



Wiltshire Council

Gypsy and Traveller Accommodation Assessment

Final Report

June 2020



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Wiltshire Council (the Council).
- 1.2 As well as updating previous GTAAs, another reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term “*persons...who have ceased to travel permanently*”, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.7 for the full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the implementation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2019 to 2036 to cover the new Wiltshire Local Plan period and the 15-year requirements set out in PPTS. The outcomes of this study supersede the outcomes of any previous GTAAs for Wiltshire Council.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Wiltshire through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards and encampments. A total of 184 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Wiltshire; a total of 11 interviews were completed with Travelling Showpeople; and a total of 7 interviews were completed with households living in bricks and mortar. In addition, a total of 19 stakeholder interviews were completed.
- 1.5 The fieldwork for the study was completed in December 2019 and this is also the baseline date for the study.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.6 Overall, the pitch needs for Gypsies and Travellers for the period 2019 to 2036 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for any undetermined households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite up to three visits to each

¹See Paragraphs 3.25-3.32 for further information on undetermined households.

- site) who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.
- 1.7 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA.
- 1.8 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies as appropriate.
- 1.9 The Council will need to carefully consider how to address any need associated with undetermined Travellers as it is unlikely that all this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.
- 1.10 An example of a robust Criteria-Based Policy that has recently been through Examination can be found in the East Herts District Plan 2018. This was subject to an Examination in Public between October 2017 and January 2018 followed by a period of public consultation on the Main Modifications agreed through the Examination between February and March 2018. Following this, the Inspector issued her Final Report on the Examination of the East Herts District Plan 2018 in July 2018. The policy to refer to is *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.
- 1.11 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies.
- 1.12 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*
- 1.13 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Wiltshire due to data protection issues, the Council have more detailed data to enable accurate Local Plan allocation to be made.
- 1.14 As an example, it is again useful to look at the East Herts District Plan 2018 that was found to be sound in an Inspectors Report that was issued in July 2018. The Local Plan contains *Policy HOU10 New Park Home Sites for Non-Nomadic (i.e. households that do not meet the planning definition of a Traveller) Gypsies and Travellers and Travelling Showpeople*. This sets out that any applications for planning permission for park homes for Gypsies and Travellers and Travelling

Showpeople that do not meet the planning definition must be in accordance with the NPPF and PPTS and the criteria set out in Policy HOU10, and not under the criteria set out in *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.

- 1.15 There were 108 Gypsy or Traveller households identified in Wiltshire that met the planning definition; 71 undetermined households that may meet the planning definition; and 111 households that did not meet the planning definition².
- 1.16 There is a need identified for **132 pitches from the 108 Gypsy and Traveller households that met the planning definition**. This is made up of 11 unauthorised pitches; 23 concealed or doubled-up households or single adults; 6 movement from bricks and mortar; 7 from in-migration/roadside; 29 teenagers in need of a pitch in the next 5 years; and 56 from new household formation, derived from the household demographics.
- 1.17 There is a need identified for **up to 29 pitches from the 71 undetermined Gypsy and Traveller households**. This is made up of 8 unauthorised pitches, and new household formation of 21 from a maximum of 71 households (using the ORS national formation rate of 1.50%). If the ORS national average³ of 30% were applied this could result in a need for 9 pitches. If the locally derived proportion of households that met the planning definition (48%) were applied this could result in a need for 14 pitches.
- 1.18 Whilst not now a requirement to include in a GTAA, there is a need identified for **78 pitches from the 111 Gypsy and Traveller households that did not meet the planning definition**. This is made up of 9 concealed or doubled-up households or single adults; 11 teenagers in need of a pitch in the next 5 years; 1 from in-migration/roadside; and 57 from new household formation, derived from the household demographics.
- 1.19 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2019-36)

Status	2019-36
Meet Planning Definition	132
Undetermined	0-29
Do not meet Planning Definition	78

Figure 2 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	76	22	21	13	132

Plot Needs - Travelling Showpeople

- 1.20 Overall the plot needs for Travelling Showpeople from 2019-2036 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may

² These figures include any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults, in-migration and households living in bricks and mortar.

³ Based on over 4,100 interviews completed by ORS across England.

meet the planning definition; and for those households that did not meet the planning definition (although this is no longer a requirement for a GTAA).

- 1.21 Only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.22 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.
- 1.23 The Council will need to carefully consider how to address the needs associated with undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots.
- 1.24 The need for those households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.10-1.13 for further details.
- 1.25 There are 5 Travelling Showperson yards in Wiltshire. Of the households interviewed on 3 of the yards, 12 met the planning definition; there were 2 undetermined households; and 4 households did not meet the planning definition.
- 1.26 There is a need identified for **12 plots from the 12 Travelling Showpeople households that met the planning definition**. This is made up of 1 household on an unauthorised development; 5 concealed or doubled-up households or single adults; 4 teenagers in need of a plot of their own in the next 5 years; and 2 from new household formation derived from the household demographics.
- 1.27 There is a need identified for **up to 2 plots from the 2 undetermined Travelling Showpeople households** and this is all from new household formation. Given that a much higher proportion of Travelling Showpeople meet the planning definition it is likely that all of the need from undetermined Showpeople will come from households that meet the planning definition.
- 1.28 There is a need identified for **no plots from the 4 Travelling Showpeople households that did not meet the planning definition** as there are no households with children.

Figure 3 – Need for Travelling Showpeople households in Wiltshire (2019-2036)

Status	2019-36
Meet Planning Definition	12
Undetermined	2
Do not meet Planning Definition	0

Figure 4 – Need for Travelling Showpeople households in Wiltshire that meet the Planning Definition by year periods

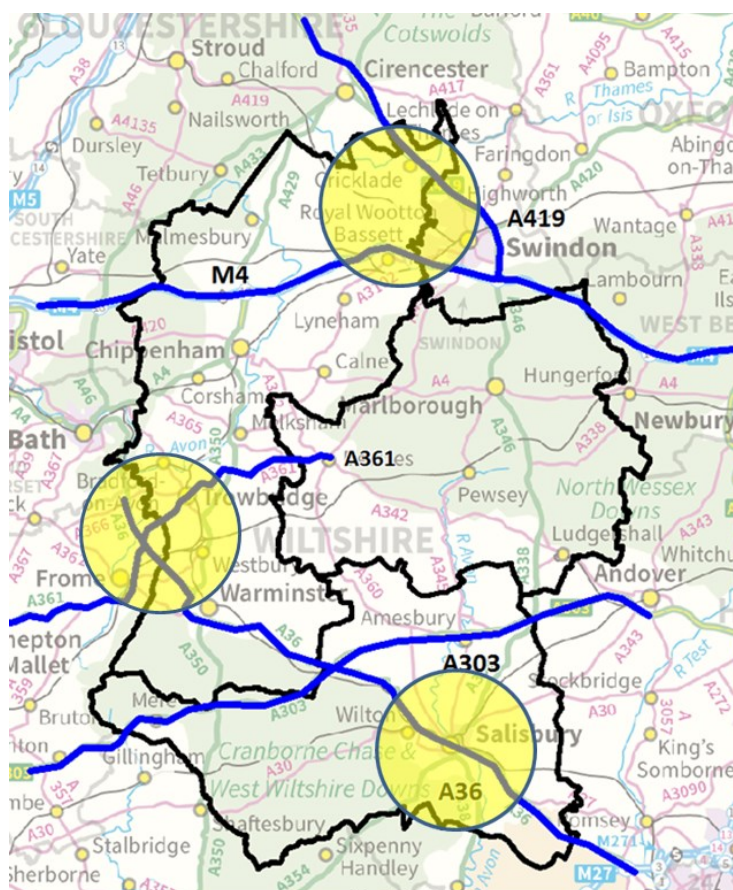
Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	10	1	0	1	12

Transit Recommendations

- 1.29 The previous GTAA that was published in December 2014 recommended that additional transit provision was needed and that, due to the size of Wiltshire, a single site would not meet this need. It went on to recommend that the Council seek to provide a network of temporary stopping

places at strategic locations across Wiltshire, and also to explore how best to meet the short-term needs of those travelling to specific events and festivals.

- 1.30 As no formal transit provision has been made available since the last GTAA was published, it is recommended that the Council should continue to follow this approach. The map below shows the main travelling routes that were identified during the stakeholder interviews and from this it would be sensible for the Council to consider the provision of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county. Further analysis should be completed of locally held data on unauthorised encampments to determine the number of temporary stopping places that will be needed at each location. This is in line with the Councils Gypsy and Traveller Emergency Stopping Place Strategy that was approved by Cabinet in July 2018.



- 1.31 ORS also recommend, as part of a strategy to address transit requirements, that the Council engage with neighbouring local authorities to identify what they are currently doing or planning to do to address transit need. Unauthorised encampments are not a problem restricted to Wiltshire and this needs to be recognised to ensure, for example, that potential transit sites either side of a local authority boundary are not being considered in isolation.
- 1.32 The situation relating to levels of unauthorised encampments should be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).

- 1.33 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 1.34 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leedsgate.co.uk for further information.
- 1.35 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Wiltshire, the Council should still be aware of temporary arrangements that could be put in place if required.

2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Wiltshire. The outcomes of the study will supersede the outcomes of the previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Wiltshire.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the revised National Planning Policy Framework (NPPF) 2019, and the revised Planning Practice Guidance (PPG) 2019.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2019 to 2036 to meet the new Wiltshire Local Plan period and the 15-year requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is December 2019 which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

Definition of Travelling

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

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

- 2.15 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.16 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.17 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances the household unit would be defined as travelling under the planning definition.
- 2.18 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled for work in the past. In addition, households will also have to demonstrate that they plan to travel again for work in the future.
- 2.19 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

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

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

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

Legislation and Guidance for Gypsies and Travellers

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

- » The Housing Act, 1985
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2019
- » Planning Practice Guidance⁴ (PPG), 2019

- 2.22 In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews need to be taken into consideration. Relevant examples have been included in this report.

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

PPTS (2015)

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

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*

⁴ With particular reference to the sections on *Housing needs of different groups* (July 2019).

- » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
- » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
- » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
- » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
- » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

2.25 In practice, the document states that (PPTS Paragraph 9):

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

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

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

2.27 Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, PPTS 2015 also notes in Paragraph 11 that:

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

Revised National Planning Policy Framework (2019)

- 2.28 The most recent version of the revised National Planning Policy Framework was issued in February 2019. Paragraph 60 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.
- 2.29 Paragraph 61 then states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*'.
- 2.30 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.
- 2.31 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to Paragraph 61 of the revised NPPF that:

It seems to me that this wording makes clear that it is only those meeting that definition that should be included in an assessment of need for 'planning definition' travellers and that gypsies who have ceased travelling should be counted and provided for elsewhere and this is the approach proposed in the emerging LP. This does not, of course mean that these gypsies should be allocated 'bricks and mortar' type housing. They will also need a suitable supply of caravan sites to meet their needs.

3. Methodology

Background

3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016), the revised NPPF (2019) and the revised PPG in 2019. It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.

3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.

3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Cheltenham, Cotswold, East Hertfordshire, Gloucester, Hart, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, Tewkesbury and Waverley.

3.4 A recent Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:

'...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAAs produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'

3.5 The Inspector for the East Herts District Plan 2018 also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:

'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'

Glossary of Terms/Acronyms

^{3.6} A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

^{3.7} ORS collated a range of secondary data that was used to support the study. This included:

- » Census data.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on enforcement actions.
- » Existing Needs Assessments and other relevant local studies.
- » Existing national and local policy, guidance and best practice.

Stakeholder Engagement

^{3.8} Engagement was undertaken with key Council Officers from Wiltshire through telephone interviews. Five interviews were completed with Council Officers from the study area

Working Collaboratively with Neighbouring Planning Authorities

^{3.9} To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below.

- | | |
|---|--|
| » Bath & North East Somerset Council | » Oxfordshire County Council |
| » Cotswold District Council | » South Gloucestershire Council |
| » Dorset County Council | » South Somerset District Council |
| » East and North Dorset District Councils | » Swindon Borough Council |
| » Mendip District Council | » Test Valley Borough Council |
| » New Forest District Council | » Vale of White Horse District Council |
| » New Forest National Park Authority | » West Berkshire District Council |

Survey of Travelling Communities

^{3.10} Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 visits were made to households where it was not initially possible to conduct an interview because they were not available at the time.

- 3.11 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.
- 3.12 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All sites and yards were visited by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.13 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.14 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).
- 3.15 Researchers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.

Figure 5 – Friends, Families and Traveller Leaflet

fft
Friends Families and Travellers
www.gypsy-traveller.org

We are writing to you from Friends, Families and Travellers (FFT) a national charity working on behalf of Gypsies and Travellers

MORE PITCHES PLEASE!

Councils are currently carrying out new Accommodation Needs Assessments. The assessments are being done to work out if there is a need for more Gypsy/Traveller sites in your area and it is really important that you take part in the process so that your Council identifies the true level of need for sites in your area.

- Your council will almost certainly employ consultants to carry out the assessment and you will probably be asked to complete a questionnaire.
- How you answer the assessment questions is really important as it will affect the number of pitches required in an area.

Questions about travelling are particularly important. In 2015 the Government changed the planning definition of what it means to be a 'Gypsy or Traveller' and it now reads as follows: 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.

This means that if you have completely stopped travelling, even if it is as a result of ill health or old age or because you care for people who are too old or too ill to travel then you will be unlikely to meet the planning definition and any need you or your dependants have for a caravan site will no longer be included in the Council's assessment of its need for Gypsy/Traveller sites in your area.

fft
Friends Families and Travellers

! So, if you are still travelling for work, even if it is only for part the year or in order to buy and sell goods at any of the traditional horse fairs etc, then it is essential you make that clear to your Council when it assesses its need for sites in your area.

• We have already seen some examples of questionnaires being used by consultants to assess needs and have some concerns about the way in which the questions have been worded and the limited space on forms to give answers.

• For example, on a form produced by ORS questionnaire there is a section in the questionnaire about travelling (Section F) which could cause people to give misleading answers.

For example, one question asks "How many trips you have made in the last 12 months" If you answer '0' to this question then you will probably not be deemed a Gypsy or Traveller according to the new planning definition, so don't forget to include trips such as for work, looking for work, going to horse fairs etc.

Another question asks "When did you stop travelling" Please think carefully before answering such a question. Have you stopped travelling for good? If so then you could be judged not to be a Gypsy or Traveller in planning terms.

Another question asks "Have you or family members ever travelled?" If you answer 'No' to this question then you will be probably be judged not to be a Gypsy or Traveller in planning terms. So again don't forget to include trips looking for work, visiting horse fairs etc.

Finally, a question asks "Do family members plan to travel in the future?" Again, please bear in mind that if you answer 'No' you will be judged not to be a Gypsy or Traveller in planning terms, so think carefully about whether you are ever likely to be travelling again in the future.

fft
Friends Families and Travellers

If you want to speak to us further please do not hesitate to call FFT on 01273 234 777 or your local Gypsy/Traveller group.

Engagement with Bricks and Mortar Households

- 3.16 The 2011 Census recorded 168 households that were identified as either Gypsies or Irish Travellers who lived in a house in Wiltshire.
- 3.17 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.18 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.19 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. The fieldwork was completed over an extended 9-month period between April 2019 and December 2019.

Applying the Planning Definition

- 3.20 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. Even though the revised PPTS was issued in 2015, only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- 3.21 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling.
 - » Where household members travelled to.
 - » The times of the year that household members travelled.

- » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 3.22 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.23 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
 - » Households that have ceased to travel temporarily under the planning definition.
 - » Households where an interview was not possible who may fall under the planning definition.
- 3.24 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2019).

Undetermined Households

- 3.25 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.
- 3.26 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50% has been used as the demographics of residents are unknown.
- 3.27 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.

- 3.28 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.29 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 30% of households who have been interviewed meet the planning definition. There are some local authorities where significantly higher numbers of households meet the planning definition, and some where no households meet the definition. This figure rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed.
- 3.30 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.31 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- 3.32 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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

Households that Do Not Meet the Planning Definition

- 3.33 Households who do not travel for work now fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be

stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁵ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (February 2019).

- 3.34 Paragraph 61 of the revised NPPF states that *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

Calculating Current and Future Need

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

Supply of Pitches

- 3.36 The first stage of the assessment sought to determine the number of occupied, vacant and potentially available supply in the study area:
- » Current vacant pitches.
 - » Pitches currently with planning consent due to be developed within 5 years.
 - » Pitches vacated by people moving to housing.
 - » Pitches vacated by people moving from the study area (out-migration).
- 3.37 It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on small private family sites are not included as components of available supply but can be used to meet any current and future need from the family living on the site.

Current Need

- 3.38 The second stage was to identify components of current need, which is not necessarily the need for pitches because they may be able to be addressed by space already available in the study area. It is important to address issues of double counting:

⁵ *Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats*. DCLG (March 2016).

- » Households on unauthorised developments for which planning permission is not expected.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

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

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

3.40 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.

3.41 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2036.

Pitch Turnover

3.42 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches on sites are not available to meet any local need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

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

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

- 3.44 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available through the household interviews, pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

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

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

- 3.46 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry of Housing Communities and Local Government (MHCLG)⁶ Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁶ Formerly the Department for Communities and Local Government (DCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁷. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

⁷ Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan or park home for example] and touring caravan, parking space for two vehicles and a small garden area.

- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Sites and Yards in Wiltshire

- 4.6 In Wiltshire, at the base date for the GTAA, there were 3 public sites (50 pitches); 54 private sites (256 pitches); no temporary sites; 5 sites that are tolerated for planning purposes (6 pitches); and 8 unauthorised sites (20 pitches). There were 5 Travelling Showmen’s yards (13 plots). There was also 1 transit site (12 pitches) that was closed during the fieldwork period. The map overleaf shows the geographical spread of sites across Wiltshire. See **Appendix D** for further details.

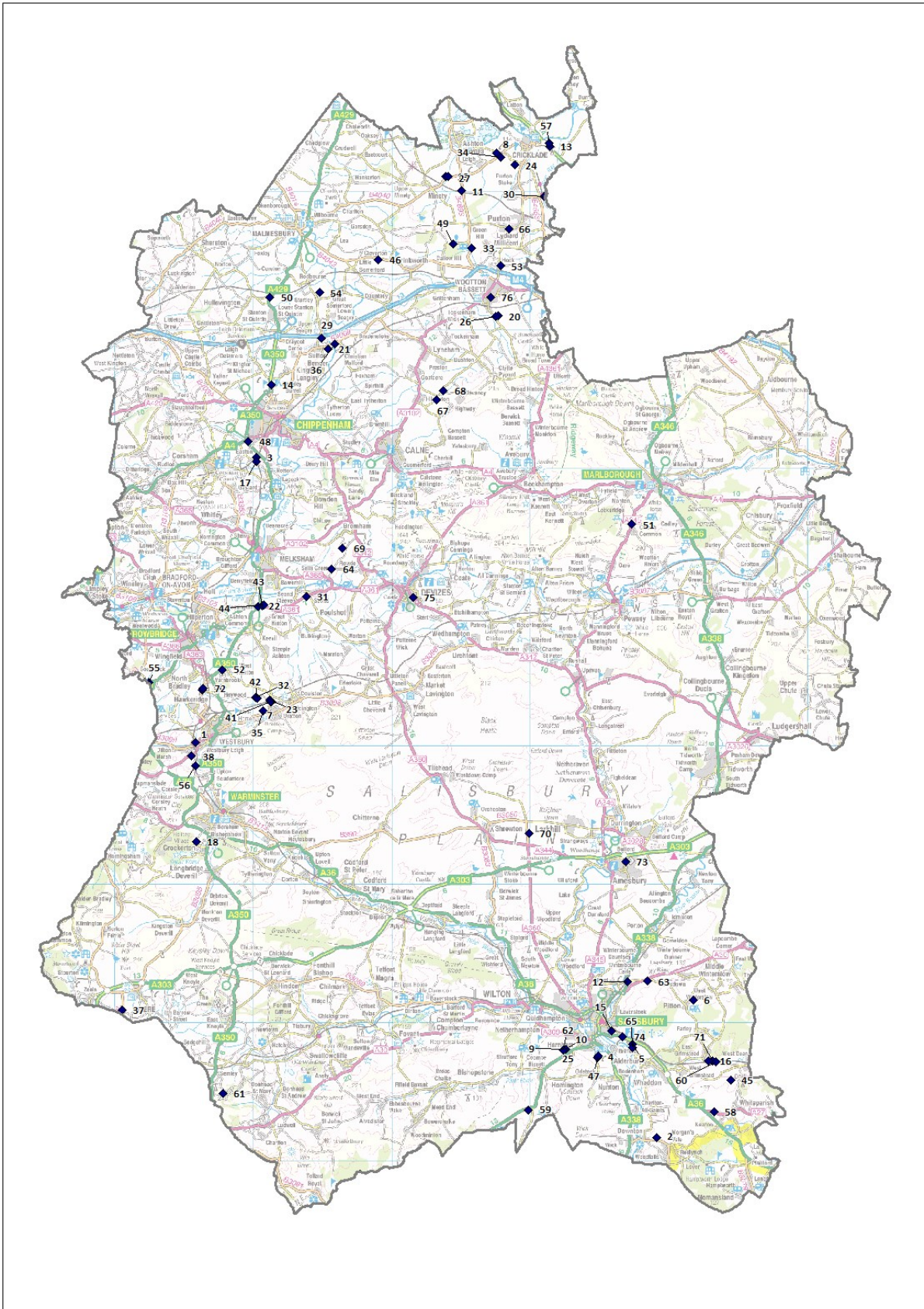
Figure 6 - Total amount of provision in Wiltshire (December 2019)

Category	Sites/Yards	Pitches/Plots
Public sites	3	50
Private with permanent planning permission	54	256
Private with temporary planning permission	0	0
Tolerated sites	5	6
Unauthorised sites	8	20
Transit sites ⁸	1	12
Travelling Showpeople yards	5	13
TOTAL	76	357

MHCLG Traveller Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013 it was renamed the Traveller Caravan Count due to the inclusion of data on Travelling Showpeople.
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out later in this report.

⁸ The transit site is currently closed.



1	Fairhaven Gypsy Site	Public
2	Lode Hill Gypsy Site	Public
3	Thingley Gypsy Site	Public
4	Odstock Transit Site	Transit (currently closed)
5	79 Southampton Road (The Piggaries)	Private
6	Badgers Rest	Private

7	Bonnie Farm	Private
8	Bournelake	Private
9	Braemar	Private
10	Braemar (2)	Private
11	Bridge Paddocks	Private
12	Broken Cross Bridge	Private
13	Calcutt Stables	Private
14	Christian Place	Private
15	Dairyhouse Bridge Gypsy Site	Private
16	Dillons Farm	Private
17	Easton Lane Gypsy and Traveller Site	Private
18	Ernies Yard	Private
19	Field 7920 - Sandbourne Park	Private
20	Former Glenville Nurseries	Private
21	Frampton Farm	Private
22	Greenacres Mobile Park	Private
23	Hedgerow Stables	Private
24	Hicks Leaze	Private
25	Hill View	Private
26	Jacob Manor, Land Adjacent to 40 Marlborough Road	Private
27	Land adjacent B4040	Private
28	Land adjacent Hisomley Farmhouse	Private
29	Land Adjacent Old Telephone Exchange	Private
30	Land adjoining Swindon & Cricklade Railway	Private
31	Land at A361 Blossom Hill	Private
32	Land at Capps Lane	Private
33	Land at Four Oaks	Private
34	Land at Greenfield View	Private
35	Land at Lower Westbury Road	Private
36	Land at Orchard Paddock	Private
37	Land at west side of B3092 Mapperton Hill	Private
38	Land at White Horse View	Private
39	Land opposite 6 Hawkeridge Road	Private
40	Land rear of The Paddock	Private
41	Land south west of Bonnie Farm	Private
42	Land west of Penn Farm	Private
43	Lansdowne	Private
44	Littleton Stables	Private
45	Llamedos	Private
46	Melbourne View	Private
47	Oak Tree Field Gypsy Site	Private
48	Pudding Brook	Private
49	Purdys Farm	Private
50	Rose Field Caravan Site	Private
51	Speck Caravan Site	Private
52	Sunnyside, Yarnbrook Road	Private
53	The Paddock, Hook	Private
54	The Paddock, Startley	Private
56	The Poplars, Sand Pit Lane, Dilton Marsh	Private
57	The Stables	Private
58	Tricky's Paddock	Private
71	Valley View, Dillons Farm	Private
59	Blandford Road	Tolerated
60	Dean Road	Tolerated
61	Hatt Hill	Tolerated
62	Little Acre	Tolerated
63	Viny Ridge	Tolerated

64	9 Berhills Lane	Unauthorised
65	Hillbilly Acre	Unauthorised
66	Land adjacent 27 Restrop Road	Unauthorised
67	Land at Brewers Pit	Unauthorised
68	Land west of Bushton Road	Unauthorised
69	New Road, Bromham	Unauthorised
70	Stonehenge Byway 12	Unauthorised
55	The Poplars Residential Park, Poplar Tree Lane	Unauthorised
72	Land opposite The Laurels	Showpeople
73	Porton Road	Showpeople
74	Southampton Road	Showpeople
75	Land adjacent Nursteed Park	Showpeople - Tolerated
76	The Caravan, Wootton Bassett	Showpeople - Unauthorised

5. Stakeholder Engagement

Introduction

- 5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 Five interviews were undertaken with Council Officers from the study area.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from fourteen neighbouring local authorities.
- | | |
|---|--|
| » Bath and North East Somerset Council | » South Gloucestershire Council |
| » Cotswold District Council | » South Somerset District Council |
| » Dorset County Council | » Swindon Borough Council |
| » East and North Dorset District Councils | » Test Valley Borough Council |
| » Mendip District Council | » Vale of White Horse District Council |
| » New Forest District Council | » West Berkshire District Council |
| » New Forest National Park Authority | |
| » Oxfordshire County Council | |
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Wiltshire

Accommodation Needs

- 5.6 In 2014, Wiltshire council started work on a Gypsy & Traveller Development Plan Document (DPD) designed to meet the identified needs in the 2014 GTAA. However, due to the change to the Traveller definition in 2015 and the inability to source enough suitable and available land, Wiltshire Council planned to review the DPD and include it in the scheduled Local Plan review, which will conclude by 2021. However, the latest Local Development Scheme (2020) now proposed a standalone DPD in order to preserve the evidence base.

- 5.7 Since the last GTAA, Wiltshire Council has disposed of two public sites due to funding issues impacting the ability to upgrade the sites and have undertaken refurbishment of three public sites. The Fairhaven, Thingley and Lode Hill sites have been fully refurbished, increasing the amount of pitches available on those sites by 7.
- 5.8 The cross departmental group within Wiltshire Council, called the Traveller Reference Group, has developed a strategy and action plan that looks to engage with Travellers on private and public sites. This is regarding areas such as accommodation needs, health and education, in order to improve the engagement between council services and Travellers.
- 5.9 Wiltshire Council have had their Emergency Stopping Places Strategy approved by Cabinet in July 2018 and have been working to identify three sites in the council area that could potentially become emergency stopping sites.
- 5.10 Any Travellers currently living in bricks and mortar accommodation who wish to move back onto a site can apply and be put on a waiting list. Conversely, any Travellers who wish to live in bricks and mortar accommodation have the opportunity join the register and are supported throughout the process.

Short-term Encampments and Transit Provision

- 5.11 Wiltshire have a year-round issue with short-term unauthorised encampments. The majority of the population are New Age Travellers and are a constant presence on the roadside around Wiltshire. The more traditional Gypsy & Traveller population tend to stop over the summer months, primarily for employment opportunities.
- 5.12 Wiltshire currently has no transit provision as the only permitted transit site at Odstock is currently closed.
- 5.13 It was suggested that transit provision in the area could be improved. The preferred option would be to provide multiple (around three) temporary stopping places spread across the County. Given the size of the County, it was put forward that driving distances to transit sites can be long and therefore deter Travellers from making the journey, resulting in an increased likelihood of them stopping roadside. Multiple smaller stopping places should provide an agreeable alternative to both the issue of driving long distances and of stopping roadside.
- 5.14 It was hoped that improvements to transit provision would help when enforcement need to relocate any unaccepted unauthorised sites within the region.

Cross Border Issues

- 5.15 Wiltshire have received requests from families residing in neighbouring authorities who wish to find a site or yard. However, no issues were raised concerning need from neighbouring authorities impacting upon Wiltshire.
- 5.16 Wiltshire Council work closely with neighbouring authorities through information gathering and sharing concerning Travellers who cross-over borders. Close working relationships with neighbouring authorities is important to Wiltshire due to its status as a landlocked County.

Future Priorities and Any Further Issues

- 5.17 The chief future priority highlighted was to address site availability and to improve the availability of education and health services, to improve the lives of Travellers.
- 5.18 Furthermore, it was hoped that Wiltshire will continue to ensure that services are fit for purpose in regard to tackling inequality. This includes taking into account issues of literacy to ensure that there are alternative formats to support Gypsies & Travellers to access any of the services Wiltshire have, while also continuing with the work that has already been undertaken by the local authority to tackle stigma and prejudice of the Traveller community. The work aims to allow council staff and councillors to understand more about the cultures and traditions of Gypsies & Travellers, and to understand the contribution they make to the community.

Neighbouring Authorities

Bath & North East Somerset Council

- 5.19 With regard to **overall accommodation need** in Bath and North East Somerset, the views of the officer interviewed were as follows:
- » Since the last GTAA, Bath & North East Somerset (B&NES) Council have provided direct provision through developing and delivering a new public site at Carrswood View. The site provides 8 permanent pitches and 5 transit pitches.
 - » In order to understand whether current provision is meeting the needs of Travellers living in the area an update of the Council's GTAA is being completed and is due to be completed in 2020.
 - » Currently, the only tolerated site in B&NES is on Stoney Lane on the western edge of Bath.
 - » Short-term unauthorised encampments in B&NES mainly occurring during the summer months. The needs of encampments are met through the provision of 5 transit pitches that are available on a daily basis.
- 5.20 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:
- » The other authorities in the West of England were suggested to be meeting their own need. However, it was acknowledged there is a need for updated and consistent assessments of need to be undertaken across the area. Wiltshire were suggested to be meeting their own need, including in areas most closely linked to Bath.
 - » B&NES engage in cross-border joint working on planning and housing issues across the West of England. There has also been an assessment of need across the sub-region on a consistent basis, deriving individual figures for each Unitary Authority.

Cotswold District Council

- 5.21 With regard to **overall accommodation need** in Cotswold, the views of the officer interviewed were as follows:

- » Since the last GTAA, Cotswold District Council adopted the Local Plan 2011-2031 in August 2018. There is an identified need for up to 11 additional Traveller pitches in Cotswold District from households that meet the PPTS planning definition. There is no requirement for Travelling Showpeople sites. The needs of Travellers who do not meet the PPTS definition are met within the overall assessed housing need for 8,400 homes, over the plan period.
- » The Local Plan has a strategy to deliver the required Traveller pitches through the intensification of an existing site (7 pitches at Shorncote) and the allocation of one new site (4 pitches at Meadowview, Bourton-on-the-Water). The Local Plan then includes a sequential approach for the consideration of any further site opportunities.
- » Cotswold experience a very small number of short-term unauthorised encampments. The Enforcement Team have not been required to attend any unauthorised encampments for several years. Anecdotally, incidents were thought occur due to Travellers ‘stopping over’ to break-up their journey on an established traveller route from Fishguard to the South East, which passes through Cotswold District on the A40. Cotswold also have the Stow Fair which attracts seasonal Travellers.

5.22 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Several of the Gloucestershire district authorities have substantial unmet need for Traveller pitches and they will be looking to Duty to Cooperate partners to help meet those needs. The unmet need from Duty to Cooperate partners may affect Cotswold District, although meeting those needs in Cotswold will be difficult due to the highly sensitive Cotswold landscape.
- » Several instances of cross-border joint working were identified by the officer interviewed. These include Gloucestershire County Council and the six Gloucestershire district councils currently working together to create a ‘Joint Protocol for Managing Unauthorised Encampments’, Cotswold Council working with Gloucestershire County Council and the six other Gloucestershire district councils in preparation for an update of the Gloucestershire GTAA, and Cotswold council also working with neighbouring authorities under the Duty to Cooperate.
- » No Duty to Cooperate issues were raised through the examination of the Cotswold District Local Plan 2011-2031. Cotswold seek to work proactively with neighbouring authorities to find solutions to issues and have also entered into several Statements of Common Ground with neighbouring authorities, where such issues are encountered.

Dorset County Council

5.23 With regard to **overall accommodation need** in Dorset County, the views of the officer interviewed were as follows:

- » Since the last GTAA, Dorset County Council have achieved planning permission for 6 new pitches on the public site at Piddlehinton and now need to bid for funds.

- » More permanent pitches are needed for local Gypsies & Travellers, and New Age Travellers.
- » There are currently 8 unauthorised sites in Dorset, 4 of which are tolerated. One of the tolerated sites have been given license to stay for two years.
- » Short-term unauthorised encampments in Dorset mainly occur during the summer months and numbers peak during events such as the Great Dorset Steam Fair. The needs of encampments are met through the provision of a transit site that can be opened from April to August, at the discretion of the Council. There is also a transit site which is operational during the Great Dorset Steam Fair event.

5.24 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No specific issues concerning Wiltshire were identified.
- » Poole and Bournemouth were suggested to not be meeting their identified accommodation need.

East and North Dorset District Council

5.25 With regard to **overall accommodation needs** in East and North Dorset District, the views of the officer interviewed were as follows:

- » Since the last GTAA, the Council has been reviewing all permissions that have been granted since the last GTAA was published, such as one for the public site at Piddlehinton for 6 pitches.
- » It was acknowledged that the GTAA identifies a need to be met. The Council will consider Gypsy & Traveller matters, including the potential of allocating sites, as part of the Dorset Council Local Plan, which is currently at an early stage of production.

5.26 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Need figures were currently considered to be fairly low in neighbouring authorities so it was not anticipated that there would be any issue concerning neighbouring authorities being able to meet their needs.
- » Dorset Council has, and continues to, work closely with neighbouring authorities. This includes in respect of issues relating to the town of Shaftsbury, which is on the border between Dorset and Wiltshire.

Mendip District Council

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

- » Since the last GTAA, there has been limited progress on a Gypsy & Traveller DPD or identification of sites.

- » There are around 35 authorised sites across the district which are mainly small private sites (1 – 5 pitches).
- » There is an acknowledged significant shortfall in provision and a need for more authorised sites in the district. Mendip’s situation is unusual with a high proportion of New Age Travellers who are not seeking traditional built Traveller site provision or ‘travel’, in the traditional sense. In recent years the picture has become more complex with evidence of encampments/unauthorised roadside caravans being taken up as alternative accommodation to housing

5.28 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The officer interviewed was aware of Gypsy & Traveller groups who move through Mendip from Wiltshire and to other parts of the Southwest. However, there is no collated information to know whether these are regular patterns or associated with events.
- » There are substantial joint working ventures between the Somerset authorities and a joint GTAA is expected to be re-commissioned in Autumn 2019. Mendip have liaised with Wiltshire on previous Gypsy & Traveller work and would be open to do so in the future.

New Forest District Council

5.29 With regard to **overall accommodation need** in New Forest District, the views of the officer interviewed were as follows:

- » Since the last GTAA (2017), the Local Plan 2016-2036 Part 1: Planning Strategy has now been through examination and is anticipated to be adopted in July 2020.
- » The Local Plan will put in place a criteria-based policy (HOU4: Gypsies, Travellers and Travelling Showpeople), which will enable suitable sites to come forward in appropriate locations. Planning Inspectors did not raise any concerns with the policy or the approach to meet the need identified in the 2017 GTAA.
- » Identified traveller needs in the 2017 GTAA can be met on an allocated site with planning permission. Land at Little Testwood Farm has capacity for around eight new pitches.

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

- » No specific cross-border issues were raised.
- » With regard to cross-border joint working, the 2017 GTAA was undertaken by several Hampshire local authorities and included consultation beyond the assessment area. Going forward, cross-border issues would likely be picked up through the ongoing Duty to Cooperate meetings that take place with neighbouring authorities.

New Forest National Park Authority

5.31 With regard to **overall accommodation need** in New Forest Authority, the views of the officer interviewed were as follows:

- » Since the last GTAA, New Forest National Park Authority (NFPA) have witnessed a successful application from an unauthorised site in the Wiltshire area of the National Park. The site was granted temporary personal permission for five years and leaves New Forest National Park Authority with 3 authorised Traveller sites.
- » The last GTAA identified the need for 1 pitch which has been allocated in the recently adopted Local Plan. However, there remains a high level of need for Travelling Showpeople plots and there is currently no site allocation for this. The need arises from one yard which is overcrowded and contains concealed households.
- » NFPA will most commonly experience a small number of short-term unauthorised encampments over the summer months.

5.32 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » No issues were identified regarding the ability of neighbouring authorities to meet their individual need.
- » NFP work closely with Wiltshire Council to assist with housing need aspects. The Authority have also collaborated with Wiltshire on work concerning Gypsy and Traveller studies.

Oxfordshire County Council

5.33 With regard to **overall accommodation need** in Oxfordshire County, the views of the officer interviewed were as follows:

- » There are 6 public sites in Oxfordshire with 89 pitches and they are owned and managed by the County Council. The District Councils in Oxfordshire have no public sites of their own and rely on the County Council to provide public pitches. It is felt that the District Councils in Oxfordshire could be doing more to assist less affluent Gypsies & Travellers by providing public sites.
- » Many of the private sites have issues of overcrowding and are also increasingly experiencing Non-Travellers occupying the sites.
- » Oxfordshire County Council are aware of several sites that come under the category of either unauthorised, tolerated or temporary.
- » There are three arterial routes within Oxfordshire that run through the county (i.e. M40, A34 and A41). These routes bring many Gypsies & Travellers through the county as they look to rest, visit family or stop for employment opportunities.
- » There are no transit sites, emergency stopping places or agreed areas to stop in the county. However, there are selected places where encampments will be tolerated for a week or so. Many Gypsies & Travellers who habitually visit Oxfordshire know

where these places are which helps in maintaining enforcement actions. There are no plans in place to provide transit provision in the future.

5.34 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » All cross-boundary issues are left to the four housing/planning authorities within Oxfordshire.

South Gloucestershire Council

5.35 With regard to **overall accommodation need** in South Gloucestershire, the views of the officer interviewed were as follows:

- » Since the last GTAA, a number of applications have been granted permission. These applications equate to 15 additional Gypsy and Traveller pitches, and 7 additional plots for Travelling Showpeople.
- » Based on the last GTAA, there is a high level of need for additional provision in South Gloucestershire. The Council are at an early stage of preparing its new Local Plan and will be opening a call for sites in the coming months, in order to identify potentially suitable land. The Council will consider the findings from the updated GTAA and consider options for whether it is able to allocate additional sites for Gypsy and Traveller and Travelling Showpeople use to meet the level of need identified.
- » The accommodation needs of Travellers currently living in bricks and mortar accommodation will be met through the same process of site allocation (through the new Local Plan) as those currently living on Gypsy and Traveller sites and Travelling Showpeople's yards.
- » Historically, South Gloucestershire has experienced high volumes of seasonal unauthorised encampments across the district. The Council will also be considering options for whether sites can potentially be allocated as new transit and/or negotiated/ temporary stopping provision, through the Local Plan.

5.36 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The other authorities in the West of England were believed to be meeting their own needs.
- » Through the process of preparing the Local Plan, South Gloucestershire Council are confident that, through working with their neighbouring authorities, they will satisfy the requirements of the Duty to Cooperate.

South Somerset District Council

5.37 With regard to **overall accommodation need** in South Somerset, the views of the officer interviewed were as follows:

- » Since the last GTAA (2011 and update 2013), South Somerset Council now have an enabling policy within the adopted Local Plan.

- » South Somerset have delivered in excess of the number of residential sites that were identified as being needed. However, there is still an outstanding need for transit and Travelling Showpeople provision.
- » The officer interviewed was not aware of any instances of overcrowding or concealed households.
- » It was felt that there is a need for transit provision within Somerset as there is currently no formal transit site.

5.38 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Unaware of any issues concerning the potential overflow of Travellers from Wiltshire.
- » South Somerset maintain close cross-border working relationships and worked jointly with the other Somerset authorities on the joint GTAA 2011 and update in 2013. The Councils are currently in the process of preparing to commission a new joint GTAA. South Somerset converse with other local authorities on local plan work and issues concerning the Travelling community in the area.

Swindon Borough Council

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

- » Since the last GTAA, the local authority now has a criteria-based policy in its current Local Plan (Policy HA8) which supports development of Gypsy & Traveller accommodation in appropriate locations.
- » Accommodation need in Swindon over the period 2019-35 stands at 23 Gypsy & Traveller pitches (based on the ethnic identify definition), 20 pitches (based on PPTS 2015), or 11 pitches (based on the work interpretation). There is also a need for 14 additional Travelling Showpeople plots over the same period.
- » The Council have not identified any Council-owned land that could be suitable for accommodating the identified need. Therefore, it is likely that Swindon Borough Council will be in a position of having unmet need for Gypsy & Traveller accommodation.
- » Swindon Borough Council recorded 21 unauthorised encampments taking place in the Borough between March 2016 and November 2017. The average length of stay for encampments was four days. In most instances, the local authority or police took action to remove the unauthorised encampment.

5.40 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The Borough Council is currently undertaking a call for sites to meet the need identified in their latest GTAA and to date no sites have been put forward. Meetings with the Council's Property Department have not identified any Council-owned land that could be suitable for accommodating the need. Therefore, it is likely that Swindon Borough Council will be in a position of having unmet need for gypsy and

traveller accommodation and will need to consider whether or not any residual need could be met in neighbouring authorities.

Test Valley Borough Council

5.41 With regard to **overall accommodation need** in Test Valley, the views of the officer interviewed were as follows:

- » Since the last GTAA, Test Valley Borough Council has undertaken a scoping report ready for the publication of a Gypsy & Traveller DPD.
- » There currently remains a deficit of authorised pitches in Test Valley which is possibly contributing to instances of overcrowding and concealed households.
- » Test Valley Borough Council are aware of short-term unauthorised encampments occurring in the area. Encampments were thought to mainly be stopping for family visiting and special occasions.
- » There is no transit provision available to meet the needs of those in short-term encampments. It was felt that the issue of transit provision should become a joint approach across a wider strategic area rather than individual authorities working separately.

5.42 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » The officer interviewed was unaware of whether neighbouring local authorities are meeting their own individual need.
- » Successful cross-border joint working is evidenced through the Hampshire GTAA which was undertaken with six other Local Planning Authorities.
- » It was felt that more could be done regarding a cross-boundary strategic approach towards the issue of providing transit provision across Hampshire.

Vale of White Horse District Council

5.43 With regard to **overall accommodation need** in Vale of White Horse, the views of the officer interviewed were as follows:

- » Vale of White Horse has identified a need for 13 pitches required in the plan period to successfully meet the needs of Gypsies, Travellers and Travelling Showpeople.
- » Vale of White Horses' Local Plan Part 2 does not allocate a site to meet the need for 1 plot identified in the latest updated GTAA. The council considers that this additional requirement can be delivered through windfall sites.
- » Short-term unauthorised encampments fall outside the Council's area of responsibility and are dealt with by Oxfordshire County Council.

5.44 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Vale of white Horse consider that neighbouring local authorities are meeting their own need satisfactorily.

- » Vale of White Horse have an established relationship with its neighbouring authorities which has allowed for the development of a Joint GTAA with Cherwell District Council, Oxford City Council and South Oxfordshire District Council. There is also an established relationship with Wiltshire, who have previously provided the opportunity to comment on the Gypsy & Traveller DPD.

West Berkshire District Council

5.45 With regard to **overall accommodation need** in West Berkshire, the views of the officer interviewed were as follows:

- » Since the last GTAA, West Berkshire District Council have allocated sites in their Core Strategy and Housing Sites Allocation DPD.
- » Current provision is of 35 pitches. However, additional supply of 17 pitches is needed over the next plan period (2019 – 2036).
- » Gypsies, Travellers and Travelling Showpeople living in bricks and mortar were Included in the latest GTAA (2019).
- » West Berkshire Council are aware of short-term unauthorised encampments occurring in the district. These encampments were believed to be mainly stopping for employment opportunities and to visit family members. To meet the needs of Travellers in those unauthorised encampments new transit provision should be provided in new Local Plan.

5.46 With regard to the subject of **cross border issues**, the views of the officer interviewed were as follows:

- » Aside from Reading, it was suggested that all other neighbouring authorities are able to meet their individual accommodation need.
- » West Berkshire Council engage in cross-border joint working ventures through attending monthly meetings with planning policy colleagues from neighbouring authorities. These authorities also share a Gypsy Liaison Officer.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified 3 public sites; 54 private sites with permanent planning permission; no private sites with temporary planning permission; 5 sites that are tolerated for planning purposes; and 8 unauthorised sites. There are also 5 Travelling Showmen’s yards.
- 6.3 The table below sets out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed.
- 6.4 It should be noted that there were 63 vacant or unimplemented pitches and 27 pitches that were not occupied by Gypsies or Travellers. This gives a statistically robust adjusted response rate of 74% and an adjusted contact rate of 85% when refusals are taken into account.
- 6.5 During the period between commencing the GTAA and reporting no further transient households were identified to interview other than those who were interviewed.

Figure 7 - Sites and yards visited in Wiltshire

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
Fairhaven Gypsy Site	7	7	-
Lode Hill Gypsy Site	12	12	-
Thingley Gypsy Site	31	31	-
Private Sites			
79 Southampton Road (The Piggaries)	2	2	-
Badgers Rest	1	0	1 x refusal
Bonnie Farm	10	1	9 x non-travellers
Bournelake	15	1	1 x refusal, 1 x pitch does not exist, 1 x non-Traveller, 8 x vacant, 3 x no contact
Braemer	2	2	-
Braemer (2)	1	5	-
Bridge Paddocks	5	4	1 x vacant
Broken Cross Bridge	3	1	2 x unimplemented
Calcutt Stables	14	7	6 x refusals, 1 x no contact
Christian Place	3	3	-
Dairyhouse Bridge Gypsy Site	18	7	5 x vacant, 1 x refusal, 5 x no contact
Dillons Farm	1	1	-
Easton Lane Traveller Site	5	5	-
Ernies Yard	2	2	-

Field 7920 - Sandbourne Park	16	9	5 x vacant, 2 x no contact
Former Glenville Nurseries	11	1	3 x refusals, 4 x no contact, 3 x vacant
Frampton Farm	15	3	1 x refusal, 6 x no contact, 2 x vacant, 3 x non-Travellers
Greenacres Mobile Park	14	5	9 x non travellers
Hedgerow Stables	1	1	-
Hicks Leaze	1	0	1 x no contact
Hillview	1	2	2 x households on 1 pitch
Jacob Manor (land adjacent 40 Marlborough Road)	3	3	-
Land adjacent B4040	2	0	2 x unimplemented
Land adjacent Hisomley Farmhouse	1	1	-
Land adjacent Old Telephone Exchange	1	0	1 x no contact
Land adjoining Swindon & Cricklade Railway	2	0	2 x no contact
Land at A361 Blossom Hill	1	0	1 x no contact
Land at Capps Lane (Shellbrook View)	1	1	-
Land at Four Oaks	12	4	6 x non-Travellers, 2 x vacant
Land at Greenfield View	6	2	1 x refusal, 3 x pitch does not exist
Land at Lower Westbury Road	1	0	1 x no contact
Land at Orchard Paddock	1	1	-
Land at west side of B3092 Mapperton Hill	1	0	1 x no contact
Land at White Horse View	2	2	-
Land opposite 6 Hawkeridge Rd	2	2	-
Land rear of The Paddock	3	3	-
Land south west of Bonnie Farm	1	0	1 x non-Travellers
Land west of Penn Farm	1	0	1 x no contact
Lansdowne	7	3	4 x unimplemented
Littleton Stables	1	1	-
Llamedos	1	1	-
Melbourne View	11	4	7 x unimplemented
Oak Tree Field Gypsy Site	32	16	7 x vacant, 11 x no contact
Pudding Brook	2	2	-
Purdys Farm	2	2	-
Rose Field Caravan Site	6	0	6 x refusals
Specks Caravan Site	1	1	-
Sunnyside	2	1	1 x vacant
The Paddock, Hook	2	2	-
The Paddock, Startley	2	2	-
The Poplars, Dilton Marsh	2	2	-
The Stables	1	0	1 x not implemented
Tricky's Paddock	1	1	-
Valley View, Dillons Farm	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
Blandford Road	1	0	1 x refusal

Dean Road	1	1	-
Hatt Hill	2	0	2 x no contact
Little Acre	1	1	-
Viny Ridge	1	1	-
Unauthorised Sites/Roadside			
9 Berhills Lane	6	0	6 x site inaccessible
Avonview / Hillbilly Acre	2	1	1 x vacant
Land adjacent 27 Restrop Road	1	0	1 x no contact
Land at Brewers Pit	1	1	-
Land west of Bushton Road	2	2	-
New Road, Bromham	1	1	-
Stonehenge Byway 12	2	1	1 x no contact
The Poplars Residential Park	5	5	-
Transit Sites			
Odstock Transit Site	12	0	Transit site currently closed
Travelling Showpeople			
Land opposite The Laurels	5	5	-
Porton Road	1	0	1 x no contact
Southampton Road	1	0	1 x no contact
Land adjacent Nursteed Park (Tolerated)	5	5	-
The Caravan, Wootton Bassett (Unauthorised)	1	1	-
TOTAL	357	195	

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{6.6} Following all of the efforts that were made a total of 7 households living in bricks and mortar were interviewed.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2036. This includes both current unmet need and need which is likely to arise in the future⁹. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum¹⁰ has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

⁹ See Paragraphs 3.41 and 3.42 for details of components on current and future need.

¹⁰ Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.

- 7.8 This view has been supported by Planning Inspectors in a number of Decision Notices. The Inspector for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% but that a 2.50% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.50% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.

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

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

- 7.10 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice in December 2017. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit.

- 7.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution, and in-/out-migration.

- 7.12 In many GTAA's the household growth rate used for the assessment of future needs is informed by local evidence, and this demographic evidence is used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).
- 7.13 However, in certain circumstances where the numbers of households and children are high or low, or the population age structure is skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales. In Wiltshire for both households that met the planning definition and for households that did not meet the planning definition, there were significantly higher numbers of children aged under 18 living on sites. As such this approach has been taken to determine levels of new household formation.
- 7.14 The ORS national formation rate of 1.50% has been applied to undetermined households in the absence of any demographic data for these households.
- 7.15 Overall new household formation for those that met and did not meet the planning definition has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

- 7.16 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTAA period based on the compound rate of growth that was applied rather than being split equally over time. There is also a split to provide need figures for the new Wiltshire Local Plan period.

Applying the Planning Definition

- 7.17 As set out in Chapter 3, the outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition form the baseline of need in the GTAA. Need from undetermined households where an interview was not completed have been included as a potential additional component of need. Need from households that did not meet the planning definition has also been assessed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 7.18 The table below sets out the planning status of households that were interviewed for the Wiltshire GTAA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults, in-migration and households living in bricks and mortar.

Figure 8 – Planning status of households in Wiltshire

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	5	39	0
Private Sites	82	71	60
Temporary	0	0	0
Tolerated	2	1	3
Unauthorised	13	0	8
Bricks and Mortar	6	0	0
Sub-Total	108 (49%)	111 (51%)	71
Travelling Showpeople			
Private Yards	4	1	2
Tolerated Yards	5	3	0
Unauthorised Yards	3	0	0
Sub-Total	12 (75%)	4 (25%)	2
TOTAL	120 (51%)	115 (49%)	73

- 7.19 Figure 8 shows that for Gypsies and Travellers 108 households (49%), and for Travelling Showpeople 12 households (75%) met the planning definition of a Traveller in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.
- 7.20 A total of 111 Gypsy and Traveller households (51%) and 4 Travelling Showpeople households (25%) did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.21 It was not possible to make contact with 71 Gypsy and Traveller households and with 2 Travelling Showpeople households as they either refused to be interviewed or were not present during the extended fieldwork period.

Interviews with Gypsies and Travellers in Bricks and Mortar

- 7.22 Following all of the efforts that were made it was possible to complete an interview with a total of 7 households living in bricks and mortar and all met the planning definition. One household were happy living in bricks and mortar and 6 said that they needed to move back to live on an extended family site in Wiltshire.

Migration

- 7.23 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.

- 7.24 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified a total of 8 households that have been displaced from Wiltshire who are seeking to move back to family sites. ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to Wiltshire. Therefore, apart from the identified in-migration, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of Wiltshire wish to develop a new site the proposal will need to be considered by a criteria-based Local Plan Policy.
- 7.25 It is important to note that any future demand for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by a criteria-based development management policy. This additional need should not be assessed against levels of need identified in the GTAA or to contribute towards supply to meet this need.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.26 The 103 households that met the planning definition were found on the public, private, tolerated and unauthorised sites. Analysis of the household interviews indicated that there is a current need for 23 pitches from concealed or doubled-up households or adults; 11 pitches from households on unauthorised sites; and 6 movement from bricks and mortar. The future need identified is for 29 pitches for teenage children living on site who are in need of a pitch of their own in the next 5 years; 7 in-migration or roadside; and 56 pitches as a result of new household formation, derived from the demographics of the residents. Therefore, the overall level of need identified for those households who met the planning definition of a Gypsy or Traveller is for **132 pitches** over the GTAA period.

Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition (2019-36)

Gypsies and Travellers - Meeting Planning Definition		Pitches
Supply of Pitches		
Supply from vacant public and private pitches		0
Supply from pitches on new sites		0
Pitches vacated by households moving to bricks and mortar		0
Pitches vacated by households moving away from the study area		0
Total Supply		0
Current Need		
Households on unauthorised developments		11
Households on unauthorised encampments		0
Concealed households/Doubling-up/Over-crowding		23
Movement from bricks and mortar		6
Households on waiting lists for public sites		0
Total Current Need		40
Future Need		
5 year need from teenage children - Sites		29
Households on sites with temporary planning permission		0
In-migration/roadside		7
New household formation		56
<i>(Formation from household demographics)</i>		
Total Future Needs		92
Net Pitch Need = (Current and Future Need – Total Supply)		132

Figure 10 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-036	
	76	22	21	13	132

Pitch Needs – Undetermined Gypsies and Travellers

- 7.27 Whilst it was not possible to determine the planning status of a total of 71 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 7.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.29 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the planning definition.
- 7.30 This would suggest that it is likely that only a proportion of the potential need identified from these undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.31 There were 71 occupied Gypsy and Traveller households where it was not possible to complete an interview. **Need for up to 29 pitches** has been identified from these households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is made up of 8 pitches on sites that are unauthorised and 21 from new household formation using the ORS national formation rate of 1.50%¹¹. As set out in above, it is likely that only a proportion of the 71 households will meet the planning definition. If the ORS national average of 30% were to be applied the need identified from undetermined households could be for 9 pitches. If the locally derived proportion of households that met the planning definition (48%) were to be applied this could rise to 14 pitches.
- 7.32 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

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

- 7.33 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies. On this basis, it is evident that whilst the needs of the 112 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.

¹¹The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

- 7.34 Analysis of the household interviews indicated that there is a need from 9 concealed or doubled-up households or single adults; 11 from teenagers who will need a pitch of their own in the next 5 years; 1 from in-migration/roadside; and 57 from new household formation derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **78 pitches** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

- 7.35 There were 5 Travelling Showperson yards identified in Wiltshire and interviews or proxy interviews were completed with all but 2 of the households.
- 7.36 Analysis of the household interviews for households that met the planning definition indicated that there is a need for 1 plot for a household on an unauthorised development; a need for 5 plots from concealed or doubled-up households or adults; a need for 4 plots for teenagers in need of a plot of their own in the next 5 years; and a need for 2 plots from new household formation derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson is for **12 plots** over the GTAA period.

Figure 11 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition (2019-36)

Travelling Showpeople - Meeting Planning Definition	Pitches
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5
Movement from bricks and mortar	0
Total Current Need	6
Future Need	
5 year need from teenage children	4
Households on yards with temporary planning permission	0
In-migration/roadside	0
New household formation	2
<i>(Formation from household demographics)</i>	
Total Future Needs	6
Net Plot Need = (Current and Future Need – Total Supply)	12

Figure 12 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	10	1	0	1	12

Transit Requirements

7.37 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Traveller Caravan Count, the outcomes of the stakeholder interviews and records on numbers of unauthorised encampments, and the potential wider issues related to changes made to PPTS in 2015.

MHCLG Traveller Caravan Count

7.38 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.

7.39 Data from the Traveller Caravan Count shows that there have been relatively low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years – 20 in 2016, 30 in 2017, 37 in 2018 and 3 in 2019

Stakeholder Interviews and Local Data

7.40 The stakeholder interviews identified that Wiltshire has a year-round issue with short-term unauthorised encampments, and in particular from New Age Travellers who are seen as a constant presence on the roadside around Wiltshire. The more traditional Gypsy and Traveller population tend to stop over the summer months, primarily for employment opportunities.

7.41 Information held by the Council recorded a total of 155 encampments in 2016, 296 encampments in 2017, 225 encampments in 2018 and 161 encampments between January and September 2019.

7.42 Further analysis has been undertaken where the number of caravans at each encampment have been recorded. This shows that the vast majority of encampments (81%) in Wiltshire are made of 5 or less caravans and that only 4% of encampments are made up of 11 or more caravans. This is important when planning the type and size of transit provision that may be needed to address problems associated with unauthorised encampments.

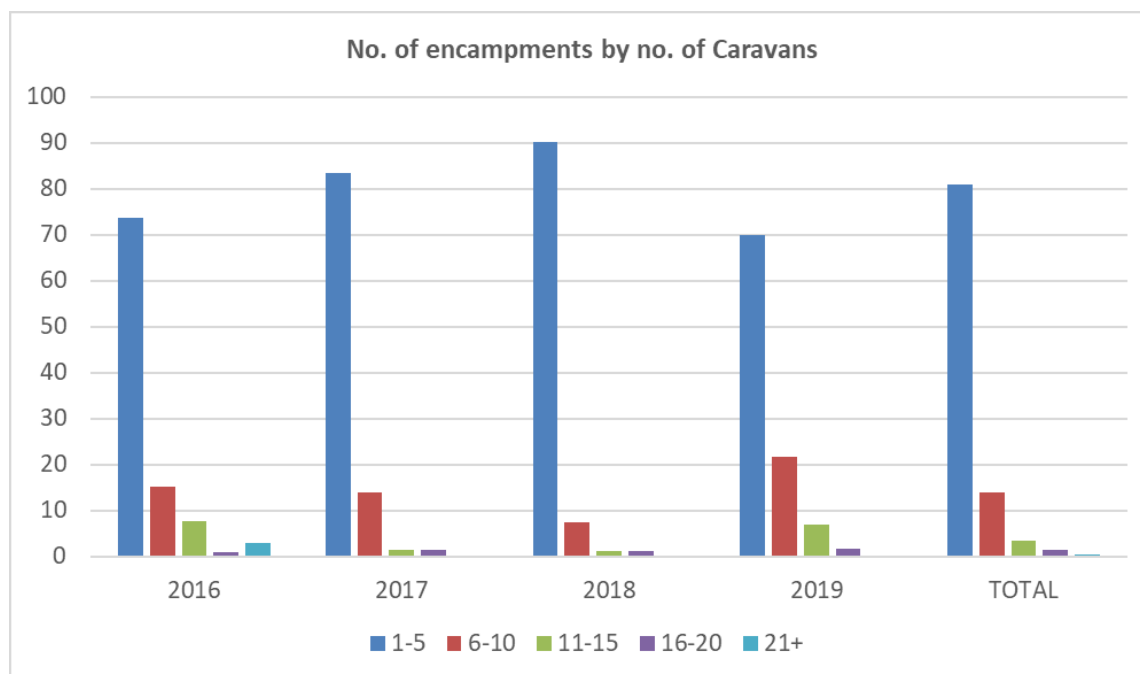
Figure 13 – Number of encampments by number of caravans

Year	1-5	6-10	11-15	16-20	21+	Total
2016	78	16	8	1	3	106
2017	192	32	3	3	0	230
2018	145	12	2	2	0	161
2019 (part)	81	25	8	2	0	116
TOTAL	496	85	21	8	3	613

Figure 14 – Number of encampments by number of caravans (%)

Year	1-5	6-10	11-15	16-20	21+	Total
2016	74	15	8	1	3	100%
2017	83	14	1	1	0	100%
2018	90	7	1	1	0	100%
2019 (part)	70	22	7	2	0	100%
TOTAL	81	14	3	1	0	100%

Figure 15 – Number of encampments by number of caravans (%)



7.43 Wiltshire currently has no transit provision as the only permitted transit site at Odstock is presently closed. It was suggested that transit provision in the area could be improved and that the preferred option would be to provide a network of temporary stopping places spread across the County. Given the size of the County, it was put forward that driving distances to transit sites can be long and therefore deter Travellers from making the journey, resulting in an increased likelihood of them stopping roadside. Multiple, smaller, stopping places could provide an agreeable alternative to both the issue of driving long distances and of stopping roadside.

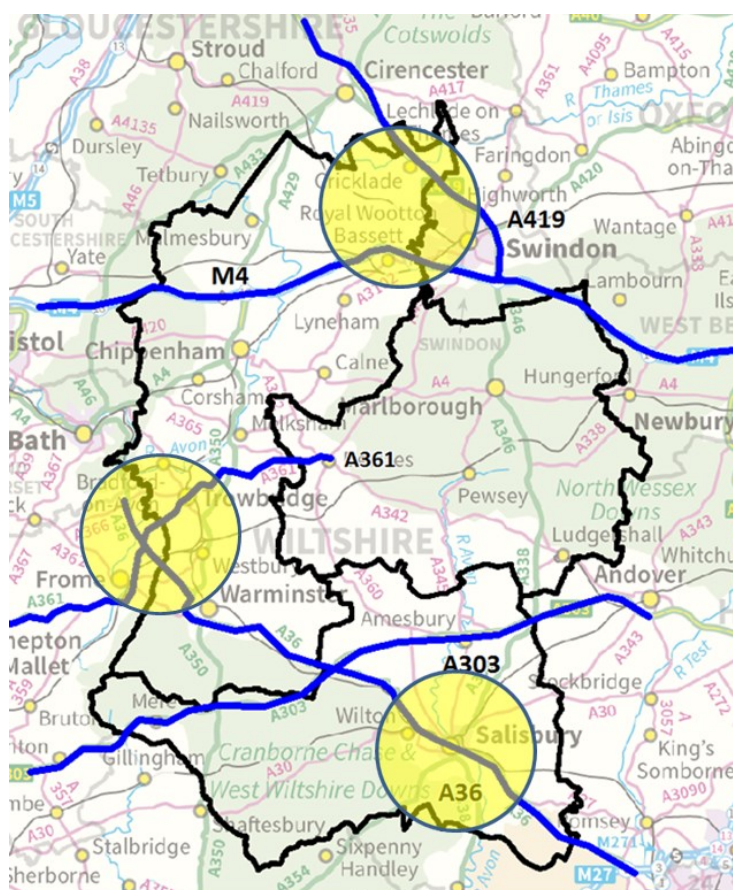
Potential Implications of PPTS (2015)

7.44 It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling. This may well be the case,

but it will take some time for any changes to become apparent. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen at this point in time.

Transit Recommendations

- 7.45 The previous GTAA that was published in December 2014 recommended that additional transit provision was needed and that, due to the size of Wiltshire, a single site would not meet this need. It went on to recommend that the Council seek to provide a network of temporary stopping places at locations across Wiltshire, and also to explore how best to meet the short-term needs of those travelling to specific events and festivals.
- 7.46 As no formal transit provision has been made available since the last GTAA was published it is recommended that the Council should continue to follow this approach. The map overleaf shows the main travelling routes that were identified during the stakeholder interviews and from this it would be sensible for the Council to consider the provision of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county. Further analysis should be completed of locally held data on unauthorised encampments to determine the number of temporary stopping places that will be needed at each location. This is in line with the Councils Gypsy and Traveller Emergency Stopping Place Strategy that was approved by Cabinet in July 2018.



- 7.47 ORS also recommend, as part of a strategy to address transit requirements, that the Council engage with neighbouring local authorities to identify what they are currently doing or planning to do to address these needs. Unauthorised encampments are not a problem restricted to

Wiltshire and this needs to be recognised to ensure, for example, that potential transit sites either side of a county boundary are not being considered in isolation.

- 7.48 The situation relating to levels of unauthorised encampments should be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).
- 7.49 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 7.50 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leedsgate.co.uk for further information.
- 7.51 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Wiltshire, the Council should still be aware of temporary arrangements that could be put in place if required.

8. Conclusions

8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2019 and the revised Planning Practice Guidance (PPG) 2019. It also provides the evidence base which can be used to support Local Plan Policies. Whilst the need evidenced at individual sites is not included in this report, additional evidence has been provided to the Council to enable them to allocate pitches and to investigate opportunities for the intensification or expansion of sites.

Gypsies and Travellers

8.2 In summary there is a need for:

- » 132 pitches in Wiltshire over the GTAA period to 2036 for Gypsy and Traveller households that met the planning definition;
- » 29 pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and
- » 78 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.3 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

8.4 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.

8.5 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.

8.6 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.

8.7 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering

some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites. As set out in Paragraph 8.1 the Council have been provided with additional information that will allow them to consider sites that are suitable for intensification or expansion.

- 8.8 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Wiltshire (in-migration/windfall), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).
- 8.9 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN). This is reflected in the revised NPPF (2019).
- 8.10 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Wiltshire due to data protection issues, the Council have more detailed data to enable accurate Local Plan allocation to be made.

Travelling Showpeople

- 8.11 The GTAA identifies a need for 12 plots for households that met the planning definition and 2 plots from undermined households. There was no need identified for the households that do not meet the definition.

Transit Provision

- 8.12 As no formal transit provision has been made available since the last GTAA was published it is recommended that the Council develop a network of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county. Further analysis should be completed of locally held data on unauthorised encampments to determine the number of temporary stopping places that will be needed at each location. This is in line with the Councils Gypsy and Traveller Emergency Stopping Place Strategy that was approved by Cabinet in July 2018.
- 8.13 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.

Summary of Need to be Addressed

- 8.14 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed

either as a result of the GTAA, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.

- 8.15 Total need from Gypsy and Traveller households that met the planning definition, from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 239 pitches.
- 8.16 The tables below break total need down by:
- » The number that met the planning definition;
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that meet the planning definition) of need from undetermined households and 49% (the locally derived proportion that met the planning definition);
 - » The number that did not meet the planning definition; and
 - » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 51% (the locally derived proportion that did not meet the planning definition);
- 8.17 Need from households that meet or are likely to meet the planning definition will need to be addressed through Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy.
- 8.18 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	132	-	132
30% Undetermined Need	9	-	9
Do Not Meet Planning Definition	-	78	78
70% Undetermined Need	-	20	20
TOTAL	141	98	239

Figure 17 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Wiltshire %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	132	-	132
49% Undetermined Need	14	-	14
Do Not Meet Planning Definition	-	78	78
51% Undetermined Need	-	15	15
TOTAL	146	93	239

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Appendix A: Glossary of Terms / Acronyms used

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement of households into a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
Out-migration	Movement from one region or community in order to settle in another.
Personal planning permission	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

GTAA	Gypsy and Traveller Accommodation Assessment
GTANA	Gypsy and Traveller Accommodation Needs Assessment
HEDNA	Housing and Economic Development Needs Assessment
HNA	Housing Need Assessment
LPA	Local Planning Authority
MHCLG	Ministry of Housing, Communities and Local Government
ORS	Opinion Research Services
PPTS	Planning Policy for Traveller Sites (PPTS) in August 2015
SHMA	Strategic Housing Market Assessment
TSP	Travelling Showpeople

Appendix B: Undetermined Households

Figure 18 - Need for undetermined Gypsy and Traveller households in Wiltshire (2019-36)

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	8
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	8
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/roadside	0
New household formation	21
<i>(Household base 71 and formation rate 1.50%)</i>	
Total Future Needs	21
Net Pitch Need = (Current and Future Need – Total Supply)	29

Figure 19 – Need for undetermined Gypsy and Traveller households in Wiltshire by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-38	
	14	6	6	3	29

Figure 20 - Need for undetermined Travelling Showpeople households in Wiltshire (2019-36)

Travelling Showpeople - Undetermined	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration/roadside	0
New household formation	2
<i>(Household base 2 and formation rate 1.50%)</i>	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	2

Figure 21 – Need for undetermined Travelling Showpeople households in Wiltshire by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	0	1	0	1	2

Appendix C: Households that did not meet the Planning Definition

Figure 22 - Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition (2019-36)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	9
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	9
Future Need	
5 year need from teenage children	11
Households on sites with temporary planning permission	0
In-migration/roadside	1
New household formation	57
<i>(Formation from Household Demographics)</i>	
Total Future Needs	69
Net Pitch Need = (Current and Future Need – Total Supply)	78

Figure 23 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	21	23	26	8	78

Figure 24 - Need for Travelling Showpeople households in Wiltshire that did not meet the planning definition (2019-36)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration/roadside	0
New household formation	0
<i>(No formation from 4 households)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 25 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	0	0	0	0	0

Appendix D: Site and Yard List (December 2019)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Fairhaven Gypsy Site	7	-
Lode Hill Gypsy Site	12	-
Thingley Gypsy Site	31	-
Private Sites with Permanent Permission		
79 Southampton Road (The Piggaries)	2	-
Badgers Rest	1	-
Bonnie Farm	10	-
Bournelake	15	-
Braemer	2	-
Braemer (2)	1	-
Bridge Paddocks	5	-
Broken Cross Bridge	3	-
Calcutt Stables	14	-
Christian Place	3	-
Dairyhouse Bridge Gypsy Site	18	-
Dillons Farm	1	-
Easton Lane Gypsy and Traveller Site	5	-
Ernies Yard	2	-
Field 7920 – Sandbourne Park	16	-
Former Glenville Nurseries	11	-
Frampton Farm	15	-
Greenacres Mobile Park	14	-
Hedgerow Stables	1	-
Hicks Leaze	1	-
Hillview (Formerly part of Braemar)	1	-
Jacob Manor (land adjacent to 40 Marlborough Road)	3	-
Land adjacent B4040	2	-
Land adjacent Hisomley Farmhouse	1	-
Land adjacent Old Telephone Exchange	1	-
Land adjoining Swindon & Cricklade Railway	2	-
Land at A361 Blossom Hill	1	-
Land at Capps Lane (Shellbrook View)	1	-
Land at Four Oaks	12	-
Land at Greenfield View	6	-
Land at Lower Westbury Road	1	-
Land at Orchard Paddock	1	-
Land at west side of B3092 Mapperton Hill	1	-

Land at White Horse View	2	-
Land opposite 6 Hawkeridge Road	2	-
Land rear of The Paddock	3	-
Land south west of Bonnie Farm	1	-
Land west of Penn Farm	1	-
Lansdowne	7	-
Littleton Stables	1	-
Llamedos	1	-
Melbourne View	11	-
Oak Tree Field Gypsy Site	32	-
Pudding Brook	2	-
Purdys Farm	2	-
Rose Field Caravan Site	6	-
Specks Caravan Site	1	-
Sunnyside, Yarnbrook Road	2	-
The Paddock, Hook	2	-
The Paddock, Startley	2	-
The Poplars, Dilton March	2	-
The Stables	1	-
Tricky's Paddock	1	-
Valley View, Dillons Farm	1	-
Private Sites with Temporary Permission		
Lawful Sites – Long-term without Planning Permission		
Blandford Road	-	1
Dean Road	-	1
Hatt Hill	-	2
Little Acre, Shaftsbury Drove	-	1
Viny Ridge	-	1
Unauthorised Developments		
9 Berhills Lane	-	6
Avonview / Hillbilly Acre	-	2
Land adjacent 27 Restrop Road	-	1
Land at Brewers Pit	-	1
Land west of Bushton Road	-	2
New Road, Bromham	-	1
Stonehenge Byway 12	-	2
The Poplars Residential Park	-	5
Transit Sites		
Odstock Transit Site (currently closed)	12	-
TOTAL PITCHES	318	26
Travelling Showpeople Yards		
Land opposite The Laurels	5	-
Porton Road	1	-
Southampton Road	1	-
Land adjacent to Nursteed Park (tolerated)	-	5
The Caravan, Wotton Bassett (unauthorised)	-	1
TOTAL PLOTS	7	6

Appendix E: Household Interview Questions

GTAA Questionnaire 2019



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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

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

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

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

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

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

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

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

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

A9 Is this site your main place of residence? If not where is it?
INTERVIEWER: Please cross one box only

Yes No

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

Years	Months	If you have moved in the past 5 years, where did you move from? Include ALL moves
-------	--------	---

A11 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only*

Choice No option

A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)
INTERVIEWER: Please cross one box only

Yes No

A13 How many separate families or unmarried adults live on this pitch?
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

B Demographics

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

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

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other Please specify

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

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D **Waiting List**

D1 Is anyone living here on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

Yes —————> Continue to D2
 No —————> Go to D4

D2 How many people living here are on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other *(Please specify)*

Details (Please specify)

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

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

Other *(Please specify)*

Details (Please specify)

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

1 2 3 4 5 6 7 8 9 10

No Other *(Please specify)*

Details (Please specify) and take contact details)

E		Future Accommodation Needs				
E1 Do you plan to move from this site in the next 5 years? If so, why?						
<i>INTERVIEWER: Please cross one box only</i>						
Yes	<input type="checkbox"/>	<i>If yes</i>	—————>	<i>Continue to E2</i>	If so, why? (please specify)	
No	<input type="checkbox"/>	<i>If no</i>	—————>	<i>Go to E5</i>		
E2 Where would you move to? <i>INTERVIEWER: Please cross one box only</i>						
Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Please specify where they would move to If they own land elsewhere - probe for details						
E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i>						
Private buy	<input type="checkbox"/>	Private rent	<input type="checkbox"/>	Public rent	<input type="checkbox"/>	
E4 Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i>						
Yes	<input type="checkbox"/>	No	<input type="checkbox"/>			
E5 Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i>						
Yes	<input type="checkbox"/>	No	<input type="checkbox"/>			
Please ask for details on where land/site is located and who owns the land/site?						

F	Travelling
F1	<p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5+ </p> <p style="text-align: center;"> ↓ Go to F6a } Continue to F2 </p>
F2	<p>If you or members of your family have travelled in the last 12 months, which family members travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All the family Adult males Other If other, please specify </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p>
F3	<p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details / specify if necessary. If fairs—probe for whether this involves work</p>
F4	<p>At what time of year do you or family members usually travel? And for how long? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All year Summer Winter </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">And for how long?</p>
F5	<p>Where do you or family members usually stay when they are travelling? <i>INTERVIEWER: Please cross all boxes that apply</i></p> <p style="text-align: center;"> LA transit sites Private transit sites Roadside Friends/family Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">If other, please specify</p> <p style="border: 1px solid black; padding: 2px; text-align: center;">INTERVIEWER: Ask F6a — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9</p>
F6a	<p>Are there any reasons why you don't you travel at the moment?</p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details</p>
F6b	<p>Have you or family members ever travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> Yes <input type="checkbox"/> —————> Continue to F7 No <input type="checkbox"/> —————> Go to F9 </p>
F7a	<p>When did you or family members last travel? <i>INTERVIEWER: Please write in</i></p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details</p>
F7b	<p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="border: 1px solid black; padding: 2px; text-align: center;">Details / specify if necessary. If fairs—probe for whether this involves work</p>

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

G

Any other information

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

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

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

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

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

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

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Appendix F: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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Any press release or publication of this research requires the advance approval of ORS. Such approval will only be refused on the grounds of inaccuracy or misrepresentation.

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Household Growth Rates

Abstract and Conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.
2. This analysis was produced as a separate document in 2013 and then updated in 2015 (www.opinionresearch.co.uk/formation2015) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.
3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

Introduction

4. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors.

Modelling Population and Household Growth Rates

5. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths, in-/out-migration and household dissolution. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

6. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

Population Profile

7. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the Census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

Table 1 - Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in *'Ethnic identity and inequalities in*

Britain: The dynamics of diversity by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.

10. ORS used our own multiple survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of 3 children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census.

Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) *'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative'*, University of Sheffield).
12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, we assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.
15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 2 - Age of Head of Household (Source: UK Census of Population 2011)

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

17. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

Table 3 - Household Type (Source: UK Census of Population 2011)

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

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.
20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAAs that ORS have completed across England and Wales involving over 4,300 household interviews.