

Herefordshire Gypsy and Traveller and Travelling Showperson Accommodation Assessment

Herefordshire Council

Final Report Update
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Main Contact: Michael Bullock
Email: Michael.bullock@arc4.co.uk
Telephone: 0191 386 0026
Website: www.arc4.co.uk

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Executive Summary

In July 2014, arc⁴ were commissioned by Herefordshire Council to undertake a Gypsy and Traveller Accommodation Assessment to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across Herefordshire. The objective of the Gypsy Traveller Accommodation Assessment is to inform the emerging Local Plan policies and allocations.

The research provides information about the current and future accommodation needs and demands of Gypsies and Travellers and Travelling Showpeople; as well as providing information about their additional support needs

The methodology for this study has comprised:

- 139 Interviews with Gypsies and Travellers and Travelling Showpeople;
- Desktop analysis of existing documents, data and pitch information; and
- A Key Stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller and Travelling Showperson communities.

A final report was published in February 2015. This September 2015 update revises overall pitch requirements in the light of a recent planning inspector's interim report for the South Worcestershire Development Plan which proposed that additional components of need are considered in identifying overall pitch requirements. Additionally, this update considers the implication of the August 2015 update of Planning Policy for Traveller Sites Guidance on overall pitch requirements.

Current conditions

Across Herefordshire there are a total of 34 authorised Gypsy and Traveller sites (six Council and 28 private) which have a total of 114 pitches, four private tolerated sites (21 pitches) and three private unauthorised sites (7 pitches). Across the study area there are three permanent Travelling Showperson yards that have a total of ten pitches.

77% of all respondents did not identify any repairs or improvements needed to their home, this included 79% of Gypsies and Travellers and 50% of Travelling Showpeople. 19% of respondents needed more space on their pitch.

Overcrowding and lack of space were not identified as significant problems, only 2% of Gypsies and Travellers identified their home as being overcrowded. None of the Travelling Showpeople interviewed felt that their home was overcrowded.

Gypsy and Traveller Pitch Requirements

Since the obligation to provide Gypsy and Traveller sites was abolished in 1994, a gap in the provision of permanent sites has emerged nationally. This study has provided robust estimates of the size of the population of these communities, and establishes their current and future accommodation requirements.

Using the DCLG-approved model for calculating pitch requirements, the research has demonstrated that across Herefordshire there is a shortfall of 50 Gypsy and Traveller

pitches (excluding turnover) and 6 pitches (including turnover) over the five year period 2014/15 to 2018/19 (Table 9.1).

DCLG guidance advocates smaller permanent sites of between six and 12 pitches. There is a need to take a long-term view of the site management as it is more intensive and demanding than most conventional housing management, and it would be sensible to look at this issue in greater depth. Different management models may be appropriate for different sites, with mainstream approaches to recruitment and selection of managers needing to reflect cultural sensitivities.

For all communities, the method of analysis is such that it is possible to periodically update the assessment of accommodation need through the careful recording of key data. For Gypsy and Traveller Communities, the number of extant authorised pitches and a summary of the number of households on sites needs to be regularly updated from the baseline information provided in this assessment.

A need for up to three transit pitches was also identified across Herefordshire for the five year period 2014/15 to 2018/19.

Potential pitch requirements from households in bricks and mortar accommodation

The 2011 census reports that there are 100 Gypsy and Traveller households living in bricks and mortar accommodation across Herefordshire.

Studies carried out by arc⁴ elsewhere would suggest that the number of existing and emerging households living in bricks and mortar accommodation who would prefer to live on a pitch equates to around 18.3% of households living in bricks and mortar accommodation (with 5.6% of existing households preferring a pitch, with preference from emerging households equating to 12.7% of households living in bricks and mortar accommodation). This is based on the results of surveys of 267 households living in bricks and mortar accommodation across 39 local authority areas. Applying this proportion to households living in bricks and mortar accommodation in Herefordshire would suggest an additional 18 pitches may be required for these households over the five years 2014/15 to 2018/19. The Council should continue to monitor any need arising from households living in bricks and mortar accommodation and carefully consider this as part of an assessment of planning applications.

Travelling Showperson Plot Requirements

There are currently an estimated ten Travelling Showperson plots in Herefordshire. The study identified a shortfall of five plots in Herefordshire (2014/15 to 2018/19) and up to eight plots over the period 2014/15 to 2028/29.

Travelling Practices and Requirements

The current understanding of travelling patterns and the associated requirements of the Gypsy and Traveller was explored in the studies. The communities continue to travel for work, to reflect their cultural heritage and visiting family and friends.

52% of respondents identified a need for new transit provision in the area.

Overall, on the basis of one caravan per pitch, there is an estimated need for three transit/stop-over pitches across the study area over the next five years (2014/15 to 2018/19).

Adaptations

Respondents were asked whether any adaptations were required in their homes. Only 1% of respondents (comprising 1% of Gypsies and Travellers) stated that they needed adaptations to their home (although the adaptation was not specifically stated). No Travelling Showpeople identified a need for adaptations.

Summary of pitch and plot requirements

Table ES1 Herefordshire Summary	
	Total
2014 Baseline number of Gypsy and Traveller authorised and private tolerated pitches	135
Identified five year shortfall of Gypsy and Traveller pitches 2014/15 to 2018/19 (including turnover)	19
Identified five year shortfall of Gypsy and Traveller pitches 2019/20 to 2023/24	10
Identified five year shortfall of Gypsy and Traveller pitches 2024/25 to 2028/29	13
Total 15 year additional requirement for Gypsy and Traveller pitches 2014/15 to 2028/29	42
Total Gypsy and Traveller Pitch requirement over Local Plan period to 2030/31 (17 years)	48
2014 Baseline number of Travelling Showperson Plots	10
Identified five year shortfall of Travelling Showperson plots 2014/15 to 2018/19	5
Identified five year shortfall of Travelling Showperson plots 2019/20 to 2023/24	1
Identified five year shortfall of Travelling Showperson plots 2024/25 to 2028/29	2
Total 15 year additional requirement for Travelling Showperson plots 2014/15 to 2028/29	8
Total Travelling Showperson plot requirement over Local Plan period to 2030/31 (17 years)	9
Identified need for Gypsy and Traveller transit / stop over pitches	3

The study evidences an overall requirement for the 15 year period 2014/15 to 2028/29 for:

- 42 Gypsy and Traveller pitches

- 8 Travelling Showperson plots; and
- additionally the study recommends the provision of 3 transit pitches over the period 2014/14 to 2018/19.

The study evidences an overall requirement for the 17 year period 2014/15 to 2030/31 for:

- 48 Gypsy and Traveller pitches
- 9 Travelling Showperson plots; and
- additionally the study recommends the provision of 3 transit pitches over the period 2014/14 to 2018/19.

The above should be viewed as the minimum requirement based on the current supply of pitches/plots and the views expressed by Gypsy Traveller and Showperson households who have been interviewed. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.

1. Introduction

1.1 In July 2014, arc⁴ were commissioned by Herefordshire Council to undertake a Gypsy and Traveller Accommodation Assessment to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across Herefordshire. The objective of the Gypsy Traveller Accommodation Assessment is to inform the emerging Local Plan policies and allocations.

1.2 The research provides information about the current and future accommodation needs and demands of Gypsies and Travellers and Travelling Showpeople; as well as providing information about their additional support needs.

1.3 The study adopts the definition of ‘Gypsies and Travellers’ set out within the Government’s ‘Planning policy for traveller sites’ (March 2012) within which the following definition of Gypsies and Travellers is adopted:

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

1.4 Similarly, the following definition from the Guidance in respect of Showpeople is used:

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

1.5 The following definition also applies:

‘[A] “pitch” means a pitch on a “gypsy and traveller” site and “pitch” 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.’¹

1.6 The 2015 Planning Policy for Traveller Sites 2015 retains the original definition of gypsies and travellers from the 2012 planning policy, it however adds the following clarification for determining whether someone is a gypsy or traveller²:

“ In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should also 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; and

¹ DCLG Planning policy for traveller sites Appendix A Glossary March 2012

² DCLG Planning policy for traveller sites Aug 2015 Annex 1: Glossary para 2

- 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.
- 1.7 For the purposes of this study, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on pitches on yards.
- 1.8 The overall purpose of the study is to assess overall accommodation need and distribution, undertaken in a manner which conforms to national policy. The objectives of the Gypsy and Traveller Accommodation Assessment are:
- To establish trends and characteristics of the sub regional Traveller population, households and their accommodation, including an assessment of drivers of need and demand;
 - To establish provision, supply and characteristics of Traveller accommodation;
 - To provide a clear and robust understanding of the permanent, transit and other accommodation needs of Travellers; and
 - To identify key criteria for new provision, including broad locations, and optimum site size and number of pitches etc.
- 1.9 This September 2015 update revises overall pitch requirements in the light of a recent Planning Inspector's Interim Report for the South Worcestershire Development Plan. This recommended that additional components of need are considered in identifying overall pitch requirements. Additionally, this update considers the implication of the August 2015 revisions to Planning Policy for Traveller Sites Guidance on overall pitch requirements.

Study Components

- 1.10 The study comprised five phases, which are set out below:
- Phase 1: Development of methodology and questionnaire. Collation and review of existing information and literature;
 - Phase 2: Stakeholder consultation;
 - Phase 3: Survey of Gypsies and Travellers across the study area; and
 - Phase 4: Data analysis and report production; and
 - Phase 5: Dissemination.

Phases 1 and 2: Literature/desktop review and stakeholder consultation

- 1.11 This phase comprised a review of available literature, including legislative background and best practice information; and available secondary data relating to Gypsies and Travellers.
- 1.12 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; and
 - Analysis of existing data sources available from stakeholders.
- 1.13 Views have been sought from a range of stakeholders identified by the Council, including providers, education officers, housing and planning professionals, and community representatives.

Phase 3: Survey of Gypsies and Travellers across Herefordshire

- 1.14 The survey of Gypsies and Travellers across the area was organised and undertaken by Home Space Sustainable Accommodation. Fieldwork interviews were carried out over the period September to October 2014. Interviews were targeted with households living on a range of sites including authorised local authority and private sites across the study area, as well as on unauthorised sites and encampments that were in place during the fieldwork period. Authorised and unauthorised site addresses were provided to the team by the Council and these were used as a framework sample list for the fieldwork.
- 1.15 Interviews were undertaken by trained members of the Gypsy and Traveller community and also self-completed by some Travelling Showperson households under the direction of arc⁴ staff. Using members of the community as interviewers helps secure a good response rate, and ultimately deliver a more comprehensive picture of need. Details of sites were provided to the fieldwork team and these included final pitch numbers of 53 Council Authorised, 61 Private Authorised, 21 Private Tolerated and 7 Private Unauthorised as at 30th July 2014 along with three Showperson yards (with an estimated 10 pitches) (see Chapter 4, Tables 4.1a and 4.1b for further details). The field team achieved a total of 139 interviews (129 Gypsy and Traveller and 10 Travelling Showperson).
- 1.16 The data presented in this report uses a base of 129 achieved interviews with Gypsies and Travellers (118 on Authorised Sites and 11 on Unauthorised Sites). This compares with a total of 152 households using the baseline pitch data provided by the Council. We have assumed no vacant pitches on any site and therefore for the purposes of needs analysis data have been weighted by a factor of 1.1008 (or 142 known households divided by 129 achieved interviews) as we assume a baseline position of one household per pitch.
- 1.17 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 Travelling people across Herefordshire living in accommodation on authorised sites and unauthorised encampments.
- 1.18 To maximise the value of the fieldwork, we have also obtained information on accommodation and related support issues.

Phase 4: Production of report

- 1.19 The report structure is as follows:

- Chapter 1 Introduction: provides an overview of the study;
- Chapter 2 Methodology: provides details of the study's research methodology;
- Chapter 3 Legislative and policy context: presents a review of the legislative and policy context;
- Chapter 4 The current picture: looks at the current provision of sites across the study area to provide a baseline picture of what is currently available;
- Chapter 5 The current picture: reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across Herefordshire and the scale of existing site provision. A review of the current accommodation situation of Travellers will identify any issues arising;
- Chapter 6 Pitch requirements: focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, pitch supply and current shortfalls across the study area;
- Chapter 7 Travelling practices and experiences: highlights issues relating to transit sites;
- Chapter 8 Stakeholder consultation: reports on the responses of the various stakeholders included in this research;
- Chapter 9 Summary of findings: focuses on key outputs and headlines emerging from the research from Herefordshire; and
- Chapter 10 Conclusion and strategic response concludes the report, identifying headline issues, and recommending ways in which these could be addressed.

1.20 The report is supplemented by the following appendices:

- Appendix A which provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers;
- Appendix B Policy and guidance;
- Appendix C Questionnaire;
- Appendix D Stakeholder survey questionnaire; and
- Appendix E Glossary of terms.

2. Methodology

- 2.1 The methodology for this study has comprised:
- Interviews with Gypsies and Travellers and Travelling Showpeople;
 - Desktop analysis of existing documents, data and pitch information; and
 - A Key Stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller and Travelling Showperson communities.
- 2.2 The primary fieldwork for this study comprised survey work with Gypsies and Travellers and Travelling Showpeople. This work was managed by Home Space Sustainable Accommodation and undertaken by Gypsy and Traveller fieldworkers. Home Space Sustainable Accommodation was involved in the design of the questionnaire and in the recruitment of fieldworkers.
- 2.3 A total of 139 interviews were secured: 100 with households living on a pitch on authorised sites, 18 on private tolerated pitches, 11 with households living on unauthorised sites and 10 Travelling Showperson households.

Table 2.1 Summary of achieved interviews by type of dwelling	
Gypsy and Traveller	Total
Local Authority/Private and Private Tolerated Sites	118
Private Unauthorised Site	11
G&T TOTAL	129
Showperson	Total
Private site/TOTAL	10
Grand Total (Gypsies & Travellers and Showpeople)	139

- 2.4 The ethnicity of respondents (Table 2.2) indicates there are a range of ethnicities within the Gypsy and Traveller community across Herefordshire with the largest groups being English Gypsies (35.5%), English Travellers (29.3%) and Romany Gypsies (23.9%).

Table 2.2 Range of responses achieved by ethnicity and dwelling type

Ethnicity	Number	%
Romany Gypsy	33	23.9
English Gypsy	49	35.5
English Traveller	33	23.9
Irish Traveller	8	5.8
Welsh Gypsy	3	2.2
Welsh Traveller	1	0.7
Scottish Traveller	1	0.7
Showman	10	7.2
Total responses	138	100.0
Not Specified	1	
Grand Total	139	

- 2.5 In conjunction with interviews with members of the Travelling community, a range of complementary research methods have been used to permit the triangulation of results. These include:
- Desktop analysis of existing documents and published data (e.g. national caravan counts);
 - A database of authorised and unauthorised sites; and
 - A Key Stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller communities across the Herefordshire area.
- 2.6 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by using interviewers from Gypsy, and Traveller communities to conduct the interviews, by engaging with Gypsy and Traveller groups, by using local resources and workers to make links, and working closely with officers who have already established good relationships with local Travelling communities.
- 2.7 We have also used the following sources of information:
- The bi-annual caravan count for DCLG; and
 - Local Authority information on existing site provision and unauthorised sites.
- 2.8 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 through Local Authority information but current and anticipated behaviour has been assessed through the survey. A detailed explanation of the analysis of permanent pitch requirements is contained in Chapter 6.

3. Legislative and Policy Context

- 3.1 This research is grounded in an understanding of how the national legislative and policy context has affected Gypsy and Traveller communities to date.

Legislative background

- 3.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers
- Caravan Sites and Control of Development Act 1960;
 - Caravan Sites Act 1968 (Part II); and the
 - Criminal Justice and Public Order Act 1994
- 3.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.
- 3.4 Since the 1994 Act, the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites;
 - Privately owned land with appropriate planning permission; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.
- 3.5 The 1994 Act resulted in increased pressure on available sites. It eventually resulted in further reviews of law and policy, culminating in the Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.
- 3.6 More detail on the legislation affecting Gypsies and Travellers can be found at Appendix A.

Policy background

- 3.7 As part of this research we have carried out a literature review. A considerable range of guidance documents have been prepared by central Government to assist local authorities in discharging their strategic housing and planning functions and numerous research and guidance documents have been published by other agencies. This review examines influential guidance and research which relates specifically to Gypsies and Travellers or makes reference to them; more information is provided within Appendices A and B.
- 3.8 Overall, this range of statutory documentation, advisory and guidance notes and accepted good practice has helped set a broad context within which this research can be positioned.
- 3.9 Some of the key themes to emerge from the review of relevant literature include:

- Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice, discrimination and legislative change have increasingly marginalised this distinctive ethnic group;
- A recognised shortage of pitches and Gypsy and Traveller sites;
- The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
- Recognition that Gypsies and Travellers are one of the most socially excluded groups in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation;
- Recognition of the considerable prejudice and discrimination faced by Gypsy and Traveller communities; and
- A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

Planning policy

- 3.10 In March 2012 the Government published both the National Planning Policy Framework³ and its accompanying 'Planning policy for traveller sites' which was extant policy when this work was commissioned⁴. These documents replace all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople. This national guidance is now a material consideration in determining planning applications and its overarching aim is '*to ensure fair and equal treatment for travellers*'. The Planning policy for traveller sites was updated in August 2015 and discussed further at para 3.29.
- 3.11 Through Planning policy for traveller sites, local planning authorities are encouraged to make their own assessment of need for the purposes of planning, and plan for sites over a reasonable timescale. National policy aims to promote more private Traveller site provision '*while recognising that there will always be those travellers who cannot provide their own sites*' (paragraph 4).
- 3.12 The policy also states that⁵:
- Plan making and decision taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
 - Planning policies need to be fair, realistic and inclusive; and
 - Planning policies should increase the number of Traveller sites in appropriate locations with planning permission, to address under-provision and maintain an appropriate level of supply.

³ CLG National Planning Policy Framework March 2012

⁴ CLG Planning policy for traveller sites March 2012

⁵ CLG Planning policy for traveller sites March 2012 para 4

3.13 It is within this policy context that local planning authorities will have to plan future provision for Gypsies and Travellers and Travelling Showpeople across their respective areas. The National Planning Policy emphasises the role of evidence and how it should be used within this context.

3.14 Using evidence to plan positively and manage development, stresses the need for timely, effective and on-going community engagement (both with Travellers and the settled community); the *'use of a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions'* is advocated. Paragraphs 8 and 9 of 'Planning policy for traveller sites' state that:

'Local planning authorities should set pitch targets for gypsies and travellers and pitch targets for travelling show people which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities'.

3.15 *'Local planning authorities should:*

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

3.16 In September 2014 the Department for Communities and Local Government issued a Consultation on Planning and Travellers. The paper proposes measures to:

- Amend the definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
- 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 a planning application;
- Protect 'sensitive areas' including the Green Belt; and
- Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. The proposed 'Draft planning guidance for travellers' would replace current guidance, including that set out in 'Gypsy and Traveller Accommodation Needs Assessments – Guidance (2007)', and 'Designing Gypsy and Traveller Sites – Good Practice guide (2008).

- 3.17 Despite the revocation of the Regional Spatial Strategy, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 has introduced the Duty to Co-operate which the Planning Advisory Service⁶ advises:
- Requires councils and public bodies to engage constructively, actively and on an on-going basis in relation to planning of sustainable development;
 - Requires councils to consider whether to enter into agreements on joint approaches or prepare joint Local Plans (if a local planning authority); and
 - Applies to planning for strategic matters in relation to the preparation of Local and Marine Plans, and other activities that prepare the way for these activities.
- 3.18 The Localism Act and the National Planning Policy Framework set out a requirement for local authorities to fulfil the Duty to Co-operate on planning issues, including provision for Gypsies and Travellers and Travelling Showpeople, to ensure that approaches are consistent and address cross border issues with neighbouring authorities. The Duty is intended to act as a driver for change in order to enhance co-operation and partnership working to assist in delivering appropriate provision of future accommodation for Gypsies and Travellers, which can be contentious.
- 3.19 In addition, the National Planning Policy Framework sets out a presumption in favour of sustainable development to guide local authorities in the delivery of new developments whilst the 'Planning policy for traveller sites' [sections 7-11] provides specific advice as detailed above.

Progress on tackling inequalities

- 3.20 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.'⁷ 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.

⁶ PAS A simple guide to Strategic Planning and the Duty to Cooperate
<http://www.pas.gov.uk/pas/core/page.do?pagelId=2133454>
⁷ www.communities.gov.uk/news/corporate/2124322

- 3.21 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government has made the following commitment:
- *'The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained'*; and
 - *'Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.'*⁸
- 3.22 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government has committed to:
- The provision of support, training and advice for elected members services up to 2015; and
 - The promotion of improved health outcomes for Travellers through the planning system; the report states that *'one of the Government's aims in respect of traveller sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which Travellers can access education, health, welfare and employment infrastructure.'*⁹

Emphasis on enforcement powers

- 3.23 In August 2012, the Government published guidance for local authorities setting out the powers available to them and landowners to remove unauthorised encampments from both public and private land. Commenting on the guidance set out in 'Dealing with illegal and unauthorised encampments: A summary of available powers', the Chartered Institute of Housing stated that: *'Gypsy and Traveller communities are some of the most marginalised communities in modern times. Long standing difficulties in the provision of private and authorised sites, coupled with fewer stopping places across the country, have resulted in increasing numbers of unauthorised sites and the increasing marginalisation of these communities. There is a real need to develop a planning system that enables the provision of well situated, decent and accessible site provision for Gypsies and Travellers.'*¹⁰ The disruption caused to the settled community by unauthorised encampments, and the costs of 'clearing up' after them, mean that providing authorised sites for Travellers is important. Research by the Joseph Rowntree Foundation¹¹ found a strong business case for new provision based on cost savings to be made by local authorities in dealing with unauthorised encampment activity.

⁸ DCLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

⁹ DCLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

¹⁰ www.cih.org Housing policy: Gypsies and Travellers

¹¹ Providing Gypsy and Traveller sites: contentious spaces JRF October 2007

- 3.24 On 4th May 2013 the Government revoked regulations governing the issuing of Temporary Stop Notices (TSNs)¹² by local planning authorities, which had been in place since the introduction of TSNs in 2005. The regulations were originally introduced to mitigate 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 previous regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements, and in the spirit of Localism, local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response. Concerns have been raised that, without the regulations in place, TSNs risk violating the Human Rights of Gypsies and Travellers and Travelling Showpeople, especially in areas where there is an under-provision of sites/pitches.
- 3.25 On 1st July 2013 in a Ministerial Statement issued by local government minister Brandon Lewis¹³, the issue of inappropriate development in the Green Belt was highlighted. The statement specified that *'The Secretary of State wishes to give particular scrutiny to traveller site appeals in the green belt, so that he can consider the extent to which 'Planning policy for traveller sites' is meeting the government's clear policy intentions. To this end he is hereby revising the appeals recovery criteria issued on 30th June 2008 and will consider for recovery appeals involving traveller sites in the green belt.'*
- 3.26 This situation was to apply for a period of six months in the first instance, and a number of appeals have since been recovered in order to 'test' relevant policies at a national level. To this end, the Secretary of State recently upheld the Planning Inspector's decision to find in favour of an applicant seeking to extend an existing site in Runnymede, Surrey, which had previously been refused by the Council. Mr Pickles found that the Council's policy was not consistent with the National Planning Policy Framework's policies for the protection of the green belt.
- 3.27 The Statement also revoked the practice guidance on 'Diversity and equality in planning'¹⁴, deeming it to be outdated; the Government does not intend to replace this guidance.
- 3.28 Revised Guidance from Government¹⁵ in respect of dealing with unauthorised encampments was published on 9th August 2013; the updated guidance reflects the recent changes to TSNs. The Guidance states that:
- 'As part of the Government's commitment to protecting the nation's green spaces, these powers will help protect Green Belt land and the countryside from illegal encampments. In addition to the powers which are available to councils to remove unauthorised traveller [sic] sites, protest camps and squatters from both public and private land, new Temporary Stop Notices now give councils powers to tackle unauthorised caravans, backed up with potentially unlimited fines. With*

¹² Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013

¹³ <https://www.gov.uk/government/speeches/planning-and-travellers>

¹⁴ ODPM Diversity and Equality in Planning: A good practice guide 2005

¹⁵ CLG Dealing with illegal and unauthorised encampments: a summary of available powers 9th Aug 2013

*the powers set out in this guide available to them, councils should be ready to take swift enforcement action to tackle rogue encampments and sites.*¹⁶

Planning Policy for Traveller Sites (August 2015)

3.29 A revised version of the Planning Policy for Traveller sites (PPTS) was published by CLG on 31st August 2015, and its policies apply from the same date. There are five changes to the text of the new PPTS that differentiate it from the March 2012 policy document. None of the changes relates to using evidence; the majority of changes relate to plan making and decision taking. The changed definition of gypsies and travellers will have an impact for GTAAs.

3.30 The changes focus upon:

- Ensuring that Local Planning Authorities (LPAs) are not required to address the accommodation requirements of one-off, largescale unauthorised encampments in their areas (para 12);
- Protecting the Green Belt (paras 16, unnumbered para preceding para 25, and end of para 27); and
- Amending the definition of gypsies and travellers but not that of travelling showpeople (Annex 1 para 2).

Large-scale unauthorised encampments

3.31 The inclusion of paragraph 12 in the revised policy is aimed at preventing the reoccurrence of a ‘Dale Farm’ situation. The new policy seeks to ensure that LPAs do not need to plan to meet their traveller site needs in full where:

- There is a largescale unauthorised encampment that has significantly increased need in an area; and
- The area is subject to ‘*strict and special planning constraints*’.

Changes to definition of Gypsy and Traveller

3.32 The revised policy defines gypsies and travellers 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 as such.*¹⁷

¹⁶ CLG Dealing with illegal and unauthorised encampments: a summary of available powers Page 3 first para

¹⁷ CLG Planning policy for traveller sites, August 2015

- 3.33 It adds the following ‘clarification’ for determining whether someone is a gypsy or traveller:

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

a) whether they previously led a nomadic habit of life

b) the reasons for ceasing their nomadic habit of life

c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.'

- 3.34 arc⁴ has a concern that these definitional changes are unhelpful as they fail to take account of other cultural considerations of gypsy and traveller communities and the underlying challenge of travelling which inhibits a nomadic lifestyle. Being a gypsy and traveller is much more than leading a nomadic lifestyle and it is disappointing that this has not been considered in these definitional changes.
- 3.35 Regarding cultural considerations, the three point ‘clarifications’ fail to take account of the strong family and kinship networks which encourage gypsies and travellers to live in close proximity to each other so they can pursue their distinctive lifestyle and provide support to each other. Additionally, older residents are less likely to travel but want the security of living close to family and friends.
- 3.36 Ironically, although nomadism and travelling underpin definitional changes, the actual ability to travel can be affected by a series of challenges. These are explored in more detail in chapter 7 of this report but include lack of water and toilet facilities, no places to stop over, police behaviour and rubbish collection. It could therefore be reasonably argued that ability to travel is increasingly restricted and although some members of the gypsy and traveller population may want to pursue a nomadic lifestyle this is difficult to achieve.

Herefordshire Planning Policy Context

- 3.37 The Herefordshire Local Plan Core Strategy was examined during 2014/15. The Inspector’s report was published on the 29th September 2015 and the Core Strategy was adopted by Herefordshire Council on 16th October 2015. Policy H4, Traveller Sites, of the Core Strategy states that a Traveller’s Sites Document (DPD) will be prepared which will include site specific allocations. Policy H4 also provides guidance for determining planning applications for all types of Travellers sites until such time as the new development plan document is adopted. The DPD will form part of the Herefordshire Local Plan.

Local Context – Neighbouring Authorities' Progress with GTAAs

- 3.38 Table 3.1 provides a position statement regarding the progress made with neighbouring English authorities in their preparation of Gypsy and Traveller accommodation assessments.
- 3.39 Welsh Local Authorities were previously charged under s225 of the Housing Act 2004, and now under Part 3 of the Housing (Wales) Act 2014, to assess the accommodation requirement of Gypsies and Travellers and then make any necessary provision as appropriate. In September 2014 the Welsh Government published draft guidance for Welsh local authorities, *'Undertaking Gypsy and Traveller Accommodation Assessments'*, to enable them to develop up to date assessments of need to inform future policies.
- 3.40 Powys participated in a former GTAA for Shropshire, Herefordshire, Telford and Wrekin, and Powys, which identified a need for both permanent and transit provision in Powys. A wider housing market study undertaken for Powys Council by Glyndwr University, published in May 2010 recommended that *'the provision of current Gypsy and Traveller pitches is reviewed to accommodate the increase shown in the Biannual Gypsy and Traveller Caravan Count.'*¹⁸
- 3.41 Policy H13 of the Deposit Draft Local Plan 2011 – 2026 (July 2014) - Gypsy and Traveller Sites and Caravans states that: *'to meet a proven, unmet local need, proposals for permanent or temporary (transient or transit) Gypsy and Travellers sites and caravans will be permitted...'* The policy also refers to evidence of need from a 2007 Assessment that identified a requirement for 14 pitches in South Powys.
- 3.42 The Monmouthshire County Council Local Development Plan 2011-2021 was adopted on 27th February 2014. Policy H8 of the Plan – Gypsy, Traveller and Travelling Showpeople Sites – states that *'where a need is identified for transit or permanent pitches/ pitches for the accommodation needs of Gypsies, Travellers, and Travelling Showpeople, they will be permitted provided they meet a specified list of criteria'*. An assessment of need carried out in 2009 found that *'Monmouthshire has a very low Gypsy and Traveller population with only one authorised site (with one caravan) and accordingly there is very little need for Gypsy/Traveller sites in Monmouthshire. ...Possibilities for joint provision with neighbouring authorities will also be considered in case future studies evidence a need.'*¹⁹

¹⁸ Powys Local Housing Market Assessment Executive Summary May 2010 Glyndwr University page 10

¹⁹ Monmouthshire County Council Adopted Local Development Plan 2011 - 2021 paras 6.1.27 and 6.1.28

Table 3.1 Gypsy and Traveller Accommodation Assessments in neighbouring authorities

Authority	Existing Provision at 2013					GTAA	GTAA Proposed Pitches to 2031		
	P	TA	UA	T	TS		PT	T	TS
Forest of Dean	20 ²⁰				0	Gloucestershire GTAA October 2013 Peter Brett Associates	19	10 ²¹	16
Progress and Timescale of Provision	Call for sites Aug to Oct 2013 to enable identified need to be met.								
Authority	Existing Provision at 2014					GTAA	GTAA Proposed Pitches to 2033/34		
	P	TA	UA	T	TS		PT	T	TS
Malvern Hills	19	2	1	0	17	Worcestershire GTAA November 2014 arc ⁴	17	3	5
Progress and Timescale of Provision	The South Worcestershire Development Plan is being prepared jointly by Malvern Hills District Council, Worcester City and Wychavon District Council and will guide development in the area up to the year 2030. Once adopted, it will form part of the new Local Plan, together with the Travellers and Travelling Showpeople DPD, and replace the existing Local Plans of the three councils. . The 2014 GTAA forms part of the evidence base for the Development Plan. Following examination during February – June 2015, Main Modifications are being consulted upon during October and November 2015								
Authority	Existing Provision at 2014					GTAA	GTAA Proposed to 2026/2027		
	P	TA	UA	T	TS		PT	T	TS
Shropshire	178 ²²	10 ²³	3	0	3	Shropshire GTAA July 2014 arc ⁴	5	5	1
Progress and Timescale of Provision	Shropshire Council Site Allocations and Management of Development (SAMDev) Plan submitted to the Secretary of State for Communities and Local Government on 1 August 2014 for independent examination; the GTAA 2014 is part of the evidence base submitted with the Plan.								

Key: P = Permanent Gypsy Pitches
T = Transit Pitches
TS Travelling Showpeople Pitches
TA= Temporary Authorised Gypsy site (has temporary planning consent)
UA = Unauthorised Gypsy Pitches
TBD: To Be Determined in the light of the GTAA

Site selection

- 3.43 Key criteria that local authorities should consider if they need to search for sites to meet an identified need includes issues such as optimal size of sites, and number of pitches or pitches, proximity to key services, access and suitable

²⁰ 20 exiting pitches were identified, it is assumed that these are all permanent as the report does not provide a detailed breakdown of existing supply

²¹ For the study area (Gloucestershire County) as a whole

²² Includes 47 vacant pitches.

²³ Includes one vacant pitch.

- neighbouring uses. In particular the study, or any follow up work, should try to identify broad locations that might be the preferred location of any site(s). This can often be achieved by conducting additional consultation with the community.
- 3.44 If the site can be used for houses, it should be considered for a Traveller site. Ideally, a site should be close to the local community but pragmatically reasonably distanced from existing housing. If it can be integrated into new build, it gives an opportunity for the site, with appropriate management, to be part of a new community.
- 3.45 In terms of aspects such as site size, proximity to services - these are referred to in the DCLG site design guidance detailed previously. The guidance should be enhanced with best practice from recent developments, for instance by clustering pitches within sites, providing entrance barriers, greenery/landscaping and use of material such as block paving and stone (preferably local materials) rather than concrete/tarmac.
- 3.46 In terms of amenities, depending on the land available, a shed (with a separate kitchen/ bathroom) and storage is a minimum requirement. Subject to availability of space, a dayroom would also be useful. Kitchen windows should face towards the pitch to support interaction with other households. An outside tap should also be provided and where possible every resident should have their own electricity supply which reduces management costs.

Funding for new pitches

- 3.47 The Homes and Communities Agency manage resources to secure the provision of new traveller sites and new pitches on existing sites, as well as improvements of existing pitches. The latest information on funding is available at <http://www.homesandcommunities.co.uk/ourwork/traveller-pitch-funding>.
- 3.48 On the 19th December 2012 Herefordshire Council received a formal offer letter from the HCA for a grant award of £395,390, which is the full sum requested in the application. The grant has enabled the refurbishment of 10 pitches at the Openfields site in Bromyard which was vandalised 10 years ago.

4. The Current Picture: Provision of Gypsy and Traveller Sites

- 4.1 This chapter considers the current provision of sites across Herefordshire. This is based on information provided by the Council.

Provision of authorised and unauthorised sites

- 4.2 Data on the provision of sites considers both authorised and unauthorised sites and yards across Herefordshire. Broadly speaking, authorised sites are those with planning permission and can be on either local authority or privately owned land. In this instance unauthorised sites are made up of either longer term²⁴ unauthorised encampments²⁵, 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 E for more detailed definitions).
- 4.3 Overall there are 142 pitches on 41 sites in the study area. Table 4.1 summarises the number of pitches by location. Table 4.2 provides a summary of sites by planning status. Of these sites, 6 are authorised Local Authority sites (53 pitches), 28 are authorised private sites (61 pitches), 4 are private tolerated sites (21 pitches) and 3 are unauthorised private sites (7 pitches).
- 4.4 In terms of Travelling Showpeople's yards (see Tables 4.3 and 4.4), there are three linked yards at Homs Road/Greytree Road where ten plots were identified.

Recent development of sites

- 4.5 There is ongoing development of Gypsy and Traveller pitches across Herefordshire. The 2013/14 Annual Monitoring Report indicates that over the three year period 2011/12, 2012/13 and 2013/14 a total of 16 additional pitches were provided across the County.

²⁴ Approximately three months or longer

²⁵ Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.11 for more information on these encampments.

Table 4.1 List of Gypsy and Traveller Sites as at 31st July 2014

Site location	Current Number of usable Pitches
Ashperton	4
Aymestry	1
Barlestree	3
Bishop's Frome	4
Bodenham	1
Bosbury	13
Bromyard	10
Eggleton	2
Grafton	9
Hereford	15
Kings Pyon	5
Ledbury	5
Linton	1
Lower Eggleton	1
Luston	10
Marden	1
Much Birch	3
Much Cowarne	2
Much Marcie	1
Munsley	2
Norton Canon	1
Ocle Pychard	2
Pembridge	8
Shobden Rock	10
Stoke Prior	1
Upper Hill	22
Wigmore	4
Herefordshire Total	142

Table 4.2 Summary of provision as at 31st July 2014

	No. sites	No. Pitches
TOTAL AUTHORISED PRIVATE (PERMANENT)	28	61
TOTAL AUTHORISED LOCAL AUTHORITY (PERMANENT)	6	53
TOTAL PRIVATE TOLERATED	4	21
TOTAL PRIVATE UNAUTHORISED	3	7
TOTAL	41	142

Table 4.3 List of yards as at 31st July 2014

Yard Location	Ownership/Status	Current Number of usable Pitches
Site 1 Greytrees Road, Ross on Wye	Private Authorised	10
Site 2 Greytrees Road, Ross on Wye	Private Authorised	
Homs Road Ross on Wye	Private Authorised	

Table 4.4	Summary of plot provision as at 31st July 2014	No yards	No pitches
	TOTAL AUTHORISED PRIVATE (PERMANENT)	3	10
	TOTAL AUTHORISED LOCAL AUTHORITY (PERMANENT)	0	0
	TOTAL PRIVATE UNAUTHORISED	0	0
	TOTAL	3	10

5. The current picture: Gypsy and Traveller population and pitch availability

Population Estimates

- 5.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers and Travelling Showpeople across Herefordshire before going on to explore the extent and nature of provision across the area.
- 5.2 According to the 2011 Census, a total of 125 households in Herefordshire identified as having a White British Gypsy and Traveller ethnicity. Of these households, three quarters (100 or 80%) were living in bricks and mortar accommodation, and a fifth (25 or 20%) were living in a caravan or other temporary mobile structure. Table 5.1a summarises the number of Gypsy and Traveller households by accommodation type according to the 2011 Census and Table 5.1b summarises the number of Gypsy and Traveller people by accommodation type.
- 5.3 It should be noted that the census data differs to that reported in fieldwork and the bi-annual caravan counts carried out in Herefordshire. In July 2014, a total of 141 caravans were recorded by the Council and the GTAA fieldwork survey completed 129 interviews with Gypsies and Travellers living in caravans.

Table 5.1a Gypsy and Traveller households by accommodation type	
Accommodation type	Number according to 2011 Census
Caravan	25
Bricks and Mortar	100
Total	125

Source: 2011 Census

- 5.4 The Census also provides us with some details on people recorded living in different accommodation types and this is detailed in Table 5.1b below.

Table 5.1b Gypsy and Traveller people by accommodation type	
Accommodation type	Number according to 2011 Census
Caravan	77
Bricks and Mortar	280
Total	357

Source: 2011 Census

- 5.5 The potential need for pitches from Gypsy and Traveller households living in bricks and mortar accommodation has been considered as part of needs modelling.

Caravan Counts and Authorised Pitches

- 5.6 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by local authorities annually on a voluntary basis every January and July. 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 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 (i.e. capacity) on sites.
- 5.7 A major review²⁶ of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.
- 5.8 The July 2014 Traveller Caravan Count²⁷ nationally found that:
- The total number of Traveller caravans was 20,040, about 880 less than in July 2013;
 - Approximately 6,510 caravans were on authorised socially-rented sites, a fall of 30 since the July 2013 count;
 - The number of caravans on authorised privately-financed sites was just under 10,260, about 450 more than in July 2013;
 - The number of caravans on unauthorised developments, on land owned by Travellers, was around 1,980, approximately 80 below the number in July 2013;
 - The number of caravans on unauthorised encampments, on land not owned by Travellers, was 1,280, approximately 1,210 less than in July 2013; and
 - Overall, the July 2014 count indicated that 84% of Traveller caravans in England were on authorised land and 16% were on unauthorised land.
- 5.9 The figures for the last nine caravan counts (July 2010 to July 2014) for Herefordshire are set out in Table 5.2. This indicates that there is a nine count average of 55 Social Rented caravans and 70 Private Caravans with 25 unauthorised sites.

²⁶ Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

²⁷ DCLG Count of Traveller Caravans July 2014 England. Supplemented with counts from previous data sets to add longer data window.

Table 5.2 Bi-annual Caravan Count figures January 2012 to January 2014

Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jul 2014	41	74	25	140
Jan 2014	60	76	25	161
Jul 2013	41	74	25	140
Jan 2013	53	68	26	147
Jul 2012	41	68	27	136
Jan 2012	65	69	27	161
Jul 2011	64	59	25	148
Jan 2011	64	69	24	157
Jul 2010	68	70	23	161
9 Count Average	55	70	25	150
9 Count Median	60	69	25	148

Source: DCLG Traveller Caravan Count

5.10 It should be noted that there may be more than one caravan per pitch, and in the case of households doubling up on pitches there could be several caravans. For obvious reasons Gypsies and Travellers living on sites may not be present on the days on which the counts are conducted.

5.11 Tables 5.3a and 5.3b summarise the range of sites and yards in Herefordshire.

Table 5.3a Summary of sites and pitches

Herefordshire	No. Sites	No. Pitches
Council owned	6	53
Private authorised	28	61
Private tolerated	4	21
Private unauthorised	3	7
TOTAL Authorised and tolerated	38	135
TOTAL Unauthorised	3	7
GRAND TOTAL	41	142

Source: Herefordshire Council

Table 5.3b Summary of yards and pitches

Herefordshire	No. Yards	No. Pitches
Council owned	0	0
Private authorised	3	10
Private unauthorised	0	0
TOTAL Authorised	3	10
TOTAL Unauthorised	0	0
GRAND TOTAL	3	10

Source: Herefordshire Council/survey fieldwork response data 2014/ google maps

Revised definition of gypsies and travellers

5.12 Under the 2015 Planning Policy for Traveller sites, the definition of gypsy and traveller has changed for the purposes of 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.

5.13 Although the household survey was carried out before these definitional changes came into effect, it provides a helpful range of information which considers the extent to which gypsies and travellers have led and a nomadic lifestyle.

5.14 Table 5.4 demonstrates that most gypsies and travellers had not moved home in the past two years, with 75% of those living on authorised and private tolerated sites, 50% on unauthorised sites and 75% of travelling showpeople had been living on their current pitch/plot for at least two years.

Table 5.4 Households moving in the past 2 year

Household	Moved in past 2 years			Base (valid responses)
	Moved (%)	Not moved (%)	Total	
G&T on Authorised and Private Tolerated Sites	25	75	100	48
G&T on Unauthorised Sites	50	50	100	6
Travelling Showperson	25	75	100	4
Total	27.6	72.4	100	58

5.15 Table 5.5 indicates that the majority of gypsies and travellers had not travelled in the past year, with 67.8% of households living on authorised and 72.7% on unauthorised sites, not travelling. Of households travelling, the majority (89.7%) travelled for less than one month.

Table 5.5 Households travelling in the past year

Household	Travel in the past year			Base (valid responses)
	Travelled (%)	Not Traveled moved (%)	Total	
G&T on Authorised and Private Tolerated Sites	32.2	67.8	100.0	118
G&T on Unauthorised Sites	27.3	72.7	100.0	11
Travelling Showperson	60.0	40.0	100.0	10
Total	33.8	66.2	100.0	139

5.16 This analysis would reinforce the notion that gypsies and travellers are not 'nomadic' as suggested by the latest CLG Planning Policy for Traveller Sites document and there are more deeply rooted attachments to localities which need to be reflected upon when reviewing pitch requirements.

Tenure of respondents

5.17 96% of respondents living on a pitch own their own home, 3% rent from the Council and 1% rent privately (Table 5.6).

Table 5.6 Tenure of Respondents

Tenure	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Rent from Council	3%	-	3%	-	2%
Rent privately	1%	-	1%	-	1%
Rent from HA / Registered Provider / Registered Social Landlord	-	-	-	-	-
Own home	96%	100%	97%	90%	96%
Not applicable/No Answer	-	-	-	10%	1%
Grand Total	104	14	118	10	128

Source: Survey fieldwork response data 2014

5.18 According to respondents the majority rent their pitch from the Council (49%), 16% rent their pitch privately with planning permission, and 14% own the land where their trailer/caravan or wagon is normally located with planning permission. 11% rent privately without planning permission and 4% own the land where their trailer/wagon is located without planning permission.

Table 5.7 Ownership of land where trailer/caravan located

Ownership	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Own land where trailer / wagon is normally located (with planning permission)	16%	-	15%	-	14%
Own land where trailer / caravan is normally located (no planning permission)	-	40%	4%	-	4%
Own land where trailer / wagon is normally located seeking planning permission	1%	-	1%	-	1%
Rent pitch from Council	51%	-	45%	88%	49%
Rent pitch from HA / Registered Provider / Registered Social Landlord	-	-	-	-	-
Rent pitch privately (with planning permission)	19%	-	17%	-	16%
Rent pitch privately (no planning permission)	7%	50%	12%	-	11%
Neither own or rent the land (unauthorised)	-	-	-	-	-
Tolerated site	1%	-	1%	-	1%
Not applicable/No Answer	4%	10%	4%	13%	5%
Other	1%	-	1%	-	1%
Grand Total	85	10	95	8	103

Source: Survey fieldwork response data 2014

Repairs and improvements

5.19 61% of all respondents described the state of repair of their home as being good; 36% said it was very good; and 3% said it was neither good nor poor. No respondents considered their home to be in poor or very poor repair (Table 5.8).

Table 5.8 State of repair

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Very Good	38%	43%	39%	10%	36%
Good	58%	57%	58%	90%	61%
Neither Good nor Poor	4%	-	3%	-	3%
Poor	-	-	-	-	-
Very Poor	-	-	-	-	-
Grand Total	113	14	127	10	137

Source: Survey fieldwork response data 2014

5.20 Around three-quarters (77%) of respondents did not identify any repairs or improvements needed to their home. This included 79% of Gypsies and Travellers and 50% of Travelling Showpeople. 19% of respondents needed more space on their pitch; this included 16% of Gypsies and Travellers and 50% of Travelling Showpeople. 5% of Gypsies and Travellers needed work on their slab/drive, and 1% needed work on their roof.

Repair	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
None	79%	79%	79%	50%	77%
More space on pitch	15%	21%	16%	50%	19%
Slab / drive	5%	-	5%	-	4%
Roof	1%	-	1%	-	1%
Doors / windows	-	-	-	-	-
Kitchen facilities	-	-	-	-	-
Bathroom facilities	-	-	-	-	-
Other	-	-	-	-	-
Grand Total	111	14	125	10	135

Source: Survey fieldwork response data 2014

Space Requirements

5.21 Whilst there is no set pitch size, DCLG guidance states that there should be sufficient space on pitches to allow for:

- Manoeuvrability of an average size trailer of up to 15 metres in length;
- Capacity for larger mobile homes of up to 25 metres on a number of pitches on a site; and
- A minimum of six metres between every trailer, caravan or park home that is separately occupied on a site.

5.22 Good practice would suggest that ideally sites should be small, consisting of between five and 15 pitches unless there is clear evidence to suggest that either a smaller or larger site is preferred by the Traveller community²⁸.

5.23 In terms of space for trailers, wagons and vehicles (Table 5.10), 80% of all respondents felt they had enough space. 18% of Gypsies and Travellers said that they had insufficient space, compared with 40% of Travelling Showpeople.

²⁸ Designing Gypsy and Traveller Sites – Good Practice Guide, DCLG, May 2008, Chapter 4. Although this guidance has now been withdrawn, it still remains relevant as it includes appropriate general planning advice and principles

Table 5.10 Enough space for trailers, wagons and vehicles

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Yes	82%	79%	82%	60%	80%
No	18%	21%	18%	40%	20%
Grand Total	106	14	120	10	130

Source: Survey fieldwork response data 2014

Overcrowding

5.24 A limited number of respondents in Herefordshire felt that their home was overcrowded (2%) (Table 5.11). None of the Travelling Showpeople felt that their home was overcrowded.

Table 5.11 Overcrowding

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Yes	3%	-	2%	-	2%
No	97%	100%	98%	100%	98%
Grand Total	114	14	128	10	138

Source: Survey fieldwork response data 2014

Cost of accommodation, services and income

5.25 Limited responses were received to questions relating to the cost of accommodation and income and findings are therefore not reported.

Moving

5.26 Respondents were asked whether they planned to move over the next five years (Table 5.12). Of all respondents, 86% plan to stay where they are at the present time. 9% of Gypsies and Travellers and 10% of Travelling Showpeople planned to move elsewhere.

Table 5.12 Plans to move in the next five years

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Missing response	6%	-	5%	-	5%
Plan to move elsewhere - onto another site - not specified	10%	-	9%	10%	9%
Planning to stay where they are now	84%	100%	86%	90%	86%
Grand Total	115	14	129	10	139

Source: Survey fieldwork response data 2014

Household mobility

5.27 The household survey asked respondents how long they had lived in their current home (Table 5.13). Of all respondents, one-third (33%) had lived in their current residence for up to one year. This included 32% of Gypsies and Travellers and 50% of Travelling Showpeople. No Travelling Showpeople had lived in their home for over three years. 41% of Gypsies and Travellers had lived in their residence for over three years. Of these, 20% had lived there for five years or more.

Table 5.13 Length of residence

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Up to 1 year	32%	36%	32%	50%	33%
Over 1 and up to 2 years	14%	14%	14%	40%	16%
Over 2 and up to 3 years	12%	14%	12%	10%	12%
Over 3 and up to 4 years	12%	7%	11%		10%
Over 4 and up to 5 years	11%	7%	10%		10%
5 years or over	20%	21%	20%		19%
Grand Total	111	14	125	10	135

Source: Survey fieldwork response data 2014

5.28 Of all respondents, 62% stated a town/District where they had moved from (Table 5.14). Over a third (36%) were travelling with no permanent home and 2% said they were homeless. Only 41% of all respondents moved within Herefordshire, although a further 12% moved from outside but had a connection to the County. 47% were from outside Herefordshire. 83% of Travelling Showpeople were from outside Herefordshire (with no connection), compared

with 44% of Gypsies and Travellers. An additional 13% of Gypsies and Travellers were from outside of Herefordshire but with a connection with the County.

Table 5.14 Origin of households

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Town / District	63%	54%	62%	60%	62%
Travelling at the time (no permanent home)	34%	46%	35%	40%	36%
Homeless	3%	-	2%	-	2%
Grand Total	112	13	125	10	135

Source: Survey fieldwork response data 2014

Table 5.15 Location of origin

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Outside Herefordshire	46%	17%	44%	83%	47%
Outside Herefordshire - connection	12%	33%	13%	-	12%
Within Herefordshire	42%	50%	43%	17%	41%
Grand Total	69	6	75	6	81

Source: Survey fieldwork response data 2014

Adaptations

5.29 Respondents were asked whether any adaptations were required in their homes (Table 5.16). Only 1% of respondents (comprising 1% of Gypsies and Travellers) stated that they needed adaptations to their home (but did not go on to state the adaptation required). No Travelling Showpeople identified a need for adaptations.

Table 5.16 Need for adaptations

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Yes	1%		1%		1%
No	99%	100%	99%	100%	99%
Grand Total	113	14	127	10	137

Source: Survey fieldwork response data 2014

6. Gypsy and Traveller Pitch Requirements

Gypsy and Traveller Pitch Requirements

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Herefordshire. 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 planning issues.
- 6.2 The calculation of pitch requirements is based on DCLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (DCLG, 2007). The DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 6.3 The GTAA has modelled current and future demand and current and future supply. The following analysis focuses on Gypsies and Travellers specifically.
- 6.4 In terms of **need**, the model considers:
- The baseline number of households on authorised and unauthorised sites (as at 31st July 2014);
 - Existing households planning to move in the next five years (currently on sites) and where they are planning to move to;
 - The current shortfall in pitches relative to households on existing sites; and
 - Emerging households currently on sites and planning to stay within the study area; to derive a figure for
 - Total need.
- 6.5 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised and private tolerated²⁹ sites;
 - Turnover on existing authorised sites; and
 - Total supply of authorised pitches based on turnover and existing pitch provision (as set out at Table 4.1a).
- 6.6 The model then reconciles total need and existing authorised supply by summarising:
- Total need for pitches; and
 - Total supply of authorised and unauthorised tolerated pitches.
- 6.7 The assessment of current need should, in line with the guidance, take account of existing supply and demand. In the DCLG model, current residential supply refers to local authority residential sites and authorised privately owned sites.

²⁹ Note that Private Tolerated sites are included as they are reported in the Annual Monitoring Return

- 6.8 In this assessment we have reported the existing number of pitches on authorised local authority and private sites (this is the actual number of pitches on sites available for occupancy at 31st July 2014).
- 6.9 We secured interviews from 129 households out of a total of 152 occupied pitches on authorised and unauthorised sites. Therefore, the needs analysis has used weighted data (using a weighting factor of 142/129 or 1.1008 to take account of non-response).

Description of factors in the model

- 6.10 Table 6.1 provides a summary of the future pitch requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

6.11 **Current households living on pitches (1a to 1d)**

These figures are derived from household survey data, Council data and the site census carried out as part of the fieldwork. Note this is not the actual number of pitches on a site but the number of households occupying those pitches.

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

This is a figure based on the 2011 census. Details of around 10 households known to the Council were provided but no interviews were secured.

6.13 **Existing Households planning to move in the next five years (3)**

This was derived from information from the household survey for respondents currently on authorised and unauthorised pitches. There was an overall net requirement from 13 households currently living on a pitch and wanting to move to another site in Herefordshire.

6.14 **Emerging households (4)**

This is the number of households expected to emerge in the next five years based on household survey information from respondents living on authorised and unauthorised pitches. Over the period 2014/15 to 2018/19 there is expected to be a total of 43 emerging households requiring a pitch.

6.15 **Total need for pitches (5)**

This is a total of current households on pitches (authorised and unauthorised), households planning to move in the next five years and demand from emerging households.

Table 6.1 Summary of need and supply factors: Gypsies and Travellers			
NEED		Herefordshire Total	
1.	Current households living on pitches	1a. On LA Site	53
		1b. On Private Site – Authorised	61
		1c. On Private Site – Tolerated	21
		1d. Unauthorised	7
		1e. TOTAL (1a to 1d)	142
2	Current households in bricks and mortar (2011 census estimate)	2a. TOTAL	100
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site	0
		3b. To another site in study area	13
		3c. To Bricks and Mortar	0
		3d. To another site/bricks and mortar outside study area	0
	3e TOTAL net impact	13	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	38
		4b. Currently on site and planning to live on another site in study area	5
		4c. Currently on site and planning to move outside study area	0
		4d. TOTAL (4a+4b)	43
5	Total Need	1e+3e+4d	198
SUPPLY		Total	
6	Current authorised pitches (including private tolerated)	6a. Current occupied authorised and tolerated pitch provision (excluding turnover)	135
		6b. Vacant authorised pitches	0
		6c. Total current supply (excluding turnover) 6a+6b	135
7	Need minus supply (excluding turnover)	5 - 6c	63
8	Turnover on existing permanent authorised pitches	8a. Annual	9
		8b. 5 years	44
9	Total supply of pitches	9a. Current authorised/tolerated pitch provision and turnover (6c+8b)	179
RECONCILING NEED AND SUPPLY		Total	
10	Total need for pitches	5 years (from 5)	198
11	Total supply of authorised and tolerated pitches	5 years Excluding turnover (from 6c.)	135
12	Total supply of authorised and tolerated pitches and turnover	5 years Including turnover (from 9)	179
5 YEAR AUTHORISED PITCH SHORTFALL (2014/15 TO 2018/19) excluding turnover (10-11)			63
5 YEAR AUTHORISED PITCH SHORTFALL (2014/16 TO 2018/19) including turnover (10-12)			19

Supply

6.16 Current supply of pitches (6)

This is the total supply of current occupied authorised pitches. This also includes tolerated pitches because these are included in the Annual Monitoring Reports. The model assumes that a household is accommodated on a tolerated pitch for the time it requires that pitch and as enforcement action is not likely to take place then there is no additional pitch need generated by that household.

It is assumed that once a household living on a tolerated pitch no longer requires the pitch it would not be re-occupied. Similarly, no turnover is assumed on tolerated pitches.

6.17 Turnover on existing pitches (8)

The extent to which pitches are expected to become available for households either from Herefordshire or who have a connection with Herefordshire can be ascertained from the household survey. This indicates that 89 households currently living on authorised sites have lived on their current pitch for less than five years. This means that 78.1% of households have moved to their current pitch in the last five years which suggests an annual turnover rate of 15.6%.

Further analysis of the origins and reasons for moving indicates that 51% of households moving to a pitch either originated in Herefordshire or had a connection with the area. The remaining 49% moved to Herefordshire but had no connection with the area.

Although the majority of households have stated that they do not intend to move in the next five years, past trends in household mobility would suggest that 44 pitches are likely to become available to households from, or with a connection to, Herefordshire over the next five years.

6.18 Total supply (7)

Total supply of authorised pitches excluding turnover is 135. Analysis of past movement of households would suggest a supply of 44 pitches through turnover which would be occupied by households either from Herefordshire or have a connection with the County. Further supply would result from vacant pitches on sites but none are assumed in this analysis.

Reconciling supply and demand

- 6.19 In summary, there is a total shortfall over the next five years (2014/15 to 2018/19) of 63 pitches in Herefordshire excluding turnover. This figure is the total need for pitches (198) minus the total supply of authorised and tolerated pitches (135). If turnover is considered, this has an effect of increasing supply through pitches being vacated and occupied by another household and detailed analysis indicates that we would expect 44 pitches to become available through turnover for households either from Herefordshire or with a connection with the County. Factoring in turnover results in the total need for pitches (198) being offset by a total supply of 179 pitches (total supply of 135 pitches plus turnover of 44 pitches) resulting in a shortfall of 19 pitches.

- 6.20 It should be noted that there is a need for 7 pitches from households currently living on unauthorised sites. If these pitches become authorised, the underlying need reduces to **56** (excluding turnover) and **12** (including turnover).

Potential pitch requirements from households in bricks and mortar accommodation

- 6.21 The 2011 census reports that there are 100 Gypsy and Traveller households living in bricks and mortar accommodation across Herefordshire.
- 6.22 Studies carried out by arc⁴ elsewhere would suggest that the number of existing and emerging households living in bricks and mortar accommodation who would prefer to live on a pitch equates to around 18.3% of households living in bricks and mortar accommodation (with 5.6% of existing households preferring a pitch, with preference from emerging households equating to 12.7% of households living in bricks and mortar accommodation). This is based on the results of surveys of 267 households living in bricks and mortar accommodation across 39 local authority areas. Applying this proportion to households living in bricks and mortar accommodation in Herefordshire would suggest an additional 18 pitches may be required for these households over the five years 2014/15 to 2018/19. The Council should continue to monitor any need arising from households living in bricks and mortar accommodation and carefully consider this as part of an assessment of planning applications

Longer-term requirements

- 6.23 Modelling assumes a five-year time horizon but it is possible to consider requirements over a longer time-frame based on an analysis of the demography of households currently living in Herefordshire. This analysis makes the following assumptions:
- Modelling assumes that children currently in households emerge to form new households at the age of 18. Members of the Gypsy and Traveller community tend to marry at a young age and this assumption is recognised as being appropriate by the Gypsy and Traveller community;
 - Modelling also assumes that the actual number of emerging households is 50% of the total number of emerging people. This is based on an assumed gender balance and it should also be noted that anecdotally males tend to remain on family sites and females tend to move off when they get married;
 - analysis suggests that 46 people are likely to reach the age of 18 during the ten year period 2019/20 to 2028/29.
- 6.24 It is unlikely there will be a need for 46 additional pitches as some people are likely to move away to form households (around half is assumed) and on this basis the model prudently assumes 23 households requiring pitches (Table 6.2).
- 6.25 It would be recommended that the requirements from newly-forming households are assessed in five years' time to determine the actual scale of household formation and any change in turnover on existing authorised sites.

Table 6.2 People emerging to form new households 2019/20 to 2028/29

Time period	People	Expected to require a pitch
2019/20-2023/24	20	10
2024/25-2028/29	26	13
Total 2019/20-2028/29 (10 years)	46	23

6.26 Table 6.2 summarises overall requirements for the ten year period 2019/20 to 2028/29. Table 6.3 summarises overall requirements for the 15 year period 2014/15 to 2028/29 which is calculated to be 42 pitches.

Table 6.3 Summary of overall permanent pitch requirements

	Pitch requirement			Total requirement (15 year)
	2014/15 to 2018/19 (including turnover)	2019/20 to 2023/24	2024/25 to 2028/29	
Total	19	10	13	42

6.27 In the light of the evidence from this study, it is recommended that the Council seek to deliver **42** additional Gypsy and Traveller pitches over the 15 year period to 2028/29.

Extrapolation of pitch requirement to 2030/31

6.28 As the Local Plan period extends to 2030/31 (an additional two years after 2028/29), pitch shortfalls have been extrapolated. This results in an overall shortfall of 48 pitches. This is based on the following calculation:

A 42 pitch shortfall over 15 years equates to an annual requirement of 2.8 This multiplied by 17 years equals 48 pitches.

6.29 In the light of the evidence from this study, it is recommended that the Council seek to deliver 48 additional Gypsy and Traveller pitches over the Plan Period to 2030/31.

Showperson Permanent Plot Requirements

6.30 An analysis of need from Travelling Showpeople follows the model used in the Gypsy and Traveller pitch needs assessment. In terms of need, the model considers:

- The number of existing households requiring a plot;
- The number of emerging households requiring a plot; to derive a figure for
- Total Need.

6.31 In terms of **supply**, there are an estimated 10 plots located across three yards in Herefordshire.

6.32 The model then reconciles total need and supply by summarising:

- Total need for plots; set against a
- Current supply.

Description of factors in the model

6.33 Table 6.4 provides a summary of the future plot requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

6.34 **Current households living on plots**

There are current 10 showperson households living in Herefordshire based on the information from the household survey.

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

None are assumed. Travelling Showpeople are not identified on the Census and no additional data on Showperson families living in bricks and mortar was available.

6.36 **Existing Households planning to move in the next five years (3)**

This was derived from information from the household survey. There is one existing household planning to move but as the destination was not stated it cannot be assumed that this household's move would have any impact on overall supply.

6.37 **Emerging households (4)**

This is the number of households expected to emerge in the next five years based on household survey information from respondents who would like to live in Herefordshire.

Over the period 2014/15 to 2018/19 there is expected to be a total of four emerging households requiring a plot.

6.38 **Total need for plots (5)**

This is a total of existing and emerging households requiring plots on a Showperson's Yard in Herefordshire.

Table 6.4 Summary of need and supply factors: Travelling Showpeople 2014/15 to 2018/19

NEED			Herefordshire Total
1	Current households living on plots	1a. On LA yard	10
		1b. On Private Yard – Authorised	0
		1c. Unauthorised	0
		1d. TOTAL (1a to 1c)	10
2	Current households in bricks and mortar accommodation (based on 2011 census)	2a. TOTAL	None assumed
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another plot/same yard	0
		3b. To another yard in study area	1
		3c. To Bricks and Mortar	0
		3d. TOTAL net impact	1
4	Emerging households (5 years)	4a. Currently on yard and planning to live on current yard	4
		4b. Currently on yard and planning to live on another yard in study area	0
		4c. Currently on yard and planning to move outside study area	0
		4d. TOTAL (4a+4b)	4
5	Total Need	1d+3d+4d	15
SUPPLY			Herefordshire Total
6	Turnover on existing permanent authorised plots	6a. 5 years	10
7	Total supply of plots (5 yrs)	7a. Current authorised plot provision excluding turnover	10
		7b. Current authorised plot provision including turnover	10
		7b. Current vacancies on authorised plots	0
RECONCILING NEED AND SUPPLY			Herefordshire Total
8	Total need for plots	5 years (from 5)	15
9	Total supply of authorised plots	5 years Excluding turnover	10
		5 years Including turnover	10
5 YEAR AUTHORISED PLOT SHORTFALL (2014/15 TO 2018/19)			5

Supply

6.39 There are currently an estimated 10 Travelling Showperson plots in Herefordshire. All 10 households had moved to their plot pitch in the preceding 5

years (of these 6 stated an origin, with 1 originating from within Herefordshire and 5 originating from outside the County).

- 6.40 In terms of turnover, 9 out of the 10 households state that they do not intend to move and only one household states that they plan to move elsewhere, although the location was not specified. Given this information and the very limited number of Travelling Showperson households in Herefordshire, it is assumed that all will remain on their current plots over the next 5 years and therefore no turnover is assumed.

Reconciling supply and need

- 6.41 In summary, there is a total shortfall over the next five years (2014/15 to 2018/19) for 5 plots on yards in Herefordshire (Table 6.5).
- 6.42 This should be viewed as the objectively assessed needs based on the current supply of plots and the views expressed by Travelling Showperson households who have been interviewed. The need for plots should be regularly reviewed to determine the extent to which this objectively assessed need is changing over time.

Table 6.5 Summary of current plot supply and shortfalls 2014/15 to 2018/19

	Current supply	Total shortfall (excluding turnover)
Herefordshire Total	10	5

Longer-term requirements

- 6.43 Available information on household demographics would suggest that over the period 2018/19 to 2022/23, there is an additional person who is expected to form a new household, requiring one additional plot on a yard. Over the period 2023/24 to 2028/29, a further four households are expected to form, requiring two plots (assuming a 50% household formation rate) on yards.
- 6.44 It would be recommended that the requirements from newly-forming households are assessed in five years' time to determine the actual scale of household formation and any change in turnover on existing authorised yards.
- 6.45 Therefore the overall plot requirement is 8 over the period 2014/15 to 2028/29 (Table 6.6). In the light of the evidence from this study, it is recommended that the Council seek to deliver 8 additional Travelling Showperson plots over the 15 year period 2014/15 to 2028/29.

Table 6.6 Summary of overall permanent plot requirements for the period 2014/15 to 2028/29

	Total requirement (15 years) assuming no turnover
Total	8

Extrapolation of plot requirement to 2030/31

6.46 As the Local Plan period extends to 2030/31 (an additional two years after 2028/29), plot shortfalls have been extrapolated. This results in an overall shortfall of 9 plots. This is based on the following calculation:

An 8 plot shortfall over 15 years equates to an annual requirement of 0.533. This multiplied by 17 years equals 9 plots.

6.47 In the light of the evidence from this study, it is recommended that the Council seek to deliver **9** additional Travelling Showperson over the Plan Period to 2030/31.

Summary - Meeting plot/pitch requirements

6.48 The research has evidenced:

- An overall five year requirement (2014/15 to 2018/19) of 19 Gypsy and Traveller pitches (including turnover);
- An overall five year requirement (2014/15 to 2018/19) for 5 Travelling Showperson Pitches assuming no turnover; and
- A recommendation to identify up to three transit or stop-over pitches across Herefordshire based on past trends of unauthorised encampment activity over the next five years.

6.49 Over the longer-term (10 years 2019/20 to 2028/29), the research would suggest a requirement of:

- 10 additional Gypsy and Traveller pitches over the period 2019/20 to 2023/24 and 13 pitches over the period 2024/25 to 2028/29; and
- 1 additional Showperson pitch over the period 2019/20 to 2023/24 and 2 additional pitches over the period 2024/25 to 2028/29 assuming no turnover.

6.50 The above should be viewed as a minimum requirement based on the current supply of pitches/plots and the views expressed by Gypsy Traveller and Showperson households who have been interviewed. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.

Table 6.7 Summary of overall pitch/pitch requirements over five years and longer term

		Gypsy and Traveller Pitch requirements	Showperson Pitch requirements*
Herefordshire	Five year shortfall 2014/15 to 2018/19	19	5
	Longer-term requirements 2019/20 to 2028/29	23	3
	Total	42	8

*Assumes no turnover as discussed in paragraph 6.37

Table 6.8 Summary of transit requirements 2014/15 to 2018/19

	Pitch requirements to address unauthorised encampment activity
Herefordshire Total	3

6.51 There is therefore an overall requirement for the 15 year period 2014/15 to 2028/29 for:

- 42 Gypsy and Traveller pitches
- 8 Travelling Showperson plots; and
- additionally the study recommends the provision of 3 transit pitches over the period 2014/14 to 2018/19.

6.52 The study evidences an overall requirement for the 17 year period 2014/15 to 2030/31 for:

- 48 Gypsy and Traveller pitches
- 9 Travelling Showperson plots; and
- additionally the study recommends the provision of 3 transit pitches over the period 2014/14 to 2018/19.

7. Travelling practices and experiences

- 7.1 The purpose of this chapter is to review the travelling patterns associated with respondents across Herefordshire. Broadly speaking, travelling patterns are seasonal, generally linked to seasonal employment but travelling also takes place to enable visits to family and friends, and attendance at events, such as weddings and funerals. Families require safe and secure places from which to travel, and this home base is usually from where they access GPs, schools and a dentist.
- 7.2 Respondents were asked about their travelling practices in the previous year (Table 7.1). Overall, just over one-third (34%) of respondents had travelled in the previous year. However, this comprised 32% of Gypsies and Travellers compared with 60% of Travelling Showpeople.

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Yes	33%	21%	32%	60%	34%
No	67%	79%	68%	40%	66%
Grand Total	115	14	129	10	139

Source: Survey fieldwork response data 2014

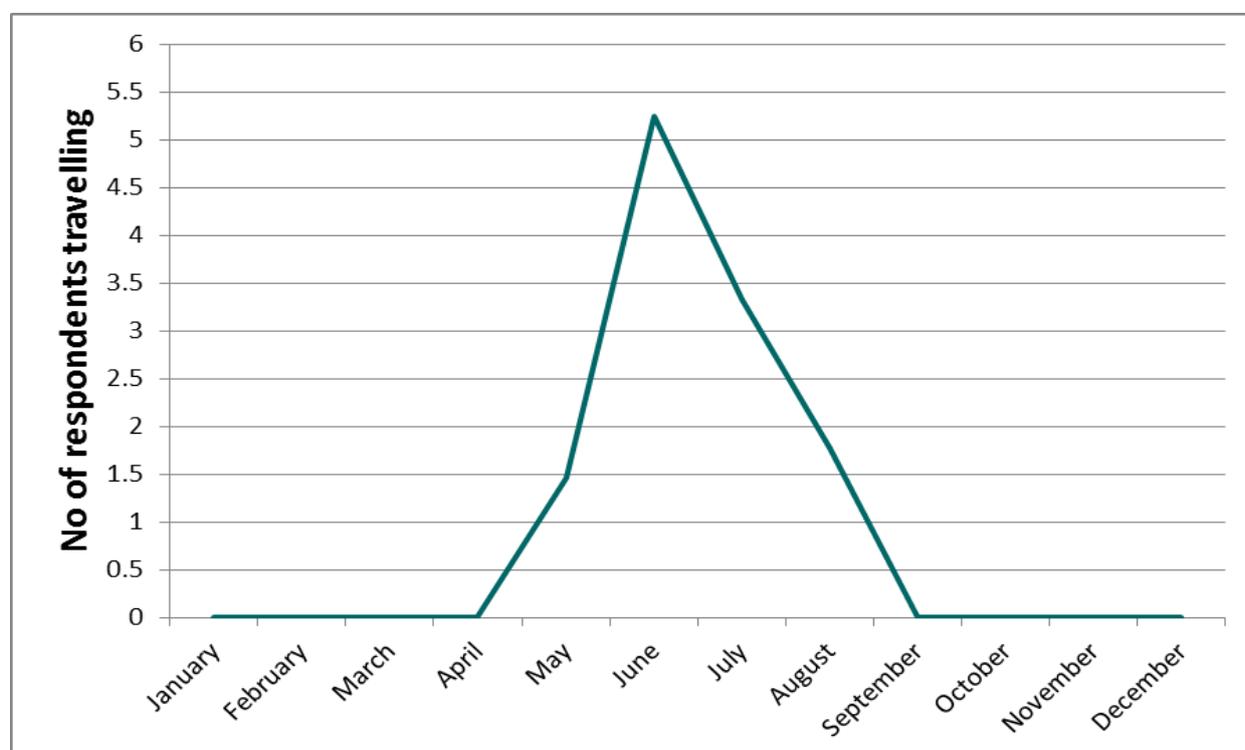
- 7.3 Of the respondents that had travelled in the previous year, over half (56%) had travelled for less than two weeks (Table 7.2). However, this included 62% of Gypsies and Travellers and only 17% of Travelling Showpeople. Gypsies and Travellers typically travelled for less time than Travelling Showpeople. For example, only 10% of Gypsies and Travellers had been travelling for over five weeks, compared with 66% of Travelling Showpeople. No respondents had been travelling for over six months.

Table 7.2 Duration of travel

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
No more than thirteen days	58%	100%	62%	17%	56%
2 to 4 weeks (or one month)	31%	-	28%	17%	27%
5 to 8 weeks (or 2 months)	-	-	-	33%	4%
9 to 12 weeks (or 3 months)	6%	-	5%	33%	9%
13 to 26 weeks (or 6 months)	6%	-	5%	-	4%
Over 6 months but less than 10 months	-	-	-	-	-
Over 10 months but less than 12 months	-	-	-	-	-
All year	-	-	-	-	-
Grand Total	36	3	39	6	45

Source: Survey fieldwork response data 2014

7.4 Figure 7.1 summarises when respondents travelled. All travelling activity takes place from May to August, with June and July identified as the most popular travelling times by respondents.

Figure 7.1 Months when travelling takes place

- 7.5 A range of reasons were given for travelling (Table 7.3) but the most frequently mentioned were work-related (49% of all respondents, rising to 89% of Travelling Showpeople); cultural heritage (38% of all respondents); personal preference (29% of all respondents); and to visit family and friends (27% of all respondents).

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Cultural heritage	39%	31%	38%	33%	38%
Personal preference	29%	38%	30%	22%	29%
Work related	43%	69%	46%	89%	49%
Visit family / friends	30%	23%	29%	-	27%
Only way of life I know	8%	-	7%	-	6%
Fairs, circuses and shows	10%	-	9%	-	8%
Limited opportunity to settle / no pitch on which to live / lack of site provision	-	-	-	-	-
Other	1%	-	1%	-	1%
Grand Total	104	13	117	9	126

Source: Survey fieldwork response data 2014

Note more than one reason for travelling could be expressed

- 7.6 A range of problems can be experienced whilst travelling and respondents were asked to identify these based on their experiences (Table 7.4). The most frequently mentioned problems were no water facilities (74% of all respondents, rising to 100% of Travelling Showpeople) and lack of toilet facilities (56% of all respondents and 33% of Travelling Showpeople). These were the only two problems mentioned by Travelling Showpeople. A range of other problems were identified by Gypsies and Travellers, including no places to stop over (30%), police behaviour (21%) and problems with rubbish collection (18%).

Table 7.4 Problems experienced while travelling

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
No places to stop over	32%	-	30%	-	26%
Closing of traditional stopping places	13%	-	12%	-	10%
Abuse, harassment or discrimination	13%	-	12%	-	10%
Lack of toilet facilities	61%	50%	61%	33%	56%
No water facilities	68%	100%	70%	100%	74%
Problems with rubbish collection	19%	-	18%	-	15%
Police behaviour	19%	50%	21%	-	18%
Enforcement officer behaviour	16%	-	15%	-	13%
Behaviour of other travellers	16%	-	15%	-	13%
Other	3%	-	3%	-	3%
Grand Total	31	2	33	6	39

Source: Survey fieldwork response data 2014

Note more than one problem could be expressed

Transit sites and stop over places

7.7 The DCLG Guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop-over while travelling. Two types of temporary provision have been identified elsewhere:

- Transit sites: intended for short-term use while in transit. Sites are usually permanent but there is a limit on the length of time residents can stay; and
- Stop-over places: designated temporary camping areas tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

7.8 Views were sought on the current provision of transit sites across the study area. 52% of respondents overall said that there was a need for provision of new transit sites across Herefordshire (Table 7.5). This included almost half (49%) of Gypsies and Travellers and 89% of Travelling Showpeople.

Table 7.5 Need for transit sites

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Yes	53%	15%	49%	89%	52%
No	47%	85%	51%	11%	48%
Grand Total	113	13	126	9	135

Source: Survey fieldwork response data 2014

7.9 Respondents were asked where these transit sites should be located and from the 21 responses provided for locations in Herefordshire, around a third (33%) mentioned the Herefordshire Council area and 19% mentioned Hereford itself. Other responses included Bromyard, Ledbury and Ross-on-Wye. Ludlow and Worcester were also mentioned as areas requiring transit sites outside of Herefordshire.

Table 7.6 Where should transit sites be located

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
All over	6%	-	5%	-	5%
At least 1 in each county	6%	-	5%	-	5%
Bromyard	11%	-	11%	-	10%
Hereford	22%	-	21%	-	19%
Herefordshire Council area	28%	-	26%	100%	33%
Ledbury	6%	-	5%	-	5%
Ledbury and Ross on Wye	6%	-	5%	-	5%
Leominster	11%	100%	16%	-	14%
Ross on Wye	6%	-	5%	-	5%
Grand Total	18	1	19	2	21

Source: Survey fieldwork response data 2014

7.10 There was a preference among respondents for new transit sites to be managed by the Council; this was mentioned by 91% of all respondents (Table 7.7). Registered social landlords or housing associations were mentioned by 49% of all respondents, including 50% of Gypsies and Travellers and 40% of Travelling Showpeople. Private management by Gypsy/Traveller/Travelling Showperson was mentioned by 43% of all respondents, including 50% of Travelling Showpeople and 42% of Gypsies and Travellers. The survey did not specially ask why households chose these options.

Table 7.7 Preferred management of transit sites

	G&T on Authorised Sites	G&T on Unauthorised Sites	G&T - total	Travelling Showpeople	Grand Total
Councils	92%	100%	93%	80%	91%
Registered Social Landlords / Housing Associations	52%	27%	50%	40%	49%
Private (Gypsy/Traveller / Showman)	44%	27%	42%	50%	43%
Private (non-Gypsy or Traveller / Showman)	4%	9%	5%	-	4%
Other	2%	-	2%	-	2%
Grand Total	96	11	107	10	117

Source: Survey fieldwork response data 2014

Note: Respondents could tick more than one response so percentages do not add up to 100%

Unauthorised encampment activity

- 7.11 In order to establish the potential requirement for transit and stop-over provision in Herefordshire it is important to understand the extent of short term unauthorised encampment activity across the local authority area. Generally these unauthorised encampments are ones that are of short duration (anything from one day to seven days – see Table 7.9). They occur as Gypsies and Travellers pass through an area whilst travelling, and are indicative of a lack of stop over or transit provision. Table 7.8 details the extent of unauthorised encampment activity over the past four years.
- 7.12 The extent to which transit and stop-over provision is required across Herefordshire is now explored with reference to the views of survey respondents, the scale of unauthorised encampment activity and discussions and consultation with local authority officers and other key stakeholders.
- 7.13 Generally speaking, a transit or stop-over pitch can accommodate up to two caravans, although it should be recognised that ‘doubling up’, that is two caravans sharing a pitch, is only generally appropriate where it is a household travelling together.

Table 7.8 Unauthorised encampments 2010 to 2014

Authority	2010	2011	2012	2013	2014	Total	5 year average (2010-14)
Total	4	5	8	23	28	68	13.6

Source: Herefordshire County Council

- 7.14 Across Herefordshire there were a total of 138 reported unauthorised encampments over the period March 2010 to November 2014 (Table 7.9). Importantly no counts of caravans on each recorded encampment were taken

until earlier this year (4th August 2014) and as such estimates of need can only be based on the caravan data supplied since the number of caravans has been recorded (all caravan numbers used prior to this date are assumed and taken from the views of Council officers). On the basis of figures recorded since 4th August 2014, there was an average of 3.1 caravans reported at each encampment, with a range of between one and ten caravans. The average duration of each encampment is currently unknown as this has not been recorded.

Table 7.9 Summary of Unauthorised encampment activity in Herefordshire March 2010 to November 2014

Aylestone Hill	1
Bridge Sollars	1
Bromyard	2
Burley Gate	1
Callow	1
Canon Pyon	1
Cleve Orchard	1
Eardisand	1
Eyton	3
Hereford	15
Herford	1
Holme Lacy	1
Kington	1
Lawton Cross	1
Ledbury	16
Leominster	40
Letton	1
Lower Eggleton	1
Madley	1
New Mills	1
Not specified	20
Ocle Pychard	1
Pembridge	3
Peterstow Common	1
Ross on Wye	6
Rotherwas	2
Stapleton	2
Ullingswick	1
Widemarsh Common	1
Wigmore	1
Willersley and Winforton	1
Withington	3
Yarkhill	5
Total	138

Source: Local Authority data

7.15 Table 7.10 summarises the data relating to unauthorised encampments and makes recommendations for transit or stop-over pitch provision. In summary, analysis would suggest, on the basis of one caravan per pitch (to include a

towing vehicle), a transit or stop-over pitch requirement of three pitches across Herefordshire.

Locality	Unauthorised Caravan days/month	Average no. caravans on each unauthorised encampment	Average length of stay in days	Pitch requirements one van per pitch
Herefordshire	NA	3.1	NA	3

Source: Local Authority data

- 7.16 The transit or stop-over requirement is based on the average number of caravans reported on unauthorised encampments across the study area but only for those encampments where we have access to verified caravan numbers (from 4th August 2014).
- 7.17 It is worth noting that the average length of stay for all encampments cannot be derived due to this not being recorded and we recommend that this, along with the number of caravans, is included in all encampment data recording from now on.
- 7.18 It is assumed that providing transit or stop-over pitches would help to address much of the need arising from unauthorised encampment activity. It should be borne in mind that pitches could be used multiple times during the year; there may be situations where transit/stop-over provision is insufficient to meet need, for instance if large numbers of households are travelling to major family events; and community members should be encouraged to use any pitches made available by the local authorities.
- 7.19 It is assumed that the level of unauthorised encampment activity will not vary from observed trends and the transit/stop-over pitch requirement should be addressed in the five year period 2014/15 to 2018/19 and be sufficient for the Local Plan period.

8. Stakeholder Consultation

Overview

- 8.1 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller and Travelling Showpeople community within Herefordshire, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey. A total of ten separate responses to the stakeholder consultation were obtained from a range of representatives including Local Authorities, health and community representatives. 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. A full summary of stakeholder feedback from the survey can be found at Appendix D.

General Support for Gypsies and Travellers

- 8.2 A number of respondents identified the negative impact of cuts to Traveller services, in particular discrete early years work and a pioneering Travellers Health service. The loss of these specialist services means that progress in terms of working with Travelling communities is now being undermined. The commitment to supporting Travellers by those working in both health and education was highlighted by respondents.
- 8.3 One respondent highlighted the need for a Traveller Liaison Officer to support Travellers living on Council sites.
- 8.4 One respondent highlighted the difficulties associated with the different approaches adopted within England and Wales; as a result understanding of the issues between Powys and Herefordshire increasingly differs. The Welsh Government is felt to place greater emphasis on addressing Traveller issues.
- 8.5 Respondents identified that the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople are monitored within Integrated Family Services; they are part of the integral audit of health outcomes, and education.
- 8.6 One respondent identified that there is insufficient monitoring in health, housing and homelessness.
- 8.7 Two respondents identified that additional support was required to assist Travelling families in the study area.
- 8.8 Generally respondents felt that there was inadequate awareness of the cultural, support and accommodation needs of Travellers, although one respondent suggested there is awareness but that capacity is an issue.
- 8.9 One respondent felt that there is adequate awareness.
- 8.10 Respondents identified that measures have been undertaken to raise awareness of the cultural, support and accommodation requirements of Travellers in the

study area, including provision of a Specialist Nurse Advisor for Travelling families, and consultation with Travellers on sites regarding improvements.

Provision of Accommodation

- 8.11 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 and transit provision

- 8.12 One respondent indicated that they thought there was insufficient provision of permanent sites/pitches for Gypsies, Travellers and Travelling Showpeople across the study area. No respondents felt that there was sufficient provision.
- 8.13 One respondent indicated that new provision should be located near to Hereford City, and that there was a lack of sites towards Ross-on-Wye. One respondent felt that the more pertinent issue was the means by which any new provision could be delivered. The following barriers to the provision of new permanent sites were identified by stakeholders:
- Lack of funding;
 - Sustainability;
 - Landscape compliance and flooding;
 - Finding somewhere to set up sites;
 - Finding someone to deliver the sites;
 - Obtaining land; and
 - Planning issues.
- 8.14 One respondent felt that transit provision would be needed, and proposed the use of serviced land awaiting development as a possible solution. One respondent proposed the use of temporary stopping places as opposed to transit sites, which can be costly in terms of 'unexpected spending'. No need for transit provision has been identified from the Powys border with Herefordshire.
- 8.15 The barriers to the provision of new transit pitches were felt to be the same as those for permanent provision, including:
- Lack of funding;
 - Finding suitable sites; and
 - Planning issues.

Existing sites

- 8.16 There was limited awareness amongst respondents about the standard of facilities on existing sites; one respondent stated that the sites are currently being upgraded subject to the availability of funding.

- 8.17 One respondent raised concerns about the management of existing sites, citing poor management for the loss of almost 30 pitches. However, recent changes have addressed these concerns and a positive new management regime has been put in place.
- 8.18 Three respondents identified tensions/issues between Gypsies, Travellers and Travelling Showpeople and the settled community, these were in respect of planning applications for sites, and Travellers being forced to leave bricks and mortar accommodation due to intimidation from members of the settled community.

Bricks and mortar

- 8.19 Two respondents were aware of Gypsy and Traveller and Travelling Showpeople households living in bricks and mortar accommodation in the study area.
- 8.20 Two respondents felt that additional pitch provision should be made to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople.
- 8.21 Support for school age children of Travellers living in bricks and mortar accommodation was identified as being good by one respondent. However, a lack of assistance with budgeting was identified as an issue.

Unauthorised encampments

- 8.22 One respondent identified that unauthorised encampments were problematic for their organisation, especially if they were on Council owned land. Another respondent felt that encampments were not a significant issue.
- 8.23 Two respondents felt that unauthorised encampments negatively affect the perception of Travellers. One respondent identified that the location of the encampment affects the extent to which people from the settled community are likely to object to it.

Planning Policy

- 8.24 One respondent felt that planning policies within the UDP have operated well and led to a significant number of approvals for sites. They felt that new policies within the Core Strategy are similar but less straightforward and are concerned that this will be less effective.
- 8.25 One respondent felt that more could be done through planning policy to identify and bring forward new sites for the provision of Travellers. It was felt that it should be recognised that the provision of small family sites works well and should be encouraged. The recent disposal of Council land holdings should have considered the possibility of meeting the needs of Gypsies, Travellers and Travelling Showpeople.
- 8.26 Experience from Shropshire indicates that the use of Supplementary Planning Guidance to support adopted Core Strategy policy has been useful and effective.

8.27 The impact of Planning Policy for Traveller Sites was identified as being a theoretical assessment of need and subsequent facilitation of sites to meet that need. However, one respondent identified it as having minimal impact so far in the study area.

Cross-Boundary Issues

8.28 One respondent agreed that the stakeholder questionnaire contributed to the Council's requirement under the Duty to Cooperate. One accepted that it is part of an on-going engagement process.

8.29 In terms of GTAA evidence from neighbouring local authorities, no significant movement into and out of Shropshire from adjoining local authority areas was identified.

8.30 One respondent identified the A49, A465 from the south, and the A4103 as regular routes used by Travellers.

8.31 The following cross boundary issues were identified by respondents:

- Pattern of recent planning applications indicates that most pressure for sites is in the northern part of Shropshire, some distance from Herefordshire boundary;
- In our role as a prescribed body in Duty to Cooperate we would engage in cross boundary strategic matters identified through the plan making process and would be willing to attend any meetings were this relevant; and
- Travellers from a site in Welshpool occasionally travel to sites over the border. Travellers in South Powys also travel to sites in Herefordshire, with similar reciprocal arrangements taking place.

8.32 Respondents felt that the following should be the key outcomes of the study:

- There should be an allowance for inward migration balanced against those moving out of the county. It is particularly important now that planning documents are beginning to stress 'meeting local needs' that the idea of 'local' is not defined too restrictively;
- Appropriate update of accommodation needs of the Gypsy and Traveller population. Consistency in use of arc⁴ means that same methodology/ approach being used as for Shropshire which will help demonstrate consistency of approach and better allow resulting studies to form a joined up regional picture;
- Useful to identify key movements between authority areas and its impact on need;
- If sites/pitches are going to be identified we would request that the historic environment is a consideration within this study and an assessment of the impact on the significance of heritage assets (designated and undesignated) is considered before sites/pitches are identified; and
- Identify a realistic need.

9. Conclusion and Strategic Response

9.1 This concluding chapter looks at the key challenges and issues facing the Council in respect of meeting the accommodation requirements of Gypsies and Travellers in Herefordshire. The chapter provides a brief summary of key issues emerging from the research, and the challenges these pose; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

Meeting pitch/pitch requirements

9.2 The research has evidenced:

- An overall five year requirement (2014/15 to 2018/19) of 19 Gypsy and Traveller pitches (including turnover);
- An overall five year requirement (2014/15 to 2018/19) for 5 Travelling Showperson Pitches assuming no turnover; and
- A recommendation to identify up to three transit or stop-over pitches across Herefordshire based on past trends of unauthorised encampment activity over the next five years.

9.3 The above should be viewed as a minimum requirement based on the current supply of pitches and assumptions regarding need from households living in bricks and mortar dwellings. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.

9.4 Over the longer-term (10 years 2019/20 to 2028/29), the research would suggest a requirement of:

- 10 additional Gypsy and Traveller pitches over the period 2019/20 to 2023/24 and 13 pitches over the period 2024/25 to 2028/29; and
- 1 additional Showperson pitch over the period 2019/20 to 2023/24 and 2 additional pitches over the period 2024/25 to 2028/29 assuming no turnover.

9.5 The above should be viewed as a minimum requirement based on the current supply of plots and the views expressed by Showperson households who have been interviewed. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.

9.6 In order to meet future requirements the Council has already considered the potential to increase the number of pitches on available sites, and needs to ensure they have an adequate supply of additional sites identified in their Local Plans to address immediate and longer-term need. The Council will need to work closely with both settled and Travelling communities to do this. The Council, in partnership with Travelling communities, needs to consider the options available to help meet identified need, including the expansion of existing sites, re-designation of unauthorised sites, use of Community Land Trusts and exceptions

site policies. Some of these areas is now looked at in more detail, alongside good practice in planning for Gypsy and Traveller provision.

- 9.7 Local planning authorities have a duty to identify land for Traveller and Travelling Showpeople development. Planning authorities are best placed to do this as they are most likely to know the current status of the land and the probability of securing planning permission.

New site identification

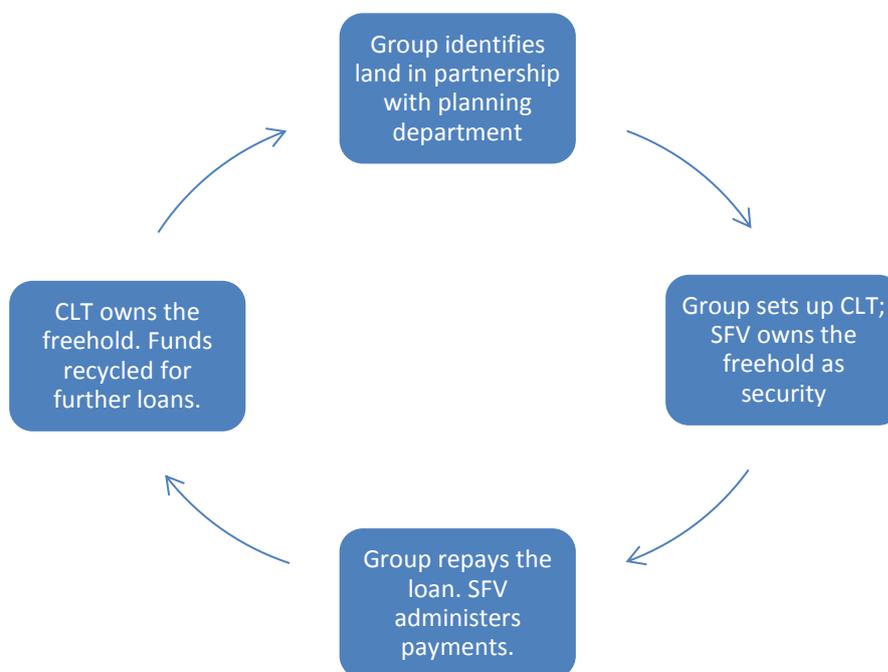
- 9.8 The Council should look to their land banks for suitable and appropriate land for development that is not in need of remediation, as this may well incur more financial investment than site provision itself. The Council should be looking to review releasing land for development rather than seeing this as an opportunity for fiscal reward. The Homes and Communities Agency also have a land bank and this should also be explored. Local land owners should also be approached as there may be 'set aside' land that is not economically viable to the landowner, but would be suitable for a small family unit and could 'reap' a dividend, thus making it attractive as a business venture. There has been suggestion of some local authorities 'gifting' land for development which should be given consideration.
- 9.9 The idea of local community members 'knowing' what land is available or suitable is a misnomer that has been indicated by research carried out by HSSA that shows Travellers are usually unaware of planning restrictions and current/past land use. However, where land is already owned by Travellers, support could be offered to bring these sites forward for planning permission as permanent sites where this is appropriate. Where Travellers own land and have a temporary permission, any decision to take it forward as a permanent site needs to be done in the context of the appropriateness of the location and all other relevant planning policies. Planning policies state that such sites are inappropriate in the green belt except in exceptional circumstances. Land ownership itself cannot be a deciding factor on whether planning permission is granted. The Local Authority has carried out a call for sites as part of the consultation on the Traveller Sites Issues and Options Paper during 2014.

Community Land Trusts

- 9.10 The 2008 Housing and Regeneration Act established Community Land Trusts as an option for local communities to acquire and manage land to address a social, environmental or economic interest.
- 9.11 Community Land Trusts (CLTs) are now emerging as an option to help meet the need for more sites for Gypsies and Travellers (Figure 11.1). This approach has successfully been adopted by Mendip District Council in Somerset, which has committed funding to developing a CLT locally, despite Government cuts in funding.
- 9.12 In the Mendip model, the Council has worked with Travellers and community groups to develop a CLT which facilitates Gypsies and Travellers purchasing land at low cost with a loan made available through a specific funding vehicle (SFV). Travellers develop a business plan for their proposal. Land owners are needed to sell small parcels of land for sites; this land cannot be sold for profit

but is retained in perpetuity for provision of Traveller site accommodation. To incentivise landowners an upfront deposit is provided. The following diagram illustrates how the model works. A fundamental challenge with this approach is resourcing the model in the absence of Government subsidy; in Mendip the local authority has provided £100,000 to get their scheme off the ground.

Figure 9.1 How does CLT model work?



Planning gain

- 9.13 Use of the Community Infrastructure Levy to contribute towards the delivery of sites for Gypsies and Travellers and Travelling Showpeople could be explored further by the Council. It is important that, where this approach is adopted, regular monitoring takes place to ensure that the requisite pitches are being made available to, and are being used by, Travellers; enforcement action will be necessary where this is not the case.

Good practice in planning for Gypsy and Traveller provision

- 9.14 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 members³⁰.

³⁰ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

- 9.15 Work undertaken by PAS³¹ 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.

Recommendations for meeting pitch requirements

To enable the Council to meet the identified pitch requirements it is recommended that consideration is given to the following:

- That the Council works collaboratively with neighbouring local planning authorities to meet identified need;
- That mechanisms are established to enable effective engagement with both settled and Traveller communities about identifying future sites;
- That existing sites are reviewed to ascertain the scope for extension and increasing the number of pitches available;
- That appropriate sites are identified to meet requirements;
- That consideration be given to the development of additional transit provision as identified across the study area;
- That links are made with the Showmen's Guild to ensure that the future needs of Travelling Showpeople are fully considered and addressed;
- That needs are monitored on an on-going basis;
- That options to secure provision of pitches through planning gain and exception sites are pursued;
- That the use of CLTs to meet needs is explored;
- That consideration is given to disposal of publicly owned land to meet pitch requirements;
- That consideration is given as to the ways in which Travellers can be supported through the planning application process;
- That a key point of contact is identified by the Council to deal with all matters relating to Travellers;
- That key stakeholders are kept up-to-date and fully briefed on progress;
- That resources are identified to develop a proactive communications strategy, starting with dissemination of these research findings, to enable positive media coverage of Traveller issues; and
- That, where necessary, training is provided for staff and elected members to promote better cultural understanding, counter prejudice and aid communication.

³¹ PAS spaces and places for gypsies and travellers how planning can help

Concluding comments

9.16 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers and Travelling Showpeople across Herefordshire. Overall shortfalls of both pitches and plots have been identified, and these need to be addressed (Tables 11.1 and 11.2). It is also 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 Traveller and Travelling Showpeople population across Herefordshire.

Table 9.1 Summary of overall pitch/pitch requirements over five years and longer term			
		Gypsy and Traveller Pitch requirements	Showperson Pitch requirements*
Herefordshire	Five year shortfall 2014/15 to 2018/19	19	5
	Longer-term requirements 2019/20 to 2028/29	23	3
	Total	42	8

*Assumes no turnover as discussed in paragraph 6.37

Table 9.2 Summary of transit requirements 2014/15 to 2018/19	
	Pitch requirements to address unauthorised encampment activity
Herefordshire Total	3

9.17 There is therefore an overall requirement for the 15 year period 2014/15 to 2028/29 for:

- 42 Gypsy and Traveller pitches
- 8 Travelling Showperson plots; and
- additionally the study recommends the provision of 3 transit pitches over the period 2014/14 to 2018/19.

9.18 The study evidences an overall requirement for the 17 year period 2014/15 to 2030/31 for:

- 48 Gypsy and Traveller pitches
- 9 Travelling Showperson plots; and
- additionally the study recommends the provision of 3 transit pitches over the period 2014/14 to 2018/19.

Appendix A: Legislative Background

Overall approach

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 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.3 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.4 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.5 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.6 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).
 - 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.7 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- A.8 **Section 225: Housing Act 2004** imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:
- Every local housing authority must 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 are required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
 - A local housing authority must 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.
- A.9 **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.
- A.10 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.
- A.11 This Act was subsequently amended to a Local Plan document with the introduction of the National Planning Policy Framework in March 2012.
- A.12 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 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.13 **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.'*³² 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.14 **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.

³² DCLG A plain English guide to the Localism Act Nov 2011

Appendix B: Policy and Guidance

Introduction

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 in discharging 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 **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.3 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.4 Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments, ODPM, 2006

The Guide is the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provides detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

- Choosing the most appropriate power;
- Speeding up the process;
- Keeping costs down;
- The eviction process; and
- Preventing further unauthorised camping.

B.5 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007

This Guidance 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.6 RTPI 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 the new Planning policy for traveller sites, they 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 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.'*³³
- **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.'*³⁴ 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

³³ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

³⁴ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

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
 - 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.'*³⁵

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

³⁵ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

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.³⁶

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.’³⁷*

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

The ‘Planning policy for traveller sites’ provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence, to plan making and decision taking. The new policy does not therefore add to existing design guidance from DCLG, which suggests that, among other things, there must be an amenity building on each pitch and that this must include, as a minimum:

- Hot and cold water supply;
- Electricity supply;
- A separate toilet;
- A bath/shower room; and
- A kitchen and dining area.

The access to the toilet should be through a lobbied area. The amenity building must include: secure storage space for harmful substances/ medicines; enclosed storage for food, brooms, washing, cleaning items etc.; and space for connection of cooker, fridge/freezer and washing machine. The inclusion of a day/living room

³⁶ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

³⁷ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

in the amenity unit is recommended. The day/living room could be combined with the kitchen area to provide a kitchen/dining/lounge area. It is desirable that the day/living room should not be part of essential circulation space, nor contain essential storage.

The Guidance also maintains that the design and construction of amenity buildings must meet the requirements of the current Building Regulations, Housing Corporation Design and Quality Standards, the Institution of Electrical Engineers regulations, and the Local Water Authority. Materials used must comply with the relevant British Standard Specifications and Codes of Practice and must provide for durable and low maintenance buildings. Its construction should be sympathetic to local architecture, attractive and of a domestic nature.

It is also recommended that amenity buildings incorporate cost effective energy efficiency measures. The building layout and construction should be designed to maximise energy conservation and the use of passive solar gain. All mechanical and electrical systems should be as energy efficient as possible. Consideration should be given to the insulation of plumbing systems, the use of low energy light fittings and appropriate heating and ventilation systems. Any opportunities for using energy from renewable sources should be considered.

Ideally sites should be small, consisting of between five and 15 pitches.

A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the DCLG Design Guide most *'succinctly outlines the physical requirements for site provision for travellers.'* It also identified a number of 'pointers' for future guidance, and these are worth mentioning here:

- The family unit should be considered to be larger and more flexible than that of the settled community due to a communal approach to care for the elderly and for children;
- A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and
- Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. *'would ensure that a set of best practice principles can be established.'*³⁸

The HCA Review suggested the following design considerations:

- Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
- Vehicular access is a requirement and not an option;
- Open space is essential for maintenance of vehicles and grazing of animals;
- Open play space for children needs to be provided;
- A warden's office is required for permanent sites;

³⁸ Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

- Communal rooms for use of private health/education consultations are required; and
- An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.

The HCA Review also identified the following best practice suggestions:

- Greater separation between aspects of living and those of cooking/washing;
- Disabilities should be accounted for within provision;
- When determining proposed locations, accessibility and proximity to local amenities and the surrounding community should be considered;
- Issues associated with reducing alienation with the settled community need to be accounted for;
- Measures for emergency sites accommodating a population not accounted for should be outlined;
- The Right to Buy should be taken into account in the provision of permanent sites; and
- Greater guidance for the planning, procurement and consultation process to ensure sites meet the needs of proposed residents, as well as reassuring neighbouring settled communities regarding impact.

B.8 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.9 Planning policy for traveller sites, March 2012

In March 2012 the Government also published Planning policy for traveller sites, which together with the NPPF replaces all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encourages provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encourages the use of plan making and decision taking to reduce unauthorised developments and encampments.

B.10 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.'³⁹

³⁹ www.communities.gov.uk/news/corporate/2124322

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

This guidance note summarises the powers available to local authorities and landowners to remove encampments from both public and private land. Powers available to local authorities being:

- Injunctions to protect land from unauthorised encampments;
- Licensing of caravan sites;
- Tent site licences;
- Possession orders;
- Interim possession orders;
- Local byelaws;
- Power of local authorities to direct unauthorised campers to leave land;
- Addressing obstructions to the public highway;
- Planning contravention notice;
- Temporary stop notice;
- Enforcement notice and retrospective planning;
- Stop notice;
- Breach of condition notice; and
- Powers of entry onto land.

B.12 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 caravan.

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

B.13 **Planning Advisory Service spaces and places for Gypsies and Travellers: how planning can help September 2013**

The Planning Advisory Service (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.'*⁴⁰ 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 have been made and why.'*⁴¹ 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

⁴⁰ PAS spaces and places for gypsies and travellers how planning can help page 8

⁴¹ PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

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’*⁴². 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.14 Consultation: Planning and Travellers, September 2014. This consultation document seeks to:

- Amend the Planning policy for Travellers 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;
 - Caravan count data at a local level; and
 - Whether there are needs at different times of the year.
- The proposed ‘Draft planning guidance for travellers’ would replace current guidance, including that set out in ‘Gypsy and Travellers Accommodation

⁴² PAS spaces and places for gypsies and travellers how planning can help page 10

Needs Assessments – Guidance’ (2007) and ‘Designing Gypsy and Traveller Sites – Good Practice Guide’ (2008).

- The consultation closed on 23rd November 2014.

B.15 Planning policy for traveller sites, August 2015

A revised version of the Planning policy for traveller sites (PPTS) was published by CLG on 31st August, and its policies apply from the same date.

There are five changes to the text of the new PPTS that differentiate it from the March 2012 policy document. None of the changes relates to using evidence; the majority of changes relate to plan making and decision taking. The changed definition of gypsies and travellers will have an impact for GTAAs.

The changes focus upon:

- Ensuring that Local Planning Authorities (LPAs) are not required to address the accommodation requirements of one-off, largescale unauthorised encampments in their areas (para 12);
- Protecting the Green Belt (paras 16, unnumbered para preceding para 25, and end of para 27); and
- Amending the definition of gypsies and travellers but not that of travelling showpeople (Annex 1 para 2).

Largescale unauthorised encampments

The inclusion of paragraph 12 in the revised policy is aimed at preventing the reoccurrence of a ‘Dale Farm’ situation. The new policy seeks to ensure that LPAs do not need to plan to meet their traveller site needs in full where:

- There is a largescale unauthorised encampment that has significantly increased need in an area; and
- The area is subject to ‘strict and special planning constraints’.

Protecting the Green Belt

Additions to the policy reiterate the point that harm to the Green Belt through the development of temporary or permanent sites is unlikely to be outweighed by ‘the best interests of the child, personal circumstances and unmet need.’² This point is reiterated on page 7 of the policy thus ensuring that the priority of protecting Green Belt land is explicit: ‘subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.’

Again protection of the Green Belt, as well as other sites subject to landscape or environmental designation³, is reiterated at paragraph 27, closing the loophole enabling grant of temporary planning permission on sites in the Green Belt where a LPA cannot demonstrate an up-to-date five year supply of deliverable sites.

Changes to definition of gypsies and travellers

For the purposes of this planning policy “gypsies and travellers” means: Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling as such. In determining whether persons are ‘gypsies or 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

Appendix C: Fieldwork Questionnaire

Herefordshire Council Gypsy, Traveller and Travelling Showpeople Survey

Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This work is being conducted on behalf of Herefordshire Council. I don't work for the Council but they have asked me to do this study on their behalf.

We want to find out:

- What sort of homes – sites, yards and houses – Gypsies, Travellers and Travelling Showpeople need.
- What you think of existing sites, yards and homes
- Whether you think new permanent and temporary sites and yards are needed
- Whether you think easier access to bricks and mortar accommodation is needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes – houses, yards and sites
- What other services you feel you need to support you

Interviewed before?

Have you been interviewed for this survey before?

If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.

If 'Yes' on roadside and in different location from previous interview carry on with introduction

If 'No' carry on with introduction

Do you have time to talk with me about these things – it will take about 30 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

[For most answers, check the boxes most applicable or fill in the blanks.]

Interview details

Attach label with interviewer details and URN

Date and time _____

Location (site name and address) _____

Property type

1. Unauthorised Encampment [] 1
2. Unauthorised Development [] 2
3. Caravan in Garden [] 3
4. Local Authority Site [] 4
5. Private Site [] 5
6. House (Bricks and Mortar) [] 6
7. Private tolerated site [] 7

No. of separate **respondent** self identified households living on pitch (not individuals) [this is to be added to site census sheets after all interviews completed]

1. [] 1
2. [] 2
3. [] 3
4. [] 4
5. [] 5 or more

Home base

1a. Do you usually live here? Is this your primary home base?

1. [] Yes
2. [] No

1b. Do you have any other home bases?

1. [] Yes Go to Q1c
2. [] No Go to Q2

1c. Please tell us about your other home base (record details of next most used home base). What type of home is it? (Select only one.)

1. [] Trailer or wagon
2. [] Chalet/mobile home (or similar)
3. [] Caravan
4. [] House
5. [] Bungalow
6. [] Flat
7. [] Sheltered/Extra care housing
8. [] Other **[please state]:** _____

1d. Where is your other home base?

Please state (village/town/city)_____

1e. How much time do you spend there (other home base)? (Select only one.)

1. [] up to 1 month a year
2. [] Over 1 and up to 2 months a year
3. [] Over 2 and up to 3 months a year
4. [] Over 3 and up to 4 months a year
5. [] Over 4 and up to 5 months a year
6. [] 5 months or over a year

2. Why do you live here (at the location of interview)?

(Select all that apply.)

1. Close to family and friends
2. Near to place of work
3. Nowhere else that is suitable
4. Choose to travel
5. Grew up here
6. Simply chose this place/No particular reason
7. Other **[please state]**
: _____

3. How long have you lived here (at the location of interview)? (Select only one.)

1. up to 1 year
2. Over 1 and up to 2 years
3. Over 2 and up to 3 years
4. Over 3 and up to 4 years
5. Over 4 and up to 5 years
6. 5 years or over

4. What do you normally live in (at the location of interview)? (Select only one.)

1. Trailer or wagon
2. Chalet/mobile home (or similar)
3. Caravan
4. House

5. Bungalow
6. Flat
7. Sheltered/Extra Care housing
8. House and yard with or without trailers
9. Other **[please state]**: _____

5. Are you happy with your main home base/house or would you prefer to live in a different type of home? (Select only one.)

1. Happy with house/bungalow/flat/sheltered/other Go to Q7
2. Happy with trailer/wagon/chalet/mobile home/caravan Go to Q7
3. Prefer trailer Go to Q6
4. Prefer caravan Go to Q6
5. Prefer wagon Go to Q6
6. Prefer chalet Go to Q6
7. Prefer house/bungalow/flat/sheltered/other Go to Q6
8. Prefer trailer/wagon/mobile home/chalet/caravan or similar with support for older people Go to Q6
9. Other **[please state]**: Go to Q6

6. If you would prefer to live in a different type of home please tell us about your reasons for this? (Select all that apply.)

1. Health/Old age/Illness (Got to Q7)
2. Lifestyle/Belief (Got to Q7)
3. Prefer bricks and mortar (Got to Q6b)
4. Prefer Caravan/trailer/wagon/pitch (Got to Q6b)
5. I don't like where I currently live (Got to Q6b)
6. Want to travel (Got to Q7)
7. Want to settle down (Got to Q7)
8. Other **[please state]**: _____

6b. If you would prefer a different type of home such as moving from a caravan to bricks and mortar/moving from bricks and mortar to a caravan or if you do not like where you currently live please tell us more about this

7. Do you rent or own the home where you normally live? (Select only one.)

1. Rent from Council
2. Rent privately
3. Rent from Housing Association/Registered Provider/Registered Social Landlord
4. Own home
5. Not applicable

6. Other **[please state]**: _____

8. Do you own or rent the land you live on? (Select only one.)

1. Own land where trailer/wagon/caravan etc is normally located (with planning permission)
2. Own land where trailer/wagon/caravan etc is normally located (no planning permission)
3. Own land where trailer/wagon/caravan etc is normally located seeking planning permission
4. Rent pitch from Council
5. Rent pitch from Housing Association/Registered Provider/Registered Social Landlord
6. Rent pitch privately (with planning permission)
7. Rent pitch privately (no planning permission)
8. Neither own or rent the land (unauthorised)
9. Tolerated site
10. Not applicable
11. Other **[please state]**: _____

[ONLY FOR PEOPLE LIVING ON SITES/YARDS]

9. In your opinion, is there capacity for further development in the site/yard on which you live to incorporate new pitches/pitches?

1. Yes

2. No

10. If yes, how many new pitches/pitches?

11. Do you have development option(s) for land adjacent to the site? (select one only)

1. Yes, including ownership or lease for the land. If 'Yes' please go to Q12

2. Yes, with no ownership or lease for the land. If 'Yes' please go to Q12

3. No. If 'No' please go to Q13a

12. If you do have options for land around the site where are these and how many additional pitches could potentially be accommodated?

13a. Have you or do you intend to make a planning application? (tick all that apply)

1. Yes – I have in the past

2. Yes – I intend to in the future

3. No

13b. Do you have an option(s) for a new site? (i.e. on land that would not be an extension to your existing site)

4. Yes Go to Q13c

5. No Go to Q14

13c. If you do have option(s) for a new site where are these and how many additional pitches could potentially be accommodated?

14. Do you have any other comments about the capacity of the site/yards you are currently living on?

ALL RESPONDENTS

15. Do you think your home/trailer/pitch/caravan is overcrowded? (Select only one.)

1. Yes

2. No

16. If yes, please tell us in what way the home is overcrowded (i.e. number of caravans/households living on pitch)

17. What repairs or improvements, if any, are needed to your home? (Select all that apply.)

1. none
2. more space on pitch
3. slab/drive
4. roof
5. doors/windows
6. kitchen facilities
7. bathroom facilities
8. Other **[please state]:**

18. How would you describe the state of repair of your home? (Select only one.)

1. Very Good
2. Good
3. Neither Good nor Poor
4. Poor
5. Very Poor

19. Do you feel you have enough space for your trailers, wagons, horse boxes, vehicles and loads etc?

Yes 1. No 2.

20. How many bedrooms/sleeping trailers, caravans or wagons do you have?

Number: _____

21. How much does your home cost per week (excluding water, heating and lighting; including rent, mortgage, and ground rent)?

Please state amount £ _____

22. How much of your housing costs, if any, are covered by housing benefit? (Select only one.)

1. None
2. Part
3. All

Housing History

23. Where did you live before you came here (or moved to your existing home)?

1. Please state town/district _____
2. Travelling all the time (no permanent home) - **go to Q28**
3. Homeless - **go to Q28**

24. How long did you live there?

(Select only one.)

1. up to 1 year
2. 1 to 2 years
3. 2 to 3 years
4. 3 to 4 years
5. 4 to 5 years
6. over 5 years

25. What kind of home did you have there?

(Select only one.)

1. Trailer or wagon
2. Chalet/mobile home (or similar)
3. Caravan
4. House
5. Bungalow
6. Flat
7. Sheltered

8. Other

[please state] _____ :

26. Why did you leave that place?

27. How many times have you moved pitch (not including travelling) in the last 2 years

Number: _____

Or b. Travelled for the whole time

Or c. None/Have not moved

Travelling

28. In the last year, have you travelled?

(Select only one.)

1. Yes
2. No - **go to Q32**

29. How many days or weeks do you normally travel every year?
(Select only one.)

- 1. No more than thirteen days
- 2. 2 to 4 weeks (or one month)
- 3. 5 to 8 weeks (or 2 months)
- 4. 9 to 12 weeks (or 3 months)
- 5. 13 to 26 weeks (or 6 months)
- 6. Over 6 months but less than 10 months
- 7. Over 10 months but less than 12 months
- 8. All year

30. Where would you normally go when you are travelling, when and why? And what is the main route you would take to get there (please specify main roads taken /towns passed through)

Location	Month	Reason	Route
a.			
b.			
c.			
d.			

31. What problems, if any, do you have while travelling?
(Select all that apply.)

- 1. No places to stop over
- 2. Closing of traditional stopping places
- 3. Abuse, harassment or discrimination
- 4. Lack of toilet facilities
- 5. No water facilities
- 6. Problems with rubbish collection
- 7. Police behaviour
- 8. Enforcement officer behaviour
- 9. Behaviour of other Travellers
- 10. Other **[please state]:**

32. Transit sites are intended for short-term use while in transit. Sites are usually permanent and authorised, but there is a limit on the length of time residents can stay.

Is there a need for transit sites in the Herefordshire Council area?

- 1. Yes
- 2. No

33. If yes, where should the transit site(s) be located? (Select all that apply.)

Where are transit sites needed?	How big does the site need to be? (no pitches)	Who needs this transit site?	When is this transit site needed? (all the time/certain times of year – please specify)	
Herefordshire Council area [please specify]				1
Other local authority area bordering Herefordshire Council [please specify]				2

34. Who should manage transit sites? (Select all that apply.)

- 1. Councils
- 2. Registered Social Landlords/Housing Associations
- 3. Private (Gypsy/Traveller/Showman)
- 4. Private (non-Gypsy or Traveller/Showman)
- 5. Other **[please state]:**

35. Why do you travel?
(Select all that apply.)

- 1. Cultural heritage
- 2. Personal preference
- 3. Work related
- 4. Visit family/friends
- 5. Only way of life I know
- 6. Fairs, circuses and shows
- 7. Limited opportunity to settle/no pitch on which to live/lack of site provision

8. Other **[please state]**

Advice, support, health and other services

36. Does your home need adapting in any way, for instance to help with mobility around the home?

- 1. Yes Go to Q37
- 2. No Go to Q38

37. In your opinion, what assistance/adaptations are required to help? e.g. Handrails, re-positioned sockets etc

Adaptation 1	
Adaptation 2	
Adaptation 3	

38. What type of services (other than those you currently receive) would help you with your health care needs?

39. Is there anything else that you would like to tell us about your health or health services?

The future

40. ***In the next five years, is your household:***

1. Planning to stay where you are based now – **go to Q43**
2. Plan to move elsewhere - **go to Q41**

4. Into bricks and mortar accommodation go to Q42
5. From bricks and mortar accommodation onto a site/yard (if so, where?) go to Q42

6. Other [please specify]: _____ go to Q42

41. If you are planning to move elsewhere, are you planning to move to (select one):

1. Another pitch/pitch on the same site/yard in a trailer/wagon/caravan go to Q42
2. Another pitch/pitch on the same site/yard in a chalet go to Q42
3. Onto another site/yard (if so, where)

42. If you are planning to move to different accommodation
 a. Where would it be

Site/Town/Council Area is helpful to know

b. What type of accommodation?

- 1. Caravan/Trailer/Wagon
- 2. Chalet
- 3. House
- 4. Bungalow
- 5. Flat
- 6. Sheltered/extra care housing

c. Would you be renting or buying?

- 1. Rent from a Council/social rent
- 2. Rent privately
- 3. Rent from Housing Association/RP/RSL
- 4. Rent free
- 5. Buy
- 6. Other
- 7. **[please state]:** _____

42d. What are your reasons for wanting to move?

43. How do you think sites should be managed?
 (Select only one.)

- 1. Councils
- 2. Private (Gypsy/Traveller/Showman)
- 3. Private (non-Gypsy/Traveller/Showman)
- 4. Registered Social Landlords/Housing Associations
- 5. Other **[please state]:** _____

44. Is there a need for new permanent site(s) in the Herefordshire Council area?

- 1. Yes
- 2. No Go to Q46

45. If yes, in which of the following locations? (Tick all that apply)

Where are permanent sites needed?	Why this location?	How big does the site need to be? (no pitches)	
Herefordshire Council area [please specify]			1
Other local authority area bordering Herefordshire Council [please specify]			2

46. Is there anything else that you want to tell us about the future need for homes and sites for Gypsies, Travellers and Travelling Showpeople?

Emerging Families

47. Do you have children or grandchildren who want to live in a similar way to you (e.g. Travelling lifestyle)?

(Select only one.)

Yes

No

48. How many members of your family who are living with you now, if any, are likely or need to move on and set up by themselves in the next five years? **[IF POSSIBLE, ASK THOSE WHO ARE LIKELY TO MOVE ON THE 'EMERGING FAMILIES' QUESTIONS DIRECTLY - PLEASE TICK THE APPROPRIATE BOX]**

(Select only one.)

1. 1

2. 2

3. 3

4. 4

Q49 (Select only one.)	✓
1. Respondent is part of emerging household	
2. Respondent is not part of emerging household	

50. What type of household (HH) are you (or they) likely to form?
(Select only one for each household.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Single person (under 60 years)	1	[]	1	[]	1	[]	1	[]
Single person (60 years and over)	2	[]	2	[]	2	[]	2	[]
Lone parent	3	[]	3	[]	3	[]	3	[]
Young couple (under 30) with no children	4	[]	4	[]	4	[]	4	[]
Young couple (under 30) with child(ren)	5	[]	5	[]	5	[]	5	[]
Couple (aged 30-under 60) with no children	6	[]	6	[]	6	[]	6	[]
Couple (aged 30-under 60) with children.	7	[]	7	[]	7	[]	7	[]
Older Couple (at least one over 60 years)	8	[]	8	[]	8	[]	8	[]
Other [please state]:	9	[]	9	[]	9	[]	9	[]

51. What would you (or they) want as a permanent base?

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Continue to live on current site/yard	1	[]	1	[]	1	[]	1	[]
Move to another site/yard	2	[]	2	[]	2	[]	2	[]
Move to bricks and mortar accommodation	3	[]	3	[]	3	[]	3	[]
Other (please specify)	4	[]	4	[]	4	[]	4	[]

52. If planning to move to another location, where would you (they) prefer to live? Please state town/district. This can be an area out with the study area.

HH1 _____

HH2 _____

HH3 _____

HH4 _____

53. If planning to move to another location, what is the main reason for this?

HH1 _____

HH2 _____

HH3 _____

HH4 _____

54. What type of home do you (or do you think they would) want as a permanent base?
(Select only one for each household.)

	HH1 (a)	HH2 (b)	HH3 (c)	HH4 (d)
Trailer or wagon go to Q55	1 []	1 []	1 []	1 []
Chalet/mobile home/caravan or similar go to Q55	2 []	2 []	2 []	2 []
House - go to Q55	3 []	3 []	3 []	3 []
Bungalow - go to Q55	4 []	4 []	4 []	4 []
Flat - go to Q55	5 []	5 []	5 []	5 []
Sheltered housing go to Q55	6 []	6 []	6 []	6 []
Extra Care Housing – go to Q55	7 []	7 []	7 []	7 []
No permanent base required – go to Q55	8 []	8 []	8 []	8 []
Other (please specify) – go to Q55	9 []	9 []	9 []	9 []

Interviewer note:

Sheltered housing is usually a group of bungalows or flats and you have your own front door. Schemes usually have a manager/warden to arrange services and are linked to a careline/alarm service

Extra Care housing is designed with the needs of frailer older people in mind. It includes flats, bungalows and retirements villages. You have your own front door. Domestic support and personal care are available.)

55. Which of the following options would you (or do you think they would) require? (Select only one.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Rent pitch/pitch from Herefordshire Council	1	[]	1	[]	1	[]	1	[]
Rent pitch/pitch from Registered Provider/Housing Association	2	[]	2	[]	2	[]	2	[]
Rent pitch/pitch privately	3	[]	3	[]	3	[]	3	[]
Own land where trailer/ caravan is normally located	4	[]	4	[]	4	[]	4	[]
To travel/Use multiple/various sites	5	[]	5	[]	5	[]	5	[]
Other [please state]:	6	[]	6	[]	6	[]	6	[]

56. If in a house, which of the following options would you (or do you think they would) require?
(Select only one.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Rent house/flat from Council/social renting	1	[]	1	[]	1	[]	1	[]
Rent house/flat privately	2	[]	2	[]	2	[]	2	[]
Rent house/flat from Registered Provider/Housing Association	3	[]	3	[]	3	[]	3	[]
Own house	4	[]	4	[]	4	[]	4	[]
Other [please state]:	5	[]	5	[]	5	[]	5	[]

57. Do you (or do you think they will) want to travel for some time of the year? (Select only one.)

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Yes	1	[]	1	[]	1	[]	1	[]
No	2	[]	2	[]	2	[]	2	[]

Your Household (Respondent)

58. Family type (Select only one.)

- 1. [] Single person (under 65 years)
- 2. [] Single person (65 years and over)
- 3. [] Lone parent
- 4. [] Young Couple (aged under 30) – no children
- 5. [] Young Couple (aged under 30 years) - with children
- 6. [] Couple (aged 30 to under 65) - no children
- 7. [] Couple (aged 30 to under 65) - with children
- 8. [] Older Couple (at least one of 65 years or over)
- 9. [] Other [please state]: _____

59. How many other households are **currently** living on your pitch/pitch with you? (i.e. grandparents, parents, children and their respective spouses)

Number of households:

- 1. [] 0
- 2. [] 1
- 3. [] 2
- 4. [] 3
- 5. [] 4
- 6. [] Other (please specify): _____

Number of Households sharing a pitch

60. Of these households, how many want to live on their own pitch/pitch on a site/yard?

- 2. 0
- 3. 1
- 4. 2

- 5. 3
- 6. 4
- 7. Other (please specify): _____

61. Over the next 15 years do you have dependents who would want to live on a pitch on a site and who will need additional pitches? Number of dependent households needing pitches or a pitch in the next 15 years:

- 1. Not applicable/No pitch on a site requirement
- 2. Dependents would prefer another type of home
- 3. 1
- 4. 2
- 5. 3
- 6. 4
- 7. Other (please specify): _____

62. If you do have dependents who will need additional pitches could you tell us their age?

	Dependent (a)	Dependent (b)	Dependent (c)	Dependent (d)	Dependent (e)	Dependent (f)	Dependent (g)
Age							

IF RESPONDENT HAS A SPOUSE OR PARTNER THEN RECORD INFORMATION ABOUT THIS PERSON IN THE SECOND COLUMN.

63. For each person in your household, starting with yourself and then your spouse (partner, husband or wife) please could you tell us their sex and age? (Select only one for each person.)

		R (a)		P2 (b)		P3 (c)		P4 (d)		P5 (e)		P6 (f)		P7 (g)
Male	1	[]	1	[]	1	[]	1	[]	1	[]	1	[]	1	[]
Female	2	[]	2	[]	2	[]	2	[]	2	[]	2	[]	2	[]

64. Age

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Age							

IF NO SCHOOL AGE CHILDREN GO TO Q74

65. What type of education are your children receiving? (Select all that apply.)

1. Nursery education
2. State school
3. Private school
4. Home schooled
5. College or university
6. Other *[please state]:* _____

66. Employment status (Select only one for each person.)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Full-time employee	1 []	1 []	1 []	1 []	1 []	1 []	1 []
Part-time employee	2 []	2 []	2 []	2 []	2 []	2 []	2 []
Self-employed	3 []	3 []	3 []	3 []	3 []	3 []	3 []
Retired	4 []	4 []	4 []	4 []	4 []	4 []	4 []
No paid work	5 []	5 []	5 []	5 []	5 []	5 []	5 []
Disability benefit	6 []	6 []	6 []	6 []	6 []	6 []	6 []
In education	7 []	7 []	7 []	7 []	7 []	7 []	7 []
Other [please state]:	8 []	8 []	8 []	8 []	8 []	8 []	8 []

67. How would you describe yourself (ethnic or cultural identity)?(Select all that apply)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Romany Gypsy	1 []	1 []	1 []	1 []	1 []	1 []	1 []
English Gypsy	2 []	2 []	2 []	2 []	2 []	2 []	2 []
English Traveller	3 []	3 []	3 []	3 []	3 []	3 []	3 []
Irish Traveller	4 []	4 []	4 []	4 []	4 []	4 []	4 []
Welsh Gypsy	5 []	5 []	5 []	5 []	5 []	5 []	5 []
Welsh Traveller	6 []	6 []	6 []	6 []	6 []	6 []	6 []
Scottish Gypsy	7 []	7 []	7 []	7 []	7 []	7 []	7 []
Scottish Traveller	8 []	8 []	8 []	8 []	8 []	8 []	8 []
New Traveller	9 []	9 []	9 []	9 []	9 []	9 []	9 []
Showman	10 []	10 []	10 []	10 []	10 []	10 []	10 []
Circus Traveller	11 []	11 []	11 []	11 []	11 []	11 []	11 []
DK/No answer	12 []	12 []	12 []	12 []	12 []	12 []	12 []
None of the above	13 []	13 []	13 []	13 []	13 []	13 []	13 []
Other <i>[please state]:</i>	14 []	14 []	14 []	14 []	14 []	14 []	14 []

68. **IMPORTANT:** Do you know of a household in bricks and mortar accommodation? Could you provide some contact details as we may approach them for an interview to better understand their needs?

69. Is there anything else you would like to tell us?

70. Would you be happy to be contacted again? Yes [] No [].

If yes, record contact details on SEPARATE SHEET and **please now take a note of the respondents FULL TELEPHONE number for quality assurance purposes**. We may use the number provided to check the response to a small number of questions as part of our internal quality processes. FULL TELEPHONE NUMBER: _____

71. If you would like us/the Council to contact you with the results of this research please provide either an email or postal address for us to advise you of the results. Yes [] No []. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

72. Are there any housing needs issues raised in this questionnaire that you would like your Council to contact you about? If so do we have your permission to pass on your contact details to your Council for this purpose only? Yes [] No []. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

Appendix D: Stakeholder Consultation

Approach

- D.1 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing Gypsies, Travellers and Travelling Showpeople within the Herefordshire area, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey.
- D.2 A total of ten separate responses to the stakeholder consultation were obtained. The questions and a summary of Stakeholders' responses are set out below. As a general observation, it is useful to note that there was not a comprehensive response to every question. The responses to each question therefore do not represent a proportional representation of the ten Stakeholders who took part. The comments received represent only an expression of the views of those who participated in that specific question, or had a specific point to make.

Stakeholder questions and responses

- D.3 *Which Local Authority areas do you work in? Please tick all that apply. If you work in an area outside Herefordshire (such as a neighbouring local authority who is responding as part of the duty to co-operate guidance) then please detail where you are from by using the options below or by using the 'other' box.*

	Response percent
Worcestershire	33.33%
Shropshire	44.44%
Powys	22.22%
Monmouthshire	22.22%
Gloucestershire	22.22%
All of the above	0%
None of the above (please provide a response in the 'other' option below)	0%
Other: please tell us which local authority area/Council you operate in:	55.56%

Other: please tell us which local authority area/Council you operate in:

- We operate in each Welsh local authority as well as parts of Herefordshire, Gloucestershire, Shropshire, Cheshire and the Wirral.

- Herefordshire
- Herefordshire
- Malvern Hills
- West Midlands Region

General Questions

D.4 Q1. *Do you think that there is sufficient understanding of the education, employment, health and support needs of Gypsies, Travellers and Travelling Showpeople within the study area? If not, what could be done to improve the current position?*

- No comment.
- No. Education is reasonably well provided for with excellent committed people - except the loss of discrete early years work. Health was very well provided for through a pioneering Travellers Health service but this has recently been disbanded and the many gains are now slowly being lost. Support - changes in approach from the Council Sites department are very welcome and sites are becoming more popular again but there could be a need for a Traveller Liaison Officer post to pick up the many changes in housing and benefit systems at national and local level. No real experience of Travelling Showpeople.
- Unable to comment on study area.
- No. Funding streams have been cut including the Traveller Health Project.
- Unknown.
- The understanding has improved however there is still a level of ignorance or misunderstanding. The issue currently is that in Wales, Welsh Government are tackling the situation in a different way to Westminster and consequently the understanding of the issue between Powys and Herefordshire and neighbouring English authorities will differ and increasingly so. Welsh Government appear to place a higher priority on addressing the issues that the community suffer. They are also awarding grants for refurbishing and delivering new sites.

D.5 Q2. *Are the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople adequately monitored? If not, what more could be done?*

- No comment.
- Within Integrated Family Services they form part of the integral audit of health outcomes for locality populations.
- Education yes - with some early positive efforts in adult education - but a longer term programme is needed. Health definitely not. Accommodation - lots of issues around housing and homelessness.
- Unable to comment on study area.
- No - funding is a problem.

- Unknown.
 - No, however the community are usually reluctant to provide details. The Welsh Government guidance on unauthorised sites issued in December 2013 includes a comprehensive assessment process which we now use in Powys however experience to date is that when we try to collect the information there is a reluctance to provide the correct details.
- D.6 *Q3. In your opinion, is additional support required to assist Gypsy, Traveller and Travelling Showpeople families living within the study area? If yes, please expand.*
- No comment.
 - Yes - we need a Traveller Liaison Officer with a wide remit to support existing services in a time of rapid change. Also to be able to work with transient groups as and when they come to the County.
 - Unable to comment on study area.
 - Yes. Particularly within the health area.
 - Unknown.
 - In my opinion if they can access existing support such as that provided by Supporting People funding then there is sufficient. We did employ a Gypsy Liaison Officer in Powys County Council and we found that the specific role was not required as long as other agencies which can provide support are aware of Gypsy and Traveller issues. The post has now been deleted from Powys Housing Structure and the role and support is being provided by other Housing and Supporting People agencies.
- D.7 *Q4. Do you think that there is adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area? If not, what more could be done to raise awareness.*
- No comment.
 - Evidence would suggest there is an awareness but a capacity issue and this is across all minority groups.
 - No - issues of prejudice exist in many areas and community development work is minimal.
 - Unable to comment on study area.
 - No.
 - Unknown. English Heritage is supportive of cultural heritage and considers that this should be considered holistically through the Local Plan process and relevant policies and objectives included for the historic environment.
 - Yes there is adequate awareness.
- D.8 *Q5. Has your organisation undertaken any action to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople in the study area? If so, please expand.*
- No comment.
 - Frequently.

- No.
- Yes.
- Unknown, my job role is specifically related to liaising with Local Authorities through their Local Plan preparation.
- In Powys we have refurbished one site in Welshpool and built a new site in Brecon in accordance with the new Welsh Government standard. This has addressed issues and assisted in raising the awareness.

Provision of Accommodation

Site Provision

- D.9 Q6. *Do you think that there is sufficient provision of permanent sites/pitches for Gypsies, Travellers and Travelling Showpeople across the Herefordshire Council area?*
- No.
- D.10 Q7. *If new permanent sites/pitches are needed in the Herefordshire Council area, where do you think that these should be located? Which location is best and why?*
- No comment.
 - There is no easy answer to this question. More pertinent is what mechanisms are available to identify and develop sites? The Council is not in a position to do it. No RSAs seem to have shown any interest. At present there is a steady flow of private family site applications by individuals who have managed to find land. It is difficult to say that any of these are unsuitable and only one has been totally rejected as far as I know and that was due to being in a 3a flood zone. Experience in the past has shown that local authority sites need to be built on local authority owned land (a decision to this effect taken by Hereford and Worcester County Council which set up all the local authority sites in Herefordshire). Add in 100% government grant and you have a workable formula. Zoning is a red herring. Each site needs to be assessed on its own merits.
 - Unable to comment on study area - depends on findings of study.
 - Near Hereford City; there are also no sites in or towards Ross-on-Wye.
 - Unknown. We would expect the Local Authority to provide a sufficient evidence base to justify the location of any Gypsy, Traveller and Travelling Showpeople sites/ pitches that takes account of the historic environment in accordance with the NPPF and NPPG and their Local Plan policies. If Herefordshire Council would like any additional support in how this may be achieved then we would be available to offer advice. We would also potentially be engaged through the Duty to Cooperate process.
 - Don't know the area well enough to comment.
- D.11 Q8. *Do you think there are barriers to the provision of new permanent sites? If so, what do you consider the main barriers to be?*

- No comment.
- As above. Funding, sustainability, landscape compliance and flooding are all barriers but the main barrier is finding someone or some institution prepared to set up sites. The private sector seems to be the best bet but the Council does not seem interested in pursuing what limited leads have been put to it.
- Unable to comment on study area.
- Obtaining land, and funding.
- Unknown.
- Finance and planning issues.

D.12 Q9. *Do you think that transit sites are needed in the Herefordshire Council area. If so, why, and where do you think these should be located? Please note: Transit provision is a pitch or site intended for short-term use whilst in transit; such provision is usually permanent and authorised, but there is a limit on the length of time that residents can stay there.*

- No comment.
- It is well known that a transit site is likely to be needed as such for limited and unpredictable periods. It is likely to be occupied by those who need permanent provision, as happened to the proposed transit site at Madley. What is needed is a floating system using land waiting for development, with services such as water, rubbish collection and basic toileting facilities preferably not too far from main arteries such as the A49. But this is not simple. Having said this it is a long time since (2000) there have been serious issues arising from families moving through the area as far as I know.
- Unable to comment on study area.
- Transit sites are difficult to manage. Temporary stopping places would be easier to manage but more difficult to get an income from. Expansion of existing sites could be looked at and having areas for temporary stopping. Budgets are tight and providing transit sites is high risk in terms of unexpected spending.
- Unknown.
- Powys CC's updated GTNA will state that a transit site is required in the Machynlleth area of Powys i.e. bordering Ceredigion and Gwynedd Local authorities. We have not identified a need bordering Herefordshire.

D.13 Q10. *Do you think there are barriers to new transit sites provision? If so, what do you consider the main barriers to be?*

- No comment
- As above.
- Unable to comment on study area.
- Money. Finding suitable land.
- Unknown.
- Finance and planning issues.

Existing Sites

D.14 Q11. *What are your views on the standard of facilities on existing sites in the Herefordshire Council area?*

- No comment.
- Sites are being upgraded as funding becomes available and being much improved in the process.
- Unable to comment on study area.
- The sites are currently being refurbished.
- Unknown.
- Unaware so unable to comment.

D.15 Q12. *Do you have any views on how existing sites are managed in the Herefordshire Council area?*

- No comment.
- Management of sites has been a long standing scandal with nearly 30 pitches being lost from overall provision inherited from the predecessor authority due, in my view, to poor management. However recently this has completely changed and a very positive management regime has been put in place which is already beginning to show results and for which the Council and individuals involved, deserve great credit.
- Unable to comment on study area.
- Unknown.
- None.

D.16 Q13. *Are you aware of any issues/tensions between Gypsies, Travellers and Travelling Showpeople within a site/location, between different sites/locations or with the settled community within the Herefordshire Council area? If so, has your organisation addressed this in any way?*

- No comment.
- There are constant tensions of one kind or another. To flag up one which is causing concern and that is practice of putting all documents relating to planning applications online. This has made it much easier for objections to be made to these applications by local residents and this in turn creates problems in terms of prejudice and political pressure. This needs to be thought about as applicants for Traveller sites are extremely vulnerable. Until there is a market in sites with planning consent - as there is for houses - this will continue to be the case.
- No.
- There are often tensions between the settled community and Gypsies and Travellers. Many do not settle well into the community and require accommodation back onto the managed sites. This is often due to problems with children and young teenagers being targeted by similar age children from the settled community.

- Unknown.
- We are aware from experience that mixing Travellers with Romany on one site is problematic. Welsh Government acknowledge that this could be problematic. There are also issues with the settled community but these are reducing once a site has been established legitimately.

Bricks and Mortar Accommodation

D.17 Q14. *Do you know of any Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation in the Herefordshire Council area? Can you provide any additional information? We are happy to receive comments or data but we will talk to you about the use of such data as we cannot breach data protection and we need permission to use such addresses that you may be aware of.*

- No comment.
- Yes - many. At the last GTAA I presented evidence of about 100 traditional Traveller and about 20 new Traveller families living in houses in the area. This is a significant number and is due, I think, to the early introduction of the Homepoint system in this area coupled with the unpopularity of official sites at the time.
- No.
- Yes. Unable to provide details.
- Unknown.
- Not in Herefordshire.

D.18 Q15. *Do you think that additional provision of sites/pitches needs to be made to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople currently living in settled (i.e. bricks and mortar) accommodation across the Herefordshire Council area? Why do you think this?*

- No comment.
- Yes. The transition to living in houses has, in general, been well handled and there have been few problems that I am aware of. But the transition is seldom a preferred option. As the last GTAA showed, small family sites are overwhelmingly what Travellers would ideally like. Of those who have set up such sites in Herefordshire the largest number of those have come out of houses, followed by those off official sites.
- Unable to comment.
- Yes. Many families have either returned to sites or are waiting to return and there are not enough pitches to facilitate this.
- Unknown.
- We have had some interest from those residing in bricks and mortar in our new site in Powys, this was mainly because we had a vacancy not long after opening the site. The vacancy did question the level of need for a site.

D.19 Q16. *Is there sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation to help them manage their housing effectively (i.e. help in dealing with practical tenancy issues, such as paying rent, bills and making benefit applications)?*

- No comment.
- For those with children of school age, the support is very good. For others I am not sure. There is a general shortage of help for those on low incomes to cope with changes to the benefit system, ESA for instance, and recent changes in housing allocation policies. Family budgeting too is another area of need.
- Unable to comment.
- No. This is difficult for anybody but particularly difficult for this group of people, who can have difficulties with literacy.
- Unknown.
- Yes if they access support available to others. There is no need for specific support. We have tested this in Powys.

D.20 Q17. *Are you aware if Gypsies, Travellers and Travelling Showpeople feel safe in settled accommodation? If you have any information please provide. Are their specific cultural needs given consideration by the local authority when offering conventional accommodation, in your opinion?*

- No comment.
- Liaison with West Mercia Police has been variable over the years but good at present with excellent examples of helpful interventions. Housing and homelessness services within the Council seem to be good but I am worried about RSA's who seem to be becoming larger, more authoritarian and possibly more selective.
- Unable to comment on study area.
- Not known.
- Unknown.
- Yes but the evidence is anecdotal.

Both bricks and mortar and pitches

D.21 Q18. *If your organisation provides accommodation in the Herefordshire Council area, how many Gypsy, Traveller and Travelling Showpeople households have approached you for housing during the past five years?*

- None

D.22 Q19. *If your organisation provides accommodation in the Herefordshire Council area, how many Gypsy, Traveller and Travelling Showpeople households have approached you for HOUSING RELATED SUPPORT during the past five years?*

- From those living on pitch(es)/pitches - 50
- From those living in bricks and mortar - 12

- Overall/Not sure of accommodation type - 0
- Total - 62

Unauthorised encampments

D.23 Q20. *If you are a local housing authority that shares a border with the Herefordshire Council area how many unauthorised encampments do you have each year in your area? Please note: An unauthorised encampment refers to land where Gypsies, Travellers and Travelling Showpeople reside in vehicles or tents without permission and can occur in a variety of locations (private or Council owned) 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.*

- No comment.
- N/A
- Unable to comment directly as I do not deal with unauthorised encampment but this data has recently been provided to arc⁴ for Shropshire's GTAA update.
- 20-30
- N/A
- Please note that regulation and law in Wales is diverging from that in England in relation to unauthorised sites. We may have between five and ten encampments in a year.

D.24 Q21. *Are unauthorised encampments problematic for your organisation? If so, please expand.*

- No comment.
- N/A
- Unable to comment directly as I do not deal with unauthorised encampment. Shropshire Council's Gypsy Liaison Officer (who I assume has been directly consulted) may be able to comment.
- Not a significant issue.
- Yes. Particularly if they are not on our land. Residents often feel that it is the duty of the Council to take action.
- We do not have any specific information about unauthorised encampments within this area. However, if discussing this issue generally then unauthorised development could have an impact on the historic environment and we would be supportive of the approach to identify appropriate sites fully justified by appropriate and up to date evidence to ensure that the historic environment is protected, conserved and where possible enhanced.
- We follow the Welsh Government guidance as issued in December 2013 and undertake the Welfare Assessments. They can be problematic but we, in accordance with Welsh Government guidance, tolerate encampments.

D.25 Q22. *Have you a view on how unauthorised encampments affect local perceptions?*

- No comment.
- They can be negative depending on the impact on local residents. Recent comments in this respect from a Herefordshire Cabinet member were very positive and helpful (sadly he has now resigned).
- Unable to comment directly as I do not deal with unauthorised encampment, Shropshire Council's Gypsy Liaison Officer (who I assume has been directly consulted) may be able to comment.
- N/A
- Yes. In general people from the settled community do not like or understand Gypsies and Travellers.
- N/A
- This largely depends on the location of the encampment. In a community car park the impact can be great however in rural areas on verges etc the impact is less.

Planning Policy

D.26 Q23. *Are there any areas within planning policy that you consider have restricted the provision of new sites/pitches for Gypsies, Travellers and Travelling Showpeople? If so, can you think of any way in which this can be overcome in the future?*

- No comment.
- Generally speaking planning policies within the UDP have operated well and have produced a significant number of approvals, both at local level or on appeal (but even here all but one have come with Officer's recommendation for approval). New policy proposals within the Core Strategy are similar but less straightforward and there is a worrying nod in the direction of local opinion, which is almost invariably hostile to start with - but even in the most contested examples the reality seldom accords with the predictions.
- No
- The situation in Wales is diverging from that in England.

D.27 Q24. *Do you think that more could be done through planning policy to identify and bring forward new sites for the provision of pitches for Gypsies, Travellers and Travelling Showpeople? If so, please expand.*

- No comment.
- Yes. If it could be recognised that small family sites work well and should be encouraged. They successfully address the issue of accommodating the Traveller minority in a way which they value and which costs the public realm very little. Often it releases a unit of social housing or a pitch on an official site. It allows better educational experience and consequently better outcomes and probably those on such sites enjoy better health. The issue is one of resources and land availability. Recently the Council has been

disposing of some of its extensive land holdings. Would any of these have been suitable for small family sites? Is there a possibility of lease/own arrangements?

- Note that Herefordshire has Policy H4 in the pre submission Core Strategy and have consulted on scoping for Traveller sites issues and options paper; therefore feel that it is premature to comment at this stage as policy in development. Shropshire Council have found that the adoption of supplementary guidance to support our adopted Core Strategy policy provides useful additional guidance for the consideration of planning applications for Gypsy and Traveller sites including Exception sites.
- Welsh Government will be bringing in a requirement via its Housing Bill to both undertake GTNA regularly and if a need is identified a site must be provided. Planning policy and Local Development Plans have to assist in identifying land available if required.

D.28 Q25. *What impact do you think that the Government's changes to planning policy (set out in DCLG's publication 'Planning Policy for traveller sites': 23rd March 2012) will have on future provision?*

The key points made in the Policy guidance are:

- *that local planning authorities should make their own assessment of need for the purposes of planning;*
 - *to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;*
 - *to encourage local planning authorities to plan for sites over a reasonable time-scale;*
 - *that plan-making and decision-taking should protect Green Belt from inappropriate development;*
 - *to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;*
 - *that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;*
 - *for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;*
 - *to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;*
 - *to reduce tensions between settled and traveller communities in plan-making and planning decisions;*
 - *to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;*
 - *for local planning authorities to have due regard to the protection of local amenity and local environment.*
- No comment.

- If these policies were implemented they would be helpful except in counties where there is a large amount of green belt land. Because there is no green belt in this area they have so far had minimal impact. However the Council have still not complied with the 1/2006 requirement to 'make land available' and there are no site allocations in the offing. There is not the same critical accommodation shortage on this area that there used to be in the 1970s, 1980s and 1990s, but there is still a significant need for more sites, a lot of hidden need caused by family growth, suppressed need etc.
- A notable impact in Shropshire has been that a number of sites have been allowed at Appeal (in some cases despite acknowledged negative impacts) on the basis of lack of five year supply of deliverable sites, with it being highlighted that the existing GTAA was out of date. This means that the Council must seek to ensure that appropriate sites to meet need identified in an updated GTAA are brought forward and that there is ongoing monitoring of provision.
- Not applicable to Powys.

Cross boundary issues

D.29 Q26. *For neighbouring Local Authorities, please can you advise how your most recent Gypsy and Traveller Accommodation Assessment has taken this into account i.e. migration between the authorities?*

- No comment.
- N/A
- arc⁴ also used to prepare GTAA therefore would be able to provide detail. Stakeholder survey has sought views of adjoining authorities. Questionnaire for Gypsy and Traveller community also included questions aimed at establishing patterns of movement. Responses indicated that there is no significant movement into or out of Shropshire from adjoining authority areas.
- N/A
- Not applicable in Powys as Housing and Planning legislation is different or will be.

D.30 Q27. *Are you aware of any regular movements of Gypsies, Travellers and Travelling Showpeople from neighbouring areas, in or out of the Herefordshire Council area?*

- Yes.
- No.
- No.
- No.

If Yes which routes have you noted?

- A49, A465 from the south, A4103

D.31 Q28. *Are there any cross boundary issues, in respect of Gypsies, Traveller and Travelling Showpeople that should be considered as part of this study? If yes, please provide information.*

- No comment.
- Pattern of recent planning applications indicates that most pressure for sites in the northern part of Shropshire, some distance from Herefordshire boundary.
- Unknown. In our role as a prescribed body in Duty to Cooperate we would engage in cross boundary strategic matters identified through the plan making process and would be willing to attend any meetings were this relevant.
- Only those we are already aware of in respect of the Traveller site in Welshpool who occasionally interact with sites over the border. Travellers in South Powys also visit relatives living on sites in Herefordshire. Residents from Herefordshire sites have stayed with relatives living on sites in Powys.

D.32 Q29. *In terms of the study as a whole and in relation to any cross-boundary issues, what do you think should be the key outcomes of this study?*

- No comment.
- There should be an allowance for inward migration balanced against those moving out of the County. It is particularly important now that planning documents are beginning to stress 'meeting local needs' that the idea of 'local' is not defined too restrictively.
- Appropriate update of accommodation needs of the Gypsy and Traveller population. Consistency in use of arc⁴ means that same methodology/ approach being used as for Shropshire which will help demonstrate consistency of approach and better allow resulting studies to form a joined up regional picture .
- Useful to identify key movements between authority areas and impact on need.
- If sites/pitches are going to be identified we would request that the historic environment is a consideration within this study and an assessment of the impact on the significance of heritage assets (designated and undesignated) is considered before sites/pitches are identified.
- Identify a realistic need.

Neighbouring authorities

D.33 Q30. *We consider that this questionnaire contributes to our requirement on the Duty to Cooperate with neighbouring authorities as set out in Section 33A of the Planning and Compulsory Purchase Act (as amended by Section 110 of the Localism Act 2011) and described in the National Planning Policy Framework (NPPF) as an integral part of the Local Plan-making process and its assessment at Examination.*

Do you have any views on this?

- No comment.
- The duty to cooperate obviously extends to practical arrangements, monitoring etc and an acceptance that 'facilitating the travelling way of life' , another duty, has wide implications.
- Consider that it is part of an ongoing engagement process with Shropshire and Herefordshire having already had useful meetings and conversations and shared information regarding approaches to planning provision for the Gypsy and Traveller community. Shropshire would welcome feedback on any specific Shropshire implications that emerge as part of this GTAA. Shropshire intend to continue active communication and liaison and will shortly be writing to all adjoining authorities to advise on progress of the Shropshire GTAA.
- Note that the Duty to Co-operate is applicable to English authorities only.
- If strategic cross boundary issues are identified relevant to English Heritage then we would wish to be informed through this study. Additionally, it is possible that cross boundary issues may occur when sites/pitches are identified and again we would request to be involved at this stage. We are content that we have been consulted on this issue, through this survey, at this time and look forward to future correspondence if sites/pitches/policies are identified going forward.
- None

Appendix E: 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 in DCLG Planning Policy For Traveller Sites (August 2015). For the purposes of this planning policy “gypsies and travellers’ means: Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling as such. In determining whether persons are ‘gypsies or travellers’ for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:

- a. Whether they previously led a nomadic habit of life
- b. The reasons for ceasing their nomadic habit of life
- c. Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances

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

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

Pitch: Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a pitch.

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.