increase in the number of pitches available.
- » The Dantzic Street site is potentially vulnerable to flooding and should be relocated or otherwise protected from flooding in the long term, notwithstanding the proposals to relocate the provision elsewhere.
- » There are occasional unauthorised encampments, mostly in the east of the City. Mostly these are short term and include some regular visitors passing through the area.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » Manchester City Council covers parts of the inner urban area of the conurbation, and as such is a relatively densely developed and populated part of the country. The Council's view is that it is essential to work with other districts in the region, that are of lower density and different built form, to best meet the needs of the Travelling community. The Council is also committed to making reasonable provision within its own district boundaries.
- » Manchester City Council has worked with neighbouring districts over the years to identify need and coordinate provision, with varying degrees of success. In particular, the Council has worked in partnership with other authorities in the Greater Manchester area to commission the production of the 2014 GTAA. Before this, provision was outlined through the North West Regional Spatial Strategy.
- » Although the City Council has a good working relationship with other GM districts, one issue has arisen where some councils have existing provision, this is evidencing a level of need greater to those councils who have no provision; the lack of provision, and corresponding lack of households, has sometimes been held as evidence of a lack of need.
- » As part of the joint GTAA an officer steering group was set up to coordinate the study. Currently the City Council is working with all other GM districts and the new office of the GM Mayor to produce the GM Spatial Framework (GMSF). This has involved discussions over whether this should include planning for Gypsies, Travellers and Travelling Showpeople accommodation. The current iteration of the draft plan does not include any such provision, which would mean it would revert to district local plans. However, the GMSF is currently undergoing a significant revision which could potentially result in the provision of such sites being reintroduced. If the final GMSF does not include any such provision, there would need to be a separate discussion between districts at that point to

ensure coordination of plots, both for practical purposes and to ensure the Duty to Cooperate is met.

- » The City Council does currently consider that neighbouring boroughs are meeting the Duty to Cooperate. However, if the final version of the GMSF does not make provision for Gypsies, Travellers and Travelling Showpeople, and some districts continue to make no allocations in their district plans (unless there is good evidence at GM level to support this), it would raise the question of whether they are meeting the spirit and the legal definition of the Duty at that point.
- » The priority in the future for the Council is to relocate the existing site at Dantzic Street to a new location in the same part of the city, though outside the flood zone and Irk Valley regeneration area. The Council is also considering introducing a small transit provision to reduce the number of unauthorised encampments and is monitoring the needs of Travelling Showpeople in terms of provision to ensure there is an adequate supply.

## Peak District National Park Authority

With regard to overall accommodation need in Peak District, the views of the officer interviewed were as follows:

- » The Peak District National Park Authority is not a housing authority and therefore does not have to undertake a GTAA nor provide accommodation for Gypsies, Travellers or Travelling Showpeople. The Authority as a planning authority could enable the provision of sites in its area through its Local Plan if there is evidence of need and suitable sites are identified.
- » The Authority jointly commissioned a GTAA with other partners which was published in April 2015; the Derby, Derbyshire, Peak District National Park and East Staffordshire GTAA was undertaken by RRR Consultancy Ltd. The Study identified no pitch/plot requirements for the National Park area. There were however discussions regarding transient groups travelling through the Authority's district and although no pitch requirement was recommended in the GTAA, the Authority takes a positive policy approach where there are exceptional circumstances of proven need.
- » There are no sites/yards within the Peak District National Park area nor are there any sites that have been developed without authorisation, sites that are tolerated or sites with temporary planning permission.
- » With regard to unauthorised encampments they are fairly common at the Bakewell Showground. Encampments are normally for short periods of time.
- » There is no transit provision within the Authority's area; if a need is demonstrated the Authority will work in partnership with the appropriate local authority.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect the Peak District National Park Authority. At the time the GTAA was published, there was some discussions as to whether the needs arose in areas where there are existing sites, rather than where Travelling communities wished to live.

- » As part of the joint GTAA an officer steering group was set up to coordinate the study; however, since the publication of the findings this group no longer exists. However, the Authority continues to work in partnership with neighbouring local authorities and has a Memorandum of Understanding with Derbyshire Dales and High Peak councils. The Authority also regularly attends meetings with neighbouring authorities, including Cheshire East, under the Duty to Cooperate.
- » The Authority's priorities in the future will be to continue to be part of the joint GTAA process in order to understand the accommodation needs of Traveller communities in its area. The Authority will also continue to monitor the level of unauthorised encampments in the area and to consider whether there is a need to prioritise either transit or emergency stopping places in terms of new provision.

## Salford City Council

With regard to overall accommodation need in Peak District, the views of the officer interviewed were as follows:

- » The Greater Manchester Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken by Arc4 and published in 2014. The study identified no need for Gypsy and Traveller pitches in Salford up to 2019 due to there being some vacant and uninhabitable pitches which could be bought back into use on an existing site and a small need for 7 new pitches between 2019 and 2034. 76 plots for Travelling Showpeople were estimated to be needed over the period 2014-2034. However, the GTAA did not include an existing Travelling Showpeople yard (50 plots) located in part of the City in the flood zone; this yard needs to be relocated. In addition to this there is a need for a maximum of 5 transit pitches (maximum of 10 vans) in the more immediate future (2014-2019).
- » The Council owns one public site (30 pitches, 5 of which are transit) in Duchy Road, Salford; this site is managed by Salix Homes. In addition to this there are 3 Travelling Showpeople yards (100 plots). There are no other privately-owned sites in the area.
- » There is one site with temporary planning permission granted in December 2016 for a 4-year period; this site is located in the green belt and given permission following an Appeal. There are no other sites that are tolerated or that have been developed without planning permission in the Council's area.
- » There are no known issues on any of the sites in the area including overcrowding or concealed households.
- » Numbers of short-term encampments are high and regular in the area when compared to other Greater Manchester districts. When roadside encampments occur, they are more likely to be where there are areas of hard standing e.g. business parks at Northbank and Agecroft.
- » Traveller communities staying road-side do so for short periods of time and are likely to be visiting relatives living on sites in the Council's area.
- » There are 5 transit pitches on the Council owned site at Duchy Road. There are no issues relating to the operation of the pitches other than at one time the pitches were being used as permanent provision rather than transit. This situation has been resolved through improved management and policy. The GTAA evidenced a need for a maximum

of 5 transit pitches (maximum of 10 vans) in the more immediate future (2014-2019); it was suggested these could be provided as part of a Greater Manchester-wide approach.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Salford City Council. The Council has worked in partnership with other authorities in the Greater Manchester area in terms of the GTAA and one consideration is that where some councils have existing provision, this is evidencing a level of need greater to those councils who have no provision. In addition to this, there are some concerns that there may be a lack of political will in some of the Greater Manchester districts to develop additional provision even where evidenced. Where councils are looking to meet their evidenced need for pitches/plots finding suitable sites is a cause for concern.
- » As part of the joint GTAA an officer steering group was set up to coordinate the study; however, since the publication of the findings this group no longer exists. However, as part of the Greater Manchester Spatial Framework Group there are continued discussions regarding policy relating to accommodation and should the need to discuss issues relating to the accommodation needs of Traveller communities be required, there is the option to have such discussions. This may include the 10 authorities discussing how the need for pitches/plots can be equally distributed across the Greater Manchester area.
- » The priority in the future for the Council is to relocate the Travelling Showpeople yard in the flood zone to a new location, but as yet a site has yet to be identified.

## Sefton Council

With regard to overall accommodation need in Sefton, the views of the officer interviewed were as follows:

- » The Merseyside and West Lancashire Gypsy and Traveller Accommodation Assessment (GTAA) undertaken by Arc4 was approved in August 2014. The study estimated, in Sefton, a 5-year shortfall for 2013/14 to 2017/18, as 4 pitches and for the period 2018/19 to 2027/28, 10 pitches. No need was evidenced for Travelling Showpeople plots for the plan period 2013-2028. The GTAA recommended 22 transit pitches for Gypsy and Travellers across the study area based on past trends of unauthorised encampment activity.
- » The Council has one public site (20 pitches) located at Red Rose Park, Broad Lane, Formby. There is one private site (2 pitches) located close to the Red Rose Park site. There is currently no other provision albeit some sites have been identified for possible future development. There are no Travelling Showpeople site and currently no transit provision in the area.
- » The Council run site is usually full and there is a waiting list and an allocations policy is used; there are no issues on any of the sites in the Council's area.
- » There are no sites that have been developed without authorisation, tolerated sites or sites with temporary planning permission in the area.

- » Numbers of short-term encampments are relatively low. When they do occur, they are usually for 2-3 days or a maximum of a week's stay. Travelling communities who are encamped illegally are doing so because the area has good road networks. In addition to this they are visiting relatives living on sites in the area; some may be travelling through the area to visit relatives on sites in other local authority areas.
- » There is currently no transit provision in the area albeit the Council's last GTAA recommended 22 transit pitches for Gypsy and Travellers across the study area. The Council has identified a transit site (6 pitches) and depending on funding it is hoped the site will be delivered in the next 5 years; the Council is one of a few involved in the Merseyside and West Lancashire GTAA who are at the same stage of providing transit provision.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Sefton Council. The Council does, however, recognise there are transit routes between their area and neighbouring authorities. There is greater connectivity between the Council and West Lancashire, than the Cheshire authorities.
- » The Council has undertaken their GTAA in collaboration with other local authorities and there is regular attendance at the Merseyside Gypsy and Traveller Liaison Officers' Group.
- » The priority in the future for the Council will be to successfully develop the transit site in order to address unauthorised encampments in the area.

## Shropshire Council

With regard to overall accommodation need in Shropshire, the views of the officer interviewed were as follows:

- » Shropshire Council commissioned Arc4 in 2014 to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) and the report was published in 2015. The Council is currently updating the GTAA following the change in definition of Gypsies and Travellers in planning terms and the need to refresh their evidence base for their Local Plan review.
- » The last GTAA evidenced sufficient capacity taking into consideration turnover but a need (excluding turnover) for 19 Gypsy and Traveller pitches (2014/15 to 2018/19). This did not take account of the potential for additional pitches which may be provided through windfall sites or expansion of existing sites other than a committed 2 pitch expansion of a Council site. In addition to this need, the estimated future need (2019/20 to 2026/27) based on the evidence at the time, suggested there were likely to be an additional 12 households who may require pitch provision in the longer-term. However, it was considered that the current pitch provision and likely turnover would be likely to address this need, and this was accepted at examination of the Local Plan. The GTAA noted a tolerated Travelling Showpeople Yard where the occupants, due to site redevelopment, needed to be relocated. Other than the relocation of the yard there was no additional

- need for Travelling Showpeople in the area. At the time the Council were also looking to address any transit need through the provision of a transit site (5-6 pitches).
- » Since the GTAA was undertaken, 7 new private pitches on 2 sites have been developed in the area. The Travelling Showpeople has also moved to a different site with temporary planning permission, which has recently been renewed for another 12 months.
  - » The Council owns and manages 4 public sites: Craven Arms (16 pitches); Cross Houses (5 pitches); Park Hall (25 pitches – which has been extended with 2 pitches and Manor House Lane (18 pitches) which has been recently redeveloped. There are currently 20 authorised private sites and the one Travelling Showpeople yard, with temporary planning mentioned above. There is no transit provision in the area.
  - » There are 2 private sites subject to planning applications currently being determined by the Council with one site with a Committee resolution to approve. There are also 2 sites (1 pitch each) which have been developed without authorisation. In addition to this there is the one Travelling Showpeople yard with temporary planning permission for 12 months.
  - » Numbers of short-term encampments are relatively low. When they do occur, they are usually for 2-3 days or a maximum of a 5 days stay. Travelling communities who are encamped illegally are doing so because the area has good road networks with established routes for travelling through the area including the A41/A49/A5 roads. Favoured locations where encampments regularly occur are Shrewsbury and Ludlow and roads known to be used are A41/A49/A5 roads).
  - » At present there is no transit provision in the area, but the Council are looking to address any transit need through the provision of a transit site (minimum 5-6 pitches).

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Shropshire. However, the Council is aware they have a concentration of Traveller communities in the North East of the County which, together with established routes, may impact on Cheshire East and Cheshire West and Chester councils, but this has not been substantiated in terms of evidence.
- » The Council works in partnership with other councils and regularly attends Duty to Cooperate meetings with some of their neighbouring authorities where issues relating to Travelling Communities can be raised and discussed.
- » The Council is currently updating their GTAA and will look to meet any need as evidenced.

## St Helens Council

With regard to overall accommodation need in St Helens, the views of the officer interviewed were as follows:

- » The Merseyside and West Lancashire Gypsy and Traveller Accommodation Assessment (GTAA) undertaken by Arc4 was completed in August 2014, with the final version issued in January 2015. For St Helens, the study estimated no need for Travelling Showpeople plots in the area, but need was evidenced for 35 additional Gypsy and Traveller permanent

pitches, subsequently reduced to 6 pitches due to turnover on the Council's sites; this covers the Local Plan period 2014-2033. The GTAA recommended 22 transit pitches for Gypsy and Travellers across the whole study area (Merseyside and West Lancs based on past trends of unauthorised encampment activity (3 transit pitches each accommodating 2 touring vans, giving a maximum of 6 vans were recommended in the Council's area).

- » There is one public site (20 pitches) called Shirdley Road Caravan Park in the area which is owned and managed by the Council. There are 11 private sites of which none are Travelling Showpeople yards; there is currently no transit provision in the area.
- » The Council run site has no issues such as overcrowding or concealed households identified in the GTAA.
- » There are 2 sites that have been developed without authorisation and have been subject to enforcement action and appeals, 4 tolerated sites (lawful by passage of time) and no sites with temporary planning permission in the area.
- » Numbers of short-term encampments have been low in recent years. There are no specific locations in the Council's area that are considered favoured and when encampments occur they are for short periods of time and usually because Travellers are looking for work opportunities in the area.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect St Helens.
- » The Council has undertaken their GTAA in collaboration with other local authorities and there is ongoing liaison including Duty to Cooperate meetings.
- » The priority in the future for the Council will be to look to meet their needs as identified in the joint GTAA in order to bring forward additional public provision for pitches and transit provision. The Council last undertook a call for development sites in its area in December 2016 to January 2017, but no sites were suggested for Gypsy & Traveller or Travelling Showperson's provision.

## Stockport Metropolitan Borough

With regard to overall accommodation need in Stockport, the views of the officer interviewed were as follows:

- » The Greater Manchester Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken by Arc4 and published in 2014. The study identified no need for Gypsy and Traveller pitches in Stockport 2014-2034. 5 plots for Travelling Showpeople were estimated to be needed over the period 2014/15-2018/19. In addition to this there is a need for a maximum of 9 transit pitches (maximum of 18 vans) in the more immediate future 2014-2019; the study stated these could be provided as part of a Greater Manchester-wide approach to transit need.

- » There are no public, private or transit sites in the Council's area. Neither are there any sites that are unauthorised, sites with temporary planning permission or sites that are tolerated.
- » In 2017 there were two unauthorised encampments (both involved the same family) which were known to the Council. There are particular areas in the Borough for example Melford Road, Hazel Grove and Stanbank Street, Reddish which are close to bordering local authorities that are occupied on a regular basis. The officer explained that a highway project to restrict unauthorised occupation at Melford Road is currently being investigated due to the impact on local businesses during the periods of unauthorised occupation.
- » It has been identified that Stanbank Street, Reddish in particular is occupied as there is a settled travelling family that is now residing in the Heaton Norris/South Reddish area and travelling family come to visit them throughout the year.
- » It is evident that some of the unauthorised occupations are due to looking for work opportunities as there are working vehicles and plant machinery as part of the accompanying vehicles, however this is not always the case.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Stockport. However, the Council is aware of one Travelling Showpeople family, living in another authority within the Greater Manchester area who wishes to move to Stockport.
- » As part of the joint GTAA an officer steering group was set up to coordinate the study; however, since the publication of the findings this group no longer exists. However, as part of the Greater Manchester Spatial Framework Group there are continued discussions regarding policy relating to accommodation and should the need to discuss issues relating to the accommodation needs of Traveller communities be required, there is the option to have such discussions. The further development of the Council's Local Plan will mean regular liaison with neighbouring local authorities.
- » The priority in the future for the Council is to meet the needs as evidenced in the current joint GTAA and to complete their Local Plan; this will include ensuring sites as identified are in suitable locations and where there is access to local amenities.
- » As part of the development of Stockport's Local Plan, integrated appraisal techniques will be applied, including addressing mandatory requirements around Equalities Impact Assessment. This work involves assessing any differential impacts, either positive or negative, on equality groups including Gypsy & Traveller communities. Tasks being undertaken include gathering relevant evidence on the needs of such groups as well as engaging them in consultation on the Local Plan and appraisal work. This then results in a report on the findings, including recommendations for policies and sites where relevant.

## Trafford Council

With regard to overall accommodation need in Stockport, the views of the officer interviewed were as follows:

- » The Greater Manchester Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken by Arc4 and published in 2014. The study identified a need of 14 pitches for Gypsies and Travellers in Trafford 2019-2034, but no plots for Travelling Showpeople were estimated to be needed over the plan period. However, a need for a maximum of 5 transit pitches (maximum of 10 vans) in the more immediate future (2014-2019) was identified. No new sites or yards have been developed since the GTAA was published. Arc4 are currently in the process of updating the GTAA for each of the Greater Manchester districts.
- » There is one private site (17 pitches) in the Council's area, there are no public sites/yards, private yards or transit provision in the area. There are no issues that have been raised in relation to the private site such as overcrowding or concealed households.
- » Numbers of short-term encampments are low in the area. When roadside encampments occur, they are more likely to be where there are areas of hard standing e.g. car parks/business parks. There is no transit provision in the area although the Council's GTAA identified a small need for provision in the area.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Trafford Council.
- » As part of the joint GTAA an officer steering group was set up to coordinate the study; however, since the publication of the findings this group no longer exists. However, as part of the Greater Manchester Spatial Framework Group there are continued discussions regarding policy relating to accommodation and should the need to discuss issues relating to the accommodation needs of Traveller communities be required, there is the option to have such discussions. This may include the 10 authorities discussing how the need for pitches/plots can be equally distributed across the Greater Manchester area.
- » The priority in the future for the Council is to look to meet the small number of additional pitches evidenced in their current GTAA.

## Wigan Council

With regard to overall accommodation need in Wigan, the views of the officer interviewed were as follows:

- » The Greater Manchester Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken by Arc4 and published in 2014. The study identified a need for 8 additional Gypsy and Traveller pitches in Wigan up to 2019 and an additional 10 pitches to meet needs between 2019 and 2034. 19 plots for Travelling Showpeople were estimated to be

needed to meet needs to 2019, with an additional 10 plots estimated to be needed for the period 2014-2034. In addition to this there is a need for a maximum of 6 transit pitches in the more immediate future (2014-2019).

- » The Council owns one public gypsy and traveller site (16 pitches) at Bickershaw Lane, Bickershaw; the caretaker for the site is one of the residents. There are additional privately-owned sites at Little Lane, Wigan (20 pitches) and at Aspull Common, Leigh (3 pitches). There are travelling showpeople sites at Presbyterian Fold, Hindley (10 plots), at Fairview, Bag Lane, Atherton (26 plots) and at Ella View Lodge, Colliery Lane, Atherton (6 plots). There is an additional site with planning permission for 24 plots at Moss Hall Farm, Seaman Way, Ince, which is under construction. There is a current planning application to vary a condition on this site to allow an amendment to the layout. The owner, Mr Arthur Silcock, intends to vacate the Presbyterian Fold site at Hindley once this is set up and established. This net increase of 14 plots was not taken into account in the assessment of needs in the GTAA.
- » Since the GTAA was produced, two new gypsy and traveller sites have been provided on land adjacent to 104 Enfield Street, Pemberton (A/15/81352, siting of 1 static caravan and 2 touring caravans) and at Chapel Street, Pemberton (A/16/82394, 2 static caravans and 3 touring caravans). There is currently a planning application to vary a condition on the Enfield Street site to allow the replacement of a touring caravan with a static home. In addition to this, there is one unauthorised encampment on land to the rear of 214 Lily Lane, Bamfurlong. Planning permission for the siting of 2 static caravans and 2 touring caravans was refused in December 2016. An enforcement notice has been issued. There are no other sites that are tolerated or that have been developed without planning permission in the Council's area.
- » There are no known issues on any of the sites in the area including overcrowding or concealed households.
- » There are currently no transit pitches within the borough. The GTAA evidenced a need for 6 transit pitches (maximum 12 caravans) in the more immediate future (2014-2019); it was suggested these could be provided as part of a Greater Manchester-wide approach.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Wigan Council. The Council has worked in partnership with other authorities in the Greater Manchester area in terms of the GTAA.
- » As part of the joint GTAA an officer steering group was set up to coordinate the study; however, since the publication of the findings this group no longer exists. However, as part of the Greater Manchester Spatial Framework Group there are continued discussions regarding policy relating to accommodation and should the need to discuss issues relating to the accommodation needs of Traveller communities be required, there is the option to have such discussions. This may include the 10 authorities discussing how the need for pitches/plots can be equally distributed across the Greater Manchester area.

## Wirral Council

With regard to overall accommodation need in Wirral, the views of the officer interviewed were as follows:

- » The Merseyside and West Lancashire Gypsy and Traveller Accommodation Assessment (GTAA) undertaken by Arc4 was completed in August 2014. The study estimated a total net need for 8 pitches (2013-2033) and for 4 pitches (total maximum of 8 caravans) for transit use for 2013/14 to 2017/18. No need was evidenced for Travelling Showpeople plots for the plan period. No new sites/yards have been developed since the GTAA was undertaken.
- » There are no public sites, nor private sites/yards or transit provision in the area.
- » There are no sites that have been developed without authorisation, tolerated sites or sites with temporary planning permission in the area.
- » Numbers of short-term encampments are low and intermittent. Some groups who are transient will satellite around the area (this increases the count of unauthorised encampments as each location the group stays on will be counted as a separate incursion). Encampments are usually related to a family event such as a wedding or to wait for a ferry crossing from Birkenhead. Encampments usually locate in and around the Birkenhead docks, along the A41 and on open land in New Brighton.
- » There is no transit provision in the area and Travellers are more likely to be moving through to other areas such as Liverpool, Cheshire West and Ireland.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Wirral Council.
- » The Council has undertaken their GTAA in collaboration with other local authorities. The Council regularly attends Duty to Cooperate meetings with other authorities and should issues arise with regard to Travelling Communities, there are opportunities for joint discussion.

## Wrexham County Borough Council

With regard to overall accommodation need in Wrexham, the views of the officer interviewed were as follows:

- » Welsh Government guidance states that the accommodation needs of Gypsies and Travellers should be identified, understood and addressed on the same basis as other sectors of the community. The Wrexham GTAA was undertaken in-house and approved in February 2017 and identifies 28 additional pitches over the LDP plan period to 2028 (The plan period is 2013- 2028). 15 additional pitches are required over the next five years to 2020. One of the additional pitches results from need from Travelling Showpeople. The

GTAA also identified a need for temporary stopping places although a target number was not defined.

- » The Council has one public site (15 pitches) in Ruthin Road, Wrexham which is owned and managed by the Council. In addition to this there are 2 private sites (5 pitches). When the GTAA was undertaken a yard was identified and the needs of residents were included; this resulted in one additional pitch (plot) being included in the estimation of need. However, this yard may not still be in operation. There is no transit provision in the area.
- » The GTAA identified the Council site is in need of modernisation. A refurbishment programme is being undertaken whereby there will be some displacement of pitches which will result in some residents needing to be moved off the site. For this reason, a new site will be required which in the first instance will be used for this displacement but may be used in the future to meet the need identified in the Council's GTAA. However, as the GTAA was undertaken some time ago the demand for pitches may have changed.
- » In terms of tolerated sites there is one site where the Council liaised with Welsh Government as to its definition within the GTAA. This was granted permission on appeal prior to the approval of the GTAA. In addition to this there is one private site with planning permission, which is currently under review. There are currently no unauthorised developments in the area.
- » Numbers of short-term encampments are relatively low although regular in the area. When roadside encampments occur, they are more likely to be on supermarket car parks, vacant sites awaiting development and on the edge of business parks; there are occasional encampments that are considered controversial such as recreational parks and close to schools. Traveller communities staying roadside do so for short periods of time and are likely to be travelling to North Wales or visiting relatives living on sites in the Council's area. The A483 trunk road, which happens to run alongside the Ruthin Road site is a significant route used by Traveller Communities.
- » There is no transit provision in the area albeit the Council's last GTAA identified a need for temporary stopping places. There is said to be limited transit provision in Wales although there may be a flow of Traveller communities needing to go to Ireland. In order to meet what needs there may be, a cross authority approach to transit provision may be appropriate. Councils may consider the use of unauthorised encampment monitoring data, rather than rely on the snap shot data to establish whether there is a need for investment in more formal transit sites or temporary stopping places across Wales.

With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Wrexham County Borough Council. The Council does, however, recognise there are transit routes between their area and neighbouring authorities. The Council would like to work more closely with local authorities who have been successful in supporting Traveller communities to submit planning applications successfully through the planning process e.g. local authorities in Cheshire. In addition to this, although anecdotal, there are some families said to be living on sites in the area that

are related to those living on sites in Flintshire and Cheshire. There are less known cross boundary relations with Conwy, Powys and Denbighshire.

- » The Council regularly attends the North Wales Gypsy and Traveller working group. Although the Council does not have to abide by the Duty to Cooperate, it does have to adhere to the Wellbeing and Future Generation Act (Wales) 2015the Act includes collaborate amongst its 5 sustainable planning principles. As the Council has a connection with some of the authorities in England, e.g. Cheshire and Flintshire it will also collaborate with those authorities in order to better understand their cross-boundary relationships and to share best practice.
- » The priority in the future for the Council is to complete and have their LDP approved. In addition to this the Council will look to meet the needs identified in their last GTAA and identify sites to meet the unmet need. The Council is also looking to continue to support a housing forum whereby local Traveller communities can engage over accommodation issues.

# Appendix F: Household Interview Questions

# NOT FOR CIRCULATION

## GTAA Questionnaire 2017



**INTERVIEWER:** Good Morning/afternoon/evening. My name is < > from Opinion Research Services, working on behalf of XXXX Council.

The Council are undertaking a study of Gypsy, Traveller and Travelling Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.

The Council need to try and speak with every Gypsy, Traveller and Travelling Showpeople household in the area to make sure that the assessment of need is accurate.

Your household will not be identified and all the information collected will be anonymous and will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households.

ORS is registered under the Data Protection Act 1998. Your responses will be stored and processed electronically and securely. This paper form will be securely destroyed after processing. Your household will not be identified to the council and only anonymous data and results will be submitted, though verbatim comments may be reported in full, and the data from this survey will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households

### A General Information

**A1 Name of planning authority:**  
*INTERVIEWER please write in*

**A2 Date/time of site visit(s):**  
*INTERVIEWER please write in*

**A3 Name of interviewer:**  
*INTERVIEWER please write in*

**A4 Address and pitch number:**  
*INTERVIEWER please write in*

**A5 Type of accommodation:** *INTERVIEWER please cross one box only*

Council	Private rented	Private owned	Unauthorised	Bricks and Mortar
<input type="checkbox"/>				

**A6 Name of Family:**  
*INTERVIEWER please write in*

**A7 Ethnicity of Family:**  
*INTERVIEWER please cross one box only*

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)			<input type="text"/>

**A8 Number of units on the pitch:**  
*INTERVIEWER please write in*

Mobile homes	Touring Caravans	Day Rooms	Other (please specify)
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

# NOT FOR CIRCULATION

**A9 Is this site your main place of residence? If not where is?**

*INTERVIEWER: Please cross one box only*

Yes

No

If not main place of residence where is (please specify)

**A10 How long have you lived here? If you have moved in the past 5 years, where did you move from?** *INTERVIEWER: Please write in below*

Years	Months	If you have moved in the past 5 years, where did you move from? Include ALL moves
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**A11 Did you live here out of your own choice or because there was no other option? If there was no other option, why?** *INTERVIEWER: Please cross one box only*

Choice

No option

If no option, why?

**A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)**

*INTERVIEWER: Please cross one box only*

Yes

No

Reasons (please specify)

**A13 How many separate families or unmarried adults live on this pitch?**

*INTERVIEWER: Please cross one box only*

1

2

3

4

5

6

7

8

9

10

## B Demographics

**B1 Demographics — Household 1** *INTERVIEWER: Please write-in*

Person 1		Person 2		Person 3	
Sex	Age	Sex	Age	Sex	Age

**Complete additional forms for each household on pitch** *INTERVIEWER: Please write-in*

Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age								

## C Accommodation Needs

**C1 How many families or unmarried adults living on this pitch are in need of a pitch of their own in the next 5 years?** *INTERVIEWER: Please cross one box only*

*INTERVIEWER: AN ADULT IS DEFINED AS 16+*

1

2

3

4

5

6

7

8

9

10

Other *Please specify*

# NOT FOR CIRCULATION

**C2** How many of your children will need a home of their own in the next 5 years? If they live here now, will they want to stay on this site? If not, where would they wish to move? (e.g. other site, in bricks and mortar etc.) If they do not live on this site, where do they currently live and would they want to move on to this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

- 1     2     3     4     5     6     7     8     9     10

Other *Please specify*

Details *(Please specify)*

## D                      Waiting List

**D1** Is anyone living here on the waiting list for a pitch in this area?

*INTERVIEWER: Please cross one box only*

Yes                          →    Continue to D2

No                            →    Go to D4

**D2** How many people living here are on the waiting list for a pitch in this area?

*INTERVIEWER: Please cross one box only*

- 1     2     3     4     5     6     7     8     9     10

Other *(Please specify)*

Details *(Please specify)*

**D3** How long have they been on the waiting list? *INTERVIEWER: Please cross one box only*

- 0-3 months            3-6 months            6-12 months            1-2 years            2+ years
- 

Other *(Please specify)*

Details *(Please specify)*

**D4** If they are not on the waiting list, do any of the people living here want to be on the waiting list? (*INTERVIEWER* if they do - please take their contact details)

*INTERVIEWER: Please cross one box only*

- 1     2     3     4     5     6     7     8     9     10

No

Other *(Please specify)*

Details *(Please specify)* and take contact details

# NOT FOR CIRCULATION

E

## Future Accommodation Needs

**E1 Do you plan to move from this site in the next 5 years? If so, why?**

*INTERVIEWER: Please cross one box only*

Yes  If yes → Continue to E2  
No  If no → Go to E5

If so, why? (please specify)

**E2 Where would you move to?** *INTERVIEWER: Please cross one box only*

Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (e.g. land they own elsewhere) (Please specify)
--	---	---	--	--

Please specify where they would move to  
If they own land elsewhere - probe for details

**E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site?** *INTERVIEWER: Please cross one box only*

Private buy

Private rent

Public rent

**E4 Can you afford to buy a private pitch or site?** *INTERVIEWER: Please cross one box only*

Yes

No

**E5 Are you aware of, or do you own any land that could have potential for new pitches?** *INTERVIEWER: Please cross one box only*

Yes

No

Please ask for details on where land/site is located and who owns the land/site?

# NOT FOR CIRCULATION

**F Travelling**

**F1** How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?  
*INTERVIEWER: Please cross one box only*

0	1	2	3	4	5+
<input type="checkbox"/>					

↓  
Go to F6a
Continue to F2

**F2** If you or members of your family have travelled in the last 12 months, which family members travelled? *INTERVIEWER: Please cross one box only*

All the family <input type="checkbox"/>	Adult males <input type="checkbox"/>	Other <input type="checkbox"/>	If other, please specify
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**F3** What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work <input type="checkbox"/>	Holidays <input type="checkbox"/>	Visiting family <input type="checkbox"/>	Fairs <input type="checkbox"/>	Other <input type="checkbox"/>
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Details / specify if necessary. If fairs—probe for whether this involves work

**F4** At what time of year do you or family members usually travel? And for how long?  
*INTERVIEWER: Please cross one box only*

All year <input type="checkbox"/>	Summer <input type="checkbox"/>	Winter <input type="checkbox"/>
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And for how long?

**F5** Where do you or family members usually stay when they are travelling?  
*INTERVIEWER: Please cross all boxes that apply*

LA transit sites <input type="checkbox"/>	Private transit sites <input type="checkbox"/>	Roadside <input type="checkbox"/>	Friends/family <input type="checkbox"/>	Other <input type="checkbox"/>	If other, please specify
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*INTERVIEWER: Ask F6a — F8 ONLY if F1 = 0. Otherwise, go to F9*

**F6a** Are there any reasons why you don't you travel at the moment?

Details

**F6b** Have you or family members ever travelled? *INTERVIEWER: Please cross one box only*

Yes	<input type="checkbox"/>	→ Continue to F7
No	<input type="checkbox"/>	→ Go to F9

**F7a** When did you or family members last travel? *INTERVIEWER: Please write in*

Details

**F7b** What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work <input type="checkbox"/>	Holidays <input type="checkbox"/>	Visiting family <input type="checkbox"/>	Fairs <input type="checkbox"/>	Other <input type="checkbox"/>
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Details / specify if necessary. If fairs—probe for whether this involves work

# NOT FOR CIRCULATION

**F8 Why do you not travel anymore?** *INTERVIEWER: Cross all boxes that apply & probe for details*

Children in school	Ill health	Old age	Settled now	Nowhere to stop	No work opportunities	Other
<input type="checkbox"/>						

If other, please specify

Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age

**F9 Do you or other family members plan to travel in the future?**

*INTERVIEWER: Please cross one box only*

Yes	<input type="checkbox"/>	→	Continue to F10
No	<input type="checkbox"/>	→	Go to G1
Don't know	<input type="checkbox"/>	→	Go to G1

**F10 When, and for what purpose do you/they plan to travel?**

Details

**F11 Is there anything else you would like to tell us about your travelling patterns?**

Details

# NOT FOR CIRCULATION

**G**

## Any other information

**G1** Any other information about this site or your accommodation needs? *INTERVIEWER: Please write in*

Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)

**G2** Site/Pitch plan? Any concerns? *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently

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# NOT FOR CIRCULATION

H Bricks & Mortar Contacts	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>
Details	
Council contact?	
<p>Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?</p> <p><i>INTERVIEWER: Please cross one box only</i></p>	
Yes <input type="checkbox"/>	No <input type="checkbox"/>
<p><i>INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.</i></p>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
Interview log	
<p><i>INTERVIEWER: Please record the date and time that the interview was carried out</i></p>	
Date.....	<input type="text"/>
Time of interview.....	<input type="text"/>

# Appendix G: ORS Technical Note



## **Technical Note**

# **Gypsy and Traveller Household Formation and Growth Rates**

**August 26<sup>th</sup> 2015**

**Opinion Research Services**  
Spin-out company of Swansea University



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# Household Growth Rates

## Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.
2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).
3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.
4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.
5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

## Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities’ future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors. Of course, it is the *net* rate that is important in determining future accommodation needs for Gypsies and Travellers.

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.
8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').
9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying that:

*The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]*

10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

*I can confirm that the annual growth rate figure of 3% does not represent national planning policy.*

*The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure.'*

12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of 'standard' precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about *net* household growth rates in order to provide a more robust basis for future assessments.

## Compound growth

13. The assumed rate of household growth is crucially important for Gypsy and Traveller studies because for future planning purposes it is projected over time on a compound basis – so errors are progressively enlarged. For example, if an assumed 3% *net* growth rate is compounded each year then the implication is that the number of households will double in only 23.5 years; whereas if a *net* compound rate of 1.5% is used then the doubling of household numbers would take 46.5 years. The table below shows the impact of a range of compound growth rates.

**Table 1**  
**Compound Growth Rates and Time Taken for Number of Households to Double**

Household Growth Rate per Annum	Time Taken for Household to Double
3.00%	23.5 years
2.75%	25.5 years
2.50%	28 years
2.25%	31 years
2.00%	35 years
1.75%	40 years
1.50%	46.5 years

14. The above analysis is vivid enough, but another illustration of how different rates of household growth impact on total numbers over time is shown in the table below – which uses a baseline of 100 households while applying different compound growth rates over time. After 5 years, the difference between a 1.5% growth rate and a 3% growth rate is only 8 households (116 minus 108); but with a 20-year projection the difference is 46 households (181 minus 135).

**Table 2**  
**Growth in Households Over time from a Baseline of 100 Households**

Household Growth Rate per Annum	5 years	10 years	15 years	20 years	50 years	100 years
3.00%	116	134	156	181	438	1,922
2.75%	115	131	150	172	388	1,507
2.50%	113	128	145	164	344	1,181
2.25%	112	125	140	156	304	925
2.00%	110	122	135	149	269	724
1.75%	109	119	130	141	238	567
1.50%	108	116	125	135	211	443

15. In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

## Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.
17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.
18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

**Table 3**  
**National CLG Caravan Count July 1998 to July 2014 with Growth Rates (Source: CLG)**

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
Jan 2015	20,123	1,735	9.54%	1.84%
July 2014	20,035	2,598	14.90%	2.81%
Jan 2014	19,503	1,638	9.17%	1.77%
July 2013	20,911	3,339	19.00%	3.54%
Jan 2013	19,359	1,515	8.49%	1.64%
Jul 2012	19,261	2,112	12.32%	2.35%
Jan 2012	18,746	2,135	12.85%	2.45%
Jul 2011	18,571	2,258	13.84%	2.63%
Jan 2011	18,383	2,637	16.75%	3.15%
Jul 2010	18,134	2,271	14.32%	2.71%
Jan 2010	18,370	3,001	19.53%	3.63%
Jul 2009	17,437	2,318	15.33%	2.89%
Jan 2009	17,865	3,503	24.39%	4.46%
Jul 2008	17,572	2,872	19.54%	3.63%
Jan 2008	17,844	3,895	27.92%	5.05%

<b>Jul 2007</b>	17,149	2,948	20.76%	3.84%
<b>Jan 2007</b>	16,611	2,893	21.09%	3.90%
<b>Jul 2006</b>	16,313	2,511	18.19%	3.40%
<b>Jan 2006</b>	15,746	2,352	17.56%	3.29%
<b>Jul 2005</b>	15,863	2,098	15.24%	2.88%
<b>Jan 2005</b>	15,369	1,970	14.70%	2.78%
<b>Jul 2004</b>	15,119	2,110	16.22%	3.05%
<b>Jan 2004</b>	14,362	817	6.03%	1.18%
<b>Jul 2003</b>	14,700			
<b>Jan 2003</b>	13,949			
<b>Jul 2002</b>	14,201			
<b>Jan 2002</b>	13,718			
<b>Jul 2001</b>	13,802			
<b>Jan 2001</b>	13,394			
<b>Jul 2000</b>	13,765			
<b>Jan 2000</b>	13,399			
<b>Jan 1999</b>	13,009			
<b>Jul 1998</b>	13,545			

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. We would note that if longer time periods are used the figures do become more stable. Over the 36 year period 1979 (the start of the caravan counts) to 2015 the compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). Counting caravan numbers is very poor proxy for Gypsy and Traveller household growth. Caravans counted are not always occupied by Gypsy and Traveller families and numbers of caravans held by families may increase generally as affluence and economic conditions improve, (but without a growth in households)
21. There is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates. This approach is not appropriate to needs studies for the following reasons:

## Modelling population growth

### Introduction

22. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for

population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting 'standard' rates on the basis of precedent.

### Migration effects

23. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents. In relation to local migration effects, Gypsies and Travellers can and do move between local authorities – but in each case the in-migration to one area is matched by an out-migration from another area. Since it is difficult to estimate the net effect of such movements over local plan periods, ORS normally assumes that there will be nil net migration to/from an area. Nonetheless, where it is possible to estimate specific in-/out- migration effects, we take account of them, while distinguishing between migration and household formation effects.

### Population profile

24. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.
25. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

**Table 4**

**Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)**

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9

Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

### Birth and fertility rates

26. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of the fertility rates of the UK Gypsy and Traveller community. This is contained in the book, ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson published in May 2015. This draws on the 2011 Census data and provides an estimated total fertility rate of 2.75 for the Gypsy and traveller community
28. ORS’s have been able to examine our own survey data to investigate the fertility rate of Gypsy and Traveller women. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to assume an average of three children per woman during her lifetime which would be consistent with the evidence from the 2011 Census of a figure of around 2.75 children per woman. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

### Death rates

29. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the *net* population growth cannot conceivably achieve 2% per

annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

30. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
31. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) 'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative', University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS's own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

#### Modelling outputs

32. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
33. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
34. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

## Household growth

35. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
36. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
37. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

**Table 5**

**Age of Head of Household (Source: UK Census of Population 2011)**

Age of household representative	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage of households
Age 24 and under	790,974	3.6%	1,698	8.7%
Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
Total	22,063,368	100%	19,458	100%

38. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

**Table 6**  
**Household Type (Source: UK Census of Population 2011)**

Household Type	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage of households
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no children	5,681,847	25.7%	2345	12.1%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Couple with non-dependent children	1,342,841	6.1%	822	4.2%
Lone parent: Dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	22,063,368	100%	19,458	100%

39. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
40. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
41. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

## Household dissolution rates

42. Finally, consideration of household dissolution rates also suggests that the net household growth rate for Gypsies and Travellers is very unlikely to reach 3% per annum (as often assumed). The table below, derived from ORS's mainstream strategic housing market assessments, shows that generally household dissolution rates are between 1.0% and 1.7% per annum. London is different because people tend to move out upon retirement, rather than remaining in London until death. To adopt a 1.0% dissolution rate as a standard guide nationally would be too low, because it means that average households will live for 70 years after formation. A 1.5% dissolution rate would be a more plausible as a national guide, implying that average households live for 47 years after formation.

**Table 7**  
**Annual Dissolution Rates (Source: SHMAs undertaken by ORS)**

Area	Annual projected household dissolution	Number of households	Percentage
Greater London	25,000	3,266,173	0.77%
Blaenau Gwent	468.2	30,416	1.54%
Bradford	3,355	199,296	1.68%
Ceredigion	348	31,562	1.10%
Exeter, East Devon, Mid Devon, Teignbridge and Torbay	4,318	254,084	1.70%
Neath Port Talbot	1,352	57,609	2.34%
Norwich, South Norfolk and Broadland	1,626	166,464	0.98%
Suffolk Coastal	633	53,558	1.18%
Monmouthshire Newport Torfaen	1,420	137,929	1.03%

43. The 1.5% dissolution rate is important because the death rate is a key factor in moderating the *gross* household growth rate. Significantly, applying a 1.5% dissolution rate to a 3% *gross* household growth formation rate yields a *net* rate of 1.5% per annum – which ORS considers is a realistic figure for the Gypsy and Traveller population and which is in line with other demographic information. After all, based on the dissolution rate, a *net* household formation rate of 3% per annum would require a 4.5% per annum *gross* formation rate (which in turn would require extremely unrealistic assumptions about birth rates).

## Summary conclusions

44. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.
45. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

46. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.
47. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.