



Working towards a Core Strategy for Wiltshire

Topic paper 16: Gypsy and Travellers

Wiltshire Core Strategy
Consultation January 2012

Topic Paper 16 Gypsies and Travellers

This paper is one of 16 topic papers, listed below, which form part of the evidence base in support of the emerging Wiltshire Core Strategy. These topic papers have been produced in order to present a coordinated view of some of the main evidence that has been considered in drafting the emerging Core Strategy. It is hoped that this will make it easier to understand how we have reached our conclusions. The papers are all available from the council website:

Topic Paper 1: Climate Change

Topic Paper 2: Housing

Topic Paper 3: Settlement Strategy

Topic Paper 4: Rural Signposting Tool

Topic Paper 5: Natural Environment

Topic Paper 6: Retail

Topic Paper 7: Economy

Topic Paper 8: Infrastructure and Planning Obligations

Topic Paper 9: Built and Historic Environment

Topic Paper 10: Transport

Topic Paper 11: Green Infrastructure

Topic Paper 12: Site Selection Process

Topic Paper 13: Military Issues

Topic Paper 14: Building Resilient Communities

Topic Paper 15: Housing Requirement Technical Paper

Topic Paper 16: Gypsy and Travellers

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FOREWORD

This topic paper has been prepared by CDN Planning on behalf of Wiltshire Council. The policy recommendations have been accepted by Wiltshire Council carried forward into the submission draft of the Wiltshire Core Strategy.

The topic paper rolls forward the requirement for permanent and temporary accommodation for Gypsies and Travellers in Wiltshire. The assessment takes into account the provision that has come forward over the period 2006 to 2011 to respond to the local need.

It should be noted that the recommendation for the number of pitches to be provided in the south Wiltshire area for the period 2011-2016 reflects the relatively low supply in this part of the county in recent years and the number of 'tolerated' sites in the area ie sites without planning permission. Some of these sites have been in existence for many years but have never received planning permission. When moving forward to prepare the Gypsy and Travellers Site Allocations DPD the status of these existing sites will be reviewed and opportunities to regularise their use through a certificate of lawfulness will be considered before new sites are identified.

1 INTRODUCTION

1.1 Background

- 1.1.1 Wiltshire Council is committed to meeting the needs of its travelling communities, this includes Gypsies and Travellers and Travelling Showpeople¹. Core Policy 31 in the Wiltshire Core Strategy Consultation Document sets out pitch requirements for Gypsies and Travellers within Wiltshire between 2006 and 2016. This equates to 93 permanent pitches, 27 transit pitches and 5 plots for Travelling Showpeople.
- 1.1.2 A Topic Paper on Gypsies and Travellers was prepared to support draft Core Policy 31 and was subject to consultation in June 2011. It explained the context surrounding these targets and set out how evidence and background information have informed the approach outlined so far in the Core Strategy consultation document.
- 1.1.3 The Topic Paper has been revised to include a light-touch review of the Gypsy and Traveller Needs Assessment (GTAA) undertaken for the county in 2006 along with a revised identification of need required. The amendments are in response to comments received during consultation (see Appendix A) discussion of the draft Core Policy 31 at recent appeals in Wiltshire, and the need to respond to emerging government advice on planning for the travelling community.
- 1.1.4 In the absence of a more recent local needs assessment data, caravan counts provided by the Department for Communities and Local Government (DCLG) will provide the best indicator of immediate trends. This data will be supplemented by further consultation undertaken to date with the local Gypsy and Traveller community and targeting stakeholder workshops. Wider public consultation has also been undertaken in the form of the Issues & General Approach Consultation² (April 2010) and consultation on the Draft Topic Paper 18 (now Topic Paper 16) and Core Policy 31 (now core policy 47). The results of these consultations have, where appropriate, been fed into the approach taken in preparing this revised Topic Paper.
- 1.1.5 Some limitations exist on the consultations undertaken to date, for example, no new interviews have been undertaken with Gypsies and Travellers living in bricks and mortar. There has also been limited discussion with those living on transit sites, however Council officers are in constant contact with Gypsies and Travellers living on such sites and have provided feedback relevant to the study. The council are also planning to carry out household surveys on council-owned Traveller sites and a selection of privately run sites in the near future which will help with the review and roll forward of Core Strategy Gypsy and Traveller policies.
- 1.1.6 The Core Strategy policy on Gypsy and Travellers will set the overall need for pitches within the three market areas identified in the Wiltshire Strategic Housing Market Assessment 2011 (January 2011) and provide direction on the conditions that need to be met for a new site for Gypsy and Traveller pitches to be acceptable in planning

¹ Proposals for new travellers and 'boaters' are being pursued through the Wiltshire Traveller Strategy. References to this work is included in the body of the report where appropriate.

² Consultation carried out as the first step to producing a Gypsy and Traveller Site Allocations DPD in Spring 2010. Comments received are summarised in the statement of community involvement available on the Council's web site (<http://www.wiltshire.gov.uk/planninganddevelopment/planningpolicy/statementofcommunityinvolvement.htm>).

terms. The Core Strategy will not identify specific sites. A Gypsy and Traveller Site Allocations DPD is proposed to be prepared partly in parallel with the Core Strategy; to be tested through Inquiry after adoption of the Core Strategy.

1.2 Gypsy and Traveller Site Allocations DPD

1.2.1 The purpose of the Gypsy and Traveller DPD is as follows:

- To ensure the identified needs of Gypsies, Travellers and Travelling Showpeople who permanently reside in Wiltshire are met through the allocation of suitable and sustainable new sites;
- To assist the Council in reducing the occurrence of unauthorised Gypsy and Traveller encampments and associated concerns through the provision of adequate authorised transit and permanent sites;
- To identify a range of site options across Wiltshire where Gypsy and Traveller accommodation would be appropriate;
- To articulate a process to be used to assess the suitability of private sites submitted to the Council for consideration in the form of a planning application, which will also need to be consistent with Core Strategy policies; and,
- To facilitate the integration of the Gypsy and Traveller community with the settled community, addressing racial discrimination and tension that may exist between the travelling and settled communities.

1.2.2 Wiltshire Council commissioned CDN Planning (Wales) Ltd in 2009 to work alongside the Council to help prepare a Gypsy and Traveller Site Allocations Development Plan Document (DPD). Their work will include the development of planning policies and site search criteria for the allocation of specific sites as well as assessing suitable sites to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople communities within Wiltshire. This general approach is outlined in the Council's *Issues and General Approach Report* (April 2010). The purpose of this Topic Paper is not to repeat what is already contained in the issues and General Approach Report.

1.2.3 Public consultation on the Issues and General Approach Report ran from 6 April until 4 June 2010. The purpose of the consultation was:

- Discuss the issues around providing new sites in Wiltshire;
- Develop a methodology for assessing what makes a good location for new sites based on a clear site selection methodology; and,
- Invite land to be put forward to be considered as possible new sites for travelling communities.

1.2.4 The Issues and General Approach Report did not consider any specific sites, nor did it assess the suitability of any potential future sites. Rather, the consultation focused on raising awareness of the issues and discussing the appropriate site selection criteria to inform future allocations and assist in the determination of planning applications.

1.2.5 A summary of the consultation process and comments received during the consultation can be found on the council's web site. <http://www.wiltshire.gov.uk/planninganddevelopment/planningpolicy/statementofcommunityinvolvement.htm>). In all, the Council received letters of comment from 79 different organisations and individuals. Of these, 21% were from parish/town

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councils, 30% from organisations such as the Trust for Devises and the Coal Authority, and 39% were from individuals. There were also three drop-in consultation events where comments were recorded (Devizes, Salisbury and Chippenham) and 8 known permanent private sites were visited by staff to talk to the Gypsy and Traveller community about their thoughts on current provision and good locations for Gypsy and Traveller sites.

1.2.6 Issues that were raised on several occasions both at consultation events and in written responses included:

- A number of respondents challenged the Circular definition of Gypsy and Traveller included in the report, as it seemed to exclude New Travellers and Boaters, which were specific types of traveller in Wiltshire that should be recognised.
- There was a lack of confidence in the amount of new accommodation being provided, especially as they were taken from the draft RSS which has now been revoked.
- There were questions about providing access to employment and the need to provide for business uses within new sites.
- There was a real sense from many respondents that Gypsies and Travellers should be treated in the same way as everyone else when looking for a home.
- There was a difference of opinion not necessarily in relation to the need for sites to have access to facilities, but in relation to acceptable distances to facilities (e.g. Should not be constrained by walking distances when assessing suitable sites).
- There was support for the approach taken and the criteria within the methodology from key agencies, for example, the Environment Agency and Highways Agency

1.3 Wiltshire Travelling Population

1.3.1 The Gypsy/Traveller Caravan Count for July 2011 showed the total number of caravans for the area as 326. The previous GTAA calculated household size by taking the number of caravans and divided that by the number of living units identified in the survey. Survey data suggested an average of 1.6 caravans per household on authorised sites and an average of 1.4 caravans per household on unauthorised sites. This approach taken in the GTAA to calculate the estimated number of households in Wiltshire is applied to derive the figures in Table 1A below, which is based on the July 2011 Caravan Count.

TABLE 1A Estimated Number of Travelling Community Households	
Local Authority Sites	76
Private Authorised Sites (Permanent Permission)	86
Private Authorised Sites (Temporary Permission)	13
Unauthorised Sites on Gypsy-owned Land (Tolerated)	15
Unauthorised Sites on Gypsy-owned Land (Not Tolerated)	4
Unauthorised Encampments not on Gypsy-owned Land	14
All	208

1.3.2 The previous GTAA failed to provide an accurate estimate of the travelling community in bricks and mortar, nor did it examine the needs of the Travelling Showpeople. The GTAA also excluded unauthorised developments and encampments that were included in the previous caravan count if at the time the

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survey was conducted they were no longer present, which is an approach not taken in other GTAA studies that have been examined as part of this light touch review.

1.3.3 The Centre for Urban & Regional Studies (University of Birmingham) and the Salford Housing & Urban Studies Unit (University of Salford) were commissioned by the South West Regional Assembly to benchmark Gypsy and Traveller Accommodation Assessments (GTAAs) produced by seven groups of authorities in the South West. Their final report was issued in January 2008 with the aim of verifying the robustness and consistency of the GTAAs as evidence towards the RSS Review of additional pitch requirements for Gypsies and Travellers in the South West.

1.3.4 In testing the robustness of the GTAA for Wiltshire and Swindon, the following observations were made:

Some serious reservations about the approach to estimating need which seems likely to consistently under-state the level of requirement for residential pitches. Factors include the derivation of the base population, treatment of need from unauthorised sites and assumed future vacancy levels.

In these circumstances, some amendments seem desirable. Options for amendment include:

- *Re-calculating residential pitch need by re-examining each element in the model and substituting assumptions more in line with other South West GTAAs*
- *Apply an amended formula estimate*

1.3.5 This process informed the Draft RSS in terms of an overall assessment of need whereby the Regional Planning Body determined that there was not sufficiently robust information on which to establish district-level pitch numbers. Further, the overall conclusion was that the GTAA for Wiltshire and Swindon was deemed to be less robust than other GTAAs prepared in the South West.

1.3.6 Responses from consultations on the Gypsy and Travellers Site Allocations DPD Issues and General Approach Report further supported the view that the population of the travelling community in Wiltshire along with the required need has been underestimated.

1.3.7 In undertaking a light touch review of the 2006 GTAA study for Wiltshire and Swindon, a more detailed assessment was undertaken in determining the estimated number of households in the travelling community. The estimate outlined in Table 1B below uses an approach similar to other recent GTAA studies and is based in part on the Caravan Count along with further secondary evidence collected during the course of the study.

1.3.8 In the absence of evidence to the contrary, the assumption made in national guidance that one pitch equates to one household is used. National research suggests that a household includes up to 1.7 caravans. This assumption could be applied in the light touch review of the 2007 GTAA where no data exists on the number of pitches/households for a site. However, there is survey data from that GTAA that indicates the average household size on authorised sites consists of 1.6 caravans and 1.4 caravans on unauthorised sites. This is supported by secondary evidence collected since 2007 and is broadly in line with the findings of other GTAAs. For most sites in Wiltshire, data exists that indicates the number of approved pitches. Vacancy rates on private sites are difficult to assess and therefore an assumption is made that all pitches are allocated to a household.

1.3.9 It should be noted that Caravan Counts can often be misleading as they only take a snapshot in time and do not provide an accurate picture of what is taking place year-round. At the time of a count, some households could have been travelling which may have resulted in a lower caravan count. Further, the Caravan Count may not provide an accurate year-round indication of unauthorised developments and encampments across the county.

TABLE 1B Revised Estimated Number of Travelling Community Households³	
Local Authority Sites	90
Private Authorised Sites (Permanent Permission)	92
Private Authorised Sites (Temporary Permission)	14
Unauthorised Sites on Gypsy-owned Land (Tolerated)	15
Unauthorised Sites on Gypsy-owned Land (Not Tolerated)	5
Unauthorised Encampments not on Gypsy-owned Land	14
Housed Gypsies and Travellers ⁴	69
All Gypsies and Travellers	299
Travelling Showpeople⁵	11

PROPOSED APPROACH: Calculating Estimated Households
 Combine a variety of sources, including known pitches and households on existing sites along with the most up-to-date caravan count data when calculating the estimated number of travelling community households.
This approach provides a more robust evidence base that reflects a range of sources, not just the DCLG Caravan Count data, which can be misleading.

Rejected Option: Use GTAA approach

The 2007 GTAA calculation of the estimated number of Gypsy and Traveller households in Wiltshire was open to challenge. The approach was considered not robust enough and could potentially under-estimate the total population of the travelling community. A lower estimate of the total population will inevitably have implications when identifying the need for additional pitches, which has consistently been criticised through various consultations as being under-estimated.

³ Based on the July 2011 Caravan Count and planning permissions since up to November 2011, along with other secondary data. Where household/pitch numbers on each site are not know, a calculation of 1.6 caravans per household/pitch is used. A lower average household size of 1.4 caravans per pitch is applied for unauthorised sites given the results of the 2007 GTAA and secondary evidence collected since that suggests households on such sites are smaller. This approach is consistent with the household size identified in the 2007 GTAA for Wiltshire, other GTAA studies and national research.

⁴ The exact population of the travelling community living in bricks and mortar housing is not known. The figure provided is estimated. A range of estimates for numbers of Gypsies and Travellers in housing exist, from 25% to the figure provided from Pat Niner in several reports that indicated up to 50% of Gypsy and Traveller households live in bricks and mortar. The 2007 GTAA study for Wiltshire and Swindon did not provide an accurate figure of Gypsies and Travellers living in housing. In this report, a reasonable assumption is made that an estimated 30% of the total Gypsy and Traveller community are living in bricks and mortar.

⁵ Based on known Travelling Showpeople yards through consultations with officers and members of the Travelling Showpeople community in Wiltshire. An assumption is applied that each household contains 3.7 caravans on each plot, which is based on national research of other GTAA studies.

2 POLICY CONTEXT

2.1 Policy Context: Gypsies and Travellers

- 2.1.1 *'Circular 01/2006 (ODPM) - Planning for Gypsy and Traveller Caravan Sites'* contains the Government's most recent advice on identifying new sites for Gypsy and Traveller accommodation. The Circular provides updated guidance on the planning aspects of finding sustainable sites for Gypsies and Travellers and how local authorities and Gypsies and Travellers can work together to achieve this aim. ODPM Circular 01/2006 supersedes advice contained in Circular 2/94 *Gypsy Sites and Planning*.
- 2.1.2 In 2010, Government announced its intention to revoke Circular 01/2006 and replace it with new light-touch guidance. The Department for Communities and Local Government (DCLG) published a consultation document in April 2011 entitled *'Planning for Traveller Sites'*. Consultation on this document ended in August 2011 and included a draft Planning Policy Statement. Government has also issued a draft National Planning Policy Framework (July 2011), which is a key part of the proposed reforms to the planning system to make it less complex and more accessible, and promote sustainable growth. The final version of the National Planning Policy Framework will incorporate planning policy on traveller sites.
- 2.1.3 Until such time as updated guidance is adopted, the advice contained in Circular 01/2006 remains relevant and in force. It is this definition used for the purposes of the core strategy. (Travelling Showpeople are considered at paragraph 2.2 below.)
- 2.1.4 The Housing Act 2004 includes a wider definition of "Gypsies and Travellers" as:
- (a) *persons with a cultural tradition of nomadism or of living in a caravan; and*
 - (b) *all other persons of nomadic habit of life, whatever their race or origin, including:*
 - i. *such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and*
 - ii. *members of an organised group of travelling Showpeople or circus people (whether or not travelling together as such).*
- 2.1.5 The above definition reflects that used in ODPM Circular 01/2006 and Draft Planning Policy Statement: Planning for Traveller Sites, which identifies Gypsy 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 or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such."*⁶
- 2.1.6 It is often generalised that Gypsies and Travellers are a uniform, cohesive community, however the reality is they are a diverse group of communities which share some features but have their own histories and traditions. There is often fragmentation between different families and between cultural groups. The main cultural groups include Romany Gypsies, Irish Travellers, and New Travellers. Only Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Race Relations Acts.

⁶ ODPM Circular 01/2006 *Planning for Gypsy and Traveller Caravan Sites*. Paragraph 30.

- 2.1.7 Within the context of Wiltshire, the travelling community is made up of Romany Gypsy, English Traveller, Irish Traveller, New Travellers and Boat Travellers. The 2007 GTAA identifies the largest group to be English Travellers (54%), followed by Romany Gypsies (37%) and Irish Travellers (6%). (Travelling Showpeople are considered at paragraph 2.2 below.)
- 2.1.8 Romany Gypsies tend to settle in western areas of the county, particularly on common land and more rural settings, often employed in more traditional jobs (agriculture, for example). At least two-thirds of those living on unauthorised encampments identify themselves as Romany Gypsies. They are less likely to own their own pitch given lower income levels, although are more settled than other groups within the traveller community. Historically, Romany Gypsies settled in areas where there are historical and/or family links.
- 2.1.9 Irish Travellers are generally more mobile and tend to follow employment opportunities, particularly in the building trade. As a result of the good transportation links and access to key settlements that exists in northern areas of the county, Irish Travellers tend to settle in this location. Irish Travellers are most likely to own their own pitch or site as a result of higher income levels.
- 2.1.10 Many Gypsies and Travellers pursue an active itinerant lifestyle and are generally self-employed, sometimes occupied in scrap-metal dealing, laying tarmac, seasonal agricultural work, casual labouring, and other employment. However, these traditional patterns are changing whereby the community has become increasingly settled, thereby increasing the demand for new permanent Gypsy and Traveller sites. There is a general cultural shift away from traditional employment sectors towards a more diversified employment base. Education levels among younger travellers also tend to be higher than past generations.
- 2.1.11 One of the key intentions of ODPM Circular 01/2006 is to create and support sustainable, respectful, and inclusive communities where Gypsies and Travellers have fair access to suitable accommodation, education, health, and welfare provision. The Circular states, "*local planning authorities should first consider locations in or near existing settlements with access to local services.*" ODPM Circular 01/2006 also requires that all candidate sites must have their social, environmental and economic impacts assessed in accordance with the requirements of sustainability appraisals, as outlined in *Planning Policy Statement 12: Local Development Frameworks (PPS12)*. The consultation exercise on the Issues & General Options Report undertaken in April-June 2010 demonstrated support for these key objectives of creating inclusive communities where the needs of local Gypsies and Travellers are met.

2.2 Policy Context: Travelling Showpeople

- 2.2.1. For the purposes of this Topic Paper, the definition of Travelling Showpeople included in the Housing Act 2004 definition of Gypsies and Travellers is used, as highlighted in paragraph 1.4.3 above. This broadly reflects the definition of Travelling Showpeople outlined in Circular 04/2007, which identifies Travelling Showpeople 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 or

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*permanently, but excludes Gypsies and Travellers as defined in ODPM Circular 1/2006.*⁷

- 2.2.2 As above, Government is currently undertaking a review of Circular 04/2007 with an aim to replace it with new light-touch guidance. The definition of Travelling Showpeople has not changed in the draft Planning Policy Statement.
- 2.2.3 The guidance identified in Circular 04/2007 and supported by consultations undertaken with the local Travelling Showpeople community conclude that the basic needs of the Travelling Showpeople are similar to that of Gypsies and Travellers whereby sites should be located in sustainable locations with good access to GP and other health services and schools within a reasonable walking distance. The provision of a settled base that reduces the need for long-distance travelling and possible environmental damage caused by unauthorised development is also a key consideration.
- 2.2.4 It is important to highlight that Travelling Showpeople do not share the same culture or traditions as Gypsies and Travellers and often classify themselves as a separate ethnic group. There is an inherit tradition of living and working from the same location, thereby omitting many travel to work journeys.

2.3 Policy Context: New Travellers

- 2.3.1 It was the Council's original intention to address the accommodation needs of Gypsies and Travellers and Travelling Showpeople in a Site Allocations DPD. However, through the consultation on the Issues & General Approach Report (April 2010), the needs of New Travellers were deemed to be equally important. Similarly, representations were made relating to the accommodation needs of Boat Travellers or 'Bargee Traveller' groups. The accommodation needs of these two groups were not examined as part of Wiltshire's GTAA and have not been reviewed in the subsequent 'light touch' review undertaken in this Topic Paper. Wiltshire Council is pursuing a separate review of the need for emergency stopping places for New Travellers and the economic and visual impact of Boat Travellers as part of the wider Traveller Strategy of the council. At the time this Topic Paper was produced, no provisions were planned to include policies on these members of the travelling community in the Core Strategy or the DPD.
- 2.3.2 The needs and settlement patterns of New Travellers will be more difficult to ascertain. New Travellers avoid integration with outside communities and seek a more idealist and eco-friendly lifestyle. Their settlement patters are more nomadic, often following festivals and events that take place in southern areas of the county. Through various consultations undertaken by officers with Wiltshire Council over the past few years, New Travellers have expressed no interest in having permanent pitches provided and would prefer temporary sites with little or no facilities. It may be that the needs of the New Traveller community would be best dealt with through an alternative strategy, independent from the provision of sites for Gypsies and Travellers. The use of unofficial sites or traditional stopping places could form an important element of that strategy in meeting the accommodation needs of New Travellers.

2.4 Planning Policy Statement: Planning for Traveller Sites

⁷ ODPM Circular 04/2007 *Planning for Travelling Showpeople*.

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- 2.4.1 The draft Planning Policy Statement (PPS) was released for consultation on 13 April 2011. This follows the statement by the Secretary of State in August 2010, which indicated that the government would seek to revoke what it regarded as 'flawed guidance' on travellers and replace previous circulars with 'light touch guidance'.
- 2.4.2 The policy statement proposes that local planning authorities are given the power to set their own targets for pitch/plot provision based on robust evidence of local need in light of historical demand. The policy does not consider that it is necessary to prescribe the type and volume of evidence required.
- 2.4.3 The draft PPS has been prepared in advance of any other part of the new National Planning Framework, which is currently being consulted on and programmed for completion by April 2012. The draft Framework does not specifically address Traveller issues.
- 2.4.4 The draft PPS provides a useful insight into how Traveller site applications will be assessed in the future. There is a clear emphasis on applying a consistent approach for conventional or bricks and mortar housing and applications for Traveller sites. Indeed, the need to provide a 5, 10 and 15-year supply is symptomatic of this new approach.
- 2.4.5 PPS3: Housing, paragraph 71 will form an important aspect in the determination of future applications, as in circumstances where an LPA is unable to demonstrate a five year supply of housing or traveller sites, applications should be considered "favourably".
- 2.4.6 The consultation PPS on Planning for Traveller Sites states that in assembling the evidence base necessary to support their planning approach, local planning authorities should:
- Pay particular attention to early and effective community engagement with both settled and traveller communities;
 - Cooperate with travellers, their representative bodies and local support groups, other local authorities, and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan in light of historical demand; and,
 - Use a robust evidence base to establish need to inform the preparation of the development plan and make planning decisions.
- 2.4.7 The Government has also announced other measures as part of a package to ensure "fair treatment" of those in Traveller and settled communities, including:
- Allowing for Traveller sites in the New Home Bonus scheme, to incentivise local planning authorities to provide appropriate sites;
 - Resuming traveller site provision grant funding from April 2011; and,
 - Setting up a cross-Government, minister-level working group to address discrimination and poor social outcomes experienced by Traveller communities.

2.5 Core Strategy

- 2.5.1 Wiltshire Council published the 'Wiltshire Core Strategy Consultation Document' on 13 June 2011. Consultation on this document ended on 8 August 2011.

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2.5.2 The consultation document included Core Policy 31: Meeting the needs of Gypsies, which identified a number of general criteria that proposals for Gypsy and Traveller pitches must satisfy. This provides a strategic planning policy context to deal with applications for sites in advance of the adoption of the Gypsy and Traveller DPD and reflects the emerging advice contained within the draft PPS, which seeks to align policies for traveller sites with conventional housing. The general criteria are as follows:

- (i) No significant barriers to development exists in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installations where conventional housing would not be suitable;
- (ii) Unacceptable impacts on the character and appearance of the surrounding landscape will be minimised through the sensitive and appropriate design of the scheme;
- (iii) The site is located in or near to existing settlements with access to a range of local services such as shops, doctors and schools, and a range of amenities including play areas and other recreation facilities;
- (iv) The proposal will not result in an unacceptable loss of amenity of neighbouring land uses; and
- (v) Mixed-use proposals (that is sites that include a business use) will only be considered if appropriate to the locality and such uses will not result in an unacceptable loss of amenity.

2.5.3 Consultation feedback on the draft policy was generally critical of the approach taken to identify additional need for residential pitches beyond 2011. A number of Planning Inspectors have also been openly critical of the approach taken in the Core Strategy whereby future need has been calculated based on population growth on the residual need identified in the policy, thereby providing only natural growth of existing provision. It has been argued that pitch provision identified in Core Policy 31 fails to provide for the growth of existing sites let alone plan for additional growth in pitch requirements. Ideally, if population growth is to be used as a basis for identifying need, the growth rate should be applied compound per annum on the total population of the travelling community.

2.5.4 Broadly, the findings of the consultation on the Core Strategy was that need must be identified based on a robust and credible evidence base that will be able to withstand scrutiny at Examination.

2.6 Other Authorities

2.6.1 The uncertainty created since May 2010 has affected local planning authorities across the country and has led to delays and new approaches to identify and plan for the accommodation needs of travelling communities. A brief review of a random selection of some neighbouring authorities demonstrates this:

- Central Bedfordshire released an Issues and Options report in 2005. They are currently at the draft submission stage and had planned submission for May 2011. However, the DPD is currently delayed indefinitely.
- Gloucestershire County Council is currently working with districts councils in updating the GTAA for the county in line with the draft guidance issued in the summer. At the time this Topic Paper was prepared, no information was available on how local need would be calculated, as a brief had not been prepared for the new GTAA.
- Dorset County Council are preparing a Dorset-wide Gypsy, Traveller and Travelling Showpeople Site Allocations Joint DPD. An Issues and Options

consultation is to take place between November and February on sites under consideration. This document also identifies a need to update the 2006 GTAA and provides a preliminary estimate for additional Gypsy and Traveller pitches required up to 2028 – figures for 2006-2011 are based a Dorset Authorities Joint Committee Response (October 2008) on the Secretary of State's Proposed Modifications to the draft RSS (July 2008). The need for 2012-2028 applies a 3% compound growth per annum applies to the 2006-2011 figures. The consultation will seek the views of the local community on what they feel is the required need for new Gypsy and Traveller accommodation.

- New Forest District has an adopted Core Strategy, which contains a criteria-based policy for assessing applications and guiding allocations for Gypsy and Traveller sites. The District is progressing with a Sites and Development Management DPD. A public consultation version was published in January 2011 and contained a proposed allocation for site for approximately five permanent residential pitches. The GTAA for the District provided need up to 2016. A decision has been made not to apply the South East RSS requirements as the approach was deemed to be flawed and proposed a significant increase in provision for the area.
- South Gloucestershire Council continue to rely on the findings of their 2007 GTAA, which identifies need up to 2016. Policy CS21 (Gypsy and Traveller accommodation) of the Core Strategy is a strategic policy, which provides a framework to delivery Gypsy/Traveller pitches in South Gloucestershire over the plan period. Similarly, Policy CS2 relates to Travelling Showpeople. Progress on the Gypsy and Traveller DPD. The Council is carrying forward through its Core Strategy document. The Issues and Options stage had started in 2008.
- Test Valley Borough Council along with other districts in Hampshire and two unitary authorities undertook a GTAA in 2006, which identifies need up to 2011. They are currently awaiting the final version of government guidance before committing to further evidence collecting. The Borough has no intention of allocating a Gypsy or Travelling Showperson site at this time.

2.6.2 It is difficult to extrapolate a consistent approach that is being taken by other authorities on the basis of the above sample. The draft PSS allows flexibility on how local authorities assess and identify local need.

3 DETERMINING NEED

3.1 Section 225 of the Housing Act 2004 places a duty on local housing authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers residing in or resorting to their district and to plan for those identified needs. Further, section 87 of the Local Government Act 2003 requires that Wiltshire Council prepare a strategy in respect of meeting any such accommodation needs identified

3.2 Both the existing Government circulars and the proposed replacement PPS advocate the need for planning policy to set out the scale of need for Gypsy and Traveller and Travelling Showpeople accommodation along with a means of delivery. The Core Strategy will therefore need to provide a strategic response to the provision of any identified need along with a policy framework for determining proposals.

3.3 Wiltshire Council commissioned David Couttie Associates (DCA) to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) for Wiltshire and Swindon in 2006. Published in February 2006, the GTAA identified the pitch requirements for

Gypsies and Travellers for the period 2006 to 2011. Table 2 shows the pitch requirements identified through the GTAA process.

TABLE 2 GTAA Requirements 2006 - 2011	
Area	GTAA Identified Need
North Wiltshire ⁸	24 pitches
Salisbury	9 pitches
Kennet	0 pitches
West Wiltshire	7 pitches
Total	40 pitches

- 3.4 Circular 01/2006 requires local planning authorities to make provision for the accommodation needs of Gypsies and Travellers as set out in the Regional Spatial Strategies (RSS) through the Local Development Framework. Paragraph 23 of the circular is clear that *“the RSS revision should identify the number of pitches required (but not their location) for each local planning authority in light of the GTAA and a strategic view of needs across the region.”*
- 3.5 The information provided by the Wiltshire GTAA fed into the overall assessment of need, which informed policies of the Draft RSS for the South West of England. During the RSS ‘Review of Additional Pitch Requirements for Gypsies and Travellers’ Examination in Public (EiP) (March 2008), the Wiltshire and Swindon GTAA was heavily criticised. It was found that the GTAA was not robust and produced an unreasonably low estimate of need.⁹
- 3.6 The figures identified through the GTAA were questioned for various reasons. The primary concern is that the GTAA consistently under-stated the level of requirement for residential pitches. Factors include the derivation of the base population, treatment of need from unauthorised sites and assumed future vacancy levels. A number of sites were overlooked in the assessment and the accuracy of the base population was questioned. A number of temporary permissions were set to expire and were identified as ‘authorised’ developments – no distinction was made between those sites which had permanent planning permission and which had temporary planning permission. Recommendations for amendments included re-calculating residential pitch need by re-examining each element in the model and substituting assumptions more in line with other South West GTAAs and applying a better estimate of pitches not solely based on the bi-annual caravan count.
- 3.7 Section 4 of this report has undertaken a review of the GTAA and identified anticipated need between 2011 and 2021 using methodologies and assumptions made in more recent GTAAs.
- 3.8 The Secretary of State published the Proposed Changes to the draft RSS in December 2007 with an increased pitch requirement within Wiltshire. This requirement was based on the following geographical distribution of pitches across the former district authority areas. In producing draft Core Policy 31 in the Wiltshire Core Strategy Consultation Document, Wiltshire Council accepted these proposals

⁸ The need for 24 pitches in North Wiltshire include the need to replace a temporary site of 16 pitches at Minety. Since the GTAA was completed the site at Minety has been given full permission.

⁹ Regional Spatial Strategy for the South West – Review of Additional Pitch Requirements for Gypsies and Travellers. Examination in Public – Report of the Panel. Paragraph 4.47, Page 33. Comment based on the findings of the South West Regional Assembly’s GTAA Benchmarking Report prepared by the Centre for Urban and Regional Studies at the University of Birmingham and the Salford Housing and Urban Studies Unit at the University of Salford.

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for the period 2006 to 2011 because of the identified concerns about the original GTAA and the evidence of need demonstrated through planning applications over the 5 year period.

Area	Permanent Pitches	Transit Pitches	Travelling Showpeople Plots
North Wiltshire	48	12	5
Salisbury	18	5	
Kennet	14	5	
West Wiltshire	5	5	
Total	85	27	5

3.9 Draft Core Strategy Policy 31 (June 2011) provided a calculation for required residential pitch provision for 2006 to 2016, which has been reproduced in Table 4 below.

3.10 The basis for the calculation of need accepts the Draft RSS figures as an approximate assessment of need for the period 2006-2011 because of the assessment of the Wiltshire GTAA summarised in paragraph 3.5 above. For the period 2011-2016 need is calculated by an annualised growth rate of 3% to the residual need at April 2011 to roll the plan forward to 2016. The 3% annualised growth is taken from government advice, which recommends using this growth rate when up-to-date local data is not available.¹⁰ This also reflects the policy set out in the draft RSS.

3.11 Table 4 also reflects planning permissions for permanent Gypsy and Traveller sites granted since April 1 2006 to June 2011, which can be counted towards the needs identified through the Draft RSS.

Area	RSS Requirement 2006-2011	Proposed Requirement 2006-2016	Permitted Pitches 2006-2011	Residual Requirement
North	48	51	39	12
South	18	21	0	21
East	5	6	0	6
West	14	15	6	9
Total	85	93	45	43

3.12 An annualised growth rate is not applied to Transit sites as such sites are intended to provide for those travelling through the county. The operational need for Transit sites identified in the Draft RSS (29 pitches) remains appropriate. The LDF Board approved this approach on 17 December 2010.

3.13 However, concerns have been raised over this approach. The general criticism is that the 3% annual growth is intended to allow for the natural growth of existing sites and should therefore be applied to the original requirement. On that basis, the requirement for 2006-2016 in the north would be 56 pitches rather than the 51

¹⁰ Preparing Regional Strategy Reviews on Gypsies and Travellers by Regional Planning Bodies – Paragraphs 3.3, DCLG, March 2007

¹¹ Correct as of April 2011 when this table was produce as part of the draft Topic Paper 18 (June 2011)

identified in the Core Strategy. However, it was stressed during an appeal relating to the Bridge Paddocks site (Appeal ref: APP/Y3940/A/11/2147838) appeal that this would only provide for natural growth of existing provision. It was argued therefore that pitch provision identified in Core Policy 31 fails to provide for the growth of existing sites, let alone plan for additional growth in pitch requirements.

- 3.14 Such concerns/criticisms were also highlighted during the course of the Core Strategy consultations. As a result, a 'light touch' review of the 2007 GTAA has been undertaken and need has been identified for the next five years (2011-2016) and ten years (2016-2021). In the absence of new raw data post-2007, informal interviews with the local Gypsy and Traveller community has been used to 'test' the robustness of the GTAA. This has also been supplemented by targeted workshops with key officers and stakeholders. The need identified in Section 4 of this report is based on the most up-to-date data available to the study team and provides a robust and credible evidence base in moving forward with preparation of the DPD.

PROPOSED APPROACH: Identifying Need

A light touch review of the 2007 GTAA and updating need up to 2016 based on DCLG formulae

In order to progress work with the DPD, it is proposed that a light touch review of the 2007 GTAA for Wiltshire be undertaken and tested against new data collected and new consultations undertaken between 2009 and 2011. This will test the robustness of the previous GTAA and identify ways to address the criticism identified through the RSS EiP and consultation on the Issues and Options Report.

Rejected Option 1a: Use GTAA data, plan period 2006-2011

Wiltshire County Council and the former Districts accepted the methodology and consultations drawn through the GTAA. This could be used as the position pending new advice from government on how to calculate the need for additional traveller sites in the longer term. This approach has been rejected as it would effectively declare that the Northern Area and to a lesser extent the Western Area is now closed to any new Traveller sites up to 2011 given recent provision assessed against the identified need in the GTAA. The findings of the GTAA had been criticised in the RSS EiP and in the Issues and Options consultation for underestimating need. The GTAA only provides figures up to 2011, which makes the identified need now out of date.

Rejected Option 1b: Use GTAA data, plan period 2006-2016

A variation would be to use the GTAA data as the base line but use the projected population growth anticipated in the GTAA (3.8%) as the basis to calculate an annualised growth rate of development for the next five years while additional research takes place. This approach has been rejected as the annualised growth indicated in the Draft Topic Paper had not provided a compound figure over five years, but rather a simplistic 3.8% growth on GTAA figures. This does not address the key criticism of the GTAA identified through the RSS EiP and the Issues and Options consultation in 2010

Rejected Option 2a: Continue with RSS figures, plan period 2006-2011

The figures in the RSS reflected concerns about the Wiltshire GTAA underestimating the level of need in Wiltshire and evidence presented at the Examination in Public. The use of the RSS figures was challenged during the initial Issues and Options consultation. Although it is accepted that the draft figures in the RSS were a legitimate response to the flaws identified in the Wiltshire GTAA, the figures are open to criticism because they are not based on local data. This option would also not address any need that will arise beyond 2011.

Rejected Option 2b: Use RSS data, plan period 2006-2016

As above, the figures identified through the RSS EiP process would be used an annualised growth rate of 3.8% to the residential RSS requirement would enable the planning authority to take into account delivery since 2006. Although this approach would address the criticisms of the Wiltshire GTAA, an assessment of need based on residual need has been openly criticised by Planning Inspectors determining recent appeals.

Preferred Option 3: Use formulae approach in DCLG Guidance

‘Preparing RSS Reviews on Gypsies and Travellers by Regional Planning Bodies’ (May 2007) provides DCLG guidance in identifying need for new residential pitches along with ‘Gypsy and Traveller Accommodation Needs Assessments: Guidance” (October 2007). The main benefit of using this approach is that need would be estimated from the latest caravan count data for the period 2011 to 2015 (latest caravan count January 2011, although data is currently available for July 2011) producing a target based on local information. The formulae used have been adopted by GTAA studies across England. Recent GTAAs published in 2010 and 2011 continue to use the formula identified in the guidance.

Alternative Option 4: Recalculate Local Need

In the absence of concrete local data, it would be advisable to undertake new research to calculate local need for Gypsy and Traveller sites that responds to the criticisms of the previous GTAA. The current Wiltshire GTAA has already come to the end of its period (2006-2011). The recalculation of need would be based on an assessment of local need for pitches at 2011.

4 REVIEW OF NEED

4.1 Current Provision

4.1.1 In assessing the need for additional need, an estimate of the Gypsy and Traveller population as a whole has been undertaken. The estimates set out in Table 5a and Table 5b below are based on bi-annual caravan count data for July 2011 and secondary sources up to November 2011, including Traveller Education Service data and information provided by local authority officers.

TABLE 5A Estimate of the number of households / pitches in the Residential Gypsy and Traveller Population in the Study Area¹²					
	North Wiltshire	West Wiltshire	East Wiltshire	South Wiltshire	ALL
Local Authority Sites	23	7	0	60	90
Authorised Private Sites (Permanent Permission)	73	-+12	1	6	92
Authorised Private Sites (Temporary Permission)	1	6	0	7	14
Unauthorised Sites¹³ (Tolerated)	0	0	0	15	15

¹² Based on the July 2011 Caravan Count and revised on the basis of recent planning applications up to November 2011. Where household/pitch numbers on each site are not known, a calculation of 1.6 caravans per household/pitch is used. This approach is consistent with the household size identified in the 2007 GTAA for Wiltshire, other GTAA studies and national research.

¹³ The exact number of caravans on unauthorised sites is not known as some occupiers requested that a count not be taken on their site. On two such sites the occupiers have indicated they do not consider themselves to be Gypsy or Traveller, although in planning terms they are.

Unauthorised Sites (Not Tolerated)	3	0	0	2	5
Unauthorised Encampments¹⁴	0	2	10	2	14
Estimated in Housing¹⁵	30	8	3	28	69
ALL	130	35	14	120	299

4.1.2 To ensure the approach taken for the travelling community is similar to that taken with the settled community, the above provision and subsequent assessment of need will be based on the three Housing Market Areas (HMAs) for Wiltshire. This is reflected in Table 5b below.

TABLE 5B Estimate of the number of households / pitches in the Residential Gypsy and Traveller Population in the Study Area¹⁶

	West Wiltshire	East Wiltshire	South Wiltshire	ALL
Local Authority Sites	30	0	60	90
Authorised Private Sites (Permanent Permission)	85	1	6	92
Authorised Private Sites (Temporary Permission)	7	0	7	14
Unauthorised Sites (Tolerated)	0	0	15	15
Unauthorised Sites (Not Tolerated)	3	0	2	5
Unauthorised Encampments	2	10	2	14
Estimated in Housing	38	3	28	69
ALL	165	14	125	299

4.2 Residential Pitch Requirements 2011-2016

4.2.1 Table 6 sets out the calculation of pitch requirement for 2011 to 2016 across the three housing market areas of Wiltshire Council –East, South and West Wiltshire. Following the table is an explanation on how each element of the calculation was determined. Where assumptions have been made, these are clearly identified and reflect the experience of the study team and similar GTAA studies undertaken. Overall, the assessment has identified a need for 43 pitches over the next five years

¹⁴ The approach taken in other GTAA studies when assessing the number of households on unauthorised encampments is to divide the number of caravans on each site by 1.6. It is assumed that a household generally consists of 1.6 caravans. The same approach is taken here.

¹⁵ The exact population of the travelling community living in bricks and mortar housing is not known. The figure provided is estimated. A range of estimates for numbers of Gypsies and Travellers in housing exist, from 25% to the figure provided from Pat Niner (University of Birmingham) in several reports that indicated up to 50% of Gypsy and Traveller households live in bricks and mortar. The 2007 GTAA study for Wiltshire and Swindon did not provide an accurate figure of Gypsies and Travellers living in housing. In this report, a reasonable assumption is made that an estimated 30% of the total Gypsy and Traveller community are living in bricks and mortar.

¹⁶ Same notes/assumptions from Table 4a apply here. A variation exists as a result of rounding figures when determining the estimated population of Gypsies and Travellers living in bricks and mortar housing.

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(2011 to 2016) with a base date of July 2011, updated to November 2011 taking account of recent planning permissions.

- 4.2.2 Emerging guidance from the Department for Communities and Local Government (DCLG) suggests Local Planning Authorities should set pitch and plot targets that address the likely permanent and transit site accommodation needs of travellers in light of historical demand.
- 4.2.3 The Draft Planning Policy Statement for Travellers defines a “pitch” as a household unit on a “gypsy and traveller” site and a “plot” as a household on a “travelling showpeople” site (often called a “yard”). *Designing Gypsy and Traveller Sites: Good Practice Guide* indicates there is “no one-size-fits-all measurement of a pitch as, in the case of the settle community, this depends on the size of individual families and their particular needs”.¹⁷ The guidance goes on to say, “as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers), drying space for clothes, a lockable shed (for bicycles, wheelchair storage, etc), parking space for two vehicles and a small garden area. Smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle.”¹⁸
- 4.2.4 Historical data on existing pitches within Wiltshire are provided through the bi-annual caravan count for the county, which is published by the DCLG. In calculating the need for additional pitches and plots, other sources including the 2007 GTAA survey results, new consultations undertaken by Wiltshire Council and the consultancy team between 2009 and 2011, and other information provided in snapshot data surveys taken throughout the history of the study.
- 4.2.5 In providing an indication of future need, four tables have been produced. Table 6 below shows the total estimated Gypsy and Traveller requirement for Wiltshire as a whole. Tables 8 to 10 provide an indication of need on a more local level, breaking the county down into the three Housing Market Areas (HMAs) – those being, West Wiltshire (including North Wiltshire), East Wiltshire, and South Wiltshire. These HMAs reflect the same regional breakdown used in Strategic Housing Market Assessment undertaken for Wiltshire, which was used to identify an appropriate level of housing supply for the settled community to be provided through the Local Development Framework.
- 4.2.6 As the data is examined at a county-wide level and not regionally, there may be some variation between rows in each table due to rounding.

TABLE 6 Calculation of Residential Pitch Requirements of Wiltshire (2011 to 2016)	
Element	Families / Households / Pitches
Current Residential Supply (November 2011)	
1. Socially rented pitches	90
2. Pitches on private authorised sites	106
3. Total pitches / households (<i>Row 1 + Row 2</i>)	196
Additional need in November 2011 and arising 2011 to 2016	
4. Overcrowding on local authority sites	5
5. Net movement from housing to sites (2011-2016)	9

¹⁷ *Designing Gypsy and Traveller Sites: Good Practice Guide* (DCLG, 2009). Paragraph 7.9, page 40.

¹⁸ *Ibid.* Paragraph 7.12 – 7.13, pages 40-41.

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6. Unauthorised development ¹⁹	19
7. Unauthorised encampment (2011-2016)	4
8. End of temporary planning permission (2011-2016)	14
9. New household formation (2011-2016)	37
10. Additional Need 2011-2016 (<i>Rows 4 to 9</i>)	88
Additional supply 2011-2016	
11. Current vacant local authority pitches	0
12. Authorised pitches currently undeveloped	16
13. Planning applications pending	0
14. New pitches planned ²⁰	10
15. Vacancies on socially rented sites (2011-2016)	18
16. Additional supply 2011-2016 (<i>Rows 11 to 15</i>)	44
Additional residential pitch requirement	
17. Extra residential pitches requires 2011-2016 (<i>row 10 – 16</i>)	44

4.2.7 One of the limitations of the data provided by the bi-annual caravan count is that it provides data on the total number of caravans rather than the total number of pitches or households on each site. Where there has been no number of pitches identified through secondary data sources, pitch numbers have been identified by applying an estimate of 1.6 caravans per household on authorised sites and 1.4 caravans per household on unauthorised sites. These figures are consistent with national research on household size, including the 2007 Wiltshire and Swindon GTAA and other GTAA's produced for neighbouring authorities.

Socially Rented Pitches (Row 1)

4.2.8 This provides an estimated total number of residential pitches on local authority sites as identified in the July 2011 bi-annual caravan count. This does not include the Odstock Transit Site and other transit provision within the county. This is dealt with through a separate assessment of transit need.

Private Authorised Sites (Row 2)

4.2.9 This provides an estimated total number of residential pitches on sites that have been granted planning permission and is based on the July 2011 bi-annual caravan count and secondary evidence indicating the number of pitches/households on sites with either temporary or permanent planning permission.

Total Pitches/Households (Row 3)

4.2.10 This identifies an estimated total number of pitches or households in Wiltshire and combines all socially rented pitches (row 1) and private authorised sites (row 2) based on the latest bi-annual caravan count (July 2011).

Overcrowding on Local Authority Sites (Row 4)

4.2.11 Data obtained through snapshot surveys and information provided by officers in workshops held in 2011 suggests there is some overcrowding on existing Local Authority sites. Overcrowding is defined as concealed households and new family formation within existing households on sites. To avoid any 'double counting' and

¹⁹ This need could be met if Wiltshire Council were mindful to regularise unauthorised developments.

²⁰ This includes additional provision at Lodge Hill (2 pitches) and Thingley (8 pitches) resulting from proposed improvements

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adopting an approach consistent with other GTAA's, this has been separately addressed through the figure provided in Row 9 for new household formation anticipated in 2011-2016.

4.2.12 One of the main criticisms of the 2007 GTAA was that the number of Gypsies and Travellers in Wiltshire was greatly under-estimated, particularly the potential for concealed households. In assessing whether or not Local Authority sites are indeed overcrowded, the following evidence was to light:

- A current waiting list of 14 active and 6 archived applications for Local Authority pitches (correct at time of writing this report, November 2011)
- An analysis of the July 2011 count indicated 41 caravans on 23 approved pitches on the Thingley site. If the 1.6 caravans per household assumption is applied, then there is an estimated 26 households on the site. This would suggest the site is overcrowded by 11.5%. The January 2011 count showed an even higher number of caravans on the site.
- An analysis of the July 2011 count indicated other Local Authority sites were at or just under full capacity when comparing the assumed number of households against the number of approved pitches. When site visits were undertaken in 2009-2010, all sites appeared at or near capacity.
- The number of caravans observed at each count may not be a true reflection of the actual number of households on a site – concealed households can occur when there are travellers who can't afford their own caravan or pitch and are therefore forced to live with parents, relatives or friends.

Assumption: One of the main criticisms of the GTAA through the RSS EiP was that the number of Gypsies and Travellers in Wiltshire was greatly under-estimated, particularly the potential for concealed households. An assumption of between 5 and 10% is made in other GTAA's for the South West. In light of this criticism, an allowance for 5% has been made for overcrowding.

Calculation: 90 LPA pitches x 5% = 5 pitches

Net Movement from Housing to Sites (Row 5)

4.2.12 The 2007 GTAA provides the most concrete data available for calculating net movement from Housing to Sites. New consultation undertaken with Gypsies and Travellers along with other stakeholders between 2009 and 2011 supports the general findings of the GTAA.

Movement from Sites to Bricks and Mortar

4.2.13 The 2007 GTAA indicated approximately 20% of respondents expressed an intention to move from a site for a variety of reasons. Of those expressing a desire to move, approximately 20% had plans to move into bricks and mortar. This represents 3.5% of all those interviewed. The findings of the GTAA broadly reflect the feedback received from the study team in consultations across the county held between 2009 and 2011.

Assumption: In other GTAA studies, a commonly used assumption of 5% is applied when identifying the number of households that will cease to require accommodation on a site due to movement to a house seeking improved accessibility due to age or better access to health or education facilities, or death. This has therefore been applied.

Calculation: 5% of an estimated population of 229 households/pitches on sites = 12 (Population used in this calculation is 196 pitches on authorised sites + 19 households on unauthorised developments included tolerated sites + 14 households on unauthorised encampments.²¹)

Movement from Bricks and Mortar to Sites

- 4.2.14 No concrete data is currently available to provide a more precise estimate of Gypsies and Travellers living in bricks and mortar in Wiltshire. Secondary evidence also suggests some Gypsy and Traveller households are making the decision to move into conventional housing. However, there is also a trend whereby older members of the community looking to settled in housing often make the move back to conventional travellers sites after encountering difficulty settling in bricks and mortar housing.
- 4.2.15 National research however suggests that between 25% and 50% of the Gypsy and Traveller population currently live in bricks and mortar accommodation. On the basis of other GTAA's undertaken in the West of England, it would be reasonable to assume that 30% of Gypsies and Travellers in Wiltshire live in bricks and mortar. For this calculation, it is therefore assumed that an estimated 69 households live in bricks and mortar. The 2007 GTAA indicated of the 20 interviewed Gypsies and Travellers households currently living in bricks and mortar, none of the respondents expressed plans to move from their current home. The GTAA concluded no need for additional site accommodation to accommodate existing households living in permanent accommodation, with the limitation that other households not included in the sample may be different.

Assumption: Based on consultations with local Gypsies and Travellers and focus groups with key stakeholders, there is an observed desire for those living in bricks and mortar to move on to traditional sites. In light of the limitations of the 2007 GTAA, a common assumption applied in other GTAA studies is that 30% of Gypsies and Travellers in housing actually need site accommodation. This assumption will be applied in this calculation.

Calculation: 30% of an estimated 69 households living in bricks in the study area will seek to move on to a site = 21 households

Therefore, the net figure in Row 5 is 21 minus 12 = a net requirement for 9 pitches

Unauthorised Development (Row 6)

- 4.2.16 This provides the estimated number of pitches on unauthorised sites. One of the limitations of the bi-annual caravan count is that it currently does not provide an accurate number of households or pitches on unauthorised sites, only an observation of the number of caravans on such sites. In addition, some counts were not undertaken at the request of site occupiers. The approach taken in the 2007 GTAA was criticised for under-estimating need arising from unauthorised sites.
- 4.2.17 The need identified here can be met if the Council is mindful to regularise these developments or grant planning permission.

²¹ No concrete data is currently available on the exact number of households on unauthorised encampments, including New Travellers on such sites. The figure is based on the latest July 2011 caravan count and provides a rough indication of households currently on unauthorised encampments seeking a permanent residential pitch.

Assumption: In estimating pitch or household numbers, other GTAA studies have used an assumption that a household constitutes 1.6 caravans. The 2007 GTAA for Wiltshire however suggested unauthorised households were made up of 1.4 caravans. Secondary data seems to suggest this lower figure is more reflective of the local situation. Based on the July 2011 count of 27 caravans, this would suggest approximately 19 households are living on unauthorised sites.

Calculation: 27 (July 2011 count on tolerated and not tolerated unauthorised sites) divided by 1.4 caravans = 19 households

Unauthorised Encampments (Row 7)

4.2.18 This provides an estimate of the need arising from households on unauthorised encampments. In order to assess the requirement for additional residential pitches in the Study Area to accommodate households on unauthorised encampments, it is necessary to identify the number of households involved. It is difficult estimating residential need arising from unauthorised encampments. Figures have been derived from local authority data, crosschecked against recent caravan counts and adjusted to take account of survey findings from the 2007 GTAA. There are some reservations as to the robustness of local authority data given the inconsistent approach to recording unauthorised encampments.

4.2.19 Wiltshire Council does not have accurate records across all four areas of the county on unauthorised encampments prior to April 2011. Between April and September 2011, 15 separate encampments have been counted. These encampments include New Travellers, Irish Travellers, Romany Gypsies, Druids, holidaymakers, and those who have taken occupation in caravans as a result of economic circumstances. No data however is available on the length of stay in each observed case of unauthorised encampment.

Households / Families in Unauthorised Encampments

4.2.20 In the absence of clear year-round data collected by Wiltshire Council, the DCLG Caravan Count provides a rough indication of unauthorised encampments. A summary of the last 5 years is below.

4.2.21 The biannual Caravan Count is not without its limitations. The count simply provides a snapshot in time, which can result in an inaccurate picture of what is actually happening year-round. Although this approach has been applied in other GTAA studies when identifying additional need for residential and transit pitches, anecdotal evidence from officers and the travelling community suggests there is more unauthorised activity than the above table suggests, particularly in northern areas of the county. Nevertheless, in the absence of more robust evidence, this is the approach taken with other GTAAs and should be applied in assessing the need for additional residential pitches in Wiltshire. Where appropriate, survey data from the 2007 GTAA has been applied along with secondary data collected between 2009 and 2011.

Date	No. of Encampments	No. of Caravans	Average No. of Families*
July 2011	4	20	14
January 2011	No data available	17	12
July 2010	14	34	24

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January 2010	8	20	14
July 2009	10	35	25
January 2009	8	14	10
July 2008	7	19	14
January 2008	10	15	11
July 2007	4	17	12
January 2007	2	7	5
Average	7	20	14

* based on 1.4 caravans per household

4.2.22 The above caravan count data suggests an average of 40 encampments per year. Based on a review of the count data and anecdotal evidence from officers, 80% of these are the result of Gypsies, Travellers and New Travellers passing through Wiltshire and not necessarily within Wiltshire. None of the above encampments were deemed to be 'tolerated'. DCLG data for the last five counts (July 2009 to July 2011) when added together provides a cumulative count of 126 'caravan nights'. If this figure is divided over 10 counts, an average of 13 caravans per year is given.

Assumption 1: As with other GTAA studies, an assumption can be made that the number of caravans can be divided by 1.4 to provide an equivalent number of households/families.

Calculation 1: 13 caravans divided by 1.4 = 9 households/families

Need for Residential Pitches from Unauthorised Encampments

Assumption 2: There will generally be repeat encampments by the same families. It is assumed that each family identified above will be involved in two repeat encampments in the study area between 2010 and 2015. This assumption is made based on examination of details of encampments where provided and it is a common methodological assumption used in other GTAA studies. This assumption is required to avoid any 'double counting' that might occur in each of the previous counts.

Calculation: 9 divided by 2 = 5

Assumption 3: Not all families will be looking for a residential pitch in the study area. Evidence suggests that the vast majority of unauthorised encampments result from simply 'passing through' travelling. Based on the 2007 GTAA and supported by secondary research undertaken between 2009 and 2011, it is reasonable to assume that 20% of those on unauthorised encampments are seeking a permanent residential pitch.

Calculation 3: 5 households by 20% = 1

Assumption 4: Of the households above seeking a permanent residential pitch, it is assumed that only 35% will wish to remain in the study area. This assumption is consistent with the findings of the 2007 GTAA and reflects similar assumptions made in GTAA studies elsewhere.

Calculation 4: 1 household multiplied by 35% = 0.35 per count/six months. Multiplied by 10 over a 5-year period = approx. 4

Therefore, the number of households seeking a residential pitch between 2011 and 2016 and the figure for Row 7 is 4.

End of Temporary Permission (Row 8)

- 4.2.22 This is the estimated number of residential pitches on sites that have been granted only temporary planning permission. This estimate is based on the latest caravan count undertaken by Wiltshire Council, to be included in the DCLG Caravan Count July 2011. This data suggests a total of 30 pitches have been granted temporary permission across the county. Since the caravan count was undertaken, permanent planning permission has been granted for the Bridge Paddock, Calcutt Stables sites, and Purdys Farm, reducing the number of pitches with temporary planning permission to 14.
- 4.2.23 If renewal of these permissions or permanent permission is granted, then this would count towards additional provision.

New Household Formation (Row 9)

- 4.2.24 This provides an estimate of the number of new households expected to form in the next five years and the proportion of these that will require a pitch. This will require estimates of the number of new households likely to form, the proportion likely to require a pitch, and the proportion likely to remain within the Study Area.
- 4.2.25 The calculation is broadly based on survey data obtained through surveys when preparing the 2007 GTAA, which is supported by further consultation and informal interviews with the local Gypsy and Traveller community along with stakeholder workshops held between 2009 and 2011.

New Households Forming on Sites

- 4.2.26 Data provided by Wiltshire Council's July 2011 caravan count suggests an estimated 196 households/pitches on authorised sites (socially rented site and sites with temporary or permanent planning permission). Although generally the number of pitches is known on each site through secondary observational data, where the total number of caravans has been identified and not pitch numbers, an assumption that a pitch constitutes 1.6 caravans has been made.

Assumption: The 2007 GTAA was heavily scrutinised through the RSS Examination in Public and criticised for underestimating the need for new pitches arising from new household formation. In the absence of new primary research, an assumed rate of household growth of 3% a year compound as applied to the current number of pitches available. This is supported by similar assumptions made in other GTAA studies and national research provided by the DCLG which suggests a growth rate of 4-5%. Further, the 2007 GTAA for Wiltshire and Swindon identified a family formation rate of 3.8%.

Calculation: $196 \times 3\% = 6 \times 5 \text{ years} = 30 \text{ new households formed}$

Pitch Requirements from Newly Formed Households on Sites

- 4.6.27 Given the inclusion of Swindon Borough in the 2007 GTAA, it is difficult to assess what level of respondents requiring new accommodation would wish to remain in the county.

Assumption: Secondary survey data undertaken between 2009 and 2011 suggests a general preference to remain in the study area given existing linkages to family and

employment in the locality. On this basis, an assumption is made that 95% of the above 30 new households will require pitches in Wiltshire.

Calculation: $30 \times 95\% = 29$ new pitches

New Households Forming in Bricks and Mortar

- 4.6.28 The population of Gypsies and Travellers accommodated in bricks and mortar accommodation is currently unknown, however an assumption has been made that approximately 30% of local Gypsies and Travellers live in such accommodation. An estimated 69 Gypsy and Traveller families/households living in bricks and mortar has been applied, as above.

Assumption: Findings from research for other GTAAs have indicated that a rate of household formation in bricks and mortar accommodation can range widely from 10% to 50% of GTAA respondents. The 2007 GTAA for Wiltshire and Swindon indicated 30% of respondents would require their own accommodation in the next 5 years, the majority of which would be seeking similar bricks and mortar accommodation. This is broadly supported by secondary data provided by officers at a number of workshops held between 2009 and 2011 and informal interviews with local Gypsies and Travellers.

Calculation: $69 \times 30\% = 21$

Pitch Requirements from Newly Formed Households in Bricks and Mortar

- 4.6.29 Secondary survey data undertaken between 2009 and 2011 suggests a general preference to remain in the study area given existing linkages to family and employment in the locality. On this basis, an assumption is made that all of the above 18 new households will require pitches in Wiltshire. The study area for the 2007 GTAA included Wiltshire County and Swindon Borough. Of all respondents, 100% expressed a desire to remain in the study area.

Assumption: It is unlikely that all of the above households will require independent accommodation as some inter-marriage of individuals and some over-claiming is likely to occur. As with other GTAA studies, an assumption has been made that it is likely only 40% of these individuals will likely require their own accommodation.

Calculation: $21 \times 40\% = 8$ new forming households

Therefore, the total for row 9 (sum of new pitches required for newly forming households from sites and houses) is 37 pitches (29 + 8).

Current Vacant Local Authority Pitches (Row 11)

- 4.2.30 The waiting list for the five council-owned sites currently consists of 14 “active” and 6 “archived” applications. Active refers to applications received within the past 6-12 months and achieved refers to older applications that although they have somewhere to live there is a desire to remain on the list. Of the 90 local authority plots, 5 are currently vacant. However, 3 of these have been allocated and are waiting for the incoming residents to finalise details and raise the required deposit. Other cases are still under review. In light of this, it is assumed that no vacant pitches exist at the time of undertaking this calculation (November 2011).

Authorised Pitches Currently Undeveloped (Row 12)

- 4.2.31 This relates to **undeveloped or unused pitches where planning permission had been granted but the site or pitch had yet to be developed.** The latest caravan

count and other secondary data collected do not provide a clear idea of undeveloped pitches on approved sites. It is therefore assumed that there are no pitches on authorised private sites that are undeveloped at the time of undertaking this calculation (November 2011).

- 4.2.32 The Bonnie Park site, in West Wiltshire, has planning permission for 10 pitches (one of which now has a permanent house on the site). The site previously consisted of 6 local authority managed pitches along with 3 privately managed pitches. The council's lease on its six pitches has expired and they have reverted to private ownership. The current owner is in the process of refurbishing the 6 former local authority pitches and re-letting as and when they become available. These pitches were unoccupied at the time of the July 2011 caravan count. There is, therefore, a potential supply of 6 undeveloped pitches.
- 4.2.32 In addition a site at Cricklade has permission for 10 pitches which has not yet been developed although the owner is currently looking at options for bringing this site forward.
- 4.2.33 There may be a temptation to include partially developed sites here. An assumption could be made based on anecdotal evidence that X number of private pitches remain undeveloped or unused (either as a percentage assumption or based on actual pitch numbers where available), however there are risks with such an approach. For example, planning permission may have been granted for a site with five pitches in 2010, however, the occupiers have since decided to only develop three pitches and 'bank' the remaining two to accommodate family growth. It might be unreasonable to assume these two pitches would become genuinely available over the 2011-2016 period and should therefore not be counted. However, these banked pitches help towards meeting the requirement for pitches post-2016. In addition, occupiers/owners of underutilised sites may restrict the occupancy of vacant plots to immediate or extended family members only. As a result, these unused plots may not be genuinely available over the 2011-2016 period and should not be counted.

Planning Applications Pending (Row 13)

- 4.2.34 Other GTAA studies have avoided dealing with speculation as to whether a pending application will get planning permission. Many factors can change the outcome of a planning application, even if the recommendation is likely to be favourable.
- 4.2.35 At the time of undertaking this calculation (November 2011), applications were currently under consideration for 3 pitches at Semington (W11.1206) and for 2 pitches at Brinkworth (N11.3115). This would reduce the identified outstanding need by 5 pitches. However, without pre-empting planning permission at these sites it would be inappropriate to consider these in the calculation.
- 4.2.36 If planning permissions are granted for additional new pitches, this can be counted against the additional pitch requirements through the normal process of monitoring and review.

New Pitches Planned (Row 14)

- 4.2.37 The number of pitches here generally relates to socially rented pitches or local authority initiatives and include new sites acquired by the local authority, sites that are waiting for grant funding, sites that have been delayed as a result of securing land, and so on. Row 12 includes only those sites, which have planning permission but are not yet developed. Row 14 includes those sites on which there is potential

for development and the Council is actively working to deliver this but which do not have planning permission currently. This would include sites allocated through the emerging Core Strategy.

4.2.38 At the time of undertaking this calculation (November 2011), there are a number of planning improvements to existing local authorities sites being proposed. An application for funding has been submitted to the HCA for the refurbishment of two council-owned sites and if successful work will commence in 2012. This includes:

- Lode Hill: Redesign to improve access as well as facilities with an increase in pitches from 10 to 12
- Thingly: Redesign and improvement of facilities involving an extension to the current site. Pitches would increase from 23 to 31.

This anticipated provision has been included in the calculation.

Vacancies on Socially Rented Sites (Row 15)

4.2.39 There is currently an occupancy rate of 96% on local authority sites (October 2011). Officers have indicated a vacancy rate generally observed of between 3 and 4%, which is consistent with the vacancy rate observed for bricks and mortar social housing. The July 2011 caravan count indicates there are currently 90 households on local authority sites (socially rented sites).

Assumption: It is assumed that the vacancy rate on Council sites will continue to be approximately 4%. This is similar to assumptions commonly held in other GTAA studies that there is a vacancy rate of 5% per annum over a 5 year period when identifying additional supply. This will therefore be applied when identifying vacancies on socially rented sites between 2011 and 2016.

Calculation: $90 \times 4\% = 3.6 \times 5 \text{ years} = 18 \text{ pitches}$

Additional Supply 2011-2016 (Row 16)

4.2.40 This identifies the total additional supply anticipated over the next five years by taking the sum of rows 11 to 15. An additional supply of 23 pitches is identified between 2011 and 2016.

Extra Residential Pitches Required 2011-2016 (Row 17)

4.2.41 This identifies the required pitch need for the next five years (2011 to 2016) produced from taking from the sum of row 16 (additional supply) from the sum of row 10 (additional need). This identifies a required need of 48 residential pitches between 2011 and 2016.

4.3 Residential Pitch Requirements 2016-2021

4.3.1 DCLG guidance and the brief provided by Wiltshire Council identify the accommodation need over a five-year period up, along with an indication of likely need over a ten-year period. A projection of anticipated household growth between 2016 and 2021 has been undertaken for each area within Wiltshire, which fulfils the requirement to identify not only short-term need but also long-term need for new Gypsy and Traveller accommodation in existing guidance and the emerging PPS for traveller sites.

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4.3.2 It is difficult to predict trends in living arrangements in the next decade and what impact the implementation of strategies to address the national shortage of sites and pitches for Gypsies and Travellers will have. This projection does not factor in such things as changes to population, lifestyles, and preference for location and accommodation types. It also does not take account of the impact of future action of new planning consents, enforcement action, or new legislation that may arise.

4.3.2 A number of assumptions have therefore been made:

- That the number of pitches will be based on the 2011 total with the addition of pitches required between 2011 and 2016 (196 + 43 = 239);
- That the number of housed Gypsies and Travellers between 2011 and 2016 remains constant across the study area;
- That each household will require a pitch; that the rate of household growth between 2016 and 2021 is 3% per annum compound as used in DCLG guidance;
- That the need for sites amongst new households on sites is in line with the preferences and assumptions applied in calculations of the 2011 to 2016 requirement; and,
- That the need for sites among those in new households in houses is in line with preferences and assumptions applied in calculations of the 2011 to 2016 requirement.

4.3.3 A calculation for Wiltshire as a whole shows a need for 40 additional pitches between 2016 and 2021. This need has been distributed on the basis of where need is likely to arise in each of the three Housing Market Areas of Wiltshire, as identified in Tables 7 to 10 (a discrepancy exists between the total identified below and the figures identified in Tables 8 to 10 as a result of rounding off).

TABLE 7 Calculation of Residential Pitch Requirement 2016 – 2021 in the Wiltshire	
Element	Households / Families / Pitches
Baseline	
Housed in 2011	Approx. 69 families
Projected Housed 2016	Approx. 79 families
Authorised Pitches 2011	196 pitches
Pitches Added 2011-16	43 pitches
Additional Households Formed 2016-2021	
From amongst housed families	13 families
From amongst families on sites	38 families
Pitch requirements 2016-21	
From housed families	4 pitches
From families on sites	36 pitches
Total Requirement 2016-2021	
Requirement for extra residential pitches 2016-2021	40 pitches

4.4 Pitch Requirement at a Local Level

4.4.1 Wiltshire has been divided into three Housing Market Areas in the Strategic Housing Market Assessment, which identifies the need for conventional housing. Similarly, the assessment undertaken to identify the need for additional Gypsy and Traveller pitches has been divided into the three Strategic Housing Market Areas of Wiltshire – West (comprising North and West Wiltshire), East Wiltshire and South Wiltshire. Tables 8 to 10 apply the same methodology used at a county level, as shown in 4.2 above.

- 4.4.2 The identified need draws on various data sources, including survey findings in the 2007 GTAA and secondary data collected over the course of the study between 2009 and 2011. This includes informal interviews with Gypsies and Travellers across the study area on a range of sites, including local authority sites, sites with permanent or temporary permission, and unauthorised pitches. A number of targeted workshops have also been held with key stakeholders and officers.
- 4.4.3 The resultant pitch calculations reflect need where it arises following the existing distribution of residential pitches within the study area. This will inevitably reinforce existing settlement patterns. This approach has been applied in similar GTAA studies and reflects a desire within the Gypsy and Traveller community to settle in areas of the county where there are existing linkages through family or employment sources, as well as access to key transportation routes.
- 4.4.4 In line with similar GTAA studies, no allowance has been made for new households likely to arrive from elsewhere. It is assumed that such need will be accommodated by existing households within the study area moving to neighbouring authorities or elsewhere in the UK. This approach is supported by the commonly held research assumption that pitches becoming vacant and current Wiltshire encampments relocating when families move on will balance households arriving from elsewhere.
- 4.4.5 It is anticipated, with a new duty to cooperate with neighbouring authorities, that there is scope for Wiltshire Council to work collaboratively with neighbouring authorities to assess and provide for additional need, such as transit provision. The need for transit provision within Wiltshire has been calculated separately in section 4.6 below.

4.4.6 **New Provision – West Wiltshire HMA**

West Wiltshire currently has the highest concentration of private authorised sites in the county with a total of 115 authorised pitches on 28 sites. In addition, there are currently two authorised local authority sites. The Thingley site in North Wiltshire currently has 23 pitches, although there are plans to increase its capacity to 31 pitches. Table 8 suggests a need for 8 additional residential pitches over the next five years, with a further 20 required in the five years following 2016.

TABLE 8 Calculation of Residential Pitch Requirements of West Wiltshire (2011 to 2021)

Element	Families / Households / Pitches
Current Residential Supply (November 2011)	
1. Socially rented pitches	30
2. Pitches on private authorised sites	92
3. Total pitches / households (Row 1 + Row 2)	122
Additional need in November 2011 and arising 2011 to 2016	
4. Overcrowding on local authority sites	2
5. Net movement from housing to sites (2011-2016)	5
6. Unauthorised development	2
7. Unauthorised encampment (2011-2016)	2
8. End of temporary planning permission (2011-2016)	7
9. New household formation (2011-2016)	21
10. Additional Need 2011-2016 (Rows 4 to 9)	39
Additional supply 2011-2016	
11. Current vacant local authority pitches	0

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12. Authorised pitches currently undeveloped*	16
13. Planning applications pending	0
14. New pitches planned**	8
15. Vacancies on socially rented sites (2011-2016)	6
16. Additional supply 2011-2016 (<i>Rows 11 to 15</i>)	31
Additional residential pitch requirement	
17. Extra residential pitches requires 2011-2016 (<i>row 10 – 16</i>)	8
18. Extra residential pitches required 2016-2021	20
19. Extra residential pitches required 2011-2021 (<i>rows 17 + 18</i>)	28

* Bonnie Park and Cricklase (see earlier comments)

** Planned redesign and improvements to Thingley site will increase pitches from 23 to 31.

Note: The above table is primarily based on data provided from the July 2011 DCLG Caravan Count and secondary data including planning permissions granted since July 2011 (updated to end November 2011)

4.4.7 New Provision – East Wiltshire HMA

This area includes the former Kennet district. An assessment of need for additional residential pitches in this area has historically been problematic. Only one authorised site currently exists in the area with a single caravan in the latest July 2011 count. The calculation in Table 9 suggests a potential need for additional pitches in the area, although the demand for such provision in this area might be low given historical settlement patterns. There may however be scope to identify suitable emergency stopping places within this area of Wiltshire to facilitate movement through the district during peak travel periods when unauthorised encampments associated with Avebury, the summer solstice and Druid festivals, are likely to occur.

TABLE 9 Calculation of Residential Pitch Requirements of East Wiltshire (2011 to 2021)	
Element	Families / Households / Pitches
Current Residential Supply (November 2011)	
1. Socially rented pitches	0
2. Pitches on private authorised sites	1
3. Total pitches / households (<i>Row 1 + Row 2</i>)	1
Additional need in November 2011 and arising 2011 to 2016	
4. Overcrowding on local authority sites	0
5. Net movement from housing to sites (2011-2016)	0
6. Unauthorised development	0
7. Unauthorised encampment	1
8. End of temporary planning permission (2011-2016)	0
9. New household formation (2011-2016)	1
10. Additional Need 2011-2016 (<i>Rows 4 to 9</i>)	2
Additional supply 2011-2016	
11. Current vacant local authority pitches	0
12. Authorised pitches currently undeveloped	0
13. Planning applications pending	0
14. New pitches planned	0
15. Vacancies on socially rented sites (2011-2016)	0
16. Additional supply 2011-2016 (<i>Rows 11 to 15</i>)	0
Additional residential pitch requirement	
17. Extra residential pitches requires 2011-2016 (<i>row 10 – 16</i>)	2

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18. Extra residential pitches required 2016-2021	1
19. Extra residential pitches required 2011-2021 (rows 17 + 18)	3

Note: The above table is primarily based on data provided from the July 2011 DCLG Caravan Count and secondary data including planning permissions granted since July 2011 (updated to November 2011)

4.4.8 New Provision – South Wiltshire HMA

South Wiltshire encompasses the old Salisbury district, which has a good supply of authorised sites. The majority of local authority pitches are located in this area of Wiltshire, with 60 pitches currently provided. There are also plans to increase the existing provision at Lode Hill by 2 pitches. Table 10 identified a need for up to 33 residential pitches over the next five years with a further 17 pitches likely in the five years following 2016. This reflects the strong desire of local Gypsies and Travellers to settle in this area of the county. Provision in the south of the county appears relatively high compared to that required in the west. This is explained by the number of permissions that have come forward in the west in recent years regularising occupancy of these sites. In contrast, in the south, there are a high number of ‘tolerated’ unauthorised sites in the south. (See Appendix B) Many of these sites have existed for many years and could apply for a ‘certificate of lawfulness’ to regularise their use but this hasn’t happened. An element of need in the south could be met quickly through the regularisation of these sites.

TABLE 10 Calculation of Residential Pitch Requirements of South Wiltshire (2011 to 2021)

Element	Families / Households / Pitches
Current Residential Supply	
1. Socially rented pitches	60
2. Pitches on private authorised sites	13
3. Total pitches/ households <i>Row 1 + Row 2</i>	73
Additional need in November 2011 and arising 2011 to 2016	
4. Overcrowding on local authority sites	3
5. Net movement from housing to sites (2011-2016)	4
6. Unauthorised development*	15
7. Unauthorised encampment (2011-2016)	2
8. End of temporary planning permission (2011-2016)	7
9. New household formation (2011-2016)	14
10. Additional Need 2011-2016 (<i>Rows 4 to 9</i>)	45
Additional supply 2011-2016	
11. Current vacant local authority pitches	0
12. Authorised pitches currently undeveloped	0
13. Planning applications pending	0
14. New pitches planned**	2
15. Vacancies on socially rented sites (2011-2016)	10
16. Additional supply 2011-2016 (<i>Rows 11 to 15</i>)	12
Additional residential pitch requirement	
17. Extra residential pitches requires 2011-2016 (<i>row 10 – 16</i>)	33
18. Extra residential pitches required 2016-2021	17
19. Extra residential pitches required 2011-2021 (<i>rows 17 + 18</i>)	50

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* The vast majority of these households are on tolerated sites. This need can be immediately met should the local authority be mindful to regularise the development through the granting of a permanent planning permission or certificate of lawfulness.

** A plan exists to redesign the Lode Hill site, increasing pitches from 10 to 12

Note: The above table is primarily based on data provided from the July 2011 DCLG Caravan Count and secondary data including planning permissions granted since July 2011 (updated to November 2011)

4.5 Transit Provision

4.5.1 Historically Gypsies and Travellers have had a cultural tradition of travelling. In recent years, for a variety of reasons, this community has become increasingly settled. However, a significant portion of the Gypsy and Traveller community continue to travel and the existence of transit and stopping places can facilitate this. The growing New Traveller community has also highlighted the need for transit sites or temporary stopping places. Cooperation with neighbouring authorities will be required to establish an effective network of sites and reduce the incidence of unauthorised encampments.

4.5.2 The calculation of need for transit accommodation adopts an approach used in other GTAA studies whereby two elements are considered: data from the twice yearly DCLG Caravan Count and information on the existence of private transit provision in the study area. The caravan count identifies unauthorised encampments as caravans on unauthorised sites not owned by Gypsies and Travellers (both 'tolerated' and 'not tolerated'). This is generally a good indicator of a need for transit accommodation.

TABLE 11 Caravans on Sites on land not owned by Gypsies and Travellers (DCLG Caravan Count data)						
Area	Jul 2011	Jan 2011**	Jul 2010*	Jan 2010	Jul 2009	Average***
West Wiltshire*	3	-	6	7	19	9
East Wiltshire	14	-	4	4	5	7
South Wiltshire	3	-	4	10	11	7
All	20	17	34	20	35	28

* Includes North Wiltshire

** Regional breakdown not known at the time report was produced (November 2011)

*** Average over 4 counts

4.5.3 Generally, higher levels of unauthorised encampments occur during summer months and are related to festivals and fairs taking place in the area. The highest concentration of unauthorised encampments tends to be focused in northern areas of Wiltshire, which currently has no transit site.

4.5.4 In line with other GTAA studies, transit accommodation requirements are generally calculated in terms of caravan capacity rather than pitches. DCLG data records one local authority transit site in Wiltshire. Odstock Transit Site in South Wiltshire provides capacity for 12 pitches, but has never been fully occupied. At the time of this report being prepared, vacancy at the Odstock Transit Site was observed to be 80%. Proximity to an existing permanent residential site has resulted in a number of issues. Consultation with the local Gypsy and Traveller community at the site indicated the site is rarely used and may be in the wrong location.

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- 4.55 In light of existing provision, the 2007 GTAA suggested no additional need for transit pitches given the current provision. However, the report did indicate a potential need for a transit site in North Wiltshire. The findings of the 2007 GTAA were disputed through the RSS EiP, whereby a need for additional transit pitches across Wiltshire was identified. The need however was questioned, as it was not immediately clear how the figures were calculated (see Table 2).
- 4.5.6 Wiltshire Council does not keep a consistent record for logging or reporting the frequency and location of unauthorised encampments across the county. An attempt at maintaining such a record has been undertaken since April 2011, although it is too early to extrapolate any patterns or trends. Between April and September 2011, New Travellers accounted for 7 out of 15 separate unauthorised encampments observed. These occurred before, during and after the Solstice festivals. Other encampments by Irish Travellers and Romany Gypsies were also observed.
- 4.5.7 Given the lack of consistent records, the range indicated in Table 11 of between 17 (January 2011) and 35 (July 2009) unauthorised encampments may in reality be much higher than that recorded. If the objective of transit sites is to provide an alternative to illegal or unauthorised encampments at all times, then the transit capacity should address the need arising at peak times rather than an average level of unauthorised encampment. Such need could also be addressed through the provision of emergency stopping places throughout the county.
- 4.5.8 Table 12 below compares unauthorised encampments recorded in the DCLG Caravan County and the transit capacity identified for Wiltshire.

TABLE 12 Peak Encampment Levels Compared to Local Authority Transit Capacity				
	West Wiltshire	East Wiltshire	South Wiltshire	All
Peak Encampment Level*	19	14	11	44
Local Authority Transit Capacity**	0	0	12	12
Difference	19	14	-1	32

* Based on the peak observed over the last five DCLG Caravan Counts

** Based on DCGL data on Gypsy sites provided by local authorities, January 2011

Note: The above table excludes private transit provision of 4 pitches at Four Oaks, Lydiard Millicent as this is not available to all potential travellers through the county but limited to friends and family.

- 4.5.9 Based on the information available to the study team, we would recommend that additional transit caravan capacity be established in 2011-2016 at a level of 25 caravans. This will address any potential repeat unauthorised encampments that may have been observed in the previous caravan counts. It is recommended that this provision be distributed approximately in accordance with the distribution of unauthorised encampments in the last five DCLG Caravan Counts. Table 13 below provides an indication of distribution.

TABLE 13 Distribution of Proposed Additional Transit Caravan Capacity				
	West Wiltshire	East Wiltshire	South Wiltshire	All
Cumulative DCLG Count*	35 (39%)	27 (30%)	28 (31%)	90 (100%)
Transit Capacity Recommended	10	7	8	25

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* Based on total number of unauthorised caravans in the past five DCLG Caravan Counts (July 2009 to July 2011)

- 4.5.10 Provision of transit accommodation may be accommodated on private or public land, including formal sites and informal stopping places. A range of options would accommodate the range of needs that exist in the Travelling community, not just the needs of Gypsies and Travellers but also New Travellers. A network of traditional stopping places such as green lanes and verges previously existed in the area. A policy could be adopted to reopen these areas to allow for temporary stopping places.
- 4.5.11 Survey data in the 2007 GTAA suggested a preference for smaller transit sites with approximately 64% of respondents suggesting a preference for sites of 15 pitches or less. Further secondary data obtained through informal interviews and targeted workshops undertaken between 2009 and 2011 suggest a similar desire for sites of between 5 and 10 pitches. It is widely agreed and recommended that the identified need for transit pitches be accommodated through a number of sites rather than a single site.

Preferred Approach: Transit Need

A need for 25 transit pitches has been identified for 2011 to 2016, which will be distributed across Wiltshire's three Strategic Housing Market Areas.

It is recommended that Wiltshire Council cooperate with neighbouring authorities in identifying further need for transit sites, along with a network of emergency stopping places at a more regional level.

Rejection Option: No Transit Provision

It would be unsound to make no provision for transient members of the travelling community. The ability of Wiltshire Council to undertake enforcement action on unauthorised encampments will be strengthened with the provision of transit pitches across the county.

4.6 Travelling Showpeople

- 4.6.1 As required by the Housing Act 2004 and DCLG guidance on accommodation assessments, local authorities must address the accommodation needs of Travelling Showpeople. Travelling Showpeople's sites, usually referred to as yards, normally contain residential accommodation, storage and maintenance area, depending on the needs of the site's occupiers. Business uses normally operate alongside the residential uses of the site. Guidance provided by DCLG requires that business uses on the site should have regard to the safety and amenity of the occupants, their children and neighbouring residents.
- 4.6.2 Consultations undertaken with the local Travelling Showpeople community in 2009 and 2010 and supported by information issued by the Showmen's Guild indicate that the issues affecting Gypsies and Travellers are similar to those affecting Travelling Showmen. There are rare issues of concealed households within existing pitches/households, overcrowding of residential pitches, lack of amenity space on existing sites, and lack of adequate space for business vehicles and equipment storage. For those Showpeople yards that act more as a permanent base during winter months, access to key services such as schools, medical facilities and shops is important, particularly with elderly and school-aged members of the community.
- 4.6.3 The GTAA for Wiltshire and Swindon did not examine the needs of the Travelling Showmen community in its assessment. In undertaking a light touch review of the 2007 GTAA, the following sites were identified in the Study Area:

Number of Travelling Showmen Caravans and Estimated Number of Households (Based on January 2011 Caravan Count)²²				
	Number of Sites	Number of Authorised Caravans	Number of Unauthorised Caravans	Estimated Number of Households²³
West Wiltshire*	1	10	0	3
South Wiltshire	2	22	0	6
East Wiltshire	1	0	14	4
ALL	4	32	10	13

* Includes North Wiltshire

- 4.6.4 The study team undertook one interview with a member of the Travelling Showpeople community and visited a local site as part of work related to the Issues and General Approach report, prepared in early 2010. Sites tend to be located close to key transportation routes to facilitate easy access to employment opportunities.
- 4.6.5 The evidence base as it relates to Travelling Showmen is limited and not robust enough to extrapolate with any degree of certainty the need for additional plots beyond 2011. Caravan Count data had only recently begun to include counts of Travelling Showpeople yards. However, the feedback received from the Travelling Showpeople community and secondary evidence collected appears to support the need for additional plots over the next 5 to 10 years. Although the 2007 GTAA identified no new provision for Travelling Showmen, the RSS Review of the GTAA indicated that up to 5 plots would be required up to 2011. At the time this topic Paper had been prepared, that identified need has not yet been met (November 2011).
- 4.6.6 Consultation on Core Strategy Policy 31, and previously the Issues and General Approach, indicated need had been under-estimated for the Travelling Showpeople community. Several representations, including consultations with the local Showpeople community, have indicated a need of at least 10 plots. This need has been identified based on anticipated family growth over the next 5 to 10 years and older children requiring their own plots.
- 4.6.7 It is recommended that additional consultations be undertaken with the local Travelling Showmen community, the Showmen's Guild and Wiltshire Council to ascertain the accommodation needs of this community.
- 4.6.8 Local evidence, supported by national research, suggests Travelling Showpeople would require permanent sites with year-round use. There is a preference among this community for owning their site and would need to be of a sufficient size to residential uses and storage of vehicles and equipment. It is assumed that 3.7 trailers or habitable vehicles constitute a household, as per the figures outlined in the West of England GTAA (2007) and other similar studies.

²² The January 2011 Caravan Count is used given the likelihood that in July Travelling Showpeople are more likely to be at events elsewhere away from their winter base. Using this count would provide a more accurate reflection of caravans present in the county.

²³ National research, particularly on GTAAs undertaken for the West of England, indicate an average of 3.7 caravans per Travelling Showpeople households. This assumption is used in calculating household size for Travelling Showpeople yards for Wiltshire.

5 CORE STRATEGY POLICY

- 5.1 In preparing this Topic Paper, a review of core policy 31 in the Wiltshire Core Strategy consultation document was undertaken. (Core policy 47 in the submission draft) The draft policy identified a number of general criteria, which proposals for Gypsy and Traveller pitches must satisfy. The objective is to provide a strategic planning policy context to deal with applications for sites in advance of the adoption of the Gypsy and Traveller DPD and reflects the emerging advice contained within the draft PPS, which seeks to align policies for Gypsy and Traveller sites with conventional housing.
- 5.2 The key issues in the draft Core Strategy policy was the proposed pitch provision for the period 2006-2016. This has been addressed through the assessment undertaken in Section 4 of this Topic Paper.

Meeting the Needs of Travelling Community

Provision should be made to help meet the accommodation needs of all of Wiltshire's communities, including the Gypsy and Traveller community and Travelling Showpeople, who normally reside in or travel to the County²⁴. The development of new permanent and transit Gypsy and Traveller caravan sites in suitable and sustainable locations will be considered in accordance with the criteria set out in Core Policy 47. Topic Paper 16: Gypsies and Travellers provides an outline of how the requirement for new pitches has been determined and the basis of the criteria proposed. The provision of new transit pitches will enable pitches to be provided to meet the need of Gypsies and Travellers who come to the area but have no permanent places to stay or are travelling through the area. A network of Emergency Stopping Places will also be investigated to help meet the need for transit pitches and provide the travelling community with a range of options. This approach may be particularly suitable for New Travellers who rely less on the need for permanent residential pitches.

The Council will use national policy and a criteria-based approach to identify the most suitable sites for Gypsy and Traveller pitches. A Gypsy and Traveller Site Allocations Development Plan Document will be prepared to add policy detail to the interpretation and implementation of Core Policy 47 and identify specific sites to be allocated to deliver the pitch requirements set out in it.²⁵ Applications that are submitted before the DPD is prepared will be assessed against the general criteria set in Core Policy 47.

In 2011, Government published a draft Planning Policy Statement (PPS) on planning for traveller sites, which includes the general principle of aligning planning policy on traveller sites more closely with that for other forms of housing. It also requires Wiltshire Council to demonstrate a five-year supply of residential pitches against a long-term target based on clear evidence. Core Policy 47 reflects this approach by introducing a set of criteria against which potential sites will be tested and by identifying a requirement for new pitches to 2021. The criteria have regard to local amenity, access to facilities and impact on the landscape in a similar way to policies for general housing.

²⁴ The council are researching the impact of 'bargees' or 'boaters' on the canal network as part of the Wiltshire Travellers Strategy and looking at a strategy for emergency stopping places to respond to the needs of new travellers.

²⁵ The Council consulted on the 'Issues and General Approach' to Gypsies and Travellers in April 2010. The detailed, criteria-based approach set out in that report will be carried forward to the Site Allocations DPD and become the basis for the assessment of sites.

A review of the 2006 Gypsy and Traveller Accommodation Needs Assessment (GTAA) was undertaken in November 2011.²⁶ As a result, a need for 44 additional residential pitches over the next five years (2011-2016) in Wiltshire has been identified. A projection of anticipated need between 2016-2021 has also been identified with approximately 38 residential pitches required. The review of need took into consideration the supply of permanent pitch provision since April 2006 to November 2011 (see Table 22 below) and evidence presented by the July 2011 caravan count.

The preference in meeting need in the future is for small, private sites.

Housing Market Area	Permitted (Apr 06-Nov 2011)	With temporary permission in Dec 11	Applications pending in Dec 11
West Wiltshire*	67	3	10
South Wiltshire	1	2	8
East Wiltshire	0		0
Total	68	5	18

* Includes North Wiltshire

Core Policy 31 – Meeting the Needs of Travelling Community

Provision should be made for 82 permanent pitches for Gypsies and Travellers, 25 transit pitches and 5 plots for Travelling Showpeople during the period 2006 to 2021. Permanent and transit residential pitches should be distributed and phased as follows:

Housing Market Area	Proposed Requirement		Transit Provision (2006-21)
	2011-16	2016-21	
West Wiltshire*	9	20	10
South Wiltshire	33	17	8
East Wiltshire	2	1	7
Total	44	38	25

* Includes North Wiltshire

Proposals for new Gypsy and Traveller pitches or Travelling Showpeople plots/yards will only be granted where there is no conflict with other planning policies and where no barrier to development exists. New development should be situated in sustainable locations, with preference generally given to previously developed land or a vacant or derelict site in need of renewal. Proposals must satisfy the following general criteria:

²⁶ Topic Paper 18: The Travelling Community provides a detailed explanation of the methodology used for the review.

- I. No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where conventional housing would not be suitable.
- II. It is served by a safe and convenient vehicular and pedestrian access. The proposal should not result in significant hazard to other road users.
- III. The can be properly serviced and is supplied with essential services, such as water, power, sewerage and drainage, and waste disposal. The site must also be large enough to provide adequate vehicle parking, including circulation space, along with residential amenity and play areas.
- IV. It is located in or near to existing settlements within reasonable distance of a range of local services and community facilities, in particular schools and essential health services. NB This will be defined in the methodology outlined in the Site Allocations DPD.
- V. It will not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and is sensitively designed to mitigate any impact on its surroundings.

In Assessing sites for Travelling Showpeople or where mixed-uses are proposed:

- VI. The site and its surrounding context are suitable for mixed residential and business uses, including storage required and/or land required for exercising animals, and would not result in an unacceptable loss of amenity and adverse impact on the safety and amenity of the site's occupants and neighbouring properties.

It is recommended that pre-application advice is sought on all proposals for new Gypsy and Traveller pitches or Traveller Showpeople yards. Early engagement with the local community is recommended to ensure sites are developed sensitively to their context.

6 CONCLUSIONS & RECOMMENDATIONS

- 6.1 The Topic Paper has identified a need for 44 residential pitches over the period 2011 to 2016 across the three Strategy Housing Market Areas within the Study Area. A further projected need of 38 residential pitches has also been identified for 2016 to 2021. The calculation and distribution of this has been dealt with in Sections 4.1 to 4.4. The identified need should be adjusted as required through the regular monitoring and review procedures of the core strategy.
- 6.2 A need for 25 transit pitches up to 2016 has been identified in Section 4.5 of this report, with a distribution across the three Strategic Housing Market Areas. Provision beyond 2016 will need to be assessed against new robust data for unauthorised encampments between 2011 and 2016 through the regular monitoring and review procedures of the Core Strategy.
- 6.3 At least 5 Travelling Showpeople's plots will be needed by 2016, although a more robust evidence base will likely be required through the normal process of monitoring and review when assessing on-going need.
- 6.4 Table 13 below provides a summary of the pitch requirement:

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TABLE 13 Summary of Proposed Pitch Requirement 2011-2021			
	Proposed Residential Provision (2011-2016)	Projected Residential Need 2016-2021	Transit Pitches (2011-2016)
West Wiltshire	9	20	10
South Wiltshire	33	17	8
East Wiltshire	2	1	7
ALL	44	38	25

APPENDIX A:
**Wiltshire Core Strategy Consultation Document – Comments
Received in Relation to Draft Core Policy 31**

<p>Minety Parish Council Core Policy 30 and 31. It is apparent that North Wiltshire has more than its fair share of Gypsy and Traveller settlements and these should be distributed more equitably. The criteria for allowing settlements as stated in Core Policy 31 should be fully enforced. The settlement in Minety would fail on several accounts, as was demonstrated during the Planning Appeals, but it was still allowed.</p>
<p>Campaign to Protect Rural England Core Policy 31 The distribution of pitches is uneven. Too many pitches are assigned to North, 51 compared to South 21, East 6 and West 15. The residual requirement of 12 for North should be re-distributed.</p>
<p>Mr J Harmer Re Core Policy 31, Cricklade and Minety have been faced with gypsies/travellers moving in and determining their own locations, then applying retrospectively for planning permission and thus totally ignoring the proper process. The local communities are expected to absorb this influx with its additional demand on local services without any contribution to public funding (e.g. S106 contributions) - hence this area of Wiltshire already accommodates more than its fair share of such provision. This Policy appears largely irrelevant therefore, as by the time it gets approved the position will already be decided as gypsy/travellers have taken matters into their own hands. If the planning process is to be respected by everyone then it needs to be applied to everyone without discrimination. Location of such sites should receive proper scrutiny with local people affected given the chance to be consulted and we should not be faced with responding to unilateral action taken in advance of the proper process.</p>
<p>Mr R Burden Core Policy 31 Meeting the needs of Gypsies and Travellers This seems to have an additional element of complication in referring to four zones of the County whereas three zones are mentioned in the housing assessment and these appear to be different from the Community Areas (or at least are not identified in the document as to which Community Areas comprise which zone).</p>
<p>Councillor, Wiltshire Council CORE POLICY 31 Object most strongly to the high number of pitches listed for North Wiltshire. Locally there is rising concern among young people when they see home being set up in delightful areas - and away from facilities. They point out that they are unable to enjoy such a privilege. Locally it is felt that there should be a guide of a percentage of such sites v the local numbers of residents as we can foresee problems arising in the future.</p>

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Kennet and Avon Boating Community

Core Policy 31 Meeting the needs of Gypsies and Travellers All boat dwellers without a permanent mooring for their boat that has full residential planning permission should be included in this policy. Boat dwellers in Wiltshire are at risk of homelessness due to unlawful enforcement by British Waterways. Wiltshire Council needs to take action to assess their needs and protect them from homelessness.

Alternatively, a costed strategy is needed to mitigate the serious homelessness consequences of British Waterways' unlawful enforcement activities against boat dwellers within the County. I have previously submitted a briefing on this subject to James Millard of the Core Strategy Team and I am disappointed to find that no action will be taken on the issue. A copy of the briefing is attached. In addition, included for information below is an extract from the National Bargee Travellers Association response to the

Government's consultation on planning for gypsy and traveller sites: The current definitions of "gypsies and travellers" and "travelling showpeople" should be retained. However "Bargee Travellers" should be added to these definitions as a third category. There is currently no recognition of Bargee Travellers anywhere in Government policy or in law. This has created a dangerous policy vacuum which allows navigation authorities, local authorities and riparian landowners to violate the rights of Bargee Travellers under Articles 6, 8, 14, and Protocol 1 Articles 1, 2 and 3 of the European Convention on Human Rights and under the Equality Act. Bargee Travellers should be recognised as "Travellers" for the purpose of the 2004 Housing Act and for the purpose of planning policy guidance. Bargee Travellers should also be recognised as a specific minority group for the purposes of the Equality Act and the Human Rights Act.

The term "Bargee Travellers" should include any person whose only or main home is a boat and who does not have a permanent mooring for their boat with planning permission for all-year-round residential use. The lack of security of tenure for non-residential boat moorings also needs to be addressed by Government. The issue of poor or no security of tenure for boat dwellers living on permanent moorings with residential planning permission is also of concern to the NBTA (as well as to the Residential Boat Owners Association and the National Association of Boat Owners) and needs to be resolved by Government intervention as well. In April 2009 the NBTA asked the DCLG for determination that Bargee Travellers were included under Section 225 of the Housing Act 2004. The Secretary of State DCLG stated that "there is no reason why Bargee Travellers should not be considered to fall within the appropriate definition. Paragraph 2b of the Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006 states that 'gypsies and travellers' means (b) all other persons of a nomadic habit of life, whatever their race or origin..." As such, Section 225 of the Housing Act 2004 covers Bargee Travellers. In April 2009 the Secretary of State also determined that the definition of Gypsies and Travellers in Circular 01/06 (now rescinded) was fully capable of incorporating Bargee Travellers and the definition of Gypsies and Travellers in the Housing Act 2004 specifically related to Bargee Travellers. We know that a statement of interpretation by a Secretary of State clearly constitutes a determination. This can be overruled by the Courts but nevertheless does not dilute its efficacy. Obviously if there is ambiguity in the intention of Parliament regarding this legislation then the proper forum to resolve ambiguity is in the Administrative Court. The two-yearly Gypsy and Traveller Accommodation Assessments, including caravan counts, are clearly a fundamental mechanism for determining what is required to support Gypsies and Travellers of all kinds. We note that caravan counts have excluded Bargee Travellers and therefore this is something the Administrative Court may be asked to rule on, remembering that Article 8 of the European Convention on Human Rights is engaged in the case of Bargee Travellers. The Equality Act 2010 stipulates that a demographic group such as that described as Bargee Travellers (constituted on the basis of philosophy) is a protected group. This means that Article 14 of the European Convention on Human Rights is engaged and so for Bargee Travellers to be excluded from Caravan Counts and Gypsy and Traveller Accommodation Assessment constitutes a violation of their Article 14 rights. The Department for Communities, with its responsibility for policy on Gypsies and Travellers, has a duty to ensure that all legislation and policy regarding Gypsies and Travellers complies with the Human Rights Act, the Equality Act, the Housing Act and any other cross-departmental legislation including provisions for the enforcement of statutory obligations on Local Authorities, quasi-public bodies and other bodies carrying out statutory functions. There should be an obligation for Bargee Travellers to be included in all assessments of the accommodation needs of Gypsies and Travellers. We draw the Secretary of State's attention specifically to Kay & Ors v United Kingdom [2010] ECHR 1322 in which it is perfectly clear that Article 8 of the European Convention on Human Rights applies to housing needs and that Bargee Travellers enjoy these rights no less than other groups, and if anything, more than other groups given their lack of any other rights.

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Kennet and Avon Boating Community

Core Policy 28 Providing affordable homes Residential boat moorings must be recognised as a form of affordable housing. As a matter of urgency, local planning policy on residential boat moorings must be changed to reflect the fact that the impact of these is far less than the impact of bricks and mortar dwellings. Living on boats without a mooring must also be viewed as a form of affordable housing and supported as such.

Derbyshire Gypsy Liaison Group

Thank you for notifying us of the above consultation document. Section 6.3.19 of the document relates to 'Meeting the needs of Gypsies and Travellers' (please note that 'Gypsies' and 'Travellers' should appear with capital letters). This section of the consultation document makes only a passing reference to a Gypsy and Traveller Site Allocations DPD (paragraph 6.3.23), which implies it to be a document that will be prepared in the future. However my colleague drew my attention to the April 2010 draft Gypsy and Traveller Site Allocations DPD which, in a recent appeal hearing, was used by the Council for development control purposes. I have concerns over the Gypsy and Traveller Site Allocations DPD (April 2010) in that it is not in conformity with national policy, or with the draft Core Strategy policy. I am not clear about the relationship between that DPD and the Core Strategy, which I why I raise the issue here. Paragraph 6.3.22 of the consultation Core Strategy sets out that: "The council will use national policy and the criteria-based approach to identify the most suitable sites for Gypsy and Traveller pitches and will produce supplementary guidance on the interpretation and implementation of Core Policy 31." The criteria-based policy in the Core Strategy should enable the assessment of planning applications and guide the allocations process. If further interpretation of the policy is necessary for the assessment of planning applications, then this should be set out in the supporting text of the policy for clarity and to ensure a comprehensive policy approach. Paragraph 6.3.22 also adds to the confusion over which documents form (or will form) the council's planning policies on Gypsy and Traveller sites – will this "supplementary guidance" be in addition to the Site Allocations DPD? In terms of the policy itself, I have concerns over the short life-span of the in relation to the pitch targets and the lack of certainty beyond 2016. As a minimum, reference should be made to an evidence base for the purposes of monitoring and review, particularly since the Gypsy and Traveller Accommodation Assessment for the County was completed in 2006. This is of particular importance due to emerging national policy, which as recognised in paragraph 6.3.22, puts emphasis on a 5-15 year pitch supply. Where the policy states "In appropriate location outside or within settlement boundaries where no planning policy or other barrier to development exists...." it should be amended so that 'In appropriate locations' is deleted, since the criteria themselves should set out what is an 'appropriate location'. Furthermore, the wording 'where no planning policy or other barrier to development exists' should also be deleted, since the barriers to development should again be specified more clearly in the policy (the criteria) and the current wording allows for other planning policies to be chosen at random to refuse applications or stifle the allocations process (for example, in Circular 01/2006 it specifically states that local nature conservation designations cannot be used in themselves to refuse planning permission, but the Core Strategy policy would enable reference to just such a policy in its decision making process). Criterion 1 of the policy in its current form is inappropriate because of the reference to conventional housing. Living accommodation on Gypsy and Traveller sites tends to be, as a general rule, caravans or mobile homes. Such accommodation tends to be more vulnerable to flooding (as reflected in PPS25), is less sound proof compared to conventional housing (as considered in the Communities and Local Government publication 'Designing Gypsy and Traveller Sites: Good Practice Guide' (CLG 2008) and is more susceptible to vibration. As such, different locational requirements can potentially exist when compared to conventional housing. On this issue, it is accepted that a reference is made to conventional housing in 'Designing Gypsy and Traveller Sites: Good Practice Guide' (CLG 2008). Paragraph 3.17 states: "Brownfield sites may be suitable; however the same considerations should apply when appraising such sites as for conventional residential housing. For instance, sites adjacent to a rubbish tip, on landfill sites, close to electricity pylons or any heavy industry are unlikely to be suitable." Paragraph 3.18 then goes on to consider the vulnerability to noise of caravans in contrast to conventional housing: "When considering sites adjacent to main roads, flyovers and railway lines, careful regard must be given to:..... The greater noise transference through the walls of trailers and caravans than through the walls of conventional housing..." Hence the locational factors which relate to conventional housing are only part of the issue. As an aside, I note that consultation is also taking place on the Wiltshire and Swindon Draft Waste Site Allocations Development Plan

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Document. I will submit comments on that document separately, but note it here because of the proposal for a waste facility adjacent to an existing Traveller Site. Criterion III of the draft policy does not conform with national planning policy, which states that rural and semi-rural sites are acceptable in principle (see Circular 01/2006 paragraph 54). It is also unreasonable to insist on sites being accessible to 'a range of amenities including play areas and other recreation facilities' as this is very broad and open to interpretation. The following is a suggestion as to how the criteria in the policy could be reworded to conform with national policy and ensure an effective core strategy policy: "Proposals for Gypsy and Traveller sites, including site allocations and applications for planning permission, must meet the following criteria: No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation Unacceptable impacts on the character and appearance of the surrounding landscape will be minimised through the sensitive and appropriate design of the scheme The site is reasonably accessible to a range of local services The proposal will not result in an unacceptable loss of amenity of neighbouring land uses Mixed use proposals (that is sites that include a business use) will only be considered if appropriate to the locality and such uses will not result in an unacceptable loss of amenity. The site has safe and convenient vehicular access The site is capable of providing adequate on site services for water supply, waste disposal and sewerage disposal" Thank you for considering our response.

Heywood Parish Council

Core Policy 31 - Meeting the needs of Gypsies and Travellers a. We repeat the views we expressed when commenting on the RSS Gypsy and Traveller Consultation on 24 October 2007 and Wiltshire LDF: Gypsy and Traveller Issues and General Approach Consultation on 4 June 2010. Unlike agricultural and forestry workers there is no essential need to accommodate gypsies and travel is in the countryside, and on the grounds of sustainability it would be more appropriate and equitable to allocate residential and transit pitches for them as close as possible to their normal places of work (e.g. residential hedge cutting and asphaltting etc.) and to the educational and medical facilities on which they rely. We noted that the Sustainability Assessment Study reached the obvious conclusion that the potential effects of both residential and transit pitch allocations are "highly localised", and we believe that these are better catered for in urban areas. b. The advantages of including permanent pitches in all large housing allocations, as a pro-rata quota, (akin to that of affordable housing but at a much lower rate) include: (1). No existing dwellings to object to such development. (2). The Developer is responsible for and has control over the layout and design of the entire allocation area to avoid conflicts and loss of amenity between bricks and mortar development for the settled community and pitches for gypsies and travellers, and to meet all relevant design standards and requirements, and the commercial incentive to ensure that both are saleable. (3). The sustainability and accessibility requirements for the pitches are subsumed into the requirements for the whole allocation area. All future provision would be in urban areas or planned urban extensions. (4). There is no further unnecessary encroachment into the countryside for new pitches for entirely or largely economic reasons; with the bitterness and sense of unfairness and injustice it creates in the settled community. (5). The ethnicity requirement of current policy could be abolished completely (so that anyone who wished to occupy a pitch for a mobile home rather than a bricks and mortar dwelling would be free to do so). (6). The sustainability objections against allowing new dwellings in the countryside would be made more transparent if the only exceptions to that policy were the special needs of agriculture and forestry (in accordance with PPS7). (7). Because of the relatively small number of additional pitches required (and the likely continuing decline over time in the number of persons having a nomadic way of life, whether ethnically Romani or not), the rate of quota per dwelling would be low (much lower than for affordable housing) and the threshold figure could be quite large (say not less than 200 dwellings). Furthermore, the supply of new pitches would continue into the future (pro rata to new dwellings) without any further changes to planning policy. (8). The funding of pitches could be mixed (like bricks and mortar dwellings), partly market and partly affordable, without impacting on the spatial planning considerations. c. For the reasons outlined above, the Parish Council suggests that the words "outside or" are deleted from the second paragraph of Core Policy 31, and the words "or near to" are deleted from its criterion III. A serious shortcoming of the existing text of Core Policy 31 is its failure to stipulate who may qualify as "Gypsies and Travellers" under it, but such definitions would become unnecessary and redundant if the text were amended as suggested. d. The number of dwellings allocated at Trowbridge (2,650) and Warminster (900) by Core Policies 7 and 18 appear to be sufficient on their own to provide enough new pitches in West Wiltshire for the whole of the Plan period (to 2026) at a quota rate of only 1 % of the number of dwellings (compared to the

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requirement of 40% in respect of affordable housing under Core Policy 28) and a threshold of 200 dwellings (compared to as few as 5 dwellings under Core Policy 28). e. In respect of the provision of plots for Travelling Showpeople, it remains the opinion of the Parish Council that no additional provision is required in the Plan period (to 2026), at least in the former West Wiltshire District, following the planning permission 06/01652/FUL granted on appeal on 6 November 2007 to J H W Jennings on the land opposite The Laurels, Hawkeridge Road, North Bradley.

Cranbourne Chase and West Wiltshire Downs

Core Policy 31 Meeting the needs of Gypsies and Travellers This seems to have an additional element of complication in referring to four zones of the County whereas three zones are mentioned in the housing assessment and these appear to be different from the Community Areas (or at least are not identified in the document as to which Community Areas comprise which zone).

Environment Agency

Core Policies 28 to 32 - No comments, apart from we note that Policy 31 states that gypsy/traveller sites should not be located in sites susceptible to high flood risk/poor land drainage.

APPENDIX B:
Known Travelling Community Sites

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TABLE A Gypsy and Traveller Sites

Area	Site	July 2011 Count	Permitted Pitches (max. # of caravans)	Estimated Households*	Status
North	Thingley Gypsy Site, Easton Lane, Nr Chippenham	41	23 (--)	23	Local Authority Site
	Bournelake, Cricklade	26	15 (20)	16	Permanent Permission
	Land at Greenfield View, Malmesbury Road, Leigh	5	Family site (6)	3	Permanent Permission
	Land at Four Oaks, Braydon Road, Lydiard Millicent	7	6 Residential + 4 Transit (20)	4	Permanent Permission
	Christian Place, Malmesbury Road, Kington Langley	7	Family site (5)	4	Permanent Permission
	Land at Orchard Paddock, Main Road, Christian Malford	2	Family site (2)	1	Permanent Permission
	Pudding Brook, Bath Road, Chippenham	4	2 (4)	3	Permanent Permission
	Melbourne View, Brinkworth	6	Family site (9)	4	Permanent Permission
	Tadpole Lane, Blunsdon	4	2 (4)	3	Permanent Permission
	Field 7920 adj. to Swiss Cottage, Minety	17	16 (32)	11	Permanent Permission
	The Paddock, Heath Lane, Startley	3	2 (4)	2	Permanent Permission
	Frampton Farm, Sutton Benger	4	4 (8)	3	Permanent Permission
	Former Glenville Nurseries, Marlborough Road, Swindon	8	7 (14)	5	Permanent Permission
	<i>Land at Cheltworth Lodge, Cricklade (not yet developed)</i>	0	10 (20)	0	Permanent Permission
	Bridge Paddock, Braydon Road, nr Minety	2	1 (2)	1	Temporary - 10.06.2012***
	Calcutt Stables, Calcutt, Cricklade	18	14 (28)	11	Temporary 10.06.2012***
	Purdys Farm, Wood Lane, Braydon	3	2 (4)	2	Temporary - 28.01.2012***
	The Caravan, 9 Old Court, Wotton Bassett	1	1 (1)	1	Temporary - 21.12.2014
	Land adj. 27 Restrop Road, Purton	1	0	1	Unauthorised - Not Tolerated
	Rose Field Caravan Site, Hullavington	2	0	2	Unauthorised - Not Tolerated
West	Fairhaven Gypsy Site, Fairwood Road, Dilton Marsh, Westbury	9	7 (--)	7	Local Authority Site
	Land west of Penn Farm, Capps Lane, Bratton	3	1 (2)	2	Permanent Permission
	Lansdowne, Littleton, Semington	3	1 (2)	2	Permanent Permission
	Bonnie Farm, Court Lane, Bratton	3	9 (9)	3	Permanent Permission (6 closed)

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TABLE A Gypsy and Traveller Sites					
Area	Site	July 2011 Count	Permitted Pitches (max. # of caravans)	Estimated Households*	Status
	Land adj. Hisomley Farmhouse, Hisomley, Dilton March	2	1 (2)	1	Permanent Permission
	Land at Lower Westbury Road, Bratton	1	1 (2)	1	Permanent Permission
	Land south west of Bonnie Farm, Court Lane, Bratton	2	1 (2)	1	Permanent Permission
	Land at Capps Lane, Bratton	1	1 (2)	1	Permanent Permission
	Land adj. Railway Line, Court Lane, Bratton	0	1 (2)	1	Permanent Permission***
	Land opp. 6 Hawkeridge Road, Heywood	1	1 (1)	1	Temporary - 01.04.2014
	Land adj. West Wiltshire Crematorium, Littleton, Semington	7	3 (8)	4	Temporary - 31.07.2011
	Littleton Stables, Littleton, Semington	1	1 (1)	1	Temporary - 12.01.2013
	Ernies Yard, Warminster	3	0	2	Unauthorised Encampment
South	Dairyhouse Bridge Gypsy Site, Southampton Road, Salisbury	20	18 (--)	18	Local Authority Site
	Lode Hill Gypsy Site, Downton	16	10 (--)	10	Local Authority Site
	Oak Tree Field Gypsy Site, Odstock Road, Salisbury	36	32 (--)	32	Local Authority Site
	Odstock Transit Site, Nr Odstock	12	12 (12)	12	Local Authority Transit Site
	Braemar, Old Shaston Drove, Coombe Bissett	4	5 (5)	3	Permanent Permission
	Llamedos, Dean Hill, West Dean, Salisbury	2	1 (2)	1	Permanent Permission
	79 Southampton Road, Salisbury	2	2 (2)	2	Permanent Permission
	79 Southampton Road, Salisbury	1	1 (1)	1	Temporary - 25.05.2015
	Badgers Rest, Pitton Road, Salisbury	1	1 (2)	1	Temporary - 28.10.2014
	Summer Leah, Shorthill Farm, Lyburn Road, Nomansland, Salisbury	4	(3)	3	Temporary - 25.07.2016
	Tricky's Paddock, Brickworth Road, Whiteparish	1	1 (1)	1	Temporary - 20.09.2012
	Forest View, Lyndhurst Road, Lanford	1	1 (1)	1	Temporary - 30.06.2014
	Viny Ridge, London Road, Figsbury	N/A**	?	?	Tolerated
	Blandford Road, Coombe Bissett	N/A**	?	?	Tolerated
	Little Acre, Coombe Bissett	1	1	1	Tolerated
	Hart Hill, Semly	1	1	1	Tolerated
	Dean Road, East Grimstead	10	0	7	Tolerated

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TABLE A Gypsy and Traveller Sites					
Area	Site	July 2011 Count	Permitted Pitches (max. # of caravans)	Estimated Households*	Status
	Hillbilly Acre (formerly Avonview), Southampton Road, Alderbury	9	0	6	Tolerated
	Semley Common, Semley	0	0	1	Not Tolerated
	Old Chalk Pit, Gypsy Lane	1	0	1	Not Tolerated
	Land west of A338, Cholderton	0	0	1	Not Tolerated
	Kingsette Hotel, Semley	2	0	1	Not Tolerated
	Byway 17, Britford, Salisbury	3	0	2	Unauthorised Encampment
East	Speck Caravan Site, Clench Common, Marlborough	1	1 (1)	1	Certificate of Lawfulness
	Byway1, The Ridgeway, Avenbury	13	0	9	Unauthorised Encampment
	Workway Drove, Knapp Hill, South of Avebury, Alton Barnes	1	0	1	Unauthorised Encampment

* Based on assumed household size of 1.6 caravans per pitch, however on unauthorised sites the average household size is reduced to 1.4 caravans per pitch as this better reflects the findings of the 2007 GTAA and is supported by secondary evidence on existing household size.

** Asked not to be counted – occupiers do not consider themselves as Gypsies/Travellers, although classified as such in accepted definition

*** Post July 2011 caravan count, sites granted permanent planning permission

TABLE B Travelling Showpeople Sites*					
Area	Site	Jan 2011 Caravan Count	July 2011 Caravan Count	Estimated No. of Households*	Status (in brackets, no. of caravans permission granted for)
North	<i>None</i>	0	0	0	
West	Land opp The Laurels, Hawkeridge Road, North Bradley	10	10	3	Temporary – 04.11.2012 (5)
South	Southampton Road, Petersfinger, Salisbury	9	0	2	Permanent
	Porton Road, Amesbury	13	13	4	Permanent
East	Land adj. Nursteed Park, Devizes	14	14	4	Unauthorised

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* Two caravan counts are provided to give a true indication of the number of caravans and households on each site. Given the likelihood for travelling during the summer months, the January 2011 count will provide a more true indication of the number of households on each site.

** Based on an average household size of 3.7 caravans per household

TABLE C Number of Caravans – Based on July 2011 Caravan Count					
	West**	East	South	Total	Households*
Local Authority Sites	50 (41 + 9)	0	72	122	76
Private Authorised Sites (Permanent)	131 (116 + 15)	1	8	140	88
Private Authorised Sites (Temporary)	10 (1 + 9)	0	8	18	11
Unauthorised Sites (Tolerated)	0 (0 + 0)	0	21	21	15
Unauthorised Sites (Not Tolerated)	3 (3 + 0)	0	3	6	4
Unauthorised Encampments	3 (0 + 3)	14	3	20	14
Total Residential Caravans	197	15	115	327	208
Local Authority Transit Sites	0	0	12	12	-
Private Transit Pitches	4	0	0	0	-
Total Transit Provision	4	0		12	
Travelling Showpeople (Authorised)	10	0	13	23	-
Travelling Showpeople (Unauthorised)	0	14	0	14	-
Total Travelling Showpeople	10	14	13	37	10

TABLE D Estimated Number of Pitches/Households (July 2011)*				
	West**	East	South	Total
Local Authority Sites	30 (N23 + W7)	0	60	90
Private Authorised Sites (Permanent)	85 (N73 + W12)	1	6	92
Private Authorised Sites (Temporary)	7 (N1 + W6)	0	7	14
Unauthorised Sites (Tolerated)	0	0	15	15
Unauthorised Sites (Not Tolerated)	3 (N3 + W0)	0	2	5
Unauthorised Encampments	2 (N0 + W2)	10	2	14
Total Pitches / Households	127	11	92	230

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Estimated Households in Bricks & Mortar	38	3	28	69
ALL	165	14	120	299
Estimated Travelling Showpeople***	3	4	4	11

* This is based on an assumption that a household consists of an average of 1.6 caravans per pitch. On unauthorised sites, however, evidence suggests that the number of caravans per pitch is slightly reduced and an average of 1.4 caravans per pitch is applied. This reflects the findings of the 2007 GTAA and secondary data collected since that study was prepared. These average household sizes also broadly reflect the findings of other GTAA studies.

** Includes North Wiltshire.

*** Households estimated based on 3.7 caravans/pitch, an assumption made in other GTAA studies when identifying the average number of residential caravans making up a single household.

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