

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2022

Manchester City Council

Final Report
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Executive Summary

Introduction

The Manchester City Council Gypsy and Traveller Accommodation Assessment (GTAA) 2022 provides the latest available evidence to identify the needs of Gypsies and Travellers across the city. The study has also considered the needs of houseboat dwellers. The need for Travelling Showpeople plots has been explored in the 2018 Greater Manchester GTAA update and this detailed information remains valid.

The 2022 GTAA and has included:

- A review of existing (secondary) data.
- Stakeholder consultation; and
- A household survey of all Gypsy and Traveller families who previously lived on the Dantzic Street site which has closed. A total of 7 families were interviewed.

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

Population and current accommodation provision

The 2011 Census identified a total of 188 households in Manchester where the Household Reference Person had a 'White: Gypsy or Irish Traveller' ethnicity. Of these 4 lived in a caravan and 184 in bricks and mortar housing.

The bi-annual DLUHC Traveller caravan count has reported zero caravans on sites in Manchester over the last 3 counts (January 2020, July 2021 and January 2022), 4 caravans on unauthorised and not tolerated sites in July 2019 and 6 on unauthorised and not tolerated sites in July 2018.

There is currently no Gypsy and Traveller site provision across Manchester. The site at Dantzic Street was vacated in the summer of 2021 and residents moved to bricks and mortar accommodation.

Planning policy requirements for needs assessments

The 2021 National Planning Policy Framework (NPPF) states in Paragraph 62 '*the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy (including travellers)*'. A footnote in the NPPF then states '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*'.

The 2015 Planning Policy for Traveller Site (PPTS) document states that '*local planning authorities should make their own assessment of need for the purposes of planning*' and '*ensure that their Local Plan includes a fair, realistic and inclusive policies to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply*'.

In the absence of further guidance on preparing GTAAs, the methods adopted by arc4 reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

‘Cultural’ and ‘PPTS need’

In order to reconcile the requirements of national policies, the GTAA establishes an overall ‘cultural’ need for pitches which accords with the overall need for the Travelling community and takes into account the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. A PPTS ‘policy filter’ is then applied to identify the level of need associated with those households meeting the definitions set out in the PPTS Annex 1. It is our understanding that the needs arising from the PPTS analysis establishes the level of need against which a 5-year land supply is assessed, but the Council should be mindful of a wider obligation to consider overall ‘cultural’ need.

Analysis of the travelling behaviour of households or emerging households planning to move residential location indicates that 100% meet the nomadic habit of life/travelling behaviour criteria set out in PPG.

In October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes larger numbers of Gypsies and Travellers living in caravans who need a place to live. The arc4 calculation of PPTS need excludes those unable to travel due to health, age or other family circumstances.

Plan periods

Need has been assessed over a short-term 2022/23 to 2026/27 and longer-term 2027/28 to 2037/38 to accord with the proposed Local Plan period.

Gypsy and Traveller pitch requirements

Overall need

For the period (2022/23 to 2037/38) the GTAA has identified the following Gypsy and Traveller pitch needs: a cultural need of 17 pitches of which the PPTS need is 17 pitches. Needs figures are broken down into time periods as show in Table ES1.

The main drivers of need are the relocation of families displaced when the Dantzig Street site was vacated in the summer of 2021. This level of need should be recognised in the Local Plan.

Table ES1 Gypsy and Traveller pitch need: Manchester 2022/3 – 2037/38

Period	Cultural need	Of which: PPTS NEED
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	13	13
Longer-term need		
Over period 2027/8 to 2031/32 (B)	0	0
Over period 2032/33 to 2037/38 (C)	4	4
Longer-term need TOTAL 2027/28 to 2037/38 (11 years) D=(B+C)	4	4
NET SHORTFALL 2022/23 to 2037/38 (A+D) (16 years)	17	17

Meeting the need

There are currently no residential sites in Manchester but the Council are committed to providing new sites for the families displaced following the closure of 16-pitch site at Dantzic Street.

Following discussions with the households and their advocate, it is recommended that two sites are developed to meet the needs of the two extended families.

Transit site/stop over need

There is currently no provision to address transit need but given unauthorised encampment activity, the Council will need to consider appropriate responses. These include transit pitches, stopover places and negotiated stopping arrangements. It is recommended that the Council works with other Greater Manchester authorities to identify land for negotiated stopping (See <https://www.negotiatedstopping.co.uk> for further details) to help meet unauthorised encampment need

The Council should consider the options for transit provision, particularly in response to the Police, Crime, Sentencing and Courts Act. Given the level of unauthorised encampment activity, it is recommended the Council develop a negotiated stopping policy to support Travellers passing through Manchester. Most encampments comprise fewer than 10 caravans but on some occasions the number of caravans exceeds 20. Land which has the potential to accommodate smaller numbers (up to 10 caravans) and larger number (up to 34 caravans) should be identified for future transit use.

Travelling Showperson plot requirements

There are currently three Travelling Showperson yards in Manchester providing a total of 73 residential plots. A need for 56 additional plots over the period 2017/18 to 2035/36 was evidenced.

Houseboat need

There are 1,517 boats with permanent moorings in Manchester. It is recommended that the Council continues to engage with the Canals and Rivers Trust to explore the potential to expand the range of moorings to support both residential and leisure needs

Policy recommendations

The Local Plan should recognise an overall cultural need for 17 Gypsy and Traveller pitches of which 17 is from households who meet the PPTS household definition over the period to 2037/38. It is recommended that two sites are developed to meet need in a culturally appropriate manner.

The Council should work with other Greater Manchester local authorities to establish a coordinated response to the delivery of appropriate temporary accommodation options, with a focus on identifying land for Negotiated Stopping arrangements.

1. Introduction

Overview

- 1.1 In June 2022 arc⁴ was commissioned by Manchester City Council to prepare the 2022 Gypsy and Traveller Assessment (GTAA). The GTAA is part of the evidence base informing the preparation of the Local Plan and updates the Manchester City elements of the 2018 Greater Manchester GTAA.
- 1.2 The overall scope of the study is to ensure that the Council has a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period to 2038 and to identify the accommodation needs of Gypsies and Travellers to meet both the Planning Policy for Traveller Sites (PPTS) - defined need and the Council's obligations under section 124 of the Housing and Planning Act 2016. This then informs the need to identify:
- a supply of specific deliverable sites to provide five years' worth of sites against their locally set targets in the Local Plan; and
 - a supply of specific, developable sites or broad locations for growth for years 6 to 10, where possible, for years 11-15 having regard to the Local Plan.

Who the study covers?

- 1.3 The GTAA 2022 adopts the definition of 'Gypsies and Travellers' set out within the PPTS, which was published by the government in August 2015. This sets out the following definition of 'Gypsies and Travellers':
- 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such' (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 1.)*
- 1.4 In addition, PPTS 2015 provides the following 'clarification' for determining whether someone is a Gypsy or Traveller:
- 'In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*
- a) *whether they previously led a nomadic habit of life*
 - b) *the reasons for ceasing their nomadic habit of life*
 - c) *whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.'* (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 2)
- 1.5 The following definition of 'Travelling Showpeople' is set out in PPTS 2015:
- 'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel*

temporarily, but excludes Gypsies and Travellers as defined above.’ (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 3).

1.6 In addition:

‘For the purposes of this planning policy, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use pitches for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’ (MHCLG Planning policy for traveller sites August 2015 Annex 1, para 5).

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

1.8 In October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes larger numbers of Gypsies and Travellers living in caravans who need a place to live. This study therefore focuses on overall cultural need but also considers PPTS need. This is because the PPTS has not yet been updated and the government’s response to the Court of Appeal decision has not been determined.

Report structure

1.9 The GTAA 2022 report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study.
- **Chapter 2 Policy and local context:** presents a review of the national policy context which guides the study.
- **Chapter 3 Methodology:** provides details of the study’s research methodology.
- **Chapter 4 Review of current Gypsy and Traveller population and provision of pitches/plots:** reviews estimates of the Gypsy and Traveller population across the city and existing site/yard provision.
- **Chapter 5 Household survey:** presents relevant data obtained from the household survey research.
- **Chapter 6 Pitch and transit requirements:** focuses on current and future pitch requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across Manchester.
- **Chapter 7 Conclusion and strategic response:** concludes the report, providing brief summary of key findings and recommendations.

1.10 The report is supplemented by the following appendices:

- **Appendix A** Household questionnaires.
- **Appendix B** Glossary of terms.

2. Policy context

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.
- 2.2 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the previous GTAA for the city.

Government policy and guidance

- 2.3 The 2021 National Planning Policy Framework states in Paragraph 62 *‘the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies’*. It then lists a number of groups including Travellers. A footnote to the paragraph states *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document’*.
- 2.4 The 2015 Planning Policy for Traveller Site (PPTS) document states that *‘local planning authorities should make their own assessment of need for the purposes of planning’* and *‘ensure that their Local Plan includes fair, realistic and inclusive policies’* and *‘to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply’*.
- 2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *‘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 (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups);*
 - *co-operate 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, working collaboratively with neighbouring local planning authorities; and*
 - *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions’*.
- 2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc⁴ reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries and appeals.
- 2.7 The calculation of pitch/plot requirements is based on established DLUHC modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this guidance was formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a good practice approach for needs modelling.

2.8 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:

- *to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and*
- *to set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.*

2.9 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:

- a. *identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;*
- b. *identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;*
- c. *consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);*
- d. *relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and*
- e. *protect local amenity and environment.*

2.10 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:

- a. *promote peaceful and integrated co-existence between the site and the local community;*
- b. *promote, in collaboration with commissioners of health services, access to appropriate health services;*
- c. *ensure that children can attend school on a regular basis;*
- d. *provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;*
- e. *provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;*
- f. *avoid placing undue pressure on local infrastructure and services;*

- g. *do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and*
- h. *reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.*

Intentional unauthorised development

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

Considering ‘Cultural’ and ‘PPTS’ need

- 2.13 Paragraph 62 of the 2021 NPPF recognises the need to assess a range of community needs including those of Travellers. Government policy encourages authorities to meet the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers who continue to lead a nomadic habit of life, even if they are temporarily not travelling. The NPPF is used to plan for the accommodation needs of those Gypsies and Travellers that no longer lead a nomadic habit of life. In both respects policy requires need to be assessed and then a five-year supply of sites to meet that need to be identified as part of the Local Plan. This approach also reflects the Council’s obligations under the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. The GTAA considers the broader need from all Gypsies and Travellers regardless of their nomadic habit of life patterns as ‘cultural need’. A subset of this need is the need from households who meet the PPTS nomadic habit of life criteria.
- 2.14 As referenced in the introduction to this report, in October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes larger numbers of Gypsies and Travellers living in caravans who need a place to live. This study therefore focuses on overall cultural need but also considers PPTS need. This is because the PPTS has not yet been updated and the government’s response to the Court of Appeal decision has not been determined.

- 2.15 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Manchester is set out in Chapter 6.

Responding to challenges

- 2.16 GTAAAs are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc⁴ aim to maximise the robustness of evidence and measures include:
- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
 - Maximising response rates from households.
 - Carefully considering the relationship between households and the pitches they occupy.
 - Sensitive analysis of the flows of existing households from and to local authority districts.
 - Consideration of overcrowding and concealed households.
 - Careful consideration of turnover on council / housing association pitches, with clear assumptions over future potential capacity from households moving away from pitches.
 - Longer-term modelling of need using detailed demographic information contained from household survey work.
 - Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

3. Methodology

Introduction

- 3.1 The GTAA research method is grounded in an understanding of the requirement of the NPPF and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.
- 3.2 The methodology has comprised:
- a desktop analysis of existing documents, including data on pitches / sites, plots / yards and unauthorised encampments;
 - the collection of primary data, including household interviews with Gypsies and Travellers who previously lived on Dantzic Street; and
 - an assessment of accommodation needs taking into account all available data and information.
- 3.3 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature / desktop review.
 - Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the borough.
 - Phase 3: Needs assessment and production of the GTAA 2022 report.

Phase 1: Literature/desktop review and steering group discussions

- 3.4 We have reviewed relevant literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers in Manchester. The research has progressed with input from local authority officers.

Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

- 3.5 Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully designed in consultation with councils, feedback from community representatives and planning agents. Site visits and interviews took place during May and June 2022 and contacted households were left with a leaflet explaining the work.
- 3.6 Regarding the PPTS definition, the questionnaire asks if households have been travelling in the preceding year or within the past five years and/or intend to travel in the next year or in any year in the next five years. Note that households who cannot travel due to age or health limitations are excluded from analysis. If eligible households answer 'yes' to either question the household meets the travelling criteria set out in PPTS. By contrast, all

households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.

- 3.7 Analysis of the travelling behaviour identifies that 39.4% of existing households and 60% of households planning to form meet the nomadic habit of life / travelling behaviour criteria set out in PPTS. These households meet the criteria by either travelling within the past five years and/or intend to travel in the next year or in any year in the next five years. Given the previous national lockdown restrictions, very few households were able to travel during 2020-2021 therefore travelling in that year has not been considered in the assessment of travelling behaviour. This is discussed further in the analysis in Chapter 7.

Phase 3: Needs assessment and production of report

- 3.8 A detailed explanation of the pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following:
- current pitch supply, households living in bricks and mortar accommodation; households planning to move in the next five years, and emerging households to give total need for pitches; and
 - supply based on the number of authorised pitches and turnover on sites on public pitches.
- 3.9 The overall need for pitches is then compared with the overall supply.

Pitches and households

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

Site and pitch size

- 3.14 There are no definitive parameters for site or pitch sizes. Although now withdrawn, the DCLG Designing Gypsy and Traveller sites: good practice guide (2008) states in paragraph 4.4 that *'Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring*

caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them’.

- 3.15 Paragraph 4.47 states that *‘to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately’.*
- 3.16 Paragraph 7.12 states that *‘as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area’.*
- 3.17 Paragraph 4.13 states that *‘smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle’.*
- 3.18 As a general guide, it is suggested by arc⁴ that the minimum pitch size is 25m by 25m (625 square meters or 0.0625 hectares). This would support a twin-unit chalet/mobile home (15m x 6.5m), a tourer, an amenity shed/building (5m x 4m), two vehicle spaces (minimum 2.4m x 4.8m for each space) and turning circle for vehicles, amenity space and a small garden area/play space. Residential units need to be 3m from the pitch boundary and at least 6m apart. A slightly larger pitch of 25m by 30m (750 square meters or 0.075 hectares) would be appropriate for larger household units requiring several residential units.
- 3.19 In 2010, the Showmen’s Guild of Great Britain prepared a document ‘Travelling Showpeople’s sites: a planning focus – model standard package’. This document was intended to provide guidelines to Travelling Showpeople and Local Planning Authorities when considering the needs of Travelling Showpeople.
- 3.20 This document confirmed that:
 - A plot is a piece of land occupied by a Showperson with their family and equipment, used to store fairground rides, vehicles and other items as well as for living accommodation. The family unit can be large or small, for instance an extended family with grandparents, parents and children, or a single-family unit of parents and children.
 - A yard is two or more plots owned by the same family who may use this for their own family purposes or may let part out to other Showpeople.
 - A site is a group of plots where the land is owned by individual plot holders. Quite often a Showperson’s site will have a common shared access onto the main road network.
 - Showpeople’s sites do not fit neatly into the definition of a one land use category. The sites combine a residential use with a storage use, and maintenance is also likely to be carried out on site. The residential use can take the form of static homes and caravans.

- For a Travelling Showperson yard, the minimum size of a plot is 0.5ha and should include space for residential accommodation and equipment storage.

Occupancy

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

Response

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

4. Review of the Gypsy and Traveller population and existing provision of pitches.

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

2011 Census population and household estimates

- 4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 478 people in 188 households in Manchester with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity. 95.5% of households who identified as Gypsy/Traveller lived in bricks and mortar accommodation and 4.5% lived in caravans.

Table 4.1 People in households identifying as White Gypsy or Irish Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Manchester	478	386	82	10

Source: 2011 Census CT127

Table 4.2 Households identifying as Gypsy Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Manchester	188	130	54	4

Source: 2011 Census CT0128

2021 Census population

- 4.3 Population estimates were published in late November as part of the roll out of census data. The Gypsy and Traveller population has increased to 526 but no further details are currently available.

Caravan Count information

- 4.4 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards.
- 4.5 The figures for the last 6 Traveller caravan counts for Manchester are set out in Table 4.3. Data shows an average of 2 caravans across the area during the

period Jan 2018 to Jan 2022. Caravans on Dantzic Street were not reported and the average of 2 caravans related to those on unauthorised sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2018 to January 2022: Manchester

Date	Authorised sites with planning permission Social Rented	Authorised sites with planning permission Total Private	Unauthorised sites without planning permission Total Unauthorised	Total
Jul-18	0	0	6	6
Jan-19	0	0	0	0
Jul-19	0	0	4	4
Jan-20	0	0	0	0
Jul-21	0	0	0	0
Jan- 22	0	0	0	0
5-Count Average (Jan 18 - Jan 22)	0	0	2	2
5-Count % Average* (Jan 18- Jan 22)	0	0	100%	100%

Source: DLUHC Traveller Caravan Count, Live Table

*Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

Local sites

- 4.6 There is currently no Gypsy and Traveller site provision across Manchester. The site at Dantzic Street was vacated in the summer of 2021 and residents moved to bricks and mortar accommodation.

5. Household survey and stakeholder findings

Gypsy and Traveller households living and associated with Manchester

- 5.1 Normally GTAAAs would report the findings of the household survey. Given that only three main household groups were interviewed and engaged with the study, it would be inappropriate to present detailed information. What can be said is that:
- All households are currently decanted into bricks and mortar accommodation within and outside Manchester.
 - A total of 9 household units identified from the interviews of three extended household groups who had previously lived on Dantzic Street.
 - 5 households want to return to a site in Manchester but 4 households planned to stay in bricks and mortar accommodation.
 - All households identified as being Irish Travellers.
 - The household survey identified a total of 32 Gypsies and Travellers living in bricks and mortar accommodation. The age profile was: 31.3% were aged 18 or under, 25% aged 18-24, 25% aged 25-39, 18.8% aged 40-59.
 - Respondents wanting to move back to onto a site said that living in bricks and mortar housing affected mental health resulting in depression.

Stakeholder summary

- 5.2 As part of our research, arc⁴ contacted a range of stakeholders to obtain feedback on Gypsy and Traveller matters which is now summarised. Please note these are the views of stakeholders and not necessarily the views of the Council or arc⁴.

Residential Pitch Need

- 5.3 Stakeholder views on the need for permanent residential pitches;
- There are an increased number of unauthorised traveller encampments in addition to Travellers requesting accommodation.
 - There have been requests to provide up to ten pitches for families moved from the closed Dantzic Street site (although please note that the GTAA identifies a higher level of need)
- 5.4 In terms of potential locations for permanent sites, stakeholders identified the following;
- Sites should be well connected with a supporting infrastructure.
 - Close to amenities within the city or town for access to schools, health centres, retail and transport to meet the needs of Gypsy and Traveller families.

- Adequate space between sites and not all located within one borough or specific area of a town.
 - Different cultures ideally need to be separated.
- 5.5 Key points raised by stakeholders with regards to potential barriers to permanent sites;
- Land is needed for the development of permanent sites.
 - Lack of choice of suitable designated sites.
 - Negative behaviours by residents of previous sites.
 - Misunderstanding / prejudice by communities create barriers.
 - Support to work towards community cohesion.
 - Understanding and meeting the wants and needs of the travelling community.
 - Funding.

Unauthorised encampments and the need for temporary provision

- 5.6 Stakeholders make specific reference to unauthorised encampments and the need for temporary provision:
- Neighbourhood Teams support Compliance and GMP with the response to unauthorised encampment activity through providing information and reassurance to elected members and communities on the progress of eviction proceedings.
 - The length of eviction proceedings combined with allocated officer time takes the team away from other community priorities in the area.
 - Proceedings can be particularly problematic where Travellers may be damaging or preventing the use of other public amenities, particularly parks.
 - Procedures are in place for the council to be notified of unauthorised encampments and guidance offered to landowners.
- 5.7 Stakeholder views on transit sites in Manchester:
- Transit sites would be helpful if they prevent unauthorised encampments but would need careful management to ensure and enforce short term use.
 - Significant local feedback regarding concerns about antisocial behaviour from any proposed location should be anticipated.
 - The lack of pitches available can lead to overcrowding on permanent sites, as visitors join settled families. Transit sites would help to alleviate this problem.
 - Transit sites in general can be difficult to keep that way and may end up permanent if there are a general lack of sites and not managed correctly.
 - The transit site in Manchester could be a focus for Travellers for Greater Manchester. Police could use their powers to direct Travellers to the

Manchester site as a focus transit site as there are currently no official stopovers in the area.

5.8 Stakeholder views on temporary stop-over places in Manchester:

- There is nowhere to direct unauthorised Travellers to go at present, due to no available pitches on sites across Greater Manchester.
- Pieces of land that can be used as temporary stops may be useful, but could encourage an influx into a particular area or location.
- As Travellers become aware of temporary stop-over places, there would need to be adequate enforcement to ensure the site does become permanent.
- Temporary stop-over places would be helpful to direct Gypsies and Travellers to and prevent unauthorised encampments on council land and public amenity sites.
- An analysis of the current numbers of unauthorised encampments, vehicles and individuals involved would help to plan for the number of pitches needed.

5.9 Regarding barriers to transit provision, stakeholders commented;

- Identification of land and obtaining planning permission for a suitable site.
- Resources and management of the facility.
- Transit sites will need very effective management and control to be successful and not create additional issues for neighbourhood management.
- Problematic to find sites due to neighbour concerns.
- Transit provision may attract Travellers and if existing provision is occupied or full this will likely lead to an increase in unauthorised traveller encampments with Travellers staying within boroughs on public land.

Gypsies and Travellers in bricks and mortar/residential sites accommodation

5.10 Comments received from stakeholders regarding Gypsies and Travellers in bricks and mortar / residential sites accommodation:

- Well-established settled Gypsy and Traveller community living on one or more residential sites such as the (now closed) site at Dantzic Street.
- General awareness of Gypsies and Travellers in bricks and mortar accommodation.
- Limited awareness on the location of these sites or number of households.
- Aware of some families living in Newton Heath.
- Soon to be released census data will help to find out locations of households.

Access to facilities, services and unmet needs

5.11 Stakeholders made reference to access to facilities, services and unmet needs:

- Access to welfare facilities such as education and health care are problematic for the Travelling community.
- The approach to assessing the welfare needs of these communities is unclear and uncoordinated.
- Stakeholders requested for this area to be specifically addressed as part of this study for both transit and permanent sites.

Movement of Gypsy and Traveller households

- 5.12 Stakeholders were not able to comment on the regular movements of Gypsies and Travellers from the City of Manchester to other neighbouring areas.

Duty to co-operate

- 5.13 Neighbouring authorities were asked if the stakeholder survey contributed to the Duty to Cooperate with neighbouring authorities as set out in Section 33A of the Planning and Compulsory Purchase Act:
- Bolton agrees that this questionnaire and the opportunity to respond contributes to meeting DTC requirements. Bolton looks forward to being further involved in this issue as the findings of the study emerge and policy is developed.
 - Trafford Council agrees that this questionnaire contributes to Manchester's requirement on the Duty to Cooperate with neighbouring authorities.
 - Trafford Council, as a neighbouring authority, will continue to work with Manchester City Council in relation to Planning Policy Matters in line with the Duty to Cooperate.
 - Plan-making authorities should assess the need for housing of different groups and reflect this in planning policies. Trafford Council will be considering the needs of Gypsies and Travellers through a Gypsy and Traveller Accommodation Assessment which will be incorporated in an updated Housing Needs Assessment. This work has been commissioned in 2022.
 - Bury agree that the questionnaire contributes to the requirement on the Duty to Cooperate.
 - Tameside wouldn't agree that the provision of the questionnaire alone contributes to requirements with regard to Duty to Cooperate matters around this particular issue. The work piece as a whole and more importantly the discussions which follow are however important in both parties engaging on an ongoing basis on a potential cross boundary matter.

Key messages for the GTAA

- 5.14 Key points raised by stakeholders in respect of Gypsies and Travellers that should be considered as part of this study include:
- Given the new police powers in moving Travellers on, a wider Greater Manchester discussion is required to understand GMP's intentions on using these powers.

- The impact of borough-wide injunctions on neighbouring authorities who do not have borough-wide injunctions may result in an increased number of illegal encampments.
- The cost of site clearance once unauthorised sites have been lawfully removed is considerable and increasing as the cost of waste disposal increases.
- Identification of the number and types of pitches needed within a timeframe.
- From the planning perspective, provision should be made within the City of Manchester (including the identification of new sites if necessary) to meet identified needs within the city.
- Gypsies and Travellers can create neighbourhood management issues however their welfare, health and education needs should be addressed.
- There should be more effective coordination with neighbouring authorities to understand the movement of these communities between areas and share best practice on addressing unauthorised encampments while providing for the needs of Gypsy and Traveller communities.
- A joined up approach across Greater Manchester is essential.

6. Gypsy and Traveller pitch and transit site requirements

Introduction

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Manchester. It takes into account current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, the chapter presents planning policy recommendations.
- 6.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance (DCLG, 2007)*. Although now formally withdrawn, the former DCLG guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).
- 6.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information. Modelling presents an overall 'cultural' need and within this, the PPTS need which refers to those households who met the PPTS planning definition.

Gypsy and Traveller pitch requirement model overview

- 6.4 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2022/23 to 2026/27). A longer-term model looks at need over the remainder of the plan period (to 2037/38) arising from children likely to need a pitch.
- 6.5 In terms of **cultural need**, the 5-year model considers:
- the baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) (for Manchester this is zero);
 - existing households planning to move in the next five years (currently on sites and also from bricks and mortar) and where they are planning to move to; and
 - emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch; to derive a figure for total pitch need.
- 6.6 In terms of **supply**, the model considers:
- total supply of current occupied and vacant pitches on authorised sites (for Manchester this is zero)
- 6.7 The model then reconciles total need and existing authorised supply over the next five years by summarising:
- total need for pitches; and
 - total supply of authorised pitches.

- 6.8 The longer-term model then considers the cultural need over the period to 2037/38. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches (the longer-term model).
- 6.9 The likely pitch need from households meeting the PPTS definition is also calculated.

Manchester Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

- 6.10 Table 6.1 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

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

- 6.11 There are currently no households living on pitches in Manchester.

Current households in bricks and mortar accommodation (2)

- 6.12 The 2011 Census suggested there were 184 households living in bricks and mortar accommodation across Manchester. All households decanted from Dantzic Street into bricks and mortar accommodation were interviewed. Irish Community Care who work with Irish Travellers were contacted to help identify Irish Travellers in bricks and mortar accommodation (although no households engaged with the study).
- 6.13 There were 16 Gypsy and Traveller households on the Council's housing register (July 2022). Of these, 8 needed a 1-bedroom property, 5 a 2-bedroom property, 1 a 3-bedroom property, 1 a four-bedroom property and 1 a five-bedroom property.

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

- 6.14 This was derived from the 2022 household survey respondents. Of a total of 9 household units identified from the interviews of three extended household groups who had previously lived on Dantzic Street 5 wanted to move onto a pitch and 4 remain in bricks and mortar accommodation. The total need of 5 is the sum of rows 3a to 3h.
- 6.15 The number of households currently in bricks and mortar who need to live on a site is 5. This is based on household interviews of former residents of Dantzic Street.
- 6.16 The model assumes no in-migration of new households needing a pitch (row 3h).
- 6.17 The factors presented in section 3 of the model result in an overall net requirement of +5 pitches from existing households planning to move in the next 5 years to a pitch.

Emerging households (4)

- 6.18 This is the number of households expected to emerge in the next 5 years based on 2022 household survey information. The total number is +8. If young people aged 18 and over were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household. The model would normally consider need arising from those aged 13 to 17 but there were no children in this age cohort in the households interviewed.

Total need for pitches (5)

- 6.19 This is a total of existing and emerging households planning to move to a pitch. The total need is for 13 pitches (row 5).

Supply

Current supply of authorised pitches (6)

- 6.20 There is currently no supply of authorised pitches in Manchester.

Reconciling supply and need

- 6.21 There is a total need over the next five years (2022/23 to 2026/27) for 13 pitches in Manchester (Table 6.1) compared with a supply of zero authorised pitches. The result is an overall cultural need shortfall of 13 pitches.

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2022/23 to 2026/27

CULTURAL NEED			Manchester
1	Households living on pitches	1a. On Council sites	0
		1b. On private site - Authorised	0
		1c. On unauthorised site	0
		1d. Total (1a to 1c)	0
2	Estimate of households living in bricks and mortar accommodation	2011 Census	184
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site (no net impact)	0
		3b. To another site in district (no net impact)	0
		3c. From site to Bricks and Mortar (-)	0
		3d. To site/bricks and mortar outside borough	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA (+)	5
		3f. Planning to move to another B&M property (no net impact)	1
		3g. Planning to stay in same B&M property	3
		In-migrant households	
		3h. Allowance for in-migration (+)	0
		3i. TOTAL Net impact (3e+3h-3c-3d)	5
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	0
		4b. Current on site and planning to live on another site in the borough	0
		4c. Currently on site and panning to live outside the borough (no net impact)	0
		4d. Currently in B&M planning to move to a site in LA (+)	8
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4d)	8
		5	Total Need
SUPPLY			
6	Current supply of authorised pitches	6a Current supply of authorised pitches	0
		6b. Current unoccupied authorised pitches	0
		6c. Total current authorised supply (6a+6b)	0
RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	13
8	Total supply of authorised pitches	5 years (from 6c)	0
		5 YEAR AUTHORISED PITCH SHORTFALL 2022/23 TO 2026/27	13

Reconciling supply and need

- 6.22 There is a total need over the next five years (2022/23 to 2026/27) for 13 pitches in Manchester (Table 6.1) compared with a supply of zero authorised pitches. The result is an overall cultural need shortfall of 13 pitches.

Longer-term pitch requirement modelling

- 6.23 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 6.24 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2027/28 to 2037/38. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay in close proximity to their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Manchester. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total cultural need for 4 additional pitches over the period 2026/27-2037/38 (Table 6.2).

Table 6.2 Future pitch requirements based on the assumption that 50% of children will require a pitch in Manchester

Time period	No. children	No. pitches (rounded)
2027/28 to 2031/32 (5 years)	0	0
2032/33 to 2037/38 (6 years)	8	4
Total (2027/28 to 2037/38)	8	4

Planning Policy for Traveller Site definition

- 6.25 Analysis of household survey data has been carried out to assess the extent to which households meet the nomadic habit of life test of the PPTS. Analysis establishes that:
- For all household interviews who want to move onto a pitch (base=5), all 5 meet the PPTS nomadic habit of life test. It follows that all children in these households who are expected to move on to a pitch also meet the PPTS nomadic habit of life test.
- 6.26 Based on this analysis and to positively plan for Gypsy and Traveller pitch needs, modelling assumes that 100% of existing and emerging households planning to move meet the PPTS nomadic habit of life test.

Overall plan period pitch need

- 6.27 Table 6.3 summarises the overall need for pitches across Manchester over the plan period 2022/23 to 2037/38. It presents the overall cultural need based on households identifying as Gypsy and Traveller and a PPTS need which is a

subset of the cultural need and represents households who meet the PPTS nomadic habit of life definition. Need has been assessed over a short-term 2022/23 to 2026/27 and longer-term 2027/28 to 2037/38 period. The overall need is 13 pitches of which 13 is PPTS need and 0 is non-PPTS need. The main drivers of need in the first five years is the movement of households who had been decanted from Dantzic street into bricks and mortar dwellings and new household formation.

Table 6.3 Gypsy and Traveller pitch need 2022/23 to 2037/38

Time Period	Cultural need	Of which: PPTS NEED
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	13	13
Longer-term need		
Over period 2027/8 to 2031/32 (B)	0	0
Over period 2032/33 to 2037/38 (C)	4	4
Longer-term need TOTAL 2027/28 to 2037/38 (11 years) D=(B+C)	4	4
NET SHORTFALL 2022/23 to 2037/38 (A+D) (16 years)	17	17

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover on sites

- 6.28 GTAAAs usually consider turnover on council sites as part of supply. As there are no sites in Manchester this calculation is not applicable.

Regularisation of existing sites

- 6.29 As there are no unauthorised sites in Manchester, this is not a consideration in this modelling.

Vacant pitches on private sites

- 6.30 There are currently no pitches on unauthorised sites which are vacant.

Meeting the need

- 6.31 Extensive discussions have been held with households decanted from Dantzic Street. The conclusion is that two sites should be provided to meet the needs of two broad family groupings, with roughly equal numbers of pitches on each site. To allow some flexibility in site occupancy, it is recommended that two 8 pitch sites are developed to meet identified needs over the plan period.
- 6.32 As need from other households may also emerge over the plan period, it is recommended that the need for 18 pitches is seen as a minimum need figure. However, any additional need to emerge should be met through additional site development.

Tenure preferences

- 6.33 Existing households planning to move and new households expecting to form were asked about tenure preferences. For households considering a move to a pitch, the preference was for council ownership.

Transit requirements

- 6.34 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.
- 6.35 An indicator of transit need is unauthorised encampment activity. Over the period April 2018 to November 2022, there were 196 recorded incidences of unauthorised encampment activity (Table 6.5). Over this period:
- The number of caravans on unauthorised encampments has ranged between 1 and 34, with 14 incidences with 20 or more caravans (representing 7.1% of encampments).
 - The median number of caravans on an encampment has been 6.
 - The modal number (the most frequently recorded number of caravans) was 4.

Table 6.4 Unauthorised encampment activity April 2018 to November 2022

Time period	Number
2018/19	38
2019/20	44
2020/21	58
2021/22	31
2022/23 (to November 2022)	25
TOTAL	196
Average	7.8
Median	6
Mode (most frequent number)	4
Range	1 to 34

- 6.36 Table 6.5 summarises the cumulative number of caravans on unauthorised encampments. This demonstrates that the majority of encampments (75.3%) comprised less than 10 caravans and 7.4% comprised 20 or more caravans.

Table 6.5 Number of caravans on encampments

Number of caravans on encampment	Number	%	Cumulative %
<5	76	40.0	40.0
5-<10	67	35.3	75.3
10-15	20	10.5	85.8
15-20	13	6.8	92.6
20-<30	12	6.3	98.9
30 or more	2	1.1	100.0
Total	190	100.0	
No data	6		
Grand Total	196		

- 6.37 Households interviewed were asked their views on transit provision (base=9) and a limited need for transit provision was reflected in their responses:
- The vast majority of households stated there was no need for transit provision. Of the small number that said there was a need, this was for general transit provision across Manchester.
- 6.38 When considering transit need, the Council needs to be mindful of new legislation through the Police, Crime, Courts and Sentencing Act (Part 4). This will make using land for stopping without permission a criminal offence rather than a civil offence. The Act gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).
- 6.39 Although only a minority of household survey respondents indicated there was a need for transit provision, evidence of unauthorised encampment activity would suggest there is considerable need for transit provision within Manchester. Most encampments (75.3%) have comprised fewer than 10 caravans but the council should be mindful of a need to accommodate larger numbers of caravans on some occasions.
- 6.40 There are a number of ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit pitches, stop over places and negotiated stopping arrangements.
- 6.41 Transit sites are permanent sites intended for temporary use by Gypsies and Travellers. The length of stay is usually limited to a maximum of three months. In terms of pitches, 'Designing Gypsy and Traveller Sites: Good Practice Guide' (CLG, 2008) states:
- Size of pitch – sufficient to accommodate two touring caravans, two parking spaces and private amenities;

- Amenities should include electricity supply, toilet, wash basin and shower with hot and cold water supply for each pitch;
 - Depending on the level of use, portable facilities may be more appropriate, particularly if the sites are empty for lengthy periods of time and therefore at risk of vandalism.
- 6.42 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or likely to occur. They can be fields, areas of hardstanding or a mixture of both. Temporary facilities can be provided when the temporary stop over is in use, for instance portable toilets and rubbish collection.
- 6.43 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tends to be around 28 days; and users agree to comply with rules for behaviour and use of the site. Negotiated stopping arrangements can be particularly helpful when supporting larger encampments.
- 6.44 Councils are increasingly adopting flexible options such as temporary stopping areas and negotiated stopping to help meet transit needs. Based on the evidence of unauthorised encampment activity, it is recommended the Council introduces negotiated stopping arrangements to support any future transit need.
- 6.45 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water. The length of the agreement can vary but tends to be around 28 days, and users agree to comply with rules for behaviour and use of the site. (see <https://www.negotiatedstopping.co.uk> for more information).

Houseboat need

- 6.46 The Housing and Planning Act 2016 (section 124) creates a new duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a local authority area with respect to sites for caravans and the mooring of houseboats as part of the periodical review of housing needs. It deletes sections 225 and 226 of the Housing Act 2004.
- 6.47 arc⁴ has carried out a series of interviews nationally with houseboat residents. In general, living on a houseboat is a lifestyle choice but there are small numbers of people who identify as boat travellers/bargee travellers. The Canals and Rivers Trust (CRT) are responsible for issuing boat licences to residents and users of canals in Manchester.
- 6.48 There are two types of licence: for permanent moorings, but these do not have to be residential moorings and most are for leisure purposes; and a licence without a mooring where the boater is required to 'bona fide navigate' meaning that the boater needs to keep moving around and not be in any location for more than 14 days.
- 6.49 Within Manchester there are 3 navigable waterways and there are 1,517 boats with permanent moorings (Table 6.6). It cannot be confirmed how many of

these are permanent houseboats but does indicate the level of boater activity in Manchester.

Table 6.6 Boater activity in Manchester

Waterway	Functional location	No. of boats with permanent moorings	No. of boats without permanent moorings (continuous cruisers)	Total boats
Manchester, Bolton & Bury Canal (Not navigable)	MC-001 - MC-009	0	0	0
Ashton Canal	AN-004 - AN-011	37	5	42
Leeds & Liverpool Canal	LL-001 - LL-204	1,438	203	1,641
Rochdale Canal	RD-046 - RD-052	42	13	55
TOTAL		1,517	221	1,738

Source: Canals and Rivers Trust

- 6.50 Regarding the need for residential moorings, the CRT generally comment that based on their boater survey, nationally the number of people living on boats has slowed and possibly declined recently. To assist with planning for boater needs, the Canals and Rivers Trust comment that local plans/policies should acknowledge and support residential mooring if there are appropriate locations, but would expect most permanent moorings to be still for leisure use. There is also a need for short stay moorings for leisure and residential boaters while they move around. The CRT also comment that many liveaboard boaters do so without having a permanent mooring as they can moor in many places - so it's not the mooring space but rather the availability of facilities for them to access (e.g. water points, wet waste disposal, refuse/recycling) that is important.
- 6.51 It is recommended that the Council continues to engage with the CRT to explore the potential to expand the range of moorings to support both residential and leisure needs.

7. Conclusion and response

- 7.1 This concluding chapter provides a brief summary of key findings and recommendations.

Current accommodation

- 7.2 There are well-established Gypsy and Traveller communities living across the Manchester. The 2021 Census reports 526 people identifying as Gypsy and Traveller but there are currently no permanent residential sites for Gypsies and Travellers. There are however three Travelling Showpersons' yards with 73 plots.

Future residential need

- 7.3 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life.
- 7.4 The overall needs evidenced in this report indicate a total shortfall of 17 pitches (of which 17 is PPTS need and 0 is non-PPTS need) over the plan period 2022/23 to 2037/38. It is recommended that two 8 pitch sites are developed to meet identified needs over the plan period.
- 7.5 The following suggestions, based on a range of policies from other local authorities could be taken into account when drafting the Council's policies on new residential pitch provision:
- The site is in a sustainable location in terms of accessibility to services and facilities, including health and schools.
 - The site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to essential services such as water supply, sewerage, drainage and waste disposal.
 - Appropriate screening and landscaping is included within the proposal to protect local amenity and the environment.
 - The site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains.
 - They promote peaceful and integrated co-existence between the site and the local community.
 - They enable mixed business and residential accommodation (providing for the live-work lifestyle of Travellers).
 - They avoid undue pressure on local infrastructure and services.
 - The proposal is well related to the size and location of the site and respects the scale of the nearest settled community.
 - Proposals make adequate provision for on-site facilities that meet best practice for modern Traveller site requirements, including play areas, storage, provision for recycling and waste management.

Houseboat need

- 7.6 There are 1,517 boats with permanent moorings in Manchester. It is recommended that the Council continues to engage with the CRT to explore the potential to expand the range of moorings to support both residential and leisure needs

Transit site/stop over need

- 7.7 The Council should consider the options for transit provision, particularly in response to the Police, Crime, Sentencing and Courts Act. Given the level of unauthorised encampment activity, it is recommended the Council develop a negotiated stopping policy to support Travellers passing through Manchester. Most encampments comprise fewer than 10 caravans but on some occasions the number of caravans exceeds 20. Land which has the potential to accommodate smaller numbers (up to 10 caravans) and larger number (up to 34 caravans) should be identified for future transit use.

Future updating

- 7.8 The GTAA should be updated on a 5-yearly basis to ensure that the level of pitch and plot provision remains appropriate for the Gypsy and Traveller population across Manchester.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations		
		This study is being done for Manchester City Council to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential. We can provide our Privacy Statement if you want to see it		
		Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No
	Pitch/Property Type/ Bricks and mortar (including tenure)			
	1 No. Statics/mobiles/chalets if applicable			
	2 No. tourers/caravans if applicable			
	3 Description of pitch/property occupancy			
	4 No. households			
	5 No. concealed households			
	6 No. doubled up households			
	Does anyone else use this pitch/property as their home? If so, who			
	7 Household characteristics			
		Gender	Age	Relationship to respondent
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
	10 Ethnicity			
	11 How many bedspaces are there on your home?			
	12 Overcrowding of home	Y / N		
	13 Overcrowding of pitch (if applicable)	Y / N		
	14 Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing?	S, R, B&M		
	15 Where were you living? Record district/settlement name			

Travelling questions				
In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel (nomadic habit of life). I'm now going to ask a few questions about whether you or someone in your household travels				
16	In the last year have you or someone in your household travelled?	Y / N		
17	Previous to the last year, did you or someone in your household travel?	Y / N		
18	Reason(s) for travelling			
19	Please describe when and where do you travel? (if relevant)			
20	Do you or a member of your household plan to travel next year?	Y / N		
21	Do you think you or a member of your household will travel in the next two to five years?	Y / N		
22	What reasons do you or your household have for not travelling now or in the future?			
Where you plan to live in the future				
23	Are you planning to move to another place to live in the next 5 years?	Y / N		
24	Why are you planning to move ?			
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)			
26	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)			
26a	If pitch, single (one static) or double pitch (for two statics)			
If in B&M housing				
27	If you live in bricks and mortar housing, are you happy to live here or would you prefer to live on a pitch?	Happy Here / Prefer pitch		
28	If you would prefer to live on a pitch is this because you have a 'cultural aversion' to living in bricks and mortar (this means it affects your mental health and makes you unhappy/	Y / N		
Emerging households				
29	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N		
		III1	III2	III3
30	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)			
31	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)			
31a	If pitch, single (one static) or double pitch (for two statics)			
32	Have they travelled / plan to travel ?	Y/N	Y/N	Y/N
33	If living in bricks and mortar do you have a 'cultural aversion' to living in bricks and mortar? (this means it affects your mental health and makes you unhappy/depressed)	Y/N	Y/N	Y/N

	Additional residential pitches	
34	Scope to expand site (extend the boundary of the site)	Y / N
35	No. additional pitches	
36	Scope to intensify pitches (put more pitches on the existing site)	Y / N
37	No. additional pitches	
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches	
39	In general, is there a need for more authorised pitches (for people to live on all the time?) in this district?	Y / N
40	If so, now many are needed?	
41	Who should own them (Council, people from the Traveller Community, non-Travellers)	
42	Do you own any land or know of anywhere within the district which could be considered for development as a site?	
	Transit and temporary stopover need	
43	Is there a need to provide places where people can stop whilst travelling through the district? This can include transit pitches or stopover places	Y / N
44	Is there a need for transit pitches (for people stopping over temporarily) in the district? A transit pitch is intended for short-term use and usually includes space for two caravans, parking space and access to electricity, a toilet, washing facilities	Y / N
45	If so, how many are needed?	
46	Who should manage them ? (Council, Traveller Community)	
47	Where should they be located?	
48	Is there a need for stopover places? A stopover place is land which can be used on a temporary basis and usually include access to porta-loos, waste disposal and water	Y / N
49	If so, how many are needed?	
50	Who should manage them ? (Council, Traveller Community)	
51	Where should they be located?	
	Residential history	
52	How many years have you lived here?	
Routing	If more than five years If five years or less	Go to Q58 Go to Q53
53	Where did you move from? (District)	
54	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?	
55	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?	
56	What were the reasons for moving here?	
57	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)	
	Support needs	
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?	
	Final questions	
59	Is there anything else you'd like to tell us about your housing or support needs?	
60	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so,can you provide contact details	

Appendix B: Glossary of terms

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

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

CRE: Commission for Racial Equality.

DLUHC: Department for Levelling Up, Housing and Communities. Formerly Department for Communities and Local Government; created in May 2006 and responsible for the remit on Gypsies and Travellers during the period the PPTS was written. It was renamed in 2018 as MHCLG (Ministry for Housing, Communities and Local Government) and in 2021 it was renamed again as DLUHC.

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

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

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

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

Plot: see pitch

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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