

West Berkshire District

Gypsy and Traveller and Travelling Showperson

Accommodation Assessment 2019

West Berkshire Council

Final Report

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Main Contact: Dr Michael Bullock
Email: michael.bullock@arc4.co.uk
Telephone: 0800 612 9133
Website: www.arc4.co.uk



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Registered Address: arc4, 41 Clarendon Road, Sale Manchester M33 2DY
Email: contact@arc4.co.uk www.arc4.co.uk
arc4 Limited Registered in England & Wales 6205180 VAT Registration No: 909 9814 77
Directors - Helen Brzozowski – Michael Bullock

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Executive Summary

Introduction

The West Berkshire Gypsy and Traveller Accommodation Assessment (GTAA) analyses the latest available evidence to specifically identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and houseboat dwellers across the District.

The West Berkshire District GTAA (2019) has comprised the following evidence sources:

- A review of existing (secondary) data;
- Interviews with Gypsy and Traveller households and household information obtained from local knowledge and planning application data and planning statements. Overall, data was obtained for 25 households living on pitches (a 69% response rate)
- An online survey achieving the views of 19 stakeholders.

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

Current provision and activity

The 2011 Census identified a total of 63 households in West Berkshire District with a 'White: Gypsy or Irish Traveller' ethnicity. Of these, 19 households lived in a caravan or other mobile or temporary structure and 44 households lived in bricks and mortar (house, bungalow, flat, maisonette or apartment).

The bi-annual Traveller Caravan Count indicates an average of around 77 Traveller caravans over the last seven counts. Of these, around 24.5% are on authorised social rented sites, 74.9% are on private sites and 0.6% are on unauthorised sites. The annual Travelling Showperson Caravan Count (undertaken each January) indicates an average of zero Travelling Showperson caravans in the past five counts (2014-2018).

There is one authorised permanent Council-owned Gypsy and Traveller site in West Berkshire District. In addition, there are two authorised permanent private sites and one unauthorised site

The triangulation of secondary data, Council records and fieldwork survey has identified a total of 33 Gypsy and Traveller households living on 33 occupied pitches across West Berkshire District.

Planning policy requirements for needs assessments

Planning policy for traveller sites (PPTS) (first published in March 2012 and updated in August 2015) requires an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The calculation of pitch/plot requirements in the GTAA 2019 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the

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

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

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

The Revised National Planning Policy Framework (NPPF) of July 2018 (Paragraph 61) requires local planning authorities to identify the size, type and tenure of homes required for different groups in the community, expressly including Travellers.

As this study is based on comprehensive interviews with members of the Travelling community living within West Berkshire District, it is possible for arc⁴ to determine through analysis which households meet the PPTS 2015 definition (on the basis of the travelling practices) and those who do not travel but fall under a broader ‘cultural’ definition.

Gypsy and Traveller pitch requirements

The GTAA 2019 has found evidence of a need for 20 Gypsy and Traveller pitch need over the next five years (2018/19 to 2022/23) under the cultural definition and 18 pitches under the PPTS 2015 definition of Gypsy and Traveller. For the period 2023/24 to 2035/36, the GTAA has identified a cultural need for 31 pitches and a PPTS need for 30 pitches. The overall plan period need 2018/19 to 2035/36 is 51 (cultural) and 48 (PPTS).

The study considered potential pitch supply through turnover on the Council site and intensification/expansion of existing authorised sites. Turnover on the Council site cannot be assessed at present given the refurbishment work ongoing; intensification/expansion was generally not an option on existing authorised sites. The study has also considered turnover on the private site Paices Hill. Usually turnover on private sites is not considered but given the ability of households to move on and off Paices Hill and the size of the site, this is an important element of supply. Therefore analysis assumes a turnover of 1.6 pitches each year on Paices Hill and it is recommended that the council monitor turnover on the site going forward. The development of new sites would also help address the shortfalls identified.

If turnover was considered, the overall pitch shortfall would reduce to:

- Over the 5 years 2018/19 to 2022/23 12 cultural and 10 PPTS:
- Over the plan period 2018/19 to 2035/36 22 cultural and 19 PPTS

It is recommended that future policy work acknowledges this range of need.

Travelling Showperson plot requirements

There is currently one Showperson's Yard in the district which is located at Long Copse Farm. The 2015 GTAA identified a need at the time for 24 Travelling Showperson plots and a yard was granted planning permission. However, as evidenced in the Travelling Showperson Caravan Count, there have been no caravans reported within West Berkshire over the past 5 years.

It transpires that the yard is used for storage and there is currently no intention to develop the land for residential use. Therefore, the 2019 GTAA concludes there is no additional need for Travelling Showperson yards and any need that does arise can be addressed on the Long Copse yard.

Meeting transit site/stop over requirements

Given the level of unauthorised encampment and the need expressed by the community, it is recommended that the Council considers the need for transit pitches. Data was not available on the number of caravans on unauthorised encampments, but observations of unauthorised encampments and views of the Gypsy and Traveller community would suggest that a 4-pitch site (which could accommodate up to 8 caravans) would be appropriate. Additionally, a tolerated stopping policy could be considered, where Travellers can be directed to appropriate locations to temporarily stop over with support if it is required.

Houseboat need

No specific need for moorings was identified. It is recommended that the Council maintain an ongoing review of houseboat activity and liaise with the Canals and Rivers Trust to identify any future need.

1. Introduction

GTAA 2019 aims

- 1.1 In August 2018, arc⁴ was commissioned by West Berkshire Council to undertake a Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA) to identify the accommodation needs of Gypsies, Travellers, Travelling Showpeople and houseboat dwellers from across West Berkshire District.
- 1.2 The overall objective of the Gypsy, Traveller and Travelling Showperson Accommodation Assessment is to form a clear evidence basis to inform the development of planning policies relating to Gypsy and Travellers, Travelling Showpeople and houseboat dwellers.
- 1.3 The aims of the GTAA 2019 are:
 - To identify the current accommodation provision for members of the Gypsy and Traveller community within West Berkshire District;
 - To identify current levels of need for accommodation arising from within the community, including from concealed households and those living in bricks and mortar;
 - To project future accommodation needs for pitches, plots and moorings using a clear and transparent methodology in order to create a robust evidence base for the next five years and the period to 2036; and
 - To inform the development of housing and planning policies for the Council and its strategic partners.

Who the study covers

- 1.4 The GTAA 2019 adopts the definition of ‘Gypsies and Travellers’ set out within *Planning policy for traveller sites* (PPTS), which was published by the Government in August 2015. This sets out the following definition of ‘Gypsies and Travellers’:
- 1.5 ‘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.’¹
- 1.6 In addition, PPTS 2015 provides the following ‘clarification’ for determining whether someone is a Gypsy or Traveller:
- 1.7 ‘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

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

- 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.’²
- 1.8 The following definition of ‘Travelling Showpeople’ is set out in PPTS 2015:
- ‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.’³*
- 1.9 In addition:
- ‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’⁴*
- 1.10 For the purposes of this study, therefore, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.

Report structure

- 1.11 The GTAA 2019 report structure is as follows:
- **Chapter 1 Introduction:** provides an overview of the study;
 - **Chapter 2 Policy context:** presents a review of the planning policy context which guides the study;
 - **Chapter 3 Methodology:** provides details of the study’s research methodology;
 - **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the and the scale of existing site/yard provision;
 - **Chapter 5 Household survey findings:** presents relevant data obtained from the household survey research;
 - **Chapter 6 Stakeholder consultation:** summarises views of stakeholders expressed through the online survey;
 - **Chapter 7 Pitch/plot/transit requirements:** focuses on current and future pitch/plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area; and

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

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

⁴ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 5

- **Chapter 8 Conclusion and strategic response:** concludes the report, bringing together the different strands of the research and identifying headline issues, including recommending ways in which these could be addressed.

1.12 The report is supplemented by the following appendices:

- **Appendix A** which provides details of the legislative background underpinning accommodation issues for the Travelling community;
- **Appendix B** Review of policy, guidance, reports and best practice notes;
- **Appendix C** Fieldwork questionnaires;
- **Appendix D** Fieldwork survey response statistics; and
- **Appendix E** Glossary of terms.

2. Policy and local context

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

Government policy and guidance

Gypsy and Traveller Accommodation Needs Assessments Guidance 2007 (withdrawn)

- 2.4 The calculation of pitch/plot requirements in the GTAA 2019 is based on established DCLG modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this Guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject it continues to provide a best practice approach for needs modelling.
- 2.5 This approach comprises an assessment of the current needs of Gypsies and Travellers and Travelling Showpeople and a projection of future needs. The Guidance advocates the use of a fieldwork survey to supplement secondary source information and derive key supply and demand information.

Planning policy for traveller sites, PPTS 2012

- 2.6 In 2012, the Government published the original National Planning Policy Framework (NPPF)⁵ and its accompanying National Planning Practice Guidance (NPPG) documents covering a range of topics (now superseded by NPPF 2018). They also published some separate planning policy documents, including *Planning policy for traveller sites*⁶ (PPTS 2012). These documents replaced all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople.
- 2.7 Previously, local planning authorities had been required to set aside enough land for Gypsy and Traveller sites, with their targets set in regional plans. However, the Coalition Government abolished regional planning under the provisions of the Localism Act 2011. The approach set out in PPTS 2012 instead encouraged local planning authorities to form their own evidence base for accommodation needs in their area and use this to set their own pitch and plot targets for their Local Plan.

⁵ DCLG National Planning Policy Framework March 2012

⁶ DCLG *Planning policy for traveller sites* March 2012 (now superseded)

Written Ministerial Statement, July 2015

- 2.8 Technical adjustments were made to paragraphs 49 and 159 of the NPPF by a Written Ministerial Statement (WMS) on 22nd July 2015⁷, following a High Court judgement (Wenman v Secretary of State).
- 2.9 In relation to paragraph 49, the WMS stated that those persons who fall within the definition of ‘traveller’ under the PPTS, cannot rely on the lack of a five-year supply of deliverable housing sites under the NPPF to show that relevant policies for the supply of housing are not up to date. Such persons should have the lack of a five-year supply of deliverable traveller sites considered in accordance with Planning Policy for Traveller Sites.
- 2.10 Regarding paragraph 159, the WMS clarified that the PPTS sets out how ‘travellers’ accommodation needs should be assessed. However, those who do not fall under that definition should have their accommodation needs addressed under the provisions of the NPPF.

PPTS 2015

- 2.11 An updated *Planning policy for traveller sites* (PPTS 2015) was published in August 2015⁸. PPTS 2015 introduced some key changes to policy, including by changing the definitions of ‘Gypsy and Traveller’ and ‘Travelling Showperson’ by deleting the word ‘permanently’ in relation to their travelling habits, so that for planning-related purposes the definitions of Gypsies and Travellers and Travelling Showpeople have been changed to exclude those who have permanently stopped travelling. In addition, the following ‘clarification’ was added:
- 2.12 ‘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.’⁹

Planning policy statement, August 2015

- 2.13 Alongside the publication of the revised policy document on 31st August 2015, a letter and accompanying planning policy statement were issued by the DCLG Chief Planner (Steve Quartermain)¹⁰ to Chief Planning Officers in England. The letter and planning

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

⁸ DCLG *Planning policy for traveller sites* August 2015

⁹ DCLG *Planning policy for traveller sites* August 2015 Annex 1, para 2

¹⁰ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_writing_statement.pdf

policy statement dealt specifically with the issue of *Green Belt protection and intentional unauthorised development*. On 17th December 2015, the Minister of State for Housing and Planning (Brandon Lewis) made a Written Statement confirming the changes to national policy set out in the letter and statement.¹¹

Green Belt and intentional unauthorised development

- 2.14 PPTS 2015 (paragraph 10) states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally-set targets. In relation to the determination of planning applications, PPTS 2015 (paragraph 27) states that if an LPA cannot demonstrate an up-to-date five-year supply of deliverable sites then this should be a significant material consideration in any subsequent planning decision when considering applications for the grant of temporary planning permission. However, it also sets out that the exception to this is where the proposal is on land designated as Green Belt, sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding Natural Beauty or within a National Park or the Broads.
- 2.15 PPTS 2015 (paragraph 16) and the accompanying planning policy statement on *Green Belt protection and intentional unauthorised development* clearly set out that unmet need and personal circumstances (subject to the best interests of the child) are unlikely to clearly outweigh harm to the Green Belt so as to establish 'very special circumstances' and allow development to be permitted.

Intentional unauthorised development

- 2.16 The planning policy statement issued with PPTS 2015¹² (and confirmed by Ministerial Statement¹³) makes clear that if a site is intentionally occupied without planning permission this would be a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.
- 2.17 In addition, PPTS 2015 (paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller site needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

¹¹<http://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2015-12-17/HCWS423/>

¹²https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/457632/Final_Chief_Planning_Officer_letter_and_written_statement.pdf

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

Draft Guidance to local housing authorities on the periodical review of housing needs: caravans and houseboats, March 2016

- 2.18 In March 2016, the DCLG published *Draft guidance on the periodical review of housing needs: Caravans and Houseboats*. The draft Guidance related to Clause 115 of the Housing and Planning Bill, which has become Section 124 of the Housing and Planning Act 2016 (passed in May 2016).
- 2.19 The draft Guidance explains how Government wants local housing authorities to interpret changes to accommodation needs assessments (as required by Section 8 of the Housing Act 1985), specifically in relation to caravans and houseboats.
- 2.20 In the carrying out of accommodation needs assessments, the draft Guidance stresses the importance of close engagement with the community. The use of existing data along with conducting a specialist survey is recommended.
- 2.21 The draft guidance has been taken into account in the planning, preparation and undertaking of this GTAA for West Berkshire Council.

National Planning Policy Framework (NPPF), July 2018/Feb 2019

- 2.22 Following a consultation published in March 2018, the Ministry of Housing, Communities and Local Government published revised National Planning Policy Framework (NPPF 2018) in July 2018 and updated in February 2019.
- 2.23 Updating the original NPPF 2012, the revised NPPF 2018 sets out 17 topic-based chapters which reflect the Government's development priorities. Chapter 5, *'Delivering a sufficient supply of homes'*, sets out the Government's objective of significantly boosting the supply of homes including meeting the needs of groups with specific housing requirements (paragraph 59). It states that in determining the minimum number of homes needed, strategic policies should be informed by a local housing need assessment. This should be conducted using the standard method in national planning guidance, unless exceptional circumstances justify an alternative approach (paragraph 60).
- 2.24 It is then set out in paragraph 61 that:
- 2.25 *'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.'*
- 2.26 An additional footnote to the word *'travellers'* states:
- 2.27 *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*
- 2.28 This compares with the footnote to the draft revised NPPF (March 2018), which set out the following approach, it seemed to adopt a broader, 'cultural' definition:

- 2.29 ‘Travellers who do not fall under the definition of “traveller” in Annex 1 of the Planning Policy for Traveller Sites. The latter sets out how travellers’ accommodation needs should be assessed for those covered by the definition in Annex 1 of that document.’

Planning policy context and methodological implications

- 2.30 Further to the publication of updated PPTS in August 2015, the 2007 GTAA Guidance was withdrawn and there was considerable confusion regarding what accommodation needs should be assessed and the best methodological approach.
- 2.31 The Housing and Planning Act 2016 deleted Sections 225 and 226 of the Housing Act 2004, effectively removing some of local planning authorities’ duties in relation to the accommodation needs assessments of Gypsies and Travellers. However, the Housing and Planning Act inserted some additional requirements into Section 8 of the Housing Act 1985, including the duty to consider the provision of sites for caravans and moorings for houseboats when undertaking housing needs assessments. As referred to above, draft Guidance was published in March 2016 to explain the interpretation of these legislative changes. However, this remains in draft form at the present time.
- 2.32 As discussed, the PPTS 2015 definitions of ‘Gypsy and Traveller’ and ‘Travelling Showperson’ now exclude those that have stopped travelling on a permanent basis. The ‘clarification’ in Annex 1 (paragraph 2) of PPTS 2015 refers to a ‘*nomadic habit of life*’ and whether the person in question previously led a nomadic habit of life; the reasons for ceasing their nomadic habit of life; and whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances. This suggests that persons (or households) should be assessed on an individual basis, to determine whether they meet the PPTS 2015 planning definition.
- 2.33 Some people adopted the view that the revised PPTS 2015 definitions (excluding Gypsies, Travellers and Travelling Showpeople who have ceased travelling) allow local planning authorities to manage their needs numbers downwards. This approach has always been treated with caution by arc⁴, however, and our GTAA studies have instead adopted an approach which includes a consideration of PPTS-defined need (pitch numbers to meet the needs of those who travel) and a wider ‘cultural’ definition of need (pitches to meet the needs of all Gypsies, Travellers and Travelling Showpeople who are identifiable within the relevant study area).
- 2.34 The accommodation needs of the Travelling community forms a strategic issue, which is a consideration under the Duty to Cooperate. It is therefore considered important that the West Berkshire GTAA 2019 provides a robust and transparent approach regarding the methodology for determining which members of the Travelling community are ‘travelling’ and which members should be considered ‘non-travelling’ as well as the subsequent assessment of current and future needs.
- 2.35 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for West Berkshire District is set out in Chapter 5.

Strategic context

- 2.36 Despite the revocation of regional spatial strategies, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 and the National Planning Policy Framework (NPPF 2018) sets out that public bodies have a duty to cooperate on planning issues that cross administrative boundaries (paragraphs 24-27).
- 2.37 National planning practice guidance (PPG) includes a guidance document specific to the *Duty to cooperate* (March 2014). This states that duty to cooperate is not a duty to agree, but local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination (paragraph 1). In addition, it states that the duty to cooperate seeks to ensure that local planning authorities lead strategic planning effectively through their Local Plans, addressing social, environmental and economic issues that can only be addressed effectively by working with other local planning authorities beyond their own administrative boundaries (paragraph 8).
- 2.38 PPTS 2015 sets out that the preparation of Local Plans and setting of pitch and plot targets should be undertaken by local planning authorities working collaboratively with neighbouring planning authorities (paragraphs 8 and 9). It reiterates that local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries (paragraph 10).

Local context

- 2.39 West Berkshire Council adopted a Core Strategy Development Plan Document in July 2012, covering the period 2006 to 2026. A Housing Site Allocations Development Plan Document was adopted in May 2017. Some policies from the West Berkshire District Local Plan 2007 are also saved and form part of the development plan for the area up to 2026.
- 2.40 West Berkshire Council is now working on the preparation of a new Local Plan with a Plan Period of up to 2036. The review will include future levels of need for new homes, employment and other land uses up to 2036. Public consultation on the Scoping Report was undertaken from January to March 2018, and from November to December 2018.
- 2.41 This GTAA has been prepared by arc⁴ to help inform future planning and housing policy decisions relating to Traveller issues for the period up to 2036.

3. Methodology

- 3.1 In order to achieve a clear and transparent evidence base and deliver the objectives of the study, the following methodology was developed based on the requirements of current Government policy¹⁴ and following an established and approved approach¹⁵.
- 3.2 Fundamental to the methodological approach adopted by arc⁴ is the priority of collecting up-to-date primary data to inform all aspects of the research base. In particular in relation to GTAA surveys, this includes meaningful engagement with members of the local Gypsy and Traveller and Travelling Showpeople community. Through our links with Traveller representatives and the sensitive approach of our experienced field team, we have a track-record of obtaining a high degree of participation from local households living on pitches and plots within the relevant study area.
- 3.3 The methodology for this study has therefore comprised:
- Desktop analysis of existing documents, including data on pitches/sites and unauthorised encampments;
 - Site observation of all sites across West Berkshire District; and
 - The collection of household data through a household survey and assembly of data on site occupancy using planning application data. Overall, 25 household interviews were achieved (against a target of 36); in addition, details of 4 households currently in bricks and mortar housing wanting to move back to the Councils' site at Four Houses Corner were obtained; and details of 4 households living on unauthorised pitches were obtained from planning data.
 - An assessment of accommodation needs taking into account all available data and information.
- 3.4 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and steering group discussions;
 - Phase 2: Site observation, surveys of households and information on demographics; and
 - Phase 3: Needs assessment and production of the GTAA 2019 report.

Phase 1: Literature/desktop review and steering group discussions

- 3.5 This phase comprised a review of available literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers in West Berkshire District.

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

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

- 3.6 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
 - Current policies towards Gypsies and Travellers in West Berkshire (drawn from Local Authority policy documents, planning documents, housing strategies and homelessness strategies); and
 - Analysis of existing data sources available from the Council.
- 3.7 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.8 The project steering group was fully consulted regarding the most appropriate methodology for undertaking the assessment work, including site fieldwork.

Phase 2: Site observation, interviews with Gypsies and Travellers and gathering of demographic information

- 3.9 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. The questionnaire (Appendix C) was designed by arc⁴ in consultation with the project steering group and built upon our standard questionnaire. The cultural needs of Gypsies and Travellers differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Gypsies and Travellers from across the area living in different types of accommodation.
- 3.10 The site observation exercise was successfully completed in August 2018 which involved visits to most sites. Paices Hill was visited separately by the field team in November 2018 to carry out household surveys.
- 3.11 A total of 21 household interviews were achieved from a target of 33. An estimated 11 households were not interviewed on Paices Hill due to challenging site circumstances, but this non-response has been taken into account through weighting of data.
- 3.12 The evidence base also includes household information from 4 households based on planning statements and planning application data.
- 3.13 Data was also obtained for 4 households who have moved away from the Council site at Four Houses Corner, with information provided by site residents.
- 3.14 The study therefore assumes a total of 36 households living on 36 pitches, with data available for 25 of these households (representing 69.4% of households). The responses achieved by tenure and type of site are presented in Table 3.1.
- 3.15 Note there are also 15 transit pitches at Paices Hill in addition to the 24 residential pitches.

Table 3.1 Responses achieved to the Household Survey 2018 by tenure and type of accommodation							
Gypsies and Travellers							
Tenure and type of site	Pitch numbers			Household numbers			
	Total pitches	Total vacant	Occupied pitches	Total households	Interviews achieved	Household data source	Final household data
Council (permanent) authorised*	7	0	7	7	7	Household survey	7
Private (permanent) authorised (Paices Hill)	24	0	24	24	13	Household survey	13
Private (permanent) authorised (other)	1	0	1	1	1	Household survey	1
Unauthorised	4	0	4	4	0	Planning data	4
Total on Gypsy and Traveller pitches	36	0	36	36	21		25
Households in bricks and mortar wanting to return to the Council Site						Household survey (from discussions with site residents)	4

- 3.16 The 2011 Census estimates there are 63 Gypsies and Traveller households currently living across West Berkshire, of whom 44 households live in bricks and mortar accommodation. Despite a number of different approaches (including attempts to identify relevant officers in the Council) no interviews were achieved with Gypsies and Travellers and Travelling Showpeople living in bricks and mortar accommodation. Instead, the 2011 Census data has been used along with some statistical assumptions regarding the typical proportion of need arising from bricks and mortar households (based on other arc⁴ studies) (see Chapter 5).
- 3.17 arc⁴'s methodology includes analysing the household survey findings to determine the self-defined travelling practices of each interviewed household. This includes answers to questions of travelling history (current and year preceding); reasons for travel; travel plans (current year and the next five years); annual duration of travel (recent and planned); destinations and reasons for travel; and reasons for not travelling (now and in the future). By translating this assessment of each household's 'PPTS-compliance' into a proportion of the population in question, it can be determined what percentage of households fall within the 'PPTS 2015' definition. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.
- 3.18 Analysis of the household survey data establishes that 85.7% of respondent households living on Gypsy and Traveller pitches across West Berkshire District meet the PPTS 2015

definition of Gypsies and Travellers. These households meet the definition by either travelling in the preceding year or within the past 5 years and/or intend to travel in the next year or in any year in the next five years.

Phase 3: Needs assessment and production of report

- 3.19 The assessment of pitch requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using local authority and fieldwork survey information, with likely capacity through turnover assessed through the household survey and discussions with those who manage the council-owned sites.
- 3.20 A detailed explanation of the analysis of pitch requirements is contained in Chapter 5 but briefly comprises analysis of the following elements:
- Current pitch provision, households living in bricks and mortar accommodation; households planning to move in the next five years, in-migration and emerging households to give total demand for pitches; and
 - Turnover on existing pitches and total supply.
- 3.21 The approach used then reconciles the demand and supply data to identify overall pitch requirements.
- 3.22 To identify any need for transit provision, findings from the household survey have been analysed alongside other contextual information including records of unauthorised encampments.

Pitches and households

- 3.23 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.
- 3.24 PPTS 2015 refers to the need for Local Planning Authorities to ‘identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years’ worth of sites against their locally set targets’ and ‘relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density’ (PPTS 2015, paragraph 10).
- 3.25 Planning decision notices usually refer to the number of pitches on a site or the specifics of what can be on a pitch e.g. statics, tourers; or specific individuals and/or households.
- 3.26 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

Site and pitch size

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

Occupancy

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

Response

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

4. Review of the Gypsy and Traveller population and existing pitch/plot provision

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

2011 Census population estimates

4.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in research, the 2011 Census¹⁶ identifies a total of 63 households in West Berkshire District as having a ‘White: Gypsy or Irish Traveller’ (WGoIT) ethnicity (Table 4.1a). Of these, 69.8% (44 households) lived in bricks and mortar accommodation (house or bungalow, or flat, maisonette or apartment) and 30.2% (19 households) lived in a caravan or other mobile or temporary structure.

District	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
West Berkshire	63	29	15	19

Source: 2011 Census

4.3 The 2011 Census provides further information on actual resident numbers and Table 4.1b provides population details by accommodation type.

District	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
West Berkshire	163	87	24	52

Source: 2011 Census

4.4 Table 4.1c provides an analysis of people and household numbers and shows that the average household size is 2.59 persons for Gypsies and Travellers in West Berkshire District. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households. There is some variation in the

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

average Gypsy and Traveller household size between accommodation types however, with an average of 3 persons per household in houses/bungalows compared with 1.6 persons per household in flats/maisonettes/apartments and 2.7 persons per household in caravans/mobiles.

District	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
West Berkshire	2.59	3.00	1.60	2.74

Source: 2011 Census

Caravan Count information

- 4.5 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979 and have since been undertaken bi-annually by local authorities on a voluntary basis every January and July¹⁷. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller caravans and trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.
- 4.6 The latest Traveller caravan count figures available are from the July 2018 Count of Traveller Caravans (England)¹⁸, which nationally found that:
- The total number of traveller caravans in England in July 2018 was 22,662. This is 284 fewer than the 22,946 reported in January 2018 and 151 fewer than the 22,813 reported in one year previously in July 2017.
 - 6,576 caravans were on authorised socially rented sites. This is a decrease of 348 since the January 2018 count, which recorded 6,924; and a decrease of 146 compared with the July 2017 count, which recorded 6,722.
 - The number of caravans on authorised privately funded sites was 12,993. This was 45 fewer than the 13,038 recorded in January 2018 but 623 more than the 12,370 recorded in July 2017. The number of caravans on authorised private sites has been generally increasing each year since 2008.

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

¹⁸ MHCLG Count of Traveller Caravans January 2018 England, Housing Statistical Release June 2018

- The number of caravans on unauthorised encampments on land owned by travellers was 2,149. This is a decrease of 30 compared to the January 2018 figure of 2,179; and a decrease of 48 compared with July 2017.
 - The number of caravans on sites on land not owned by travellers was 944. This was 139 caravans more than the January 2018 count of 805; but markedly lower (by 580) from the 1,524 reported in July 2017.
 - Overall, the July 2018 count indicated that 86.4 per cent of traveller caravans in England were on authorised land and that 13.6 per cent were on unauthorised land.
- 4.7 The figures for the last eight Traveller caravan counts for West Berkshire District are set out in Table 4.2. This shows that an average of around 77 caravans have been recorded on sites across the West Berkshire District area during the eight-count period. Virtually all (99.6%) are on authorised sites with planning permission. Of these, 22.7% are on social-rented sites and 76.9% are on private sites. Very few caravans have been recorded on unauthorised sites, without planning permission.

West Berkshire Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	19	54	3	76
Jul 2015	21	52	0	73
Jan 2016	19	54	0	73
Jul 2016	18	69	0	87
Jan 2017	19	54	0	73
Jul 2017	18	69	0	87
Jan 2018	19	54	0	73
July 2018	7	69	0	76
Eight-Count Average	17.5	59.4	0.4	77.3
Eight-Count % Average	22.7%	76.9%	0.5%	100%

Source: MHCLG Traveller Caravan Count, Live Table 1 (July 2018)

- 4.8 In addition to the bi-annual Traveller Caravan Count, there is an annual snapshot count of the number of Travelling Showpeople caravans, which is undertaken alongside the January count of Gypsy and Traveller caravans (as above). The most recently available published data is therefore January 2018. Overall findings include that the total number of Travelling Showpeople caravans counted in January 2018 was 2,859, up 6% from 2,701 in January 2017. This remains lower than the 3,159 caravans counted in January 2015¹⁹.

¹⁹ MHCLG Count of Traveller Caravans January 2018 England, Housing Statistical Release June 2018

- 4.9 Table 4.3 sets out the data from the last five Travelling Showpeople caravan counts, 2014-2018, for West Berkshire District. This shows that no Travelling Showperson caravans were recorded in the five-year period.

West Berkshire Count	Authorised sites with planning permission		Unauthorised sites without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
2014	0	0	0	0
2015	0	0	0	0
2016	0	0	0	0
2017	0	0	0	0
2018	0	0	0	0
Five-Count Average	0	0	0	0
Five-Count % Average	-	-	-	-

Source: MHCLG Travelling Showpeople Caravan Count, Live Table 3 (January 2018)

- 4.10 The MHCLG Caravan Count data also records Traveller and Travelling Showpeople caravan sites provided by local authorities and private registered providers in England²⁰. The data from July 2018 identifies a capacity of 7 pitches at the Four Corners site which was opened in 1965.

Local information

- 4.11 Data on the provision of sites considers both authorised and unauthorised sites across West Berkshire District.
- 4.12 Broadly speaking, authorised sites are those with planning permission and can be on either public or privately-owned land. Unauthorised sites are made up of either longer term²¹ unauthorised encampments²², that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix D for more detailed definitions).
- 4.13 Table 4.4 sets out information relating to the Gypsy and Traveller sites located within West Berkshire District, and the locations of these sites are shown on Map 4.1. These sites include one authorised permanent Council site (currently with 7 occupied pitches but the site originally had 16 pitches), two authorised permanent private sites (25

²⁰ DCLG Count of Traveller Caravans July 2017 England, Housing Statistical Release 17 November 2017, Live Table 2

²¹ Approximately three months or longer

²² Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

pitches) and three unauthorised sites (4 pitches). In addition, there is one authorised Travelling Showperson yard with planning permission.

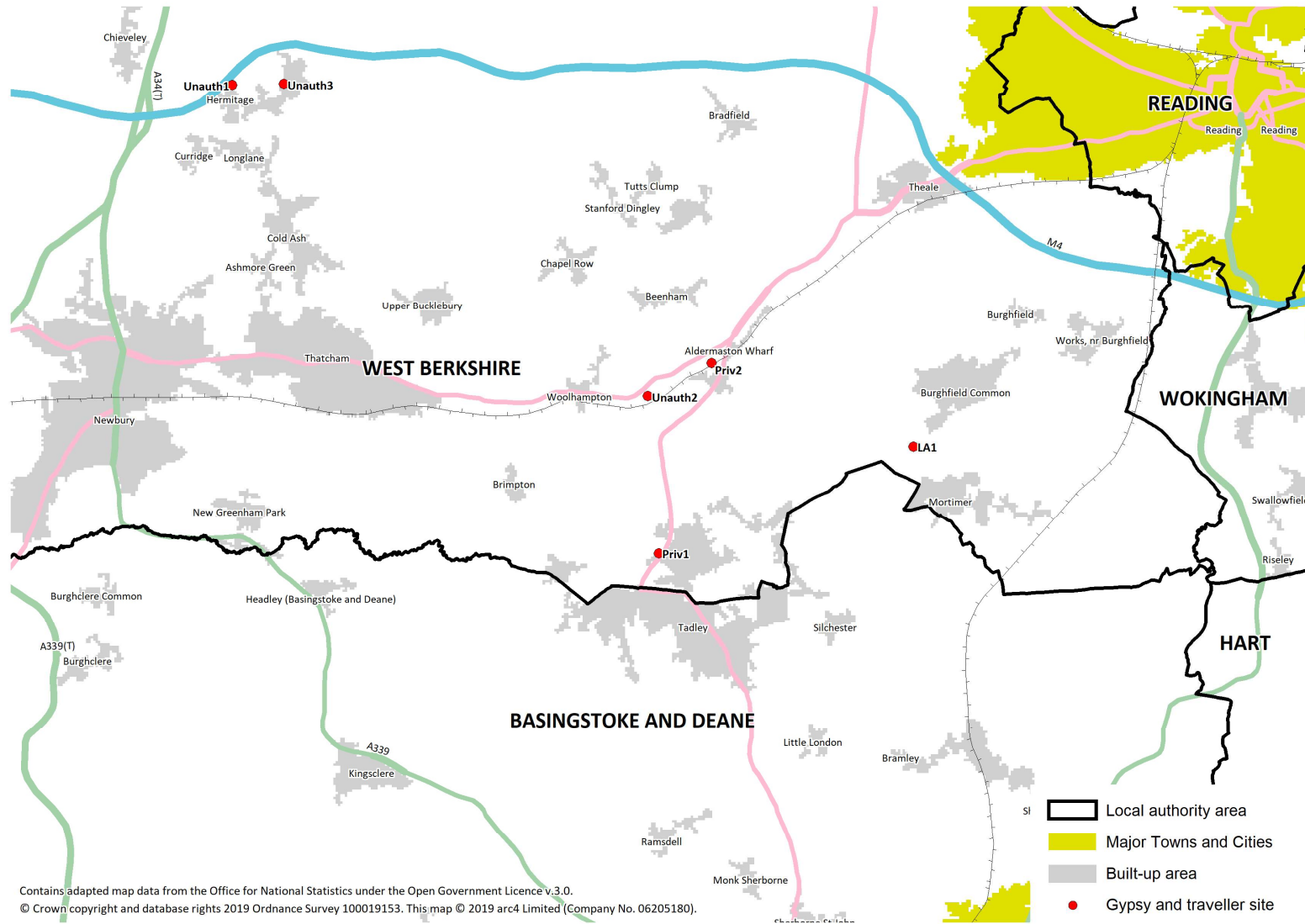
Table 4.4 List of Gypsy & Traveller sites (as at February 2019)							
Site Code	Site/Yard Name and Address	Postcode	Type of Site	Ownership	Total Pitches	Households	Household Data obtained
LA1	Four Houses Corner, Reading Road, Ufton Nervet	RG7 4QJ	Permanent Authorised	Local Authority	7*	7	7
Priv1	Paices Hill, Aldermaston	RG7 4PG	Permanent Authorised	Private	24	24	13
Priv2	Mayfai, Land Adjacent to Old Forge House, Beenham	RG7 5QE	Permanent Authorised	Private	1	1	1
Unauth1	Stable View, The Hermitage, Oare	RG18 9SG	Unauthorised	Private	1	1	1
Unauth2	Bath Pond (Land west of Hillplace), Bath Road, Woolhampton	RG7 5RH	Unauthorised	Private	2	2	2
Unauth3	Land north of the M4 on east side of Hampstead, Norreys Road, Hermitage	RG18 9RZ	Unauthorised	Private	1	1	1
West Berkshire District Total Gypsy and Traveller Pitches					36	36	25
TSP1	Long Copse Farm, Enborne	RG20 0LD	Permanent Authorised	Private	0	0	0
West Berkshire District Total Travelling Showperson Plots					0	0	0

Notes

*The site originally had 16 pitches but only 7 are currently occupied

Source: West Berkshire Council data 2018, site survey fieldwork 2018

Map 4.1 Location of sites and yards in West Berkshire District



5. Household survey findings

5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy, Traveller and Travelling Showpeople living in the district as possible. It was conducted using the questionnaire set out in Appendix C.

Gypsy and Traveller households living in West Berkshire

5.2 The analysis is based on 21 household surveys and where possible supplementary information obtained from local knowledge and planning application/statement data. The total number of households for which information was available was 29 but for some the information (particular data based on local knowledge and planning application/statement data) is less detailed.

5.3 Of the 29 households:

- 7 were Gypsies and Traveller households living on the Council site;
- 14 were Gypsies and Traveller households living on private authorised sites;
- 4 were Gypsy and Traveller households living on unauthorised sites;
- 4 were Gypsy and Traveller households who were living in bricks and mortar having been decanted from the Council site but planned to return to the site once it was refurbished.

5.4 Household information was therefore achieved for 25 households living on sites (out of a possible total of 36 households) and the survey results were weighted for the purposes of housing needs analysis. However, the data presented in this chapter has not been weighted as it is based on the proportion of respondents responding to particular questions and these proportions would not be affected by weighting.

5.5 It would not be appropriate to provide a detailed analysis of the survey information as this has the potential to identify individual responses. Broad summaries of the household survey data findings are presented below in order to maintain respondent confidentiality.

5.6 Of household representatives interviewed (base=25 responses), 48% described themselves as English Traveller 28% as Irish Traveller and 24% as Gypsy (including Romany, Romany Gypsy and English Gypsy and English Romany).

5.7 Data from the household survey and supplementary information from housing management data provided an insight into household size, type and the age of residents living on pitches.

5.8 There was significant variation in the size of households (base = 29 responses). 13.8% of households were single person; 20.7% were two person; 20.7% were three person; 13.8% were four person, 20.7% were five person and 10.3% were six or more person households.

- 5.9 Regarding household type (base = 29 responses), 37.9% were lone parents with 1-2 children, 3.4% lone parents with 3+ children, 13.8% singles, 3.4% couples, 17.2% couples with one or two children, 3.4% couples with 3 or more children, and 20.7% were other types of household (which included multi-generational households or couples with adult children at home).
- 5.10 Across West Berkshire there are at least 97 people living across 29 Gypsy and Traveller households. There are a total of 48 children aged 16 or under living on pitches along with 7 young adults aged 17 or over living with family and 42 adults.
- 5.11 The household survey/management information indicates that the Gypsy and Traveller population is very youthful, with a large child and teenage contingent. Overall, 44.3% of the Gypsy and Traveller population were aged 13 or under and 7.2% were aged 14-17. In addition, 23.7% were aged 18-34, 15.5% aged 35-44, 7.2% aged 45-59 and 2.1% aged 60 and over.
- 5.12 In terms of length of residence (base = 21 responses), 38.1% of respondents said up to 5 years; 47.6% stated between 5 and 10 years; and 14.3% more than 10 years. Three households had moved into the Borough in the preceding five years, had moved from existing sites onto vacant pitches and mainly had family connections in the area.
- 5.13 Of particular note, on Paices Hill 8 out of 13 households had move to the site in the previous 5 years from outside the district and all had moved onto a vacant pitch. This would suggest an element of turnover on a large authorised site and should be considered in the GTAA needs modelling as a potential source of pitch supply. This represents 61.5% of pitches where interviews were carried out and would equate to an annual supply of 1.6 pitches (unweighted) and 2.3 (weighted).
- 5.14 When asked about overcrowding, none of the respondents (base = 29) said that their home nor their pitch was overcrowded.
- 5.15 Regarding travelling behaviour (base = 21 responses), 76.1% of respondents lived in a household where someone had travelled in the previous year and also previous to the last year. 76.1% stated someone in their household planned to travel in the next year. Once planning application data had been considered (base = 25 respondents), the number of households that meet the PPTS Traveller definition (either they or someone in their household had travelled or plans to travel in the next year and beyond) reaches 88%. The main reasons for travelling were for work and visiting family/friends. Reasons for not travelling included being too much trouble and health reasons.
- 5.16 84.6% of respondents (base = 13) considered that there is a need for additional permanent pitch provision in West Berkshire. 80% felt there was a need for up to 10 additional pitches although two felt there was a need for 50 pitches.

6. Stakeholder consultation

Overview

- 6.1 Consultation was carried out as part of the GTAA process with key stakeholder across West Berkshire and the neighbouring local authority areas of Vale of White Horse, Reading, Wokingham, Basingstoke and Deane, Swindon, Wiltshire, South Oxfordshire, Test Valley, Bracknell Forest and Hart Councils.
- 6.2 Stakeholders were invited by arc4 to participate in an online survey to provide their views on a range of issues relating to the Gypsy and Traveller and Travelling Showpeople community within West Berkshire. Stakeholders included community representatives, local authority officers from West Berkshire and neighbouring authorities. The Canals and Rivers Trust was also contacted to discuss Houseboat issues
- 6.3 A total of 19 separate responses (some only partial) to the stakeholder consultation were obtained. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey.

Provision of accommodation

- 6.4 Stakeholders were asked to respond to a series of questions relating to the need for new pitch provision (both permanent and transit), existing pitch provision, households living in bricks and mortar accommodation, and unauthorised encampment activity. Their responses are summarised below.

New Permanent sites

- 6.5 Stakeholders were asked whether or not they felt that there is sufficient provision of permanent pitches and plots for Gypsies, Travellers and Travelling Showpeople in the study area. Some stakeholders responded 'no', but the majority of stakeholders were unsure.
- 6.6 In terms of locations for new provision, the following points were made by respondents:
 - Several respondents felt that they should be located in accordance with national guidance/policy;
 - Sites already permitted and where there is an identified need could also be tested for expansion or intensification. A site selection methodology and SA/SEA should guide site allocations. Consultation with the traveller community should be undertaken to understand where travellers would prefer sites to be allocated;
 - It would be important to ensure that the locations selected did not result in detrimental impacts vis-à-vis neighbouring authorities;
 - Families are outgrowing the current two sites - Four Houses Corner and Paices Hill. As the families expand they need more space for additional trailers;

- They should be located in areas that are capable of providing adequate and proper basic facilities as well as access to schools, healthcare, etc.;
 - It would be expected that need is met within the borough of West Berkshire as close as possible to where the need specifically arises;
 - A total of 24 plots for Travelling Showpeople should be provided at Long Copse Farm, Enborne, Berkshire – siting the plots there would meet the social objectives of sustainability, by providing the Showpeople with accommodation associated with the circus, the environmental objectives through its preferential extension of an existing use and opportunity to improve the landscaping on site, and the economic objectives by contributing to the future security of the circus.
- 6.7 Respondents identified the main barrier to new site provision as land availability. It was mentioned that private landowners are unlikely to willingly enable sites to be brought forward on their land due to fear of opposition, occurrence of unauthorised encampments and conventional housing being more profitable. A lack of public funding to establish new public owned sites is also considered to be a key barrier to provision. In addition, public perception of Gypsy and Traveller sites and the local opposition and prejudice they face also hinders new site provision.

Transit sites

- 6.8 When asked whether transit sites are needed, the majority of stakeholders thought that these were needed, not only in West Berkshire, but also in Basingstoke and Deane, South Oxfordshire, Vale of White Horse and Bracknell Forest. Several stakeholders believed that a key source of evidence is the prevalence and location of unauthorised encampments in local authority areas. In terms of where such transit sites should be located, stakeholders thought that they should be near to key travelling routes and the strategic road network. One stakeholder, however, expressed the opinion that transit sites would not be useful in West Berkshire.
- 6.9 Several respondents identified that barriers to transit provision were similar to those relating to new permanent site provision. The following barriers were specifically mentioned regarding transit provision:
- Land availability;
 - The management of sites; and
 - High costs of set up.
- 6.10 In terms of additional comments on these issues, respondents expressed that:
- There will have to be corporate support and money to implement and manage transit/emergency stopping sites and this will require careful 'pitching' to decision takers highlighting the policy requirements, costs and benefits of site provision;
 - The provision of a network of emergency stopping places/transit sites within the wider regional context would be beneficial for travelling communities;
 - The legislative framework is not conducive to the provision of transit sites that meet genuine regional needs where no county council level of governance exists.

Hypothetically, if a transit site is delivered in one unitary authority area in close proximity to another, the second unitary authority does not benefit from the increased powers to move on unauthorised encampments to this transit site as it is my understanding that such powers can only be used when a transit site exists within the boundaries of the unitary authority area that is seeking to move on the encampment;

- A representative from Reading Borough Council noted that whilst RBC continues to try to identify transit sites within its boundaries, it considers that its permanent needs are likely to need to be met in neighbouring authorities. For this reason, a Duty to Co-operate request was made, which did not result in any agreement to deliver Reading's unmet need. The consideration of the need for new sites in West Berkshire (and other authorities) should take account of this, and RBC are keen to work together to address these issues;
- A "stopping place" in the summer months would be more helpful, with a small deposit left by Travellers which is only returned when the Travellers leave, if no damage has been caused.

Existing sites

- 6.11 There was limited response from stakeholders in relation to survey questions regarding existing sites and their facilities. One stakeholder mentioned the Four House Corner site, which is currently in the process of being refurbished, but has the difficulty of residents not wanting to move into housing and children are living next to huge rubbish tips where the site has been partially dug over. One stakeholder mentioned that the existing site at Long Copse is too small to provide the necessary plot numbers required. Furthermore, the plot sizes do not meet the Showmen's Guild Model (site layout) Standards. Another stakeholder noted that privately run sites in Wiltshire are generally of good standard and that the Council has recently refurbished three of its sites.
- 6.12 In terms of the management of existing sites, one stakeholder commented that they believed that the transition for residents on Four House Corner could have been managed more effectively. They compared this to a better managed Traveller site in Surrey, where they said that residents were given a temporary site while building redevelopment work took place. This meant that Travellers did not have to move to bricks and mortar nor did children's education get disrupted.
- 6.13 Stakeholders were asked if they were aware of issues or tensions between Gypsies, Travellers and Travelling Showpeople and the settled community. Several stakeholders were unaware of tensions within West Berkshire, except one stakeholder who stated that ongoing tensions are regularly reported at both sites in West Berkshire at termly meetings held with GRT practitioners and police. Other stakeholders noted significant tensions in other areas such as Reading and Enborne.
- 6.14 Additional comments on these issues were made by one stakeholder who mentioned that Wiltshire Council provides free pre-application advice to travellers as this group has disproportionately high levels of literacy issues and relatively poor knowledge of the planning system, which can help prevent travellers purchasing land that is not acceptable in planning terms.

Bricks and mortar

- 6.15 One stakeholder confirmed that they are aware of members of the Gypsy, Traveller and Travelling Showpeople community living in bricks and mortar accommodation across West Berkshire.
- 6.16 Asked whether additional site/pitch provision needs to be made to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople currently living in bricks and mortar across West Berkshire, some stakeholders believed that this is needed. Two stakeholders expressed that if there is evidence to show that those in bricks and mortar would prefer to move to a new site/pitch then there is this need. One of these noted that bricks and mortar accommodation is generally not culturally suitable accommodation for people who live a nomadic life. Another stakeholder mentioned the recent change to the definition of Gypsies and Travellers which may lead to an underestimation of need across the country, as the definition is likely to make it harder for those who have settled, unwillingly to return to a travelling lifestyle. One stakeholder noted that the families that are housed in bricks and mortar do not wish to have sites in this area but some of them do travel to different areas in trailers as part of their work or during holiday periods to visit family members.
- 6.17 Stakeholders were asked if they were aware of whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation in the study area, and if they have specific cultural needs. One stakeholder said that from experience in Vale of White Horse, it is understood that those who live in bricks in mortar do feel safe. However, another stakeholder told us that they are aware of one particular family in the study area who feel they are ostracised in their local community because they are known to be gypsies.
- 6.18 No additional comments on these issues were received.

Unauthorised encampments

- 6.19 Several of the local authority respondents provided information on unauthorised encampments in their relevant area.
- 6.20 Stakeholders were asked how many unauthorised encampments they have in their area each year. A representative from Wiltshire Council noted that there were 2012: 64 encampments in 2012; 60 encampments in 2013; 52 encampments in 2014; and 44 in 2015. A representative from Basingstoke and Deane noted that since April 2016 there have been 158 unauthorised encampments within the borough of Basingstoke and Deane. In the financial year of 2016/17 there were 54 unauthorised encampments, in 2017/18 there were 90, and so far this financial year there have been 14. A representative from South Oxfordshire stated that in January 2015, there were 10 unauthorised encampments; July 2015 – 7 unauthorised encampments; January 2016 – 7 unauthorised encampments; July 2016 – 8 unauthorised encampments; January 2017 – 7; July 2017 – 8; January 2018 – 8. They also noted that in Vale of White Horse figures show zero in all years except for January 2017 January, where there were 3 unauthorised encampments. A representative from Bracknell Forest gave us the following figures: 2014/15 – 8 encampments; 2015/16 – 7 encampments; 2016/17 – 33 encampments. For Reading, the figures noted revealed 57 in 2014/15, 28 in 2015/16

and 87 in 2016/17. For West Berkshire, one stakeholder said that there were approximately 17 unauthorised encampments on council land, and the same on private land in 2017. Broad figures for Test Valley area were said to be approximately 6 unauthorised encampments per year. A representative from Wokingham gave a range of between 15 and 29 encampments a year since 2013, but noted that a good number of these are incidences of the same family moving to another site.

- 6.21 Several respondents were aware of negative impacts arising from unauthorised encampment activity. This includes waste and fly-tipping problems, trespass, public health risks, social nuisance, problems with the settled community, anti-social behaviour, enforcement costs and resources required, and disruption to public events. One stakeholder specifically stated that in South Oxfordshire there is not a problem as the small number of encampments are generally a result of Eastern Europeans who are employed in the area and living in caravans due to the high cost of housing.

Planning policy

- 6.22 The survey asked stakeholders what impact do they think that the Government's August 2015 changes to planning policy 'Planning Policy for traveller sites' PPTS will have on future provision. Stakeholders commented:

- The change in definition may lead to reluctance amongst Travellers to be interviewed as they fear that their accommodation need may not be acknowledged because they ceased to travel permanently. This is a difficult issue as case law established for example that traveller status can be held in abeyance. GTAAs may be challenged because they over or underestimate need depending on who is objecting;
- For Vale of White Horse District Council, the official 'need' figure has significantly dropped as a result of the new guidance and definition. A key issue with the new definition is where we have been unable to speak with existing Gypsies/Travellers/Travelling Showpeople, we therefore do not know if they meet the new definition. Also, despite there being a new planning definition, the rights of all gypsies/travellers/travelling showpeople is also an equality matter, and irrespective of whether they meet the updated 'planning definition', their particular needs should be catered for. Therefore it is essential to have a policy that can assist with this, even if there is a need to identify/allocate less sites/pitches within the Local Plan;
- The new definition creates a methodological issue, namely how to establish the level of need for travellers where it is not clear whether or not they meet the definition set out in PPTS;
- The PPTS is likely to make it harder for travelling people to purchase their own sites in places where they are likely to gain planning permission. Since sites are now expected to avoid the open countryside in addition to land within Green Belts and AONB, it is likely that sites will be more expensive as there will now be more direct competition with sites suitable for house building. The requirement for local

authorities to identify a 5-year supply of sites should help to ensure that sites that are in suitable locations are not refused permission;

- The definition change creates increased uncertainty for decision makers. LPAs on the one hand have a duty to comply with the PPTS and maintain a 5 year land supply of pitches for Travellers who specifically meet the PPTS definition, but councils also have a housing duty to provide accommodation for those who have a cultural need to live in caravans. I think increased planning by appeal will result (and probably has resulted) with authorities being able to claim healthier land supply positions to justify refusing applications based on the reduced number of Travellers meeting the definition, but it's unclear how the needs of non PPTS Travellers are actually accounted for in general housing land supply calculations. Ultimately, the changes do not facilitate provision of additional pitches which is far less of a government concern than the supply of houses. Probably a bigger issue created by the changes, is how LPAs manage sites and approach planning enforcement with regard to the change of definition. It is very difficult to work out practically, on a particular site, who does and who does not satisfy the PPTS definition and therefore to determine who may be in breach of a particular occupancy condition as drafted.

6.23 Stakeholders were also asked what impact, if any, do they think the Housing and Planning Act 2016 will have. Stakeholders commented:

- The Act requires local authorities to also assess the accommodation need of people residing in houseboats which is a new requirement and may result in a need to plan for residential moorings. The Kennet and Avon Canal runs through West Berkshire (and Wiltshire) and there will be a need to assess boater's accommodation needs;
- The Housing and Planning Act has implications for the process of making the needs assessment, but the practical implications may be limited, as the need still has to be established, and it is likely to be done in a broadly similar manner to how it was previously done, though with some extra dimensions;
- Updates to Strategic Housing Market Assessments will need to take into account the accommodation needs of Gypsies, Travellers and Travelling Showpeople as a distinct group to be planned for, to ensure that planning authorities continue to meet the needs of all groups as required by the NPPF;
- Limited impact as the PPTS still requires assessments of need even though this has been removed from legislation. I'd anticipate that most authorities will continue to commission needs assessments, in many cases based on the possibility of reduced need due to the PPTS definitional change;
- Limited impact compared to the changes that occurred through the 2015 updated guidance and definition.

Cross-boundary issues

6.24 In terms of the movement of Gypsies, Travellers and Travelling Showpeople within West Berkshire and to/from neighbouring areas, some stakeholders were not aware of any

- regular movements. Others noted regular movements on certain routes including the M4 and the A34.
- 6.25 Stakeholders were also asked if they are aware of any sites or locations close to the boundary of the study area where difficulties have or may arise. Several stakeholders reported 'yes', whilst a few more reported 'no'. One of those who said 'yes', noted that the difficulties that arose were due to anti-social behaviour.
- 6.26 In terms of cross-boundary issues, one stakeholder referenced the Wiltshire 2014 GTAA which stated that the officers representing Gloucestershire, South Gloucestershire, South Somerset and West Berkshire felt that there was no need to work with Wiltshire as there were no sites or cross border movement in the area. Another stakeholder referenced the Bracknell Forest GTAA 2017 which recommended that the Council considers the provision of transit pitches as part of a strategic cross-boundary response to unauthorised encampment activity.
- 6.27 One stakeholder stated that consideration of whether the provision of a network of transit sites/emergency stopping places within the wider regional context would be beneficial for travelling communities. Another stakeholder mentioned the Four Houses Corner site which had been mentioned by appellants at an appeal inquiry within Wokingham borough in Spring 2018. There may be issues of need arising from temporary closures here due to renovation work which the Council would be keen to know about, and it appears that there are misconceptions about this work amongst the GRT community.
- 6.28 In relation to both West Berkshire and Basingstoke and Deane, one stakeholder noted that the Atomic Weapons Establishment (AWE) is a cross-boundary issue which can have an impact on planning matters in these areas. For example, this may affect the scope of where new sites could be located because of health and safety issues and the need to comply with regulations. They also went onto note that in relation to planning matters, there are no joint working partnerships specifically for Gypsies, Travellers and Travelling Showpeople between West Berkshire and Oxfordshire, although under the duty to cooperate meetings, should issues arise they can and are discussed with neighbouring authorities. Vale of White Horse District Council is instead seeking to meet its own needs in full and therefore not looking to neighbouring authorities to take some of its need through the duty to cooperate. Again, in relation to Basingstoke and Deane, one stakeholder reported that there have been instances where planning applications have been submitted on the basis that they are seeking to accommodate Gypsies and Travellers who assert that they are being removed from permanent pitches in West Berkshire or are seeking to relocate from sites in West Berkshire. They then said that, as such, it may be advisable to consider the relationship between West Berks and Basingstoke and Deane in terms of accommodation needs.
- 6.29 Stakeholders were asked what they see as the key issues affecting Gypsy, Traveller and Travelling Showpeople in the West Berkshire area. Issues identified included:
- Availability of suitable, sustainable sites;
 - Increasing the number of pitches locally and nationally is vital to improve traveller health and education which is well below the average in the UK;

- Disruption to children’s education is forced to move away – this was particularly emphasised in relation to the re-development of Four House Corner;
 - The allocation and provision of adequately numbered and sized plots to serve the Travelling Showpeople demands, at Long Copse Farm, remains the key issue facing these people in the area.
- 6.30 Overall, stakeholders considered that the key strategic messages of the GTAA study should be:
- The individual accommodation needs of this group should be properly assessed and provided for – needs of the GRT community should be reflected from their direct contribution;
 - To set out a clear and robust assessment of any need, including requirements for any transit pitches as part of a strategic cross-boundary solution if applicable;
 - Any information gathered on cross boundary movements would be helpful. A deeper understanding of the need picture across the whole of Berkshire, to assist in duty to cooperate discussions around plan making moving forward, would be a very useful message to glean from the study;
 - Working together to meet the needs identified in the GTAA study;
 - The provision of suitably sited and adequately sized plots for Travelling Showpeople must continue to be a key objective of current and future development plans in West Berkshire and influence planning applications seeking such provision.
- 6.31 Stakeholders were asked if they agree that the stakeholder survey contributes to the requirement under the Duty to Cooperate with neighbouring authorities. There was limited response to this question, but the vast majority of responses were positive agreement that the consultation contributes in the Duty to Cooperate.

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

Introduction

- 7.1 This section reviews the overall pitch requirements of Gypsies and Travellers across West Berkshire District. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, it presents planning policy recommendations.
- 7.2 The calculation of pitch requirements is based on DCLG modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance* (DCLG, 2007). Although now formally withdrawn, the DCLG Guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see chapter 2 for further discussion).
- 7.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 7.4 Modelling has been based on a cultural definition of Gypsies and Travellers but also takes account of the PPTS planning definition as an element of the modelling.

Pitch requirement model overview

- 7.5 Pitch requirements are assessed over an initial five-year period (2018/19 to 2022/23) (the 5-year model) and then longer-term need is based on the expected number of households likely to form over the remainder of the Plan Period (2023/24 to 2035/36) based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model). The modelling is based on the cultural need for pitches but the impact of the PPTS definition on need is also considered.
- 7.6 In terms of **cultural need**, the 5-year model considers:
- The baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as at February 2019;
 - Existing households planning to move in the next five years (currently on sites and also from bricks and mortar and where they are planning to move to; and
 - Emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for
 - Total pitch need.
- 7.7 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised sites; and
 - Vacant pitches on authorised sites
- 7.8 The model then reconciles total need and existing authorised supply over the next 5 years by summarising:

- Total need for pitches; and
 - Total supply of authorised pitches.
- 7.9 The longer-term element of the model then considers the cultural need over the remainder of the Plan Period (to 2036).

Description of factors in the 5-year need model

- 7.10 Table 7.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.
- 7.11 Data have been weighted to take account of non-response households (from Paices Hill). The weighting factor is 1.44²³

Need

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

- 7.12 These figures are derived from local authority data, site observation, and the local knowledge of Council officers. In total, there are 36 pitches across West Berkshire. There are 9 pitches currently unavailable on the Council Site due to ongoing refurbishment works and these are included as part of the overall supply of pitches. Each occupied pitch is occupied by one household unit.

Current households in bricks and mortar accommodation (2)

- 7.13 The 2011 Census suggested there were 44 households living in bricks and mortar accommodation.

Existing households planning to move in the next five years (3)

- 7.14 This was derived from household survey information, information from households living in Council pitches and the housing register. Due to non-response from some households on the Paices Hill Site, data have been weighted.
- 7.15 Of existing households currently living on sites, 7.4 (weighted) intended on moving in the next 5 years, either to another site in the district or to a site/bricks and mortar outside the district.
- 7.16 An allowance has been made in the model for households moving from bricks and mortar housing onto a pitch. On the basis of 41 arc⁴ studies, it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 2 households.

²³ Information obtained for 25 households out of 36 = $36/25 = 1.44$

- 7.17 In addition, 4 households were identified who have been decanted off the Four Houses Corner site but want to return – (these are considered in section 4 of the model).
- 7.18 A need from 6 households is therefore included within the modelling at row 3e.
- 7.19 An allowance is also made for in-migration. A total of 12 (weighted) households had lived on their pitch for less than 5 years. This is included in analysis at row 3g.
- 7.20 Modelling indicates an overall net requirement of +16 pitches from existing households planning to move in the next 5 years.

Emerging households (4)

- 7.21 A total of 10 households (weighted) are expected to emerge in the next 5 years based on household survey information. This reflects the demographic profile of residents living on all authorised and unauthorised sites.

Total need for pitches (5)

- 7.22 This is a total of current households on authorised pitches, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 62 pitches.

Supply

Current supply of authorised pitches (6)

- 7.23 This is a summary of the total number of authorised pitches and the number of vacant authorised pitches. This shows a total supply of 33 authorised pitches and 9 vacant pitches (which are undergoing refurbishment work on the local authority site). Including these in supply results in an overall supply of 42 pitches.

Reconciling supply and demand

- 7.24 There is a total need over the next five years (2018/19 to 2022/23) for 62 pitches in West Berkshire District (Table 7.1) compared with a supply of 42 authorised pitches. This results in a cultural shortfall of 20 pitches.

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers – 2018/19 to 2022/23			
CULTURAL NEED			West Berkshire District
1	Total households living on pitches	1a. On LA Site	7
		1b. On Private Site – Authorised	25
		1c. On Private Site - Temporary Authorised	0
		1d. Unauthorised site –	4*
		1e. Total (1a to 1d)	36
2A	Estimate of households in bricks and mortar accommodation	2a. TOTAL (2011 Census)	44
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site (no net impact)	0
		3b. To another site in District (no net impact)	6
		3c. From site to Bricks and Mortar	0
		3d. To a site/bricks and mortar outside District	1.4
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA	6
		3f. Planning to move to another B&M property	0
		In-migrant households	
		3g. Allowance for in-migration	11.5
	3h. TOTAL Net impact (-3c-3d+3e+3g)	16	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	10
		4b. Currently on sites and planning to live on another site in LA	0
		4c. Currently on site and planning to live on site outside the study area	0
		4d. Currently in B&M planning to move to a site in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL Net impact (4a+4b-4c+4d)	10
5	Total Need	1e+3h+4g	62
SUPPLY			
6	Current supply of authorised pitches	6a. Current occupied authorised pitches	33
		6b. Authorised pitches currently being refurbished	9
		6c. Total current authorised supply (6a+6b)	42
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	62
8	Total supply of authorised pitches	5 years (from 6c)	42
5 YEAR AUTHORISED PITCH SHORTFALL 2018/19 TO 2022/23			20

*This includes the Hermitage which is currently under construction but the need of the household for a pitch is included here

Longer-term pitch requirement modelling

- 7.25 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 7.26 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2023/24 to 2035/36. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in West Berkshire District²⁴. Analysis would suggest a total cultural need for 31 additional pitches over the period 2023/22-2035/36 (Table 7.2).

Table 7.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2023/24 – 2027/28	17	8
2028/29 to 2032/33	27	14
2033/34 to 2035/36	18	9
Total (2023/24 to 2035/36)	62	31

Planning Policy for Traveller Site definition

- 7.27 88% of the households met the PPTS travelling definition. Virtually of the children expected to form households in the longer term, who lived on pitches, lived in family units that travelled. It is therefore assumed that 96% of people generating longer-term need meet the PPTS definition.

Plan Period pitch need

- 7.28 Table 7.3 summarises the overall need for pitches across West Berkshire District over the Plan Period to 2036. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a subset of the cultural need and is based on those households who meet the PPTS definition of need. Assuming an

²⁴ This approach has been tested at inquiry including [Worcestershire](#) (South Worcestershire Development Plan Examination: Inspector's interim findings on the need for and supply of permanent pitches for Gypsies and Travellers in the five years 2014/15 to 2018/19 as calculated in the Worcestershire Gypsy and Traveller Accommodation Assessment (Nov 14) July 2015; and [Shropshire](#) (Shropshire Council Site Allocations and Management of Development Local Plan Inspector's Report October 2015) ; and the assumption has been corroborated by several Traveller interviewees

18-year period (2018/19 to 2035/36), there is an overall need for 51 pitches (cultural) and 48 (PPTS).

	Cultural need	Of which: PPTS need
5-year pitch need (2018/19 to 2022/23)	20	18
Longer-term need (2023/24 to 2027/28)	9	9
Longer-term need (2028/29 to 2032/33)	14	13
Longer-term need (2033/34 to 2035/36)	8	8
TOTAL pitch need to 2036 (Local Plan Period)	51	48

- 7.29 It is recommended that the Local Plan recognises there is a cultural need for 51 pitches and a PPTS need for 48 pitches over the plan period to 2036. This equates to an annualised need of 2.8 pitches (cultural) and 2.7 (PPTS). Key drivers of the need are households living on unauthorised sites and the number of children likely to form households over the plan period.

Options to address need

- 7.30 Having established a substantial need for authorised pitches, the extent to which this need can be addressed through turnover, site expansion/intensification and regularisation (i.e. authorising sites) is now considered.

Turnover on sites

- 7.31 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis normally only includes expected turnover on public sites as this is referenced in (former) CLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded. That said, there was strong evidence from the household survey of pitch vacancies arising at Paices Hill, which had allowed residents to move into the area and onto these pitches. 8 out of 13 households interviewed had lived on their pitch for less than five years and this would mean an annual turnover of 1.6 pitches (unweighted) and 2.3 pitches (weighted). Of households interviewed, 6 plan to move in the next five years (most did not know where they planned to move to) which would translate to an annual turnover of 1.2 (unweighted) or 1.7 (weighted).
- 7.32 Discussions with residents on the Four Houses Corner site indicated that the residents had lived on the site for some time and therefore there was limited opportunity for new tenants to move onto the site. In addition, the site is currently subject to temporary decanting whilst refurbishment work is carried out and therefore it would be difficult to ascertain likely levels of turnover.

- 7.33 It is recommended that turnover is considered on Paices Hill as part of the modelling. Whilst this is a departure from our normal advice, the number of pitches on the site and the ability of people to move on and off the site warrants particular consideration. It is also important that the council attempts to monitor turnover on the site going forwards.

Potential capacity for additional Gypsy and Traveller pitches on existing sites

- 7.34 The household survey asked respondents if there was opportunity to expand or intensify existing sites to accommodate more pitches. The general consensus was that existing authorised sites could not be intensified or expanded, although one respondent commented that Paices Hill could be expanded by 6 pitches.

Impact on overall need

- 7.35 In summary, there would be limited impact on overall need from turnover from the Council site. However, turnover on Paices Hill would have a positive impact on helping to address the needs evidenced and it is recommended that turnover on this site is considered in the model and the council monitors turnover going forwards.
- 7.36 The general consensus from respondents was that none of the existing authorised sites could be intensified or extended to increase the number of pitches, although one respondent suggested 6 additional pitches could be developed at Paices Hill.
- 7.37 The impact of overall need on these factors is considered in Table 7.5.

Table 7.5 Addressing Gypsy and Traveller pitch need		
	Cultural need	Of which: PPTS need
TOTAL pitch need for the five year period 2018/19 to 2022/23 (A)	20	18
TOTAL pitch need for remainder of the plan period 2023/24 to 2035/36 (B)	31	30
Total pitch need over the plan period 2018/19 to 2035/36 (C=A+B)	51	48
<i>Potential supply of pitches in five year period 2018/19 to 2022/23</i>		
TOTAL pitch need for the five year period 2018/19 to 2022/23 (A)	20	18
<i>Pitches expected to become available through turnover on pitches on Council site 2018/19 to 2022/23 (D)</i>	<i>0</i>	<i>0</i>
<i>Pitches expected to become available through turnover on pitches on private site 2018/19 to 2022/23 (Paices Hill) (E)</i>	<i>8</i>	<i>8</i>
Residual need 2018/19 to 2022/23 (G=A-D-E)	12	10
TOTAL pitch need for remainder of the plan period 2023/24 to 2035/36 (B)	31	30
<i>Pitches expected to become available through turnover on pitches on Council site 2023/24 to 2035/36 (H)</i>	<i>0</i>	<i>0</i>
<i>Pitches expected to become available through turnover on pitches on private site 2023/24 to 2035/36 (Paices Hill) (I)</i>	<i>21</i>	<i>21</i>
Residual need 2023/24 to 2035/36 (J=B-H-I)	10	9
TOTAL pitch need for the plan period 2018/19 to 2035/36 (C)	51	48
<i>Pitches expected to become available through turnover on pitches on Council site 2019/20 to 2035/36 (K=D+H)</i>	<i>0</i>	<i>0</i>
<i>Pitches expected to become available through turnover on pitches on private site 2019/20 to 2023/24 (Paices Hill) (L=E+I)</i>	<i>29</i>	<i>29</i>
Residual need 2018/19 to 2035/36 (M=C-K-L)	22	19

Comparison with the previous GTAA

7.38 The 2015 GTAA identified a 15-year pitch need (2014 to 2029) of 17 pitches (an annualised need of 1.1).

Transit site requirements

- 7.39 The household survey found that 60% of Gypsies and Travellers felt there was a need for transit provision. A transit pitch normally has a hard standing, electric hook up and amenity shed. The number of transit pitches stated by respondents ranged between 1 and 15, with 4 the most frequently mentioned number. Most stated that the Council should manage any transit provision.
- 7.40 A good indicator of transit need is unauthorised encampment activity and over the period 2014/15 to 2017/18 there have been a total of 39 recorded incidents on Council-owned land. The statistics exclude encampments on parish council and private land. The number of reported encampments has been generally increasing, with the following numbers reported annually:
- | | |
|-------|------|
| 2014 | 7 |
| 2015 | 2 |
| 2016 | 11 |
| 2017 | 8 |
| 2018 | 11 |
| Total | = 39 |
- 7.41 During the site observation period, two unauthorised encampments were visited. The first was at Chieveley which comprised three caravans and three household units. All were travelling through from visiting events in the south of England back to their homebases in Lincolnshire and Lancashire. The second encampment at Greenham comprised three caravans and three household units. The families were travelling together but had homebases in the south east. Households would consider using transit site but were cautious about sharing with families they were not travelling with.
- 7.42 Given the incidences of unauthorised encampment activity, the views of residents and those on unauthorised encampments, it is recommended that the Council considers the development of a transit site to facilitate travelling through the district. Data were not available on the number of caravans on unauthorised encampments, but observations of unauthorised encampments and views of the Gypsy and Traveller community would suggest that a 4-pitch site (which could accommodate up to 8 caravans) would be appropriate. Additionally, a tolerated stopping policy could be considered, where Travellers can be directed to appropriate locations to temporarily stop over with support if it is required.

Houseboat need

- 7.43 Attempts were made to interview households living on houseboats. Two houseboats were identified – one refused to be interviewed and the other was not occupied at the time of interview. It is recommended that the Council maintain an ongoing review of houseboat activity and liaise with the Canals and Rivers Trust to identify any future need for moorings.

8. Conclusion and strategic response

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

Meeting permanent Gypsy and Traveller pitch requirements

- 8.2 There are currently 36 Gypsy and Traveller households living on 36 occupied pitches across West Berkshire District. Table 8.1 sets out the overall plan period need, broken down into the first 5 years 2018/19 to 2022/23 and the longer-term 2023/24 to 2035/36 (29 pitches). Overall there is a cultural need for 51 pitches and a PPTS need for 48 pitches over the plan period 2018/19 to 2035/36.
- 8.3 In considering how this need can be addressed, analysis has considered potential turnover on the Local Authority site, turnover on the Paices Hill site and the potential expansion/intensification of existing authorised sites. Although not normally considered in modelling need, there has been turnover on Paices Hill which has the potential to help address need. It is included in Table 7.5 to illustrate the impact of including turnover and regularisation of pitches on the overall needs identified. It is recommended that the Council engages with the owner of Paices Hill and monitors turnover going forward.
- 8.4 The upshot is that over the plan period, the cultural need of 51 is reduced to 22 and the PPTS need from 48 to 19.
- 8.5 It is recommended that future policy work acknowledges this range of need.

Meeting permanent Travelling Showperson requirements

- 8.6 Following on from the 2015 GTAA, a site for a Travelling Showperson's yard was allocated in the 2017 Housing Site Allocations Development Plan Document, with 24 plots overall (20 to be delivered within five years and 4 thereafter). This remains in place and a temporary planning application has been submitted and approved. At the time of preparation of the GTAA, this allocated land had not been developed as a residential yard. The 2019 GTAA concludes there is no additional need for Travelling Showperson yards across the district.

Houseboat need

- 8.7 No specific need was identified. It is recommended that the Council maintain an ongoing review of houseboat activity and liaise with the Canals and Rivers Trust to identify any future need.

Meeting transit site/stop over requirements

- 8.8 Given the level of unauthorised encampment and the need expressed by the community, it is recommended that the Council considers the need for transit pitches. Data were not available on the number of caravans on unauthorised encampments, but observations of unauthorised encampments and views of the Gypsy and Traveller community would suggest that a 4-pitch site, (which could accommodate up to 8 caravans), would be appropriate. Additionally, a tolerated stopping policy could be considered, where Travellers can be directed to appropriate locations to temporarily stop over with support if it is required.

Good practice in planning for Gypsy and Traveller provision

- 8.9 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members²⁵.
- 8.10 Work undertaken by PAS²⁶ identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPI has developed a series of Good Practice Notes for local planning authorities. Both are summarised at Appendix B.

Concluding comments

- 8.11 The overarching purpose of this study has been to update the accommodation requirements of Gypsies and Travellers across West Berkshire District. It is recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy and Travellers across West Berkshire District.

²⁵ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

²⁶ PAS spaces and places for gypsies and travellers how planning can help

Appendix A: Legislative background

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

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

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

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

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

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

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

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

take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *'neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.'*²⁷ The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

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

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

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

²⁷ DCLG A plain English guide to the Localism Act Nov 2011

Appendix B: Review of policy, guidance and best practice

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

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

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

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

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

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

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

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

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

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

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

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

Strategic recommendations affecting local authorities include:

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

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

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

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

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

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

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

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be ‘listened to’ as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller’s Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just ‘moving it on’ to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that *‘ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.’*²⁸ Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites *‘to ensure that criteria make it clear what applications are likely to be accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions*

²⁸ PAS *Spaces and places for gypsies and travellers how planning can help*, page 8

*have been made and why.*²⁹ Kent and Hertsmere councils are listed as examples of good practice in this regard.

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and *‘understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites’*³⁰. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
 - An increase in site provision;
 - Reduced costs of enforcement; and
 - Greater community engagement and understanding of community need.

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

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

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

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

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

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:
 - *‘Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other*

²⁹ PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

³⁰ PAS spaces and places for gypsies and travellers how planning can help page 10

agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.’ and

- *‘In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.’³¹*
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *‘there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.’³²* The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
 - A single point of contact with the local authority;
 - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
 - All stakeholders to provide accurate and timely briefings for the liaison officer;
 - Provision of media briefings on future activities;
 - Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
 - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and

³¹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

³² RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
 - *‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’³³*

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

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.³⁴

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

‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.’³⁵

³³ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

³⁴ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

³⁵ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

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

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

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

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

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

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

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

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

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

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

B.9 The National Planning Policy Framework, March 2012

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development'. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it

does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

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

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

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

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'³⁶ The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

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

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

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

B.13 Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013: Made on 11th April 2013 and laid before Parliament on 12th April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4th May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the

³⁶ www.communities.gov.uk/news/corporate/2124322

caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.

- B.14 **Ministerial Statement 1st July 2013 by Brandon Lewis³⁷** highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30th June 2008 to enable an initial six-month period of scrutiny of Traveller site appeals in the Green Belt. This was so that the Secretary of State could assess the extent to which the national policy, *Planning policy for traveller sites*, was meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice guidance on 'Diversity and equality in planning'³⁸, deeming it to be outdated; the Government does not intend to replace this guidance.
- B.15 **Dealing with illegal and unauthorised encampments: a summary of available powers 9th August 2013.** This guidance (now superseded, March 2015) replaced that published in August 2012, and updated it in respect of changes to Temporary Stop Notices.
- B.16 **DCLG Consultation: Planning and Travellers, September 2014.** This consultation document sought to:
- Amend the Planning policy for Traveller sites' definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
 - Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
 - Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
 - Protect 'sensitive areas' including the Green Belt;
 - Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. In terms of future needs assessments the consultation suggests that authorities should look at:
 - The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
 - Broad locations where there is a demand for additional pitches;
 - The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
 - The demographic profile of the Traveller community obtained from working directly with them;

³⁷ <https://www.gov.uk/government/speeches/planning-and-travellers>

³⁸ ODPM Diversity and Equality in Planning: A good practice guide 2005

- Caravan count data at a local level; and
- Whether there are needs at different times of the year.
- The consultation closed on 23rd November 2014.

B.17 Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015.

This Guidance also states that to plan and respond effectively, the police and landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

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

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

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;
- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;
- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;
- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;

- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

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

To be read alongside the NPPF (March 2012), this national planning policy document replaces the original document of the same West Berkshire (published in March 2012). *Planning policy for traveller sites* sets out that, “the Government’s overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.”³⁹

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

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

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

8.12 Issued as a letter to all Chief Planning Officers in England, this planning policy statement sets out changes to make intentional unauthorised development a material consideration in the determination of planning applications, and also to provide stronger protection for the Green Belt. The statement explains that the Planning Inspectorate will monitor all appeal decisions involving unauthorised development in the Green Belt, and additionally the DCLG will consider the recovery of a proportion of relevant appeals for the Secretary of State’s decision “to enable him to illustrate how he would like his policy to apply in practice”, under the criteria set out in 2008.

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

³⁹ DCLG *Planning policy for traveller sites*, August 2015, paragraph 3

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

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

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

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

B.21 The National Planning Policy Framework July 2018/Feb 2019

This updates the 2012 NPPF and provides a framework within which locally-prepared plans for housing and other development can be produced. Chapter 5 considers the delivery of a sufficient supply of homes and the size, type and tenure of housing need for different groups in the community should be assessed and reflected in planning policies. This includes travellers who meet the definition set out in the PPTS.

Appendix C: Fieldwork questionnaire for household survey

	Date and Time	
	Site Reference	
	Address	
	General Data Protection Regulation (2018) and Data Protection	<p>GDPR came into effect from 25th May 2018. This provides new rights for EU citizens to control personal data held about them by organisations.</p> <p>This study is being done for West Berkshire Council to identify if there is a need for more pitches in the Council area, A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.</p> <p>The information you provide will not be used to identify you personally, will be kept strictly confidential and not passed onto anyone.</p> <p>Can you please say if you are happy to carry on with the questionnaire on this basis? Yes No</p>
1	Pitch/Property Type	
2	No. Statics/mobiles/bricks and mortar	
3	No. tourers	
4	Description of pitch occupancy	
5	No. households	
6	No. concealed households	
7	No. doubled up households	
8	Does anyone else use this pitch as their home? If so, who?	

Household characteristics

9		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
10	Ethnicity			
11	How many bedspaces are there on your pitch?			
12	Overcrowding of home			Y / N
13	Overcrowding of pitch			Y / N
14a	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing			S, R, B&M
14b	Where were you living? Record district/settlement name			

Travelling questions

In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel. I'm now going to ask a few questions about whether you or someone in your household travels.

15	In the last year have you or someone in your household travelled	Y / N
16	Previous to the last year, did you or someone in your household travel?	Y / N
17	Reason(s) for travelling	
18	Do you or a member of your household plan to travel next year?	Y / N
19	Do you think you or a member of your household will travel each year for the next five years and/or beyond	Y / N
20	What reasons do you have for not travelling now or in the future?	

Future moving intentions

21	Are you planning to move in the next 5 years?	Y / N			
22	Where are you planning to move to? (Same Site, Other Site in District, Outside District (if so where)				
23	What type of dwelling (caravan, trailer, house, flat, bungalow)				
24	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
25	Where are you planning to move to? (Same Site, Other Site in District, Outside District (if so where)				
26	What type of dwelling (caravan, trailer, house, flat, bungalow)				
27	Have they travelled / plan to travel	Y/N	Y/N	Y/N	Y/N
28	Scope to expand site	Y / N			
29	No. additional pitches				

30	Scope to intensify pitches	Y / N
31	No. additional pitches	
32	Is there a need for transit pitches (for people stopping over temporarily) in the district?	Y / N
33	If so, how many are needed?	
34	Who should manage them (Council, Traveller Community)	
35	Is there a need for more authorised pitches (for people to live on all the time?)	Y / N
36	If so, how many are needed?	
37	How many years have you lived here?	
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches?	

If less than 6 years, please ask supplementary questions

Supplementary questions if relevant

39	Where did you move from? (District)	
40	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?	
41	When you moved here, was the pitch vacant, a new pitch or was the pitch sub-divided?	
42	What were the reasons for moving here?	
43	Did you already have a connection with the area (e.g. family or friends living here; or you used to live here?)	
44	Do you know anyone in bricks and mortar housing looking to live on a site? If so, can you provide contact details?	

Appendix D: Glossary of terms

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

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

CRE: Commission for Racial Equality.

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

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

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

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

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

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

Plot: see pitch

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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