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## **Cherwell, Oxford City, South Oxfordshire and Vale of White Horse**

# **Gypsy, Traveller and Travelling Showpeople Accommodation Assessment**

Final Report

June 2017



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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of the 2017 Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Cherwell District Council (CDC), Oxford City Council (OCC), South Oxfordshire District Council (SODC); and Vale of White Horse District Council (VWHDC).
- 1.2 As well as updating previous GTAAs, the principal 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 2.8 for full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Local Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots. The assessments run for different time periods to match up with Local Plan periods.
- |                       |  |
|-----------------------|--|
| » Cherwell            | 2017-31/32 (to meet 15 year requirement in PPTS) |
| » Oxford City         | 2017-36  |
| » South Oxfordshire   | 2017-33  |
| » Vale of White Horse | 2017-31/32 (to meet 15 year requirement in PPTS) |
- 1.4 The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.5 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites and yards. A total of 55 interviews were completed with Gypsies and Travellers, and a total of 19 interviews were completed with Travelling Showpeople living on authorised and unauthorised sites and yards. Despite extensive efforts to identify them, only 1 interview was completed with Travellers living in bricks and mortar. In addition stakeholder engagement was undertaken and a total of 35 telephone interviews were completed.
- 1.6 The fieldwork for the study was completed between February and April 2017.
- 1.7 The baseline date for the study is **March 2017** which was when the majority of the site interviews were completed.
- 1.8 A Glossary of Terms can be found in **Appendix A**.

## Key Findings

### Additional Pitch Needs – Gypsies and Travellers

- 1.9 Overall, the additional pitch needs for Gypsies and Travellers for respective Local Plan periods are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (even though this is no longer a requirement to include these in a GTAA).
- 1.10 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.11 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies. Consideration will also need to be given to the allocation of new pitches on public sites.
- 1.12 The Councils will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any need arising from unknown households that do provide evidence that they meet the planning definition.
- 1.13 The need for those households who do not meet the planning definition will need to be addressed through other means such as a Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA). The figures for non-Travelling households are included in the tables overleaf *for information only* and a full breakdown of these needs can be found in the appendices to this report.

### Cherwell District Council (2017-2031/2)

- 1.14 There were six Gypsy or Traveller households identified in Cherwell District that meet the planning definition, 49 unknown households that may meet the planning definition and six households that do not meet the planning definition.
- 1.15 The GTAA identified a need for **7 additional pitches** for households that meet the planning definition. This is made up of 1 doubled-up household, 3 pitches for teenage children in need of a pitch of their own in the next 5 years, and 3 from new household formation using a rate of 2.00%.
- 1.16 The GTAA identifies a need of up to 20 additional pitches for unknown households and this is made up of new household formation of 12 from a maximum of 49 households, as well as 8 concealed or doubled-up households who have moved from Smiths Caravan Park and indicated that they plan to stay in Cherwell. If the ORS national average<sup>1</sup> of 10% were applied this could result in a need for 2 additional pitches.
- 1.17 Whilst no longer a requirement to include in a GTAA there is a need for no additional pitches for households that do not meet the planning definition.

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<sup>1</sup> Based on the outcomes of over 1,800 interviews completed by ORS since PPTS (2015) was published.

Figure 1 – Additional need for Gypsy and Traveller households in Cherwell District 2017-2031/2

Status	Total 2017-31	Total 2031-32
Travelling	7	0
Unknown	0-19 (10% = 2)	1
Non-Travelling	0	0

### Oxford City Council (2017-36)

- 1.18 There were no Gypsy or Traveller households identified in Oxford City so there is no current or future need for additional pitches.

Figure 2 – Additional need for Gypsy and Traveller households in Oxford City 2017-2036

Status	Total
Travelling	0
Unknown	0
Non-Travelling	0

### South Oxfordshire District Council (2017-33)

- 1.19 There were 15 Gypsy or Traveller households identified in South Oxfordshire District that meet the planning definition, 13 unknown households that may meet the planning definition and 15 households that do not meet the planning definition.
- 1.20 The GTAA identifies a need for **9 additional pitches** for households that meet the planning definition and this is made up of two pitches on a site with temporary permission, two concealed families or adults, two older teenage children in need of a pitch of their own in the next five years, new household formation of 5 (using a formation rate of 1.60%) based on the demographics of site residents, less supply of two pitches on a public site as a result of one household moving to bricks and mortar and another household moving away from the study area in the first five years of the GTAA period.
- 1.21 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 5 pitches from 1 unauthorised pitch, and up to 4 from new household formation from a maximum of 15 households. If the ORS national average of 10% were applied this could result in a need for one additional pitch.
- 1.22 Whilst no longer a requirement to include in a GTAA there is a need for 8 additional pitches for households that do not meet the planning definition.

Figure 3 – Additional need for Gypsy and Traveller households in South Oxfordshire District 2017-2033

Status	Total
Travelling	9
Unknown	0-5 (10% = 1)
Non-Travelling	8

## Vale of White Horse District Council (2017-31/2)

- 1.23 There were 3 Gypsy or Traveller households identified in the Vale of White Horse District that meet the planning definition, 25 unknown households that may meet the planning definition and ten households that do not meet the planning definition.
- 1.24 The GTAA identifies a need for **2 additional pitches** for households that meet the planning definition and this is made up of 1 from concealed household or adult, and 2 from new household formation based on the site demographics, less supply of one pitch from a vacant pitch on one of the public sites.
- 1.25 The GTAA identifies a need of up to 4 additional pitches for unknown households and this is made up new household formation of 6 from a maximum of 25 households, less supply of 2 vacant public pitches. If the ORS national average of 10% were applied this could result in a need for no additional pitches.
- 1.26 Whilst no longer a requirement to include in a GTAA there is a need for no additional pitches for households that do not meet the planning definition.

**Figure 4 – Additional need for Gypsy and Traveller households in Vale of White Horse District 2017-2031/2**

Status	Total 2017-31	Total 2031-32
Travelling	<b>1</b>	<b>1</b>
Unknown	<b>0-4 (10% = 0)</b>	<b>0</b>
Non-Travelling	<b>0</b>	<b>0</b>

## Additional Plot Needs - Travelling Showpeople

- 1.27 Overall the additional plot needs for Travelling Showpeople for the respective Local Plan periods are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (although this is no longer a requirement for a GTAA).
- 1.28 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.29 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies. Consideration will also need to be given to the allocation of pitches on public sites.
- 1.30 The Councils will need to carefully consider how to address the needs associated with unknown Travelling Showpeople as it is unlikely that all of this need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan policies the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.31 The need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA. The figures for non-Travelling households are included in the

tables below and overleaf *for information only* and a full breakdown of these needs can be found in the appendices to this report.

### Cherwell District Council (2017-31/2)

- 1.32 There were 11 Travelling Showpeople households identified in Cherwell District that meet the planning definition, four unknown households that may meet the planning definition and three households that do not meet the planning definition.
- 1.33 The GTAA identifies a need for **12 additional plots** for households that meet the planning definition and this is made up of three concealed families or adults, four older teenage children in need of a pitch of their own in the next five years and new household formation of 5 (using a formation rate of 1.50%) based on a maximum of 18 households.
- 1.34 The GTAA identifies a need of up to 1 additional plot for unknown households and this is made up new household formation of 1 from a maximum of 4 households (using a formation rate of 1.00%). If the ORS national average of 70% were applied this could result in a need for one additional plot.
- 1.35 Whilst no longer a requirement to include in a GTAA there is no need for any additional plots for households that do not meet the planning definition.

**Figure 5 – Additional need for Travelling Showpeople households in Cherwell District 2017-2031/2**

Status	Total 2017-31	Total 2031-32
Travelling	<b>11</b>	<b>1</b>
Unknown	<b>0-1 (70% = 1)</b>	<b>0</b>
Non-Travelling	<b>0</b>	<b>0</b>

### Oxford City Council (2017-36)

- 1.36 There was one Travelling Showperson household identified in Oxford City, living in bricks and mortar. There is no current or future need for additional plots.

**Figure 6 – Additional need for Travelling Showpeople households in Oxford City 2017-2036**

Status	Total
Travelling	<b>0</b>
Unknown	<b>0</b>
Non-Travelling	<b>0</b>

### South Oxfordshire District Council (2017-33)

- 1.37 There were 3 Travelling Showpeople households identified in South Oxfordshire District that meet the planning definition, 3 unknown households that may meet the planning definition and 1 household that did not meet the planning definition.
- 1.38 The GTAA identifies that there is **no need for additional plots** over the GTAA period.

Figure 7 – Additional need for Travelling Showpeople households in South Oxfordshire District 2017-2037

Status	Total
Travelling	0
Unknown	0
Non-Travelling	0

### Vale of White Horse District Council (2017-31/2)

- 1.39 There was 1 Travelling Showpeople household identified in the Vale of White Horse that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is no need for any additional plots.
- 1.40 The 1 Travelling Showperson household identified in the Vale of White Horse (who lives in bricks and mortar) met the planning definition but has no current or future accommodation need.

Figure 8 – Additional need for Travelling Showpeople households in Vale of White Horse District 2017-2031/2

Status	Total 2017-31	Total 2031-32
Travelling	0	0
Unknown	0	0
Non-Travelling	0	0

### Transit Requirements

- 1.41 It is recommended that whilst there may be some historic evidence suggesting that transit provision may be required in local authorities in Oxfordshire, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.42 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; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment.
- 1.43 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable. If such a need is identified work will need to be undertaken on an Oxfordshire-wide basis to identify suitable locations to meet the provision.
- 1.44 In the short-term the Councils should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- 1.45 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.

- <sup>1.46</sup> 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; sewage disposal point and refuse disposal facilities.

## 2. Introduction

### The Study

- 2.1 The primary objective of the 2017 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 Cherwell District Council (CDC), Oxford City Council (OCC), South Oxfordshire District Council (SODC); and the Vale of White Horse District Council (VWHDC). The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area. A GTAA was also completed by ORS for West Oxfordshire in 2016 to meet their Local Plan timetable. This followed the same methodological approach to this GTAA and will allow for Oxfordshire-wide need figures to be collated.
- 2.2 The study provides an evidence base to enable the Councils to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985; the National Planning Policy Framework (NPPF) 2012; Planning Practice Guidance (PPG) 2014 (and as amended); Planning Policy for Traveller Sites (PPTS) 2015; and the Housing and Planning Act 2016.
- 2.3 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the periods 2017 to 2031/33/36 in accordance with the Councils' Local Plan periods. As well as identifying current and future permanent accommodation needs, it also seeks to assess 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 Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **March 2017**.

### Local Plan Policies

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a wide range of local plan policies across the local authorities that make up the study area. These are summarised below.

**Figure 9 – Local Plan Policies**

**Cherwell Local Plan (July 2015 – re-adopted December 2016)**

**Policy BSC 6: Travelling Communities**

Cherwell District will provide 19 (net) additional pitches to meet the needs of Gypsies and Travellers from 2012 to 2031. It will also provide 24 (net) additional plots for Travelling Showpeople from 2012 to 2031.

To meet these requirements, and in order to provide and maintain a five year supply of deliverable sites,

allocations will be made in Local Plan Part 2 and planning permissions will be granted for suitable sites.

Locations outside of the Cotswolds Area of Outstanding Natural Beauty and the Green Belt will be considered. In identifying suitable sites with reasonable accessibility to services and facilities the following sequential approach will be applied:

1. within 3km road distance of the built-up limits of Banbury, Bicester or a Category A village
2. within 3km road distance of a Category B village and within reasonable walking distance of a regular bus service to Banbury or Bicester or to a Category A village.

Other locations will only be considered in exceptional circumstances.

The following criteria will also be considered in assessing the suitability of sites:

- a) access to GP and other health services
- b) access to schools
- c) avoiding areas at risk of flooding
- d) access to the highway network
- e) the potential for noise and other disturbance
- f) the potential for harm to the historic and natural environment
- g) the ability to provide a satisfactory living environment
- h) the need to make efficient and effective use of land
- i) deliverability, including whether utilities can be provided
- j) the existing level of local provision
- k) the availability of alternatives to applicants.

#### **Oxford Core Strategy (Adopted 14<sup>th</sup> March 2011)**

##### **7.5 Accommodation for travelling communities**

7.5.1 Many gypsies, travellers and travelling showpeople wish to find and buy their own sites to develop and manage, but have often been unable to secure planning permission to do so. Others require space to rent for pitching caravans – usually on sites owned and run by a local authority. A 113 increase in the number of approved sites will help to meet demand for affordable gypsy, traveller and travelling showpeople accommodation. A more settled existence can benefit many members of these communities in terms of access to health and education services, and employment, and can contribute to greater integration and social inclusion within local communities.

7.5.2 The City Council will work in partnership with Oxfordshire County Council, and the other four districts councils in Oxfordshire, to provide additional sites and pitches for permanent residence in appropriate locations in Oxfordshire. The Site Allocations DPD will consider the suitability of sites, if needed.

## **Policy CS26**

### **Accommodation for travelling communities**

*Planning permission will be granted for residential pitches in Oxford for gypsy, traveller and travelling showpeople if the City Council is satisfied that the following criteria are met:*

- a. Sites make efficient use of land without overcrowding.*
- b. Sites respect areas of high conservation or ecological value, and do not compromise the purpose or function of the Green Belt.*
- c. Sites are accessible to local shops, services, schools and healthcare facilities, by walking, cycling and public transport.*
- d. Sites are acceptable in respect of vehicular access, parking and services.*
- e. Sites are not located in Flood Zones 3a or 3b (see PPS25 for details).*
- f. Sites are located, and can be managed, so as not to result in any significant conflict with existing land uses, and to ensure an amenable environment for residents.*

### **Sites and Housing Plan 2011-2026 (Adopted February 2013)**

A2.57 The Oxford Core Strategy sets out the City Council's approach to planning for gypsies, travellers and travelling showpeople's accommodation needs. Core Strategy Policy CS26 Accommodation for Travelling Communities is a positive policy that sets out criteria for assessing suitable sites in Oxford. The Core Strategy also states that the City Council will work with other local authorities to provide additional sites and pitches in Oxfordshire, including consideration of suitable sites in the Site Allocations, if needed.

A2.58 The City Council has considered evidence of need for traveller sites as part of the preparation of the Sites and Housing Plan. Overall, there is considered to be insufficient need, or evidence of deliverability, to justify a site allocation specifically for traveller accommodation. Regard has been had to the following:

- Bi-annual Caravan Counts: There has been 1 illegally sited caravan recorded, on one occasion, in Oxford in the five year period January 2007 – January 2012. This compares with 25 caravans located on unauthorised sites across Oxfordshire in the last year.
- Gypsy and Traveller Accommodation Assessment (GTAA): A Thames Valley GTAA indicated a need for 57 Gypsy and Traveller pitches in Oxfordshire, 5 of which related to need in Oxford. A joint Oxfordshire critical benchmarking of evidence in the GTAA led to a revised estimate of need of 42 pitches (for the period 2006-16), of which none related to need in Oxford.
- Travelling Showpeople Accommodation Assessment (TSAA): An Oxfordshire TSAA indicated a need for 34 Travelling Showpeople plots, 3 of which related to need in Oxford.
- Site Allocations Call for Sites: As part of the early preparation of the Sites and Housing Plan, a Call for Sites proforma was sent to 112 landowners, developers and planning agents, specifically asking whether sites were considered suitable for Gypsy and Traveller pitch development. Of over 50 sites put forward, none indicated an interest in providing traveller pitches.

A2.59 Part B of this document sets out site allocations for residential development, which may include traveller pitch provision, provided that the criteria set out in Core Strategy Policy CS26 and other relevant local plan policies are met. Any site proposed for traveller accommodation that is not allocated will similarly be considered against Policy CS26.

A2.60 The City Council is working with neighbouring local authorities to produce a new Traveller Accommodation Assessment. The outcome of this will be a material consideration in assessing proposals for traveller sites.

### **South Oxfordshire Core Strategy (2010)**

#### **Policy CSH5 Gypsies, Travellers and Travelling Showpeople**

A supply of pitches for Gypsies, Travellers and Travelling Showpeople will be provided by:

- (i) safeguarding existing sites
- (ii) extending existing sites where possible to meet the needs of existing residents and their families
- (iii) identifying new sites through the Site Allocations DPD and Didcot Area Action Plan

The location of new sites will be determined in accordance with the following priorities:

- (i) incorporated within the greenfield neighbourhood at Didcot
- (ii) located near to existing settlements
- (iii) located within walking distance of essential services or high frequency public transport

Sites for Travelling Showpeople may need to be large enough to accommodate equipment.

### **South Oxfordshire Local Plan 2011 (Adopted January 2006)**

#### **Residential caravans and mobile homes**

##### **Policy H17**

The provision of additional gypsy caravan sites will only be permitted if:

- (i) there is an established need that cannot be met on existing sites;
- (ii) the site is not in the Green Belt, in a conservation area, on open land in an Area of Outstanding Natural Beauty or does not adversely affect a Site of Special Scientific Interest;
- (iii) it would not have a detrimental effect on the landscape, the landscape setting of settlements, or on important open gaps within or between settlements;
- (iv) it would not adversely affect the amenities of nearby residents or users of the countryside;
- (v) the site is located within a reasonable distance of a primary school, shops and other services; and
- (vi) there are no overriding objections on amenity, environmental or highway grounds.

**South Oxfordshire Local Plan 2033 – Second Preferred Options Document**

**Gypsies, Travellers and Travelling Showpeople**

**Policy H16: Provision for Gypsies, Travellers and Travelling Showpeople**

The provision of pitches for Gypsies and Travellers and plots for Travelling Showpeople will be delivered through:

- Safeguarding existing sites
- Extending existing sites, where possible, to meet the needs of existing residents and their families
- As part of the following site allocations:
  - 5 pitches for Gypsies and Travellers at Pearith Farm, Didcot
  - 5 plots for Travelling Showpeople at Chalgrove Airfield
  - 12 pitches for Gypsies and Travellers at Culham

Proposals for Gypsies, Travellers and Travelling Showpeople, will be permitted where it has been demonstrated that the following criteria have been met.

- i) There is a proven need for the development and/or the capacity of the site can be justified to meet needs for further gypsy, traveller and travelling showpeople sites, or extensions to existing sites
- ii) The site is not located within the Oxford Green Belt
- iii) Proposals on sites in areas of sensitive landscape will be considered in accordance with Policy ENV1. In all other locations the proposal will not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and is sensitively designed to mitigate any impact on its surroundings
- iv) The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network, and can be provided with safe electricity, mains drinking water, sewage connections and waste disposal facilities
- v) No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where other forms of housing would not be suitable.

**Policy H17: Safeguarding Gypsy, Traveller and Travelling Showpeople sites**

Proposals that result in the loss of a site for residential use by gypsies, travellers and travelling showpeople will not be permitted unless:

- i) Suitable alternative provision is made for the use on a site elsewhere in the locality, or
- ii) It has been determined that the site is no longer needed for this use.

Appropriate, detailed and robust evidence will be required to satisfy the above criteria. The Council will require the independent assessment of this evidence.

Planning conditions or legal obligations may be necessary to ensure that any replacement sites are

provided. Any replacement site should normally be available before the original site is lost.

**Vale of White Horse District Council - The new Local Plan 2031 (adopted December 2016)**

**Core Policy 27: Meeting the housing needs of Gypsies, Travellers and Travelling Showpeople.**

The Council will enable or provide for at least 13 pitches for gypsies and travellers during the plan period to 2031. Existing sites will be safeguarded. The identified need will be met by a combination of the following:

- i. implementation of extant planning permissions
- ii. extending existing sites where possible to meet the needs of existing residents and their families
- iii. allocating specific deliverable sites through Local Plan 2031 Part 2 to meet any remaining identified need.

Proposals to meet the identified need will be permitted where it has been demonstrated that the following criteria have been met:

- iv. the site is not located within the Oxford Green Belt
- v. the development will not harm the Area of Outstanding Natural Beauty, areas of high landscape or ecological value, or heritage assets and their setting
- vi. the development will not have an adverse impact on the character of the area, highway safety or the amenities of neighbouring properties
- vii. the site is located within a reasonable walking distance of key local services including a primary school, a local shop and a public transport service
- viii. the site can be provided with safe vehicular and pedestrian access, electricity, mains drinking water, sewage connections and waste disposal facilities

## Definitions

- 2.7 The current 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)

- 2.8 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 of PPTS 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)

- 2.9 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

- 2.10 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’.
- 2.11 **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.
- 2.12 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.
- 2.13 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*.
- 2.14 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.

- 2.15 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.
- 2.16 **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.
- 2.17 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 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 visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.18 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.19 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition households may also have to provide information that they plan to travel again in the future.
- 2.20 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). 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.*

## 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 and Planning Act, 2016
- » Planning Policy for Traveller Sites (PPTS), 2015
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance<sup>2</sup> (PPG), 2014

<sup>2.22</sup> 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.

### Planning Policy for Traveller Sites (2015)

<sup>2.23</sup> PPTS (2015) sets out the direction of Government policy. As well as including 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.*
- » *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.*

<sup>2.24</sup> 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*

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<sup>2</sup> With particular reference to the sections on Housing and Economic Development Needs Assessments

*accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

<sup>2.25</sup> 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.*

<sup>2.26</sup> Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' 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.*

## 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 the introduction of the PPG in 2014, changes to PPTS in August 2015 and the Housing and Planning Act (2016), as well as responding 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 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.4 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council Joint Core Strategy who concluded:

*'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'*

### Desk-Based Review

- 3.5 ORS collated a range of secondary data that was used to support the study. This included:
- » Census data.
  - » Site records.
  - » Caravan counts.
  - » 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.

## Stakeholder Engagement

- <sup>3.6</sup> Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Council stakeholders included Officers from departments including Housing and Planning. Wider stakeholders included representatives of the Showmen’s Guild and registered housing providers. Detailed Topic Guides were agreed with the Councils for the telephone interviews.

## Working Collaboratively with Neighbouring Planning Authorities

- <sup>3.7</sup> 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. Again, a detailed Topic Guide was agreed with the Councils.

- |   |                                      |
|---|--------------------------------------|
| » Aylesbury Vale District Council             | » Swindon Borough Council            |
| » Cotswold District Council                   | » Stratford-on-Avon District Council |
| » Cotswolds Conservation Board (AONB)         | » Warwickshire County Council        |
| » Gloucestershire County Council              | » West Berkshire Council             |
| » Northamptonshire Countywide Traveller Unit  | » West Oxfordshire District Council  |
| » Reading Council                             | » Wiltshire County Council           |
| » The Oxfordshire Gypsy and Traveller Service | » Wokingham Borough Council          |
| » South Northamptonshire Council              | » Wycombe District Council           |

## Survey of Travelling Communities

- <sup>3.8</sup> Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites and yards in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller, multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.
- <sup>3.9</sup> Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample based approach which often leads to an under-estimate of need - an approach which is regularly challenged by the Planning Inspectorate and at planning appeals.
- <sup>3.10</sup> ORS worked closely with the Councils to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of changes in PPTS (2015) and to collect the information ORS feel is

necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix F** – although the interviews were completed using Computer Aided Personal Interview (CAPI) tablets.

- 3.11 All pitches and plots were visited by experienced ORS interviewers who are accredited under the Interviewer Quality Control Scheme<sup>3</sup> (IQCS) and the Market Research Society (MRS) Code of Conduct. They conducted 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 (to meet the requirements in PPTS). Interviewers 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.
- 3.12 They 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.
- 3.13 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).

## Engagement with Bricks and Mortar Households

- 3.14 The 2011 Census recorded 33 households in Cherwell; 24 households in Oxford; 31 households in South Oxfordshire and 37 households in the Vale of White Horse that identified as Gypsy or Irish Traveller who live in a house or flat.
- 3.15 ORS applied 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 councils and housing providers (see below), stakeholder interviews and adverts on social media (including the Friends Families and Travellers Facebook group).
- » **Council Site Waiting Lists:** There are 5 public sites in the study area which are managed by the Oxfordshire Gypsy and Traveller Service. The Service confirmed that of the 3 applicants on the waiting list for Ten Acre Park in South Oxfordshire, none are currently living in bricks and mortar housing.
  - » **Council Services:** Oxford City Council confirmed there is no-one on the Council's housing register who identified themselves as a member of a Travelling community. However, Environmental Health Services identified two households and leaflets were sent to these households by the Council. The three other

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<sup>3</sup> IQCS is an independently run scheme, managed by a Council of Management representing both market research industry bodies and elected member companies. The IQCS requires members to adhere to a set of benchmark market research industry standards. These cover the recruitment, training and appraisal of fieldwork staff, and the implementation of various administrative and validation procedures to maintain the quality and accuracy of data collected.

councils in the study area were not able to provide any evidence of Gypsies, Travellers or Travelling Showpeople living in bricks and mortar in their areas.

- » **Registered Providers:** 7 providers were approached and 1 responded; they explained they do not record Gypsy and Traveller as an ethnicity within their current systems.
- » **Wider stakeholders:** Four stakeholders engaging with Traveller communities knew of households living in bricks and mortar in the study area and a flyer was sent to these stakeholders to pass on.

<sup>3.16</sup> Through this approach ORS endeavoured to do everything possible to give households living in bricks and mortar the opportunity to make their views known.

<sup>3.17</sup> ORS do not ordinarily extrapolate findings from fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole, as this can lead 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, because of the level and range of publicity, all those wishing to move will make their views known. In this way ORS seeks to shift responsibility to those living in bricks and mortar through demonstrating disproportionate efforts to make them aware of the study.

<sup>3.18</sup> Stakeholders confirmed there are no specific agencies/organisations that support Traveller communities living in bricks and mortar other than services accessible to the wider community in the study area.

**Figure 10– Bricks and mortar advert**



## Friends, Families and Travellers

7 April at 15:45 · €

Are you looking to develop a site or yard do you live in bricks and mortar and would prefer to live on a site or yard in any of the following areas?

Let ORS know so local authorities can include your housing needs in their local plans!

Get more advice here on Gypsy and Traveller Accommodation Needs assessments here: [http://www.gypsy-traveller.org/.../06/GTAA-leaflet-A4\\_v5.pdf](http://www.gypsy-traveller.org/.../06/GTAA-leaflet-A4_v5.pdf)

**Opinion Research Services**  
Excellent research for the public, industry and private sectors

### Gypsy, Traveller & Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:

Basildon, Basingstoke, Blaby, Braintree, Brentwood, Broxbourne, Castle Point, Cherwell, Cheshire East, Cheshire West, Charnwood, Chelmsford, Colchester, Dorset, East Hampshire, Epping Forest, Fareham, Gateshead, Gosport, Halton, Harborough, Harlow, Harrogate, Havant, Havering, Hertsmere, Hillingdon, Hounslow, Leicester City, Maldon, Melton, Middlesbrough, Newcastle, New Forest, North Somerset, North West Leicestershire, Oadby & Wigston, Oxford City, Rochford, Southend-on-Sea, South Oxfordshire, Surrey Heath, Tendring, Test Valley, Three Rivers, Vale of White Horse, Warrington, Waverley, West Northamptonshire, Uttlesford, and Winchester.

Your views are very important to us.

For additional advice from Friends, Families and Travellers on the Needs Assessment process please visit [http://www.gypsy-traveller.org/wp-content/uploads/2016/06/GTAA-leaflet-A4\\_v5.pdf](http://www.gypsy-traveller.org/wp-content/uploads/2016/06/GTAA-leaflet-A4_v5.pdf)

If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 01792 535337 or email [claire.thomas@ors.org.uk](mailto:claire.thomas@ors.org.uk)

## 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. As such most of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between February and April 2017.

## Calculating Current and Future Need

- 3.20 The primary change to PPTS (2015) in relation to the assessment of need is the change in 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. As the revised PPTS was only 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 Paragraph 2.20 for an example) – these support the view that households need to be able to demonstrate that they travel for work purposes 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 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.

### Applying the Planning Definition

3.22 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.

3.23 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 works purposes 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.

3.24 Households that need to be considered in the GTAA fall under one of 3 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 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.

3.25 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 Councils with components of need to consider as part of their work on wider housing needs assessments.

## Unknown Households

- 3.26 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 considered as part of the GTAA where they are believed to be ethnic 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 a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 3.27 The estimate seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50%<sup>4</sup> has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.28 Should further information be made available to the Council 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 the SHMA/HEDNA.
- 3.29 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 where an interview was completed.
- 3.30 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 3.31 ORS are not implying that this is an official government statistic- rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) 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.
- 3.32 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA.

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<sup>4</sup> See Chapter 7

<sup>3.33</sup> The Councils will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Councils should consider the use of criteria-based policies for any unknown households that do provide evidence that they meet the planning definition. An assessment of need for unknown Travellers can be found in **Appendix B**.

## Households that do not meet the Planning Definition

<sup>3.34</sup> Households who do not travel fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition provisions set out in the Housing and Planning Act (2016) 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 Guidance<sup>5</sup> 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 considered as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix C**.

## Supply of Pitches

<sup>3.35</sup> 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).

<sup>3.36</sup> 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.

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<sup>5</sup> “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

## Current Need

- 3.37 The second stage was to identify components of current need. It is important to address issues of double counting:
- » 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

- 3.38 The final stage was to identify components of future need. This includes the following four components:
- » Older 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.
- 3.39 Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail later in Chapter 7 of this report.
- 3.40 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2037. These can be found in Chapter 7 and in Appendices B and C.

## Pitch Turnover

- 3.41 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 is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of a number of Local Plan Examinations and Inspectors' Decisions. For example the findings of the examination of the Cornwall Local Plan Strategic Policies in May 2015 concluded:

*The model assumes 9 vacancies per year from the 3 public sites in Cornwall. This makes a very significant contribution to meeting future arising need, as the Council acknowledge, and therefore it is a figure which needs to be well justified. Despite the discussion of the matter at the hearing, I am not satisfied that this figure represents genuine vacancies*

*which would be available to families with a need who are not already on a public site. Genuine vacancies need to be distinguished from new tenancies which might arise from existing families moving within a site or between public sites or being issued for other*

- 3.42 In addition a recent GTAA Best Practice Guide produced by a number of 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.*

- 3.43 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

## Transit Provision

- 3.44 PPTS (2015) 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.

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

- 3.45 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 CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders was also taken into consideration when determining this element of need in the study area.

## 4. Gypsy, Traveller and Travelling Showpeople Sites and 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 size. 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 licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards 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 forms 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 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.

- 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 land owner, 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. In some cases where unauthorised developments have been in place for many years Councils often refer to them as ‘tolerated sites’ or ‘established sites’. Whilst they do not have planning permission they are tolerated for the purposes of planning enforcement and many would be eligible for a Certificate of Lawfulness of Existing Use or Development (CLEUD).

## Cherwell District Council

- 4.6 In Cherwell District, at the baseline date for this study, there were no public sites; 9 private sites with planning permission for 57 pitches<sup>6</sup>; no sites with temporary planning permission; no tolerated or unauthorised sites; 4 private Travelling Showpeople yards with permanent planning permission with 14 plots; and 1 private Travelling Showpeople yard that is tolerated for planning purposes with 1 plot. There are no public or private transit sites. Further details can be found in Chapter 6 and Appendix E.

Figure 11- Total amount of provision in Cherwell District (March 2017)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	9	57
Private sites with temporary planning permission	0	0
Private sites (tolerated)	0	0
Public Sites (Council and Registered Providers)	0	0
Unauthorised developments	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	4	14
Travelling Showpeople Provision (tolerated)	1	1

## Oxford City Council

- 4.7 In Oxford City, there was no site or yard provision for Gypsies, Travellers or Travelling Showpeople at the baseline date for this study. However, one household was identified living in bricks and mortar with storage on land adjacent the property. In addition information provided by the Council confirmed that there were no unauthorised developments or encampments at the time of the fieldwork. It was also noted that several of the authorised sites in neighbouring authorities are very close to the border with Oxford City – for example Red Bridge Hollow in the Vale of White Horse.

Figure 12- Total amount of provision in Oxford City (March 2017)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	0	0

<sup>6</sup> Smiths Caravan Park (20 pitches), Milton, closed in January 2017.

Private sites (tolerated)	0	0
Public Sites (Council and Registered Providers)	0	0
Unauthorised developments	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	0	0

## South Oxfordshire District Council

- 4.8 In South Oxfordshire District, at the baseline date for this study, there were 3 public sites with 37 pitches; no private sites; 2 sites with temporary planning permission with 2 pitches; 2 sites that are tolerated for planning purposes with 5 pitches; 1 unauthorised site with 1 pitch<sup>7</sup>; and 3 private permanent Travelling Showpeople yards with 18 plots. There are no public or private transit sites. Further details can be found in Chapter 6 and **Appendix E**.

**Figure 13 - Total amount of provision in South Oxfordshire District (March 2017)**

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	2	2
Private sites (tolerated)	2	5
Public Sites (Council and Registered Providers)	3	37
Unauthorised developments	1	1
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	3	18

## Vale of White Horse District Council

- 4.9 In Vale of White Horse, at the baseline date for this study, there were 2 public sites with planning permission for 36 pitches; 1 private site with planning permission for 8 pitches; no sites with temporary planning permission; no tolerated or unauthorised sites; and no Travelling Showpeople yards. There is however 1 Travelling Showpeople household living in bricks and mortar. There are no public or private transit sites. Further details can be found in Chapter 6 and **Appendix E**.

**Figure 14 - Total amount of provision in Vale of White Horse District (March 2017)**

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	1	8
Private sites with temporary planning permission	0	0
Private sites (tolerated)	0	0
Public Sites (Council and Registered Providers)	2	36
Unauthorised developments	0	0
Public Transit Provision	0	0
Travelling Showpeople Provision	0	0

<sup>7</sup> There is an undetermined planning application that is seeking to make this site permanent.

## Traveller Caravan Count

- <sup>4.10</sup> Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted in each Local Authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the ‘Gypsy and Traveller Caravan Count’ as the ‘Traveller Caravan Count’ as it now also includes data for Travelling Showpeople.
- <sup>4.11</sup> 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 in Chapter 7.

## 5. Stakeholder Engagement

### Introduction

- 5.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of travelling communities. This 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 and transit provision; and cross-border issues. Importantly, stakeholders who are in contact with members of travelling communities who are in bricks and mortar were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 Eleven interviews were undertaken with Council Officers from the study area. A representative of the Showmen’s Guild also took part in the study. Other national organisations were invited to take part in the study; some did not respond and others felt they could not offer any assistance on this occasion. A full list of organisations that were contacts can be found in **Appendix D**.
- 5.4 As stated in PPTS, 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 representative in each of the following neighbouring boroughs:

- |   |                                      |
|---|--------------------------------------|
| » Aylesbury Vale District Council             | » South Northamptonshire Council     |
| » Cotswold District Council                   | » Swindon Borough Council            |
| » Cotswolds Conservation Board (AONB)         | » Stratford-on-Avon District Council |
| » Gloucestershire County Council              | » Warwickshire County Council        |
| » Northamptonshire Countywide Traveller Unit  | » West Berkshire Council             |
| » Reading Council                             | » West Oxford District Council       |
| » The Oxfordshire Gypsy and Traveller Service | » Wiltshire County Council           |
|   | » Wokingham Borough Council          |
|   | » Wycombe District Council           |

- 5.5 Registered Providers/Housing Associations, who own properties in the area, were contacted by ORS to explore whether they record the ethnicity of their tenants and whether they could identify Gypsies, Travellers or Travelling Showpeople living in their properties. If they did, they could contact them to advise them of the study and whether they would like to discuss their accommodation needs via a confidential interview with the research team. One Registered Provider (RP) responded.
- 5.6 The number of interviews undertaken (35) is viewed to be satisfactory and consistent with similar GTTAs ORS have completed.
- 5.7 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.
- 5.8 This section of the Report provides the response from all stakeholders and council officers from the study area and neighbouring authorities. Updates from Neighbouring Authorities in relation to Gypsies, Travellers and Travelling Showpeople in their areas can be found in **Appendix E**.
- 5.9 The views expressed in this section of the Report represent a balanced summary of the responses given by stakeholders. In some cases they reflect the views of the individual concerned, rather than the official policy of their employer/organisation.

## Views of Council Officers in the Study Areas

- 5.10 The following section presents Officers' views about the accommodation needs of the Gypsy and Traveller and Travelling Showpeople in their areas.

### Cherwell District Council

- 5.11 The District Council carried out a GTAA published in 2013 with West Oxfordshire and South Northamptonshire; the research was undertaken by Arc4. The Study identified a need in Cherwell of 5 pitches (2012-17) and 15 pitches (2012-2027) for Gypsies and Travellers. An Oxfordshire-wide separate study for Travelling Showpeople was carried out in 2008 (Tribal). The need identified for Cherwell was 12 plots (2008-18).
- 5.12 The GTAA 2013 highlighted a key option to deliver the additional pitch provision might be the granting of planning permission to expand existing sites; the Council has recently approved 2 planning applications (11 pitches) and 2 other applications are pending consideration.
- 5.13 The Council is said to be working positively to find suitable sites in order to demonstrate a five year supply to meet the need for sites as identified in the last GTAA. There is currently an under supply of sites in the area following the loss of 20 pitches due to the closure of Smiths Caravan Site. This has led to requests for the Council to consider potential new sites in Cherwell.
- 5.14 The Council has taken forward a criteria based strategic policy (BSC6) in the Local Plan 2011-31 which seeks to meet the needs identified and this was subject to public examination in 2014 and adopted in 2015.
- 5.15 There are no public sites in Cherwell. Information provided by stakeholders recorded there are currently 9 private sites (57 pitches) and 5 Travelling Showpeople yards (15 plots).

- 5.16 There is one unauthorised tolerated site for Travelling Showpeople located at land to the rear of Shelswell Inn, Buckingham Road, Newton Purcell. There are no other tolerated sites, sites that have been developed without authorisation or sites with temporary planning permission in the area.
- 5.17 Few issues were raised in relation to sites by stakeholders other than the closing of the site at Bloxham<sup>8</sup>. Stakeholders said that the site had closed or was shortly to close; some Travellers were said to have moved off the site but a substantial number remained, some are said to be in poor health. Some stakeholders said that, anecdotally, some Travellers had moved to other neighbouring authority areas, but this could not be evidenced. Other Travellers who had moved off the site were said to have moved into bricks and mortar accommodation; it was said the Council could only offer bricks and mortar as there are no other pitches available. It was said many Travellers did not want to move into bricks and mortar and some who had applied for housing, when offered a property had turned it down on the grounds of the gardens being too small for storing caravans.
- 5.18 Stakeholders did not know why the Bloxham site was to close; some stakeholders suggested it was because the owner wished to sell the site for housing development. It was also mentioned that the site needed to be modernised and the infrastructure e.g. drainage required refurbishment. It was suggested the current site owner did not have the funds available to make improvements; it was also said that the site may be running at a loss.
- 5.19 The Station Caravan Park in Banbury is said to be overcrowded and in poor condition.
- 5.20 With regard to the Travelling Showpeople yard at Carousel Park an officer was aware the owners wish to extend the yard and increase the number of plots to accommodate growing household formation; it was said the owner has been asked to submit a planning application.
- 5.21 Most stakeholders agree that there is insufficient site accommodation in the Cherwell area. Some said that the last GTAA had evidenced the need for additional site accommodation and this need will be more pressing with the closure of the Bloxham site. Some stakeholders believe that as all sites are private, there should be some public site provision in the area.

## Oxford City Council

- 5.22 Oxford City Council undertook a joint Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) with South Oxfordshire and the Vale of White Horse district councils. The research was undertaken by ORS and published in February 2013. The study identified no need for either pitches or plots in the Council's area up to 2026.
- 5.23 The Council has no public or private sites or yards in the area. As there are sites close to the City boundary any need of people wishing to live close to Oxford urban area, may be being met on those sites. There are sites just outside Oxford's administrative boundary at South Hinksey, Sandford on Thames and Marston. These sites are within the Vale of White Horse and South Oxfordshire.
- 5.24 There are no sites with temporary planning permission, or sites without planning permission (tolerated or unauthorised developments) in the area.

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<sup>8</sup> Also referred to as "Newland's Caravan Site and Smiths' Site"

## South Oxfordshire District Council

- 5.25 South Oxfordshire District Council undertook a joint GTAA with Oxford City Council and the Vale of White Horse District Council. The research was undertaken by ORS and published in February 2013. The Study was subsequently updated in September 2014.
- 5.26 The updated Study identified a need in the District for 19 Gypsy and Traveller pitches and 5 plots for Travelling Showpeople to cover the Local Plan period to 2031. The need is from existing families forming new households.
- 5.27 There are three public sites: Middle Ground (16 pitches); Ten Acre Park (16 pitches) and The Sturt (5 pitches) Information provided by the Oxfordshire Gypsy and Traveller Service confirmed they administer a waiting list for the public sites; 3 Gypsies or Travellers are currently on the waiting list for the Ten Acre Park site at Sandford-on-Thames.
- 5.28 There are two private sites with temporary planning permission (2 pitches), one private unauthorised (tolerated) site (4 pitches) and one long-standing private site developed illegally (1 site) in the Council's area. There is no evidence to suggest there are concealed households on sites or that sites are overcrowded. There are currently 2 planning applications that are under consideration by the Council and yet to be determined. One has been submitted retrospectively to address a pitch that is currently unauthorised and the other is for a single pitch on a site adjacent to existing gypsy and traveller sites. In addition there is an appeal pending following the refusal to grant planning permission for a speculative site of 12 pitches at Tetsworth. The current location of the potential occupiers is unknown.
- 5.29 There are three Travelling Showpeople yards (18 plots) in the area. One yard (Bucklands Paddock) was said to be overcrowded, however it was also suggested that some plots may be rented to non-Travelling Showpeople. It is also known that a relative of the owner of the yard is currently living in bricks and mortar. This household wishes to move out and live on their own yard.
- 5.30 In South Oxfordshire stakeholders generally believe there is a lack of sites and yards in the area.

## Vale of White Horse District Council

- 5.31 The Vale of White Horse District Council undertook a joint GTAA with Oxford City Council and South Oxfordshire District Council. The research was undertaken by ORS and published in February 2013. The study was subsequently updated in September 2014.
- 5.32 The updated study identified a need in the District for 13 Gypsy and Traveller pitches to cover the Local Plan period to 2031; the need is from new household formation. No need was identified for additional plots for Travelling Showpeople.
- 5.33 The Council has invited landowners to submit ideas for sites for all types of accommodation; the Council will feed this information into their forthcoming Local Plan 2031 Part 2.
- 5.34 There are two public sites: Redbridge Hollow (24 pitches) and Woodhill Lane (12 pitches) and 1 private site (3 pitches) for Gypsies and Travellers living in the area. Information provided by the Oxfordshire Gypsy and Traveller Service confirmed they administer a waiting list for the public sites; there are no Gypsies or Travellers currently on the waiting list for sites in the area. There are no Travelling Showpeople yards in the area.

- 5.35 In the GTAA update there was no evidence of concealed households or overcrowding of sites and at the time the research was undertaken, some pitches were vacant. In the main stakeholders gave the impression that this was still the case and there are no issues to report.
- 5.36 There are not known to be any unauthorised developments, sites with temporary planning permission or tolerated sites in the area.
- 5.37 The majority of those interviewed confirmed they believe there is sufficient site accommodation in the Council's area.

## The Oxfordshire Gypsy and Traveller Service

- 5.40 With regard to overall accommodation need in **Oxfordshire** the views of the officer interviewed were as follows:
- » In relation to GTAA's in Oxfordshire, West Oxfordshire, South Northamptonshire and Cherwell the Councils worked in partnership to produce their GTAA published in 2013 (Arc4). Oxford City, South Oxfordshire and the Vale of White Horse councils worked in partnership to produce their GTAA published in 2013 (ORS). Since 2013 West Oxfordshire updated their GTAA in 2016, and Cherwell, Oxford City, South Oxfordshire and the Vale of White Horse Councils are currently updating their GTAA.
  - » The Oxfordshire Gypsy and Traveller Service include within its remit the London boroughs of Brent and Ealing. However, in the two London boroughs the Service does not deal with unauthorised encampments. The Service does not include Travelling Showpeople within its remit.
- 5.41 The Service manages the following sites in Oxfordshire:
- » » Middle Ground, Wheatley - 16 pitches (South Oxfordshire);
  - » » Ten Acre Park, Sandford-on-Thames - 16 pitches (South Oxfordshire);
  - » » The Sturt, Oakley Wood, Benson - 5 pitches (South Oxfordshire);
  - » » Redbridge Hollow, Hinksey Hill - 24 pitches (Vale of White Horse);
  - » » Woodhill Lane, East Challow - 12 pitches (Vale of White Horse);
  - » » The Furlong, Downs road, Standlake - 16 pitches (West Oxfordshire).
- 5.42 In Oxfordshire there are a significant number of private Gypsy and Traveller sites and a number of Travelling Showpeople yards across the County. New private sites were once being granted planning permission retrospectively by the district and borough councils, but now prospective sites are progressed through the planning process before sites are developed. There has been an increase in private sites in the Oxfordshire area but not so much in Buckinghamshire area.
- 5.43 The County Council is not a housing authority and therefore does not have to provide accommodation for Gypsies, Travellers or Travelling Showpeople although it currently does provide a management service. The district and borough councils handle planning applications for new sites; the County Council will be consulted when new sites are proposed in or near to the area it covers.

- 5.44 The number of roadside encampments has decreased in recent years in Oxfordshire.
- 5.45 With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:
- » There are considered to be no significant cross-border issues between Oxfordshire County Council's areas in relation to neighbouring local authorities. However, the research undertaken by the district and borough councils identifies a need for additional pitches and plots. It is hoped the councils will provide pitches and plots to meet the needs that have been evidenced across Oxfordshire.
  - » The County Council is not in a position to provide sites itself. In addition to this the current Gypsy and Traveller Service is facing its own pressure following the loss of two members of staff and a freeze on future recruitment in Oxfordshire.
  - » There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople although this has decreased in recent years. The County Council attends meetings held by the National Association of Gypsy and Traveller Officers (NAGTO).

## General Comments relating to accommodation for Travelling Showpeople

- 5.44 As part of the stakeholder engagement ORS spoke with a representative of the Showman's Guild of Great Britain who confirmed there are yards in the area, although it was unknown as to whether they are actively travelling or not. If Showpeople are actively travelling in the area they are likely to be doing so Friday-Monday and are unlikely to be travelling in January or February; when they are not travelling they will be staying on yards in the area. It was also said it would be unlikely any would be living in bricks and mortar in the area. However, two stakeholders with connections to Travelling Showpeople did know of households living in bricks and mortar in the study area.
- 5.45 The Guild's view on the lack of plots and yards is to look at existing sites and see if surrounding land can be purchased and yards redesigned to ensure they are appropriate for today's lifestyle and enable small expansions; it was suggested that this response would be less onerous than seeking new land for yards. However, it was suggested that although Travelling Showpeople may operate in the area they may be forced to live outside the area because of the lack of available yards.
- 5.46 Stakeholders engaged with Travelling Showpeople in the study area highlighted there may be a need to expand existing yards (South Oxfordshire and Cherwell) due to increasing new family formation. In addition to this, Travelling Showpeople need yards that are large enough to store and maintain rides and that are easily accessible.
- 5.47 It is known by ORS that the preferred size would be 6-8 plots with each plot being approximately ½ acre (this is because of the amount of equipment needed and space for storage and space to repair equipment). The Showmen's Guild of Great Britain has also produced their own yard design guide<sup>9</sup>.

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<sup>9</sup> Source: <http://www.showmensguild.co.uk/Planning.pdf>

- 5.48 It is said Travelling Showpeople wish to own their yards, and do not want public provision. Because of land and development costs new yards are a challenge and initiatives such as shared ownership may be an option to explore, should a need be evidenced.

### Short-term Roadside Encampments and Transit Provision

- 5.49 Encampments are managed by Oxfordshire County Council. Officers will check the number of vehicles and caravans and will undertake a welfare assessment. The County Council will liaise with the Police with a view to getting the encampment moved on as quickly as possible.
- 5.50 Numbers of short-term encampments are said to be low in Cherwell. There are occasional families who purchase land in the area and then retrospectively apply for planning, but it is not a significant issue. There is no transit provision in the area, but the last GTAA recommended consideration be given to develop transit or stop-over provision for Gypsies and/or Travellers on a study area basis. Because of the lack of information there were not considered to be any locations or roads frequently used by transient Travellers in the area.
- 5.51 Numbers of short-term encampments are said to be low in the city of Oxford and have declined in recent years, for this reason there is no transit provision. No need for transit provision was evidenced in the last GTAA.
- 5.52 Numbers of short-term encampments are low in South Oxfordshire and for this reason there is no transit provision in the area. It was mentioned that of the few encampments that occur, they are a result of Eastern Europeans employed in the Didcot area who are living in caravans because of the cost of housing. The Council's last GTAA update evidenced no need for transit provision in the area.
- 5.53 There is said to be one Traveller whom regularly visits the area for short periods of time to sell chainsaw carvings; other than this there are few encampments in the Vale of White Horse area. There are up to an additional 8 transit caravans allowed on a private site (Twelve Oaks); permission to stay is by the discretion of the owner. It was also said there may be a car park at Steventon which is occasionally used by the Council as an emergency stopping place. The GTAA 2013 evidenced no additional need for transit provision in the area.
- 5.54 Roads that may be used by transient Travellers in the study area were considered to be: M40; A34; M4 and M1.
- 5.55 It was suggested that some transit or emergency stopping places would be helpful in terms of having somewhere to direct encampments to in the study area.

### Cross-border Issues and the Duty to Cooperate

- 5.56 Officers from the study areas did not identify any cross boundary issues. Any accommodation need for Gypsies, Travellers and Travelling Showpeople would appear to be local and specific to each council in both the study area and in neighbouring council areas. The majority of stakeholders concluded neighbouring authorities must be meeting their own accommodation needs for Gypsies, Travellers and Travelling Showpeople. However, some stakeholders are of the opinion that neighbouring areas, specifically sites adjoining Oxford in South Oxfordshire, may be meeting needs of people who wish to live close to Oxford, albeit there is no evidence.

- 5.57 Officers of all councils interviewed believe that neighbouring authorities and councils in the study area are complying with the Duty to Cooperate. Although it was also mentioned that such engagement varies and is dependent on local plan timescales.
- 5.58 Other than Gypsies, Travellers or Travelling Showpeople occasionally passing through council areas, the only cross-border issue raised related to an eviction in Wiltshire whereby officers of South and Vale councils liaised with Swindon Council because there was concern that those evicted were moving towards the South and Vale areas.
- 5.59 There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. However, this has become less frequent as some authorities, e.g. West Oxfordshire, are working on their local plans and these are often on different timescales.
- 5.60 The Oxfordshire Planning Policy Group has historically performed a cooperative function and effectively operates at the current time through the Growth Board's project team of planning policy officers. Cross boundary matters can be brought to the project team as is required.
- 5.61 Other examples of cross boundary working relations were given as the Oxfordshire Gypsy and Traveller Liaison Service operated by Oxfordshire County Council. There is also a multi-agency meeting held in Oxfordshire every 3 months
- 5.62 Other issues highlighted by stakeholders in relation to Gypsy, Travellers and Travelling Showpeople included:
- » The likelihood less need will be evidenced for pitches in the area because of the change in the definition of Gypsies and Travellers in planning terms.
  - » Some authorities are relying on criteria based policies to enable windfall sites to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
  - » Some authorities are looking to meet their accommodation need for Gypsies, Travellers and Travelling Showpeople through intensification/expansion of existing sites and yards. There is concern that this could lead to overcrowding and/or where sites have few issues, problems with management may arise.
  - » The use of Personal Occupancy Conditions some stakeholders considered to be unfair because they do not enable a site/yard to be passed on to future generations and/or for sites/yards to be sold.
  - » Where councils are unable to meet their current identified need for Travelling communities planning applications, often in locations that would not normally be approved are and are done so on a temporary basis.
  - » Those seeking planning permission on private sites are doing so at their own cost and most are said to be refused and then go to appeal; these appeals are often successful. The cost of the site and planning process often mean that Travelling communities are unable to afford to develop the site or should their application be unsuccessful have to go through the process again or seek to buy an alternative site.
  - » Unlike the wider community, Travelling Communities have larger numbers of younger people and there will be an increasing need for pitches and sites; in the wider community

it was said there is an aging population and their needs are more likely to be for social care.

## Neighbouring Authorities

- 5.63 A summary of the interviews with officers from neighbouring authorities can be found in **Appendix E**.

## Overall Conclusions from Interviews with Neighbouring Authorities

- 5.64 Stakeholders generally believe there is sufficient provision in Oxford and the Vale of White Horse areas, but that this is not the case in Cherwell and South Oxfordshire. However, those who have engagement with Traveller Communities said these communities believe there is not enough site provision in any area and there is a specific lack of public sites particularly to the north of the County.
- 5.65 There is a certain amount of frustration because although need has been evidenced in previous GTAAs little new provision has been developed. This was mainly expressed as a wider issue not specific to the study area.
- 5.66 Some authorities are relying on criteria based policies to enable windfall sites to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople. Where this is the case councils should consider whether there is a need for public provision to meet the needs of those who are unable to afford to meet their own needs; this would be equitable to councils providing and enabling social (bricks and mortar) housing.
- 5.67 There are no other cross boundary issues to report and any needs not being met either in the study area or neighbouring authority areas is not causing pressure on provision. However, some stakeholders suggested South Oxfordshire was less able to meet their need because of a lack of sites being bought forward in appropriate locations.
- 5.68 The councils may have difficulty in meeting any need identified for additional sites. Reasons for this were given as being the cost of land, lack of suitable land, land constraints and the need for bricks and mortar housing.
- 5.69 There are concerns regarding the change in definition for Gypsies and Travellers in planning terms. These concerns relate to more generally the perception that the government is seeking to develop policy that will define Gypsies and Travellers out of existence and whether the true needs of the current Travelling communities will have their needs met. It was mentioned that the Guidance as written could prejudice well performing authorities and favour those areas where there is currently no site provision in that no need will be evidenced.
- 5.70 As councils update their GTAAs following the change in definition there may be greater need to have meetings to update each other on Local Plan work, discuss relevant issues and share best practice ideas with regard to meeting the needs of Travelling communities, including those that do not meet the current definition.
- 5.71 Roadside encampments are low and as such there were few locations highlighted in the study area as being regularly used. Although the level of encampments is considered low, some stakeholders did suggest that

having a network of emergency stopping places/transit provision across the County, including within the wider regional context should be discussed.

- 5.72 Councils in general are increasing rental fees to Travelling Showpeople which is starting to impact on the economic viability of bringing fairs/circuses to local communities.

## 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, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The household interview questions can be found in **Appendix F** – although the interviews were actually conducted using Computer Aided Personal Interviewing (CAPI) tablets.
- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between February and April 2017. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed. All of the site lists have been agreed with each local authority and also include any unimplemented pitches with planning permission.

### Cherwell District Council

Figure 15 - Sites and yards visited in Cherwell District

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
<b>Public Sites</b>			
None	-	-	-
<b>Private Sites</b>			
Station Caravan Park, Banbury	10	0	10 x refusals
Bicester Trailer Park, Chesterton	8	0	8 x refusals
Corner Meadow, Mollington	15	0	15 x refusals (suspect non-Travellers <sup>10</sup> )
The Stable Block, Farnborough Road	5	0	6 x refusals (suspect non-Travellers <sup>10</sup> )
Horwood Site, Ardley	1	0	1 x no contact possible
Land adjoining A34 by Hampton Gay and Poyle <sup>11</sup>	8	9	-
Land South West of Woodstock Road, Yarnton	3	3	-

<sup>10</sup> Residents that are not Gypsies, Travellers or Travelling Showpeople (see Paragraph 2.4).

<sup>11</sup> There were 9 pitches on the site.

OS Parcel 3431 Adjoining And North East Of Blackthorn Road	2	0	2 x vacant
Lower Heyford Road, Caulcott	5	0	1 x no contact possible, 4 x unimplemented pitches
<b>Private TSP Yards</b>			
Rose's Yard, Bloxham <sup>12</sup>	3	4	-
Carousel Park, Bloxham	2	2	-
Fair Acre, Bloxham <sup>13</sup>	6	5	3 x no contact possible
Hebborn's Yard, Gosford	3	3	-
<b>Tolerated TSP Yards</b>			
Land to the rear of Shelswell Inn, Buckingham Road	1	0	1 x refusal
<b>TOTAL</b>	<b>72</b>	<b>26</b>	

### Smiths Caravan Park (Cherwell)

- 6.3 A large private site in Cherwell, Smiths Caravan Park with 20 pitches, closed in January 2017. A small number of households had remained on the site during the fieldwork period but it was not possible to complete any interviews with them, or any of the residents that had already moved on. Whilst it was not possible to engage with any of the residents or former residents, information provided by the Council indicated that 12 household groups had secured alternative accommodation either on sites elsewhere in Oxfordshire, or on sites in other parts of the country. The remaining 8 households have indicated that they are seeking to stay in Cherwell and whilst there are no alternative sites at present, it is understood that there are ongoing discussions with the Council regarding potential planning applications for new sites. However given that these discussions are still ongoing the 8 households are included as components of unknown need, either as concealed or doubled-up households as it has been assumed that they will stay in Cherwell, as well as in the base for new household formation.

### Oxford City Council

Figure 16 - Sites and yards visited in Oxford City

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
No sites or yards in Oxford City.	-	-	-
<b>TOTAL</b>	<b>0</b>	<b>0</b>	

### South Oxfordshire District Council

Figure 17 - Sites and yards visited in South Oxfordshire District

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
<b>Public Sites</b>			
Middle Ground, Wheatley	16	12	3 x refusals, 1 x no contact possible

<sup>12</sup> There were 4 plots set out.

<sup>13</sup> There were 8 plots set out.

Ten Acre Park, Sandford on Thames	16	9	3 x refusals, 2 x no contact possible, 2 x vacant
The Sturt, Oakley Wood	5	3	2 x no contact possible
<b>Temporary Sites</b>			
Kiln Lane, Garsington	1	1	-
Newlands, Northend	1	1	-
<b>Tolerated Sites</b>			
Kiln Lane, Garsington	1	0	1 x no contact possible
<b>Unauthorised Sites</b>			
Kiln Lane , Garsington	1	0	1 x unavailable during fieldwork period
Manor View, Marston	4	4	-
<b>TSP Yards</b>			
Sandpits Covert, Baldon Lane	2	1	1 x non-Travellers
Bucklands Paddock, Watlington	5	2	3 x non-Travellers
Webb's Yard, Cuxham Road	11	1	5 x non-Travellers, 2 x no contact possible, 1 x refusal, 2 x plots don't exist
<b>TOTAL</b>	<b>63</b>	<b>34</b>	

## Vale of White Horse District Council

Figure 18 - Sites and yards visited in Vale of White Horse District

Public Sites	Pitches/Plots	Interviews	Reasons for not completing interviews
East Challow, East Challow	12	3	5 x vacant; 3 x refusals; 1 x no contact possible
Red Bridge Hollow, South Hinksey	24	10	5 x refusals; 8 x no contact possible, 1 x vacant
<b>Private Sites</b>			
Windmill View, Watchfield	8	0	2 x refusals; 6 x no contact possible
<b>Bricks and Mortar TSP</b>			
Fairview, Abingdon	1	1	-
<b>TOTAL</b>	<b>45</b>	<b>14</b>	

## Efforts to contact bricks and mortar households

- 6.4 ORS applied 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 identified through a range of sources including the interviews with people on existing sites and yards, intelligence from the Council and housing providers, and adverts on websites and social media (including the Friends Families and Travellers Facebook group), as well as writing to households on waiting lists for public sites.
- 6.5 Despite these efforts at the time of concluding this report only 1 interview had been completed with a Showperson living in bricks and mortar. They are seeking to sell their property in order to fund a new yard for their extended family. They are looking for land outside of Oxfordshire in Wycombe, Slough or Amersham (M4, M3 and M40 access needed). Therefore this is not a need for this GTAA to address.



## 7. Current and Future Pitch Provision

### Introduction

- 7.1 This section focuses on the additional pitch provision which is needed by the local authorities in the study area for their respective Local Plan periods. This includes both current unmet need and need which is likely to arise in the future. 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 additional provision which is required in the area, but also whether there is a need for any transit provision.

### Planning Definition

- 7.4 As well as assessing housing need, PPTS (2015) requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the planning definition of a Gypsy, Traveller or Travelling Showperson. Only households that fall within the planning definition, and those who *may* meet the definition (households where an interview was not completed), will have their housing needs assessed separately from the wider population in the GTAA. The planning definition now excludes those who have ceased to travel permanently.

### New Household Formation Rates

- 7.5 Previously, a national household formation and growth rate of 3.00% net per annum 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 additional 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 H**.
- 7.6 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 very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.

7.7 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.

7.8 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 Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to 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. The Inspector 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 1.5% but that a 2.5% 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 1.5% 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 1.5% figure is justified in the case of Doncaster.*

7.9 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. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

<http://the-sra.org.uk/journal-social-research-practice/>

7.10 ORS assessments take full account of the net local household growth rate per annum for each local authority, 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, and in-/out-migration.

7.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status).

- 7.12 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 7.13 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. This is based on the outcomes of interviews that ORS have completed with Travelling Showpeople and a review of household demographics from these interviews. These show a general trend towards there being significantly fewer children and teenagers living on Travelling Showpeople yards.

Figure 19 – New household formation rates used

	Gypsies & Travellers		Travelling Showpeople	
	Meet Planning Definition	Do Not Meet Planning Definition	Meet Planning Definition	Do Not Meet Planning Definition
<b>Cherwell</b>	2.00%	Demographics	1.50%	Demographics
<b>Oxford City</b>	-	-	-	-
<b>South Oxfordshire</b>	1.60%	1.50%	Demographics	Demographics
<b>Vale of White Horse</b>	Demographics	1.60%	Demographics	Demographics

### Breakdown by 5 Year Bands

- 7.14 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5 year bands as required by PPTS. 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 older teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

### Movement to and from Sites and Yards

- 7.15 The GTAA also considers likely 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 very small numbers of in-migrant and out-migrant households and the data is not robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but assessments should take into account local migration effects on the basis of the best evidence available.

<sup>7.16</sup> Evidence drawn from the stakeholder and site/yard interviews has been considered alongside other relevant local circumstances. This evidence indicates that net migration to the sum of zero will be used for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. There were no known likely in-migrant households identified to be included in the needs figures.

## Cherwell District Council

- 7.17 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Cherwell.

Figure 20 – Planning status of households in Cherwell District

Site Status	Meet Planning Definition	Unknown <sup>14</sup>	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	-	-	-
Private Sites	6	49	6
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
<b>Sub-Total</b>	<b>6</b>	<b>49</b>	<b>6</b>
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards	11	3	3
Temporary Yards	-	-	-
Tolerated Yards	0	1	0
Unauthorised Yards	-	-	-
<b>Sub-Total</b>	<b>11</b>	<b>4</b>	<b>3</b>
<b>TOTAL</b>	<b>17</b>	<b>53</b>	<b>9</b>

- 7.18 Figure 20 shows that for Gypsies and Travellers six households, and for Travelling Showpeople 11 households meet the planning definition of a Traveller in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 6 Gypsy and Traveller households and 3 Travelling Showpeople households did not meet the planning definition as they were not able to provide information 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 fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.19 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

<sup>14</sup> Including 8 households who have moved off Smiths Caravan Park and indicated they wish to stay in Cherwell.

## Bricks and Mortar Interviews

- 7.20 Despite efforts that were made it was not possible to interview any households living in bricks and mortar in Cherwell.

## Waiting Lists

- 7.21 There are no public sites in Cherwell and no waiting list.

## Key Demographic Findings

- 7.22 Ethnicity data that was captured from the six Gypsy and Traveller households that meet the planning definition of a Traveller indicated that they are all Romany Gypsies. This may be important when dealing with any planning issues relating to Romany Gypsies.
- 7.23 The households that meet the planning definition comprised 21 residents – 11 adults and 10 children (under 18). This represents a relatively high proportion of children and suggests that a new household formation rate of 2.00% should be applied to the household base.

## Local Plan Period

- 7.24 The Local Plan period in Cherwell is to 2031. As PPTS requires a 15 year assessment of need the figures have been broken down to provide a figure to 2031.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.25 The 6 households who meet the planning definition of Travelling were found on 2 private sites. Analysis of the household interviews indicated that there is a five year need for 3 additional pitches for older teenage children and a future need for 3 additional pitches due to new household formation (based on the household demographics). In addition interviews were completed with 9 households living on one of the private sites that only has planning permission for 8 pitches. It was not clear whether there is a doubled-up household or an additional unauthorised pitch. For the purposes of the GTAA it has been recorded as a doubled-up household.
- 7.26 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **7 additional pitches** over the GTAA period.

**Figure 21 – Additional need for households in Cherwell District that meet the Planning Definition 2017-2032**

Gypsies and Travellers Meeting the Planning Definition	Pitches
<b>Supply of Pitches</b>	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0

Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>1</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	3
In-migration	0
Net new household formation (Household base 9 and formation rate 2.00%)	3
<b>Total Future Need</b>	<b>6</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>7</b>

Figure 22 – Additional need for households in Cherwell District that meet the Planning Definition by year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	<b>5</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>7</b>

## Pitch Needs – Unknown Gypsies and Travellers

- 7.27 Whilst it was not possible to determine the travelling status of a total of 49 households as they either refused to be interviewed, or were not on site at the time of the fieldwork<sup>15</sup>, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic 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 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 7.30 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.31 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 12 pitches from new

<sup>15</sup> Including 8 who have moved from Smiths Caravan Park and indicated that they wish to stay in Cherwell.

household formation (this uses a base of the 49 households and a net growth rate of 1.50%<sup>16</sup>). In addition need from the 8 households that have moved from Smiths Caravan Park who have indicated that they wish to stay in Cherwell are included as concealed or doubled-up households. Therefore additional need could increase by up to a further 20 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 49 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 2 additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

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

- 7.32 It is not now a requirement for a GTAA to include an assessment of need for households that do 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 the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 6 households who do 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 some identified as Romany Gypsies. A summary of this need can be found in **Appendix C**.

## Plot Needs – Travelling Showpeople that meet the Planning Definition

- 7.33 The 11 households who meet the planning definition of Travelling were found on 4 private Travelling Showpeople yards. Analysis of the household interviews indicated that there is a current need for 3 additional plots as a result of concealed or doubled up households or adults, a five year need for 4 additional plots for older teenage children and a future need for 5 plots due to new household formation.
- 7.34 Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **12 additional plots** over the GTAA period.

**Figure 23 – Additional need for Travelling Showpeople households in Cherwell District that meet the Planning Definition 2017-2032**

Travelling Showpeople Meeting the Planning Definition	Plots
<b>Supply of Pitches</b>	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	3
Movement from bricks and mortar	0

<sup>16</sup> The 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.

Households on waiting lists for public plots	0
<b>Total Current Need</b>	<b>3</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	4
In-migration	0
Net new household formation (Household base 18 and formation rate 1.50%)	5
<b>Total Future Need</b>	<b>9</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>12</b>

Figure 24 – Additional need for Travelling Showperson households in Cherwell District that meet the Planning Definition by year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	8	1	2	1	12

## Plot Needs – Unknown Travelling Showpeople

<sup>7.35</sup> Whilst it was not possible to determine the travelling status of a total of 4 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 Travelling Showpeople and **may** meet the planning definition as defined in PPTS.

<sup>7.36</sup> Need from the 4 unknown households could be as much as 1 from new household formation (using a base of 4 households and a formation rate of 1.00%). If the ORS national average of 70% were applied this could result in a need for 1 additional plot.

Figure 25 – Additional need for Travelling Showpeople households in Cherwell that meet the Planning Definition 2017-2032

Travelling Showpeople Meeting the Planning Definition	Plots
<b>Supply of Pitches</b>	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 plots	0
<b>Total Current Need</b>	<b>0</b>

<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Household base 4 and formation rate 1.00%)	1
<b>Total Future Need</b>	<b>1</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>1</b>

Figure 26 – Additional need for Travelling Showperson households in Cherwell District that meet the Planning Definition by year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	1	0	0	1

### Plot Needs – Travelling Showpeople that do not meet the Planning Definition

<sup>7.37</sup> It is not now a requirement for a GTAA to include an assessment of need for households that do 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 the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 3 households who do 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. A summary of this need can be found in **Appendix C**.

## Oxford City Council

7.38 The table below sets out the planning status of households in Oxford City. In Oxford City, there are no sites or yards for Gypsies, Travellers or Travelling Showpeople. Information provided by the Council also confirmed that there were no unauthorised developments or encampments at the time of the fieldwork.

7.39 A bricks and mortar property, with adjacent storage yard, occupied by Traveling Showpeople was identified and was visited, but unfortunately no-one was there during the fieldwork period.

**Figure 27 – Planning status of households in Oxford City**

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	-	-	-
Private Sites	-	-	-
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
<b>Sub-Total</b>			
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards			
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Bricks and mortar	-	1	-
<b>Sub-Total</b>	<b>0</b>	<b>1</b>	<b>0</b>
<b>TOTAL</b>	<b>0</b>	<b>1</b>	<b>0</b>

## Bricks and Mortar Interviews

7.40 Despite efforts that were made it was not possible to interview any households living in bricks and mortar in Oxford City.

## Waiting Lists

7.41 There are no public sites in Oxford City and therefore there is no waiting list.

## Local Plan Period

7.42 The Local Plan period in Oxford City is to 2036.

## Pitch Needs – Gypsies and Travellers

7.43 There are no Gypsy or Traveller sites in Oxford City so there is no current or future need.

## Plot Needs -Travelling Showpeople

- 7.44 A bricks and mortar property (Traveling Showperson) that we had an address for was visited but unfortunately no-one was there during the fieldwork period - despite up to 3 visits.
- 7.45 Whilst it was not possible to determine the travelling status of the Travelling Showperson household (living in bricks and mortar) as they were not in at the time of the fieldwork, we have assumed that there is not an unmet need as there is a yard for their equipment at the side of the property.

Figure 28 – Additional need for Travelling Showpeople households in Oxford City that meet the Planning Definition 2017-2036

Unknown	Plots
<b>Supply of Pitches</b>	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 plots	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (No new household formation)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 29 – Additional need for unknown Travelling Showperson households in Oxford City by year periods

Years	0-5	6-10	11-15	16-19	
	2017-22	2022-27	2027-32	2032-36	Total
	0	0	0	0	0

## South Oxfordshire District Council

7.46 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in South Oxfordshire.

Figure 30 – Planning status of households in South Oxfordshire

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	10	11	14
Private Sites	-	-	-
Temporary Sites	2	0	0
Tolerated Sites	3	1	1
Unauthorised Sites	0	1	0
<b>Sub-Total</b>	<b>15</b>	<b>13</b>	<b>15</b>
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards	3	3	1
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
<b>Sub-Total</b>	<b>3</b>	<b>3</b>	<b>1</b>
<b>TOTAL</b>	<b>18</b>	<b>16</b>	<b>16</b>

7.47 Figure 30 shows that for Gypsies and Travellers 15 households and for Travelling Showpeople 3 households meet the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 15 Gypsy and Traveller households and 1 Travelling Showperson household did not meet the planning definition as they were not able to provide information 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 fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

7.48 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

7.49 As a result of efforts that were made it was possible to interview one Travelling Showperson household living in bricks and mortar in South Oxfordshire. They are seeking to sell their property in order to fund a

new yard for their extended family. They are looking for land outside of Oxfordshire in Wycombe, Slough or Amersham (M4, M3 and M40 access needed). Therefore this is not a need for this GTAA to address.

## Waiting Lists

- 7.50 There are 3 public sites in South Oxfordshire which are managed by the Oxfordshire Gypsy and Traveller Service. The Service confirmed that there are 3 applicants on the waiting list for Ten Acre Park in South Oxfordshire and none are currently living in bricks and mortar housing.
- 7.51 Should these households wish to be considered for a tenancy on one of the public sites they may have to provide information on their travelling patterns during the pitch allocation process as and when a pitch becomes available. South Oxfordshire Council may also wish to consider reviewing the Allocations Policy for public sites in light of changes to the definition of a Traveller for planning purposes.

## Key Demographic Findings

- 7.52 Ethnicity data that was captured from the 15 Gypsy and Traveller households that meet the planning definition of a Traveller indicated that 6 are Irish Traveller households, 5 are Romany Gypsy households and 4 are English Traveller Households.
- 7.53 The households that meet the planning definition comprised 42 residents – 16 adults and 26 children and teenagers aged under 18. This equates to 38% adults and 62% children and teenagers. This suggests that a new household formation rate of 1.60% should be used.

## Local Plan Period

- 7.54 The Local Plan period in South Oxfordshire is to 2033.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.55 The 15 households who meet the planning definition of Travelling were found on 3 public sites and 1 tolerated site. Analysis of the household interviews indicated that there is a current need for 2 additional pitches as a result of concealed households or adults, 2 additional pitches that are currently temporary, 2 additional pitches for older teenage children who will be in need of a pitch of their own and 5 additional pitches as a result of new households formation based on a rate of 1.60%. There are also two pitches which have been counted as supply when calculating the need as one household want to move to bricks and mortar and another household wants to move away from the area.
- 7.56 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **9 additional pitches** over the GTAA period.

Figure 31 – Additional need for households in South Oxfordshire District that meet the Planning Definition 2017-2033

Gypsies and Travellers Meeting the Planning Definition	Pitches
<b>Supply of Pitches</b>	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	1

Out-migration	1
<b>Total Supply</b>	<b>2</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>2</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	2
5 year need from older teenage children	2
In-migration	0
Net new household formation (Household base 19 and formation rate 1.60%)	5
<b>Total Future Need</b>	<b>9</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>9</b>

Figure 32 – Additional need for households in South Oxfordshire District that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	
	2017-22	2022-27	2027-32	2032-33	Total
	5	2	2	0	9

### Pitch Needs – Unknown Gypsies and Travellers

- <sup>7.57</sup> Whilst it was not possible to determine the travelling status of a total of 15 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 ethnic Gypsies and Travellers and may meet the planning definition.
- <sup>7.58</sup> 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.
- <sup>7.59</sup> However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- <sup>7.60</sup> This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- <sup>7.61</sup> Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 4 pitches from new

household formation (this uses a base of the 15 households and a net growth rate of 1.50%<sup>17</sup>). One of the pitches is also unauthorised. Therefore additional need could increase by up to a further 5 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 15 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix B**.

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

- 7.62 It is not now a requirement for a GTAA to include an assessment of need for households that do 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 the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 15 households who do 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 some identified as Romany Gypsies. A summary of this need can be found in **Appendix C**.

## Plot Needs - Travelling Showpeople that meet the Planning Definition

- 7.63 There are three Travelling Showperson yards in South Oxfordshire with permission for 18 plots in total. However the household interviews identified that 9 plots are occupied by non>Showpeople and 2 have not been laid out. Three households meet the planning definition of a Travelling Showperson and one does not. The demographics of the residents suggest that there is no current or future need for the households that meet the definition.

**Figure 33 – Additional need for Travelling Showpeople households in South Oxfordshire District that meet the Planning Definition 2017-2033**

Travelling Showpeople Meeting the Planning Definition	Plots
<b>Supply of Pitches</b>	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 plots	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	

<sup>17</sup> The 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.

Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Formation based on site demographics)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 34 – Additional need for Travelling Showperson households in South Oxfordshire District that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	
	2017-22	2022-27	2027-32	2032-33	Total
	0	0	0	0	0

### Plot Needs – Unknown Showpeople

- 7.64 Whilst it was not possible to determine the travelling status of a total of 3 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 Travelling Showpeople and may meet the planning definition.
- 7.65 Should further information be available to the Council that will allow for the planning definition to be applied the overall level of need could rise by up to 1 additional plot from new household formation (this uses a base of the 3 households and a net growth rate of 1.00%<sup>18</sup>). Therefore additional need could increase by up to a further additional one plot, plus any concealed adult households or five year need arising from older teenagers living in these households. If the ORS national average of 70% were applied this could result in a need for one additional plot. Tables setting out the components of need for unknown households can be found in **Appendix B**.

### Plot Needs – Travelling Showpeople that do not meet the Planning Definition

- 7.66 It is not now a requirement for a GTAA to include an assessment of need for households that do 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 the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 1 household who do 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. A summary of this need can be found in **Appendix C**.

<sup>18</sup> The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

## Vale of White Horse District Council

<sup>7.67</sup> Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Vale of White Horse.

**Figure 35 – Planning status of households in Vale of White Horse district 2017-32**

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	3	17	10
Private Sites	-	8	-
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
<b>Sub-Total</b>	<b>3</b>	<b>25</b>	<b>10</b>
<b>Travelling Showpeople</b>			
Public Yards	-	-	-
Private Yards	-	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Bricks and mortar	1	-	-
<b>Sub-Total</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>4</b>	<b>25</b>	<b>10</b>

<sup>7.68</sup> Figure 35 shows that for Gypsies and Travellers 3 households met the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. The 1 Travelling Showperson household that was interviewed (living in bricks and mortar) also met the planning definition. A total of 10 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information 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 fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

<sup>7.69</sup> The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

- 7.70 One household living in bricks and mortar was interviewed. They were happy living in bricks and mortar and had no desire to move to a site or yard.

## Key Demographic Findings

- 7.71 Ethnicity data that was captured from the three Gypsy and Traveller households that meet the planning definition of a Traveller indicated that they are all Irish Traveller households.
- 7.72 The three households that meet the planning definition comprise 10 residents – five adults and five children and teenagers aged under 18. This equates to 50% adults and 50% children and teenagers. The household numbers are too small to apply a percentage rate of new household formation so growth has been estimated based on household demographics.

## Local Plan Period

- 7.73 The Local Plan period in the Vale of White Horse is to 2031. As PPTS requires a 15 year assessment of need the figures have been broken down to provide a figure to 2031.

## Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.74 The three households who meet the planning definition of Travelling were found on one public site. Analysis of the household interviews indicated that there is a current need for one additional pitch as a result of a concealed household or adult and a future need for 2 additional pitches due to new household formation (based on the household demographics). There is also supply from 1 household on the public site that want to move to bricks and mortar.
- 7.75 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **2 additional pitches** over the GTAA period.

**Figure 36 – Additional need for households in Vale of White Horse district that meet the Planning Definition 2017-2033**

Gypsies and Travellers Meeting the Planning Definition	Pitches
<b>Supply of Pitches</b>	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	1
Out-migration	0
<b>Total Supply</b>	<b>1</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	

Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Formation from household demographics)	2
<b>Total Future Need</b>	<b>2</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>2</b>

Figure 37 – Additional need for households in Vale of White Horse district that meet the Planning Definition by year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	0	1	1	2

### Pitch Needs – Unknown Gypsies and Travellers

- 7.76 Whilst it was not possible to determine the travelling status of a total of 25 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 ethnic Gypsies and Travellers and may meet the planning definition.
- 7.77 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.
- 7.78 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 7.79 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.80 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 6 pitches from new household formation (this uses a base of the 25 households and a net growth rate of 1.50%<sup>19</sup>). There is also supply of 2 pitches from vacant pitches on a public site. Therefore additional need could increase by up to a further 4 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 15 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

<sup>19</sup> The 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.

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

- 7.81 It is not now a requirement for a GTAA to include an assessment of need for households that do 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 the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 10 households who do 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. A summary of this need can be found in **Appendix C**.

## Plot Needs – Travelling Showpeople

- 7.82 One household living in bricks and mortar that was interviewed met the planning definition of Travelling. However they do not wish to move to a yard.
- 7.83 Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **no additional plots** over the GTAA period.

**Figure 38 – Additional need for Travelling Showpeople households in Vale of White Horse District that meet the Planning Definition 2017-2032**

Travelling Showpeople Meeting the Planning Definition	Plots
<b>Supply of Pitches</b>	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 plots	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Formation from household demographics)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 39 – Additional need for Travelling Showperson households in Vale of White Horse District that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	0	0	0	0

## Transit Requirements – All Local Authorities

- 7.84 When determining the potential need for transit provision the assessment has looked at data from the DCLG Caravan Count, the outcomes of the stakeholder interviews and records on numbers of unauthorised encampments, and the potential wider issues related to PPTS (2015).
- 7.85 There is currently no public transit provision in any of the local authorities, but previous assessments have identified support from members of the Travelling Community to consider new provision.

## DCLG Traveller Caravan Count

- 7.86 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 or any demographic information about residents. This makes it very difficult to interpret in relation to assessing current and 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 in each Local Authority area 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 current or future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.87 Data from the Traveller Caravan Count shows that there have been none or very low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded by local authorities in the study area. However, as set out above this is just a snapshot and does not give a full picture of unauthorised encampments and potential need for transit provision across the study area.

## Stakeholder Interviews and Local Data

- 7.88 Information from the stakeholder interviews also confirmed that there are low levels of unauthorised encampments in most local authorities in the study area, and that numbers of roadside encampments have decreased in recent years. They also confirmed that many that are recorded are occupied by Eastern Europeans and not by Travellers. It was suggested that consideration of some public transit or emergency stopping provision would be helpful in terms of having somewhere in Oxfordshire to direct encampments to.

## Potential Implications of PPTS (2015)

- 7.89 It has been suggested by a number of organisations representing members of the Travelling Community that there will need to be an increase in transit provision across the country as a result of PPTS (2015) leading to more households travelling. This may well be the case but it will take some time for any changes in travelling behaviour to materialise. The use of historic evidence to make an assessment of current and future transit need is also not recommended. 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.

## Transit Recommendations

- <sup>7.90</sup> It is recommended that whilst there may be some historic evidence suggesting that transit provision may be required in local authorities in Oxfordshire, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- <sup>7.91</sup> 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; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment.
- <sup>7.92</sup> A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable. If such a need is identified work will need to be undertaken on an Oxfordshire-wide basis to identify suitable locations to meet the provision.
- <sup>7.93</sup> In the short-term the Councils should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- <sup>7.94</sup> 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.
- <sup>7.95</sup> 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; sewage disposal point and refuse disposal facilities.

## Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	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.
<b>GTAA</b>	Gypsy and Traveller Accommodation Assessment
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement into or come to live in a region or community
<b>Local Plans</b>	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
<b>Out-migration</b>	Movement from one region or community in order to settle in another.
<b>Personal planning permission</b>	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
<b>Pitch/plot</b>	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.
<b>Private site</b>	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied

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

# Appendix B: Unknown Households

## Cherwell District Council

Figure 40 – Additional need for unknown households in Cherwell District - 2017-2032

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	0
Additional supply from vacant public and private pitches	0
Additional 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	8
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>8</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Household base 49 and formation rate 1.50%)	12
<b>Total Future Need</b>	<b>12</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>20</b>

Figure 41 – Additional need for unknown households in Cherwell District by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	12	4	3	1	20

Figure 42 – Additional need for unknown Travelling Showpeople in Cherwell District - 2017-2032

Travelling Showpeople - Unknown	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Household base 4 and formation rate 1.00%)	1
<b>Total Future Need</b>	<b>1</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>1</b>

Figure 43 – Additional need for unknown Travelling Showpeople in Cherwell District by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	1	0	0	1

## Oxford City Council

Figure 44 – Additional need for unknown households in Oxford City District - 2017-2036

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation (No Gypsies or Travellers identified)	0
<b>Total Future Needs</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 45 – Additional need for unknown households in Oxford City District by 5 year periods

Years	0-5	6-10	11-15	16-19	
	2017-22	2022-27	2027-32	2032-36	Total
	0	0	0	0	0

Figure 46 – Additional need for unknown Travelling Showpeople in Oxford City District - 2017-2036

Travelling Showpeople - Unknown	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (No current or future need from 1 household)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 47 – Additional need for unknown Travelling Showpeople in Oxford City District by 5 year periods

Years	0-5	6-10	11-15	16-19	
	2017-22	2022-27	2027-32	2032-36	Total
	0	0	0	0	0

## South Oxfordshire District Council

Figure 48 – Additional need for unknown households in South Oxfordshire District - 2017-2033

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional 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
<b>Total Supply</b>	
<b>Current Need</b>	
Households on unauthorised developments	1
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
<b>Total Current Need</b>	<b>1</b>
<b>Future Need</b>	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation (Base number of households 15 and formation rate 1.50%)	4
<b>Total Future Needs</b>	<b>4</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>5</b>

Figure 49 – Additional need for unknown households in South Oxfordshire District by 5 year periods

Years	0-5	6-10	11-15	16	
	2017-22	2022-27	2027-32	2032-33	Total
	2	1	2	0	5

Figure 50 – Additional need for unknown Travelling Showpeople in South Oxfordshire District - 2017-2033

Travelling Showpeople - Unknown	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private pitches	0
Additional supply from vacant public and private plots	0
Additional supply from pitches on new yards	0
Pitches vacated by households moving to bricks and mortar	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Household base 3 and formation rate 1.00%)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 51 – Additional need for unknown Travelling Showpeople in South Oxfordshire District by 5 year periods

Years	0-5	6-10	11-15	16	
	2017-22	2022-27	2027-32	2032-37	Total
	0	0	0	0	0

## Vale of White Horse District Council

Figure 52 – Additional need for unknown households in Vale of White Horse District- 2017-2032

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	2
Additional 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
<b>Total Supply</b>	<b>2</b>
<b>Current Need</b>	
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 sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (House hold base 25 and formation rate 1.50%)	6
<b>Total Future Need</b>	<b>6</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>4</b>

Figure 53 – Additional need for unknown households in Vale of White Horse District by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	2	2	0	4

Figure 54 – Additional need for unknown Travelling Showpeople in Vale of White Horse District - 2017-2032

<b>Travelling Showpeople - Unknown</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Households on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation (No unknown Travelling Showpeople)	0
<b>Total Future Needs</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 55 – Additional need for unknown Travelling Showpeople in Vale of White Horse District by 5 year periods

<b>Years</b>	<b>0-5</b>	<b>6-10</b>	<b>11-14</b>	<b>15</b>	
	<b>2017-22</b>	<b>2022-27</b>	<b>2027-31</b>	<b>2031-32</b>	<b>Total</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

# Appendix C: Households Not Meeting Planning Definition

## Cherwell District Council

Figure 56 – Additional need for households in Cherwell District that do not meet the Planning Definition - 2017-2032

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (No current or future need from 3 households)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 57 – Additional need for households in Cherwell District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	0	0	0	0

Figure 58 – Additional need for Travelling Showpeople in Cherwell District that do not meet the Planning Definition - 2017-2032

Travelling Showpeople - Not Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation <i>(No current or future need from 3 households)</i>	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	

Figure 59 – Additional need for Travelling Showpeople in Cherwell District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	0	0	0	0

## Oxford City Council

Figure 60 – Additional need for households in Oxford City that do not meet the Planning Definition - 2017-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (No households)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 61 – Additional need for households in Oxford City that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-19	
	2017-22	2022-27	2027-32	2032-36	Total
	0	0	0	0	0

Figure 62 – Additional need for Travelling Showpeople in Oxford City that do not meet the Planning Definition - 2017-2036

<b>Travelling Showpeople - Not Meeting Planning Definition</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (No households)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 63 – Additional need for Travelling Showpeople in Oxford City that do not meet the Planning Definition by 5 year periods

<b>Years</b>	<b>0-5</b>	<b>6-10</b>	<b>11-15</b>	<b>16-19</b>	
	<b>2017-22</b>	<b>2022-27</b>	<b>2027-32</b>	<b>2032-36</b>	<b>Total</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## South Oxfordshire District Council

Figure 64 – Additional need for Households in South Oxfordshire District that do not meet the Planning Definition - 2017-2033

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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 sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	3
In-migration	0
Net new household formation (Household base 18 and formation rate 1.50%)	5
<b>Total Future Need</b>	<b>8</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>8</b>

Figure 65 – Additional need for households in South Oxfordshire District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16	
	2017-22	2022-27	2027-32	2032-33	Total
	4	2	1	1	8

Figure 66 – Additional need for Travelling Showpeople in South Oxfordshire District that do not meet the Planning Definition - 2017-2033

Travelling Showpeople - Not Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (No current or future need from 1 household)	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 67 – Additional need for Travelling Showpeople in South Oxfordshire District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16	
	2017-22	2022-27	2027-32	2032-33	Total
	0	0	0	0	0

## Vale of White Horse District Council

Figure 68 – Additional need for households in Vale of White Horse District that do not meet the Planning Definition - 2017-2032

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	2
Additional 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
<b>Total Supply</b>	<b>2</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>1</b>
<b>Future Need</b>	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation (Household base 11 and formation rate 1.60%)	3
<b>Total Future Need</b>	<b>3</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>2</b>

Figure 69 – Additional need for households in Vale of White Horse District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-14	15	Total
	2017-22	2022-27	2027-31	2031-32	
	0	1	1	0	2

Figure 70 – Additional need for Travelling Showpeople in Vale of White Horse District that do not meet the Planning Definition - 2017-2032

Travelling Showpeople - Not Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from pitches 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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation <i>(No Travelling Showpeople households do not meet planning definition)</i>	0
<b>Total Future Need</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 71 – Additional need for Travelling Showpeople in Vale of White Horse District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-14	15	
	2017-22	2022-27	2027-31	2031-32	Total
	0	0	0	0	0

## Appendix D: Stakeholders Contacted

- » Advisory Council for the Education of Romany and other Travellers (ACERT)
- » Advisory Service for the Education of Travellers (ASET)
- » Association of Circus Proprietors
- » Association of Independent Showmen
- » Aylesbury Vale District Council
- » British Amusement Catering Trade Association
- » Catalyst Housing Group
- » Cherwell District Council
- » Community Liaison Teacher School Organisation Planning
- » Cotswold AONB
- » Cotswold Council
- » Cottsway Housing Association
- » Friends, Families and Travellers
- » Gloucestershire Council
- » Green Square Group
- » Gypsy Council
- » Locality Co-ordinator CCG (South East & South West Oxfordshire)
- » Millvale Consulting Ltd.
- » National Association of Gypsy and Traveller Officers (NAGTO)
- » National Federation of Gypsy Liaison Groups
- » National Travellers Action Group
- » New Traveller Association
- » Northamptonshire Traveller Unit
- » Ormiston Children & Families Trust
- » Oxford City Council
- » Oxford Health Visitors
- » Oxford Public Health
- » Oxfordshire Clinical Commissioning Group
- » Oxfordshire County Council
- » Oxfordshire Gypsy & Traveller Service

- » Reading Council
- » Sanctuary Housing
- » Showmen's Guild
- » Society of Independent Roundabout Proprietors
- » South Northamptonshire Council
- » South Oxfordshire District Council
- » Sovereign Housing Group
- » Stratford-upon-Avon Council
- » Swindon Council
- » Traveller Advice Line
- » Traveller Law Reform Project
- » Vale of the White Horse District Council
- » Warwickshire Council
- » Waterloo Housing
- » West Berkshire Council
- » West Oxfordshire District Council
- » Wiltshire Council
- » Wokingham Borough Council
- » Wycombe District Council

# Appendix E: Stakeholder Engagement with Neighbouring Authorities

## Aylesbury Vale Council

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

- » The District Council carried out a GTAA in 2013, a further update in 2014 and has commissioned a further in response to the revised definition which is due to be published shortly; the research was undertaken by ORS and included all the Buckinghamshire authorities.
- » The 2014 Assessment has been used to inform the Draft version of the emerging Vale of Aylesbury Local Plan which was consulted on in summer 2016. The Study identified a need in Aylesbury Vale of 57 pitches (2013-28) which included 17 unauthorised encampments and 21 sites with temporary planning permission. No additional need was identified for Travelling Showpeople.
- » There are no public sites; there are around 110 private pitches for Gypsy and Travellers and three plots for Travelling Showpeople in the area.
- » The numbers of short-term encampments are small and may be due to the fact that the area is not on a traditional travelling route. There is no transit provision in the area and no need was identified to provide any in the previous GTAA.

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

- » There are currently considered to be no significant cross-border issues in relation to neighbouring local authorities that affect Aylesbury Vale. There is a site near the border in Boarstall but is not said to cause any issues.
- » In terms of cross border working and meeting the Duty to Cooperate, Aylesbury Vale work in partnership with all authorities in Buckinghamshire most recently on the GTAA and there have also been discussions around the options and of how to take it forward.
- » There is Oxfordshire Gypsy & Traveller Service and this is said to be useful in terms of cross border working; however this joint service with Buckinghamshire ceased in March 2017.
- » The priority for the Council in the future is to complete the Gypsy and Traveller Plan process and to identify sites to help meet the needs identified in the updated GTAA.

## Cotswold District Council

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

- » The District Council was part of the Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSA) published in December 2016; the research was undertaken by ORS. Based on the ORS methodology there is a need for 3 additional pitches for households that meet the planning definition other than this there was no other current or future need evidenced in the Council's area.
- » However, the GTTSA stated there may be a need of up to 11 additional pitches for unknown households and if the national average of 10% were applied, this could result in a need for 1 additional pitch. Although there was no need identified for Travelling Showpeople in the Council's area additional plots were needed in Gloucester City, Tewkesbury Borough and Stroud District. It was therefore recommended that action is needed across the County to source potential locations and options for this group to purchase land.
- » The Council has one public site (4 pitches) in Culkerton which is owned and managed by Gloucestershire County Council and three private sites with permanent permission (35 pitches). There is little evidence to suggest there is overcrowding or concealed households on any of the sites. There are no Travelling Showpeople yards in the area.
- » There are two sites with temporary planning permission (6 pitches); one long-term tolerated site without planning permission (8 pitches) and no unauthorised developments in the area.
- » Numbers of short-term encampments are common during the summer months. There is also some evidence that there are families who travel through the area and stay for short periods of time, during the summer months, who are tolerated on land owned by farmers.
- » There is no transit provision in the area. However there are a number of unauthorised transit sites, the most notable one is on the Fosse Way, near the junction of the A436 south of Bourton-on-the-Water, which is a fairly regular stopping point because of its proximity to the bi-annual Stow Fair.
- » The GTTSA suggested there will need to be an increase in transit provision across the country as a result of changes to PPTS (2015). There is not enough evidence as yet to make an assessment of future transit need and it was recommended unauthorised encampments should be continually monitored. In the short-term the GTTSA recommended that councils should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments. The unauthorised encampment monitoring data will be reviewed in autumn 2018 and this will establish whether there is a need for investment in more formal transit sites or emergency stopping places across the County.

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

- » There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Cotswold District Council. The Council does, however, recognise there are transit routes between their area and neighbouring authorities.
- » There is a history of joint working across the Gloucestershire area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. There have also, more recently, been meetings with Wiltshire and Swindon, but there is less knowledge regarding what progress has been made in Oxfordshire or Warwickshire.
- » The Council regularly attends the joint Gloucestershire GTAA group.
- » The priority in the future for the Council will be to meet the needs identified as required by legislation. The Council has undertaken a study to identify sites and a Local Plan Regulation 18 Consultation was also carried out in January 2015. This led to the formulation of Policy SP8 for the provision of future sites, and Policy H7 in the Regulation 19 Submission draft of June 2016.

## Cotswold Conservation Board

With regard to overall accommodation need in **Cotswold Conservation Board area**, the views of the officer interviewed were as follows:

- » The Cotswold Conservation Board covers 15 local authority areas and was established in 2004.
- » The two key purposes of the Board are to:
  - Conserve and enhance the natural beauty of the Cotswold's AONB; and
  - Increase understanding and enjoyment of the special qualities of the AONB, ensuring that these complement the conservation and enhancement of the area.
- » The Board is not a housing authority and therefore does not have to undertake a GTAA nor provide accommodation for Gypsies, Travellers or Travelling Showpeople. The Board is not a planning authority, but is consulted with when new sites are proposed in or near to the area it covers.
- » The Board is aware that there are public and private sites in its area. However, sites are likely to be managed by local or county councils.
- » Unauthorised developments, tolerated sites or sites with temporary planning permission are dealt with by local planning authorities and not the Board.
- » Numbers of short-term encampments are low in the Board's area and will be dealt with by local or county councils.

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

- » There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect the Board. The area the Board covers as an Area of Outstanding Natural Beauty is rural and such locations are currently protected. Should need be identified for new sites in local authority areas within the AONB or in

neighbouring areas, they are likely to be located outside of the AONB rather than within it.

- » There is a history of joint working across the area on housing needs and to a lesser extent GTAAs.

## Gloucestershire County Council

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

- » The Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA) published in 2013 was undertaken by ORS and Peter Brett Associates. The Assessment identified a need for 207 additional pitches (59 public and 148 private) and 52 plots for Travelling Showpeople across the County. The revised GTAA for Gloucestershire has recently been undertaken and will be published in spring 2017.
- » Due to the changes in the definition in planning terms for Gypsies and Travellers, a number of councils across Gloucestershire are currently updating their GTTSAA/GTAA.
- » The County Council owns and manages four public sites which are full and there is a waiting list; overcrowding of sites was identified in the GTTSAA published in 2013.
- » There are a significant number of private Gypsy and Traveller sites and a number of Travelling Showpeople yards across the County. New private sites have more normally been granted planning permission retrospectively by the district and borough councils.
- » The County Council is not a housing authority and therefore does not have to provide accommodation for Gypsies, Travellers or Travelling Showpeople. The district and borough councils handle planning applications for new sites; the County Council will be consulted when new sites are proposed in or near to the area it covers.
- » There are said to be some unauthorised developments and sites with temporary planning permission, but it is believed there are no tolerated sites across the area. These types of sites are dealt with by the borough and district councils.
- » There are a number of short-term encampments across the area and they are regular occurrences. It is said that a significant number of encampments occur in Gloucester during the summer months usually on amenity land; locations where there are park and ride sites are also used. As the area is largely rural, it attracts New Travellers where they look to stay in secluded locations for short periods of time.
- » There is no transit provision in the area other than a few pitches on private sites; permission to stay on these pitches is by the discretion of the owner and the Council cannot use these pitches to direct Travellers to. The County Council does have a Traveller Policy to enable Travellers to stay for short periods of time and when there are no concerns regarding the safety of Travellers or the public.

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

- » There are considered to be no significant cross-border issues between Gloucestershire County Council's area in relation to neighbouring local authorities. However, within the County's area from the research that has been undertaken the vast majority of private sites in particular are in Tewkesbury Borough Council's area. It is hoped that other councils within the Gloucestershire area will progress identification and delivery of sites in order that needs can be met over a broader area.
- » There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. However, this has become less frequent as each authority is working on their local plans and these are often on different timescales.
- » The County Council attends the Gypsy and Traveller Liaison meetings which are held on an ad-hoc basis. The County Council has also attended meetings under the Duty to Cooperate with councils outside of its area e.g. Wiltshire.

### Northamptonshire Countywide Traveller Unit (CTU)

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

- » Northamptonshire County Council (NCC) is not required to undertake a GTAA but the CTU were instrumental in undertaking the 2008 Northamptonshire GTAA; this has now been superseded. Northamptonshire local authorities are either undertaking their GTAAs independently or are working in partnership on a housing sub regional basis.
- » There are 6 public sites (78 pitches), 24 private sites (142 pitches)<sup>20</sup>, 3 private sites with temporary planning (5 pitches), 4 unauthorised developments (9 pitches), 11 Travelling Showpeople yards (46 plots) and 1 Travelling Showpeople depot (0 plots) in the NCC area. There are no transit sites or emergency stopping places in the area.
- » The current provision of sites in Northamptonshire may not be meeting the current needs identified in local authority GTAAs. The enabling of windfall private sites, although meeting some need, will not meet the needs of all Gypsies and Travellers so far identified. It is thought there is a need for councils across Northamptonshire to work in partnership to help address this. It was suggested that local authorities could look to local authorities such as Corby and Kettering, who have made more progress in the identification of sites.
- » There are known to be many Gypsies, Travellers and Travelling Showpeople living in bricks and mortar in the area, especially in Corby, Kettering and Northampton. However, there are often issues in identifying these households when undertaking GTAAs. In the past key officers such as health have helped but many officers who had the expertise and experience of working with Gypsies, Travellers or Travelling Showpeople have either retired or have been made redundant; this knowledge has now been lost.
- » The CTU monitors unauthorised encampments on a daily basis and there has been an increase; April 2016 to October 2016 CTU dealt with 171 encampments. It is not known why there has been an increase in the area.

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<sup>20</sup> This includes 10 pitches not yet developed, 1 site (25 pitches privately leased from NCC) and 1 site (2 pitches currently not occupied).

- » In relation to encampments they occur in Northamptonshire mainly because of its geographic location, major road networks and are passing through, visiting relatives or friends in the area either living on sites or in bricks and mortar, or they have moved out/been forced to move out of bricks and mortar housing and have no permanent place. The result of this is they circulate around the area which increases the number of encampments by the same groups.
- » The main routes Travellers use through the area are the M1, M6 and A14 before accessing minor roads. As stated there are no transit sites or emergency stopping places in the area. There is some concern over supporting the provision of transit sites because of issues around the management of sites and resource implications. It was suggested that some emergency stopping places would be considered helpful in the area.

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

- » There are not thought to be any cross boundary issues between NCC and the study area.
- » In terms of partnership working, the CTU have some dialogue with Gypsy and Traveller Liaison Officers and/or planning officers in neighbouring counties but this is unlikely to be regular. There are other partnership forums officers attend such as the East Midlands Traveller Forum.
- » The key priority for CTU will be to safeguard its partnership funding through NCC and the boroughs and district councils; this funding is on a three year basis. Although unauthorised encampments have increased more recently, numbers since the introduction of the service have dramatically reduced and the management of such occurrences has improved. This has resulted in improved relationships between Travellers, councils and the wider community.

## Reading

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

- » The Council has a planning policy and a section in its Adopted Sites and Detailed Policy document which refers to the Berkshire wide GTAA which was undertaken in 2006. The estimated need identified in the Assessment is for 7 permanent Gypsy and Traveller sites and 2 plots for Travelling Showpeople up to 2016; these figures are included in the Council's adopted Local Plan and approved through examination.
- » The Council is working on a draft Local Plan, due for consultation in April 2017. As part of this, a new GTAA has been commissioned from consultants Arc4, which is due to report shortly. Should this Assessment identify a need for provision for Gypsies, Travellers and Travelling Showpeople, options for this provision within the Borough will be considered through the Local Plan process, and, potentially, through the Duty to Cooperate.

- » There are no public or private sites in Reading. There is one Travelling Showpeople yard which has been granted a Certificate of Lawfulness to confirm its use for Travelling Showpeople; the yard has been established for some years.
- » There are no unauthorised developments, tolerated sites or sites with temporary planning permission in the area.
- » The Borough is a highly constrained urban authority. The vast majority of potential development sites are previously developed, and the greenfield land that does exist is generally constrained by flood risk or by open space designations. There are therefore expected to be difficulties in finding a site to accommodate any need that is identified.
- » The Council is aware that the majority of its Gypsy and Traveller population lives in bricks and mortar because of the work that different departments undertake e.g. EMTAS but does not undertake any specific monitoring of numbers.
- » The Council has had a number of encampments over the years and it is reported that one reason is the reputation of the Royal Berkshire Hospital's Antenatal and Maternity units. There is no transit provision in the Council's area.

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

- » The Council works jointly with neighbouring authorities whom there are clear cross boundary links such as West Berkshire and Wokingham and this is a reflection of stretched resources. A joint methodology for undertaking GTAA has been agreed across Berkshire.
- » The Council has not been asked to meet any need from neighbouring authorities.
- » The Council is not aware of any current joint working groups specifically relating to Gypsy and Traveller issues, although the needs of these communities and site identification are often discussed at Duty to Cooperate meetings.
- » The Council is undertaking a review of their Local Plan and a Draft Local Plan will be subject to consultation starting in April 2017. The Plan will need to address the issue of provision for Gypsies and Travellers, albeit in the context of the severe constraints on finding suitable sites within the Borough.

## South Northamptonshire Council

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

- » The Council's Joint Core Strategy (Part 1) was adopted in December 2014 and was prepared jointly with Northampton Borough Council, Daventry District and South Northamptonshire; this was informed by a GTAA completed in 2013 (joint GTAA assessment with Cherwell and West Oxfordshire Districts). This only included a general Development Management Plan for Gypsies and Travellers; it did not include detailed site allocations for the need identified in the GTAA.

- » Following the change in definition in planning terms the Council commissioned ORS to update the GTAA with Daventry District and Northampton Borough Councils; the Assessment was adopted in January 2016. The GTAA identified no need for additional pitches for Gypsies or Travellers and no need for additional plots for Travelling Showpeople who met the new definition in the Council's area. However, the GTAA identified a need for 3 additional pitches for Gypsy and Traveller household who did not meet the planning definition, and whilst it does not need to be addressed through the GTAA it will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA).
- » There is one private authorised site with permanent planning permission for 3 pitches and one unauthorised tolerated site with 6 pitches and 1 travelling show persons plot in the area.
- » There are few short-term roadside encampments in the area and there are no particular issues associated with unauthorised encampments reported.

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

- » There are considered to be no significant cross-border issues in relation to neighbouring local authorities. South Northamptonshire regularly liaises with its neighbours, including Milton Keynes.
- » The Council is preparing their Local Plan (Part 2) which will include determining appropriate levels of growth at a local level and allocate land for specific uses, it will also include the updated GTAA need results for South Northamptonshire and will reiterate the development management process in accordance with the criteria based approach policy set out in the Joint Core Strategy.

## Stratford on Avon District Council

With regard to overall accommodation need in **Stratford on Avon**, the views of the officer interviewed were as follows:

- » Opinion Research Services (ORS) and Peter Brett Associates (PBA) were commissioned by Stratford on Avon District Council to undertake a GTAA in 2011. ORS was further commissioned in 2014 to provide a review in light of the publication of new planning guidance. Since then, a further update of assessed needs and provision in the District has been undertaken by Warwickshire County Council.
- » The 2016 GTAA Update identifies a (gross) requirement for 40 pitches to 2026. The Council will work in the future with residents living on a yard to ascertain whether further plots need to be provided for Travelling Showpeople. There was no need arising from Gypsies, Travellers or Travelling Showpeople living in bricks and mortar that need pitches. In respect of transit provision, a need for a site for 8 caravans has been identified Warwickshire County Council are considering an application for permanent consent for 12 emergency stopping places.

- » There is one public site in the area (Pathlow Park, Pathlow - 30 pitches) and a number of private sites in the area (44 pitches), and one Travelling Showpeople yard which is used all year round by various circus troupes.
- » There are 9 pitches on 3 sites that have temporary planning permission, 2 pitches on 2 sites that are tolerated and no unauthorised developments in the area.
- » Policy CS.21 of the Core Strategy (adopted July 2016) sets out a criteria-based approach to Gypsy and Traveller provision for the period 2011 to 2031. The Council is also preparing a Gypsy and Traveller Plan to provide further guidance and identify specific sites to meet the identified needs.

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

- » There are considered to be no significant or strategic cross-border issues in relation to neighbouring local authorities that affect Stratford on Avon.
- » There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The Council works closely with the Warwickshire Gypsy and Traveller Service.
- » The priority for the Council in the future is to complete the Gypsy and Traveller Plan process and to identify sites to help meet the needs identified in the updated GTAA.

## Swindon Borough Council

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

- » Swindon Borough Council commissioned ORS to undertake a GTAA which was published in 2013. The extra site provision from 2013-2028 was estimated at 17 pitches for Gypsies and Travellers and 1 yard (8-10 families) for Travelling Showpeople. There was no need arising from Gypsies, Travellers or Travelling Showpeople living in bricks and mortar that need pitches.
- » There is one public owned site (Hay Lane, Swindon – 37 pitches), 2 private sites (8 pitches) and 2 Travelling Showpeople yards in the area; there is also one transit site (12 pitches).
- » There is believed to be no unauthorised developments, sites with temporary planning permission or sites that are tolerated.
- » Numbers of short-term encampments are relatively low; one approximately every 3 months. The transit site has, on occasions, been closed and is not regularly used; the GTAA did not evidence the need for further transit provision in the area.

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

- » There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect Swindon.

- » There is a history of joint working, particularly with Wiltshire, on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. However, this has become less frequent as each authority is working on their local plans and these are often on different timescales. The Council may, in the future, work with Wiltshire County Council to commission a GTAA update.
- » There is a cross authority Wiltshire Gypsy and Traveller Liaison Group which meets on an ad-hoc basis. It is likely that should a joint GTAA review and site allocation be undertaken meetings will be more held regularly.
- » Due to the changes in the definition in planning terms for Gypsies and Travellers, the Council is likely to prioritise an update of their current GTAA, possibly in partnership with Wiltshire.

## Warwickshire County Council

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

- » Local authorities in Warwickshire have either undertaken their own GTAAs or have undertaken them jointly with neighbouring authorities. Due to the changes in the definition in planning terms for Gypsies and Travellers, a number of councils across Warwickshire are currently updating their GTAAs.
- » Across the County Council's area there is an estimated need for 60-70 pitches for Gypsies and Travellers and 34-40 pitches in terms of transit provision. Little additional need has been evidenced for plots for Travelling Showpeople.
- » There are 4 public sites in the County Council's area:
  - Alvecote, North Warwickshire managed by Warwickshire County Council (WCC) – 17 pitches;
  - Griff Hollows site, Nuneaton managed by WCC – 23 pitches;
  - Pathlow site, Stratford managed by WCC – 30 pitches;
  - Woodside Site managed by Rugby Borough Council – number of pitches on request from Rugby Borough Council.
- » The majority of public sites are full and in the main meet the local need, but applications for pitches have been received from outside of the County Council's area e.g. Leicestershire and Lancashire. There are no issues relating to overcrowding and some sites have vacancies; one site has a high turnover due to the site location which is close to a busy railway line.
- » There are a significant number of private Gypsy and Traveller sites and this will increase as there are a number of new private sites with planning permission which have yet to be developed. There is one Travelling Showpeople yard which may need to be expanded; this expansion is needed for equipment, not for accommodation.

- » It has been evidenced that there are Gypsies, Travellers and Travelling Showpeople who now live in bricks and mortar in the area. The County Council operates a Gypsy and Traveller Support Service to help those living in bricks and mortar and sites in the area.
- » The County Council is not a housing authority and therefore does not have to provide accommodation for Gypsies, Travellers or Travelling Showpeople. The district and borough councils handle planning applications for new sites; the County Council will be consulted when new sites are proposed in or near to the area it covers.
- » There are some unauthorised developments which are tolerated and sites with temporary planning permission across the County. These types of sites are dealt with by the borough and district councils.
- » There are significant numbers of short-term encampments across the area (141 encampments 2015/16) and they are regular occurrences. Encampments occur throughout the year and are more normally due to Travellers attending family events e.g. weddings and/or they are travelling through the area looking for opportunities to work.
- » The County Council has planning permission for 12 emergency stopping places in the North of the County which is current being Judicially Reviewed and there is temporary planning for 12 pitches in the South of the County. The County Council is looking to gain permanent planning permission on the 12 pitches in the South of the district in the future.

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

- » There are considered to be no significant cross-border issues between Warwickshire County Council's boundaries and neighbouring local authorities. However, it is hoped that by working in greater partnership, both within the County and with neighbouring authorities, the sharing of information/intelligence could be beneficial and improve services being provided.
- » There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- » The County Council attends meetings under the Duty to Cooperate with councils both inside and outside of its area.

## West Berkshire

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

- » ORS undertook the Council's GTAA (2015), and is available on the West Berkshire Council website.
- » The Council is in the process of preparing a Housing Site Allocations Development Plan Document (DPD) which includes the allocation of sites for Gypsies, Travellers and Travelling Showpeople to meet the identified need over the plan period. The DPD is at the examination stage and adoption of the DPD is anticipated in May 2017.

- » There is one public site (16 pitches), two private sites (25 pitches) and one private Travelling Showpeople yard in the area (this has a planning condition limiting occupation to 4 caravans for four months of the year). There is also a private transit site (15 pitches). As far as is known the sites/yards are meeting the needs of those using them.
- » There is one unauthorised site (1 pitch) and there are no tolerated sites or sites with temporary planning permission in the area.
- » There are few Gypsies, Travellers or Travelling Showpeople living in bricks and mortar accommodation and no known Gypsies, Travellers and Travelling Showpeople wishing to move from bricks and mortar housing to sites in the area. There is a floating support service provided by Two Saints for people living in bricks and mortar accommodation as well as living on sites in West Berkshire.
- » In relation to unauthorised encampments the Council is made aware of them when they are reported to the Council and it is understood that encampments do not regularly occur in the area. When there are encampments it is said that this is likely to be due to Travellers passing through or may be looking for work opportunities and/or visiting relatives; general areas include the M4 and M34 junctions.

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

- » The Council highlighted the Atomic Weapons Establishment (AWE) as a cross-boundary issue and which can have an impact on planning matters in both West Berkshire and Basingstoke and Deane. For example, this may affect the scope of where new sites could be located because of health and safety issues and the need to comply with regulations.
- » In relation to planning matters, there are no joint working partnerships specifically for Gypsies, Travellers and Travelling Showpeople between Berkshire and Oxfordshire although under the D2C meetings, should issues arise they can and are discussed with neighbouring authorities. Berkshire has a planning group that meets regularly to discuss Gypsies, Travellers and Travelling Showpeople.
- » A key priority for the Council will be to allocate sites for Gypsies, Travellers and Travelling Showpeople to meet the needs identified in the forthcoming GTAA.

## West Oxfordshire District Council

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

- » The West Oxfordshire District Council GTAA was undertaken by ORS and published in October 2016.
- » The updated Study identified the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for 4 additional pitches for Gypsies or Travellers and 5 additional plots for Travelling Showpeople over the 15 year GTAA period. In addition, the Study suggested that potentially there is a need for a further 1-2

pitches and 1 plot for the 'unknown' households who subsequently demonstrate that they meet the new definition.

- » There is currently 1 public site with 16 pitches; 10 private sites with permanent planning permission with 67 pitches; a further 15 pitches on one of the private sites that are tolerated for planning purposes; 1 unauthorised site with 1 pitch; and 4 private Travelling Showpeople yards with 18 plots in the Council's area.
- » Numbers of short-term encampments are relatively low and for this reason there is no transit provision in the area. However, the GTAA update recommended the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments.

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

- » There are no cross boundary issues to report and any needs not being met either in West Oxfordshire or neighbouring authorities are not causing pressure on provision.
- » There is joint working across the area and the Oxfordshire Planning Policy Group has historically performed a cooperative function and effectively operates at the current time through the Growth Board's project team of planning policy officers. Cross boundary matters can be brought to the project team as and when required. The Oxfordshire Gypsy and Traveller Liaison Service operated by Oxfordshire County Council and the multi-agency meeting held in Oxfordshire every 3 months are also opportunities for cross boundary working.
- » The priority for the Council is to identify sites to meet the needs identified as required by legislation. Proposed Modifications to the Submission Draft West Oxfordshire Local Plan 2031 were published for consultation in November 2016 and these included a site allocation for an extension to an existing Travelling Showpeople yard for up to 6 additional plots (Policy H8) and an updated criteria based policy for Travelling Communities (Policy H7) which considers specific provision as part of the larger strategic development areas, particularly the West Oxfordshire Garden Village.

## Wiltshire Council

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

- » Wiltshire Council commissioned ORS to undertake a GTAA which was published in December 2014. The estimated extra pitch provision required for Gypsies and Travellers to 2029 in Wiltshire is 90 additional pitches and 7 plots for Travelling Showpeople. There is no need arising from Gypsies, Travellers or Travelling Showpeople living in bricks and mortar that need pitches.
- » The GTAA evidenced the need for transit provision in a number of areas across Wiltshire. It was suggested that a single site in the south of the county would not aid in meeting transit requirements and managing unauthorised encampments. It was recommended

that the Council considers the provision of Emergency Stopping Places at locations near to Trowbridge, Salisbury and to the north of the County.

- » The 2014 GTAA identified the following sites in Wiltshire:

<b>Sites and Pitches in Wiltshire</b>		
<b>Category</b>	<b>Sites</b>	<b>Pitches</b>
Private with permanent planning permission	38	148
Private sites with temporary planning permission	4	4
<b>Total Private Sites</b>	<b>42</b>	<b>152</b>
Public Sites (Council and Registered Providers)	5	90
Unauthorised Sites (11 sites and 12 pitches tolerated)	11	27
<b>TOTAL (Excluding Travelling Showpeople)</b>	<b>58</b>	<b>269</b>

- » There are 4 Travelling Showpeople yards in Wiltshire with planning permission and 1 long-term tolerated unauthorised yard.
- » Short-term encampments occur on a regular basis during the travelling season. The reasons for this are because of festivals and the Dorset Fair but also due to seasonal working patterns and other.
- » The Council operated a transit site at Odstock, south of Salisbury, which had 12 pitches. The site has been closed for some time whilst a decision is made on whether to refurbish the site. The Council is also considering the allocation of emergency stop over places.
- » The Council has published its intention to prepare a Gypsy and Traveller Development Plan Document (DPD) and will be undertaking a consultation designed to seek representations on the proposed scope of the plan.

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

- » There are considered to be no significant cross-border issues in relation to study area and Wiltshire. However, because of the travelling routes used through Wiltshire, the Council is working with Hampshire, Bath & North East Somerset, Dorset and Berkshire in particular under the Duty to Cooperate.
- » There is a history of joint working across Wiltshire and particularly with Swindon, on the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- » There is an internal advisory officer group for the emerging DPD and colleagues from neighbouring authorities are invited as appropriate.

- » The Council's priority is to progress their draft DPD to consultation stage by the end of the year.

## Wokingham Borough Council

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

- » Wokingham, based on a joint methodology agreed with Reading, Bracknell, West Berkshire and Windsor & Maidenhead local authorities, commissioned ORS to undertake a GTAA published in 2015. The study identified an estimated need for 52 Gypsy and Traveller pitches between 2014 and 2029; no need was evidenced for Travelling Showpeople plots or transit provision.
- » Since the GTAA 2015 was undertaken, 28 additional pitches have been provided either through the expansion or extension of existing sites.
- » The GTAA is being updated to identify the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller in planning terms. The GTAA is being carried out by Arc4 and is due to be published in spring 2017.
- » There are two public sites owned and managed by the Council (approximately 40 pitches), 18 private sites (providing approximately 100 pitches) and one Travelling Showpeople yard. The yard has planning permission for equipment and storage and there are not known to be any Travelling Showpeople living on the yard. There are 3 pitches on a private site which are for transit use.
- » There are not known to be any issues on the sites. However, the Council is aware that one private Gypsy and Traveller site may be overcrowded and being used by those outside of the Gypsy and Traveller Communities and the Council is seeking to address this issue.
- » There is one unauthorised site (1 pitch) where a retrospective planning application has been made. There are currently three sites awaiting appeal: one site for 2 pitches; one site for 2 pitches for which temporary permission has expired; and one site for 1 additional pitch which is due for appeal. There is one private site with temporary planning permission until 2019 and a site currently tolerated for 4 pitches. However this currently tolerated site has been extended to 10 pitches and a retrospective planning application made. This application has been refused and is also due for an appeal Inquiry in the spring.
- » The Council has taken forward a criteria based strategic policy (TB10) in their existing Local Plan and this has helped to meet some of the need identified.
- » The Council receives many planning applications for private sites more often in locations considered unsustainable. Where applications have been refused, some applicants are due to appeal in the next few months.
- » The Council has occasional transient Traveller moving through their area of short term unauthorised encampments usually because Travellers are visiting family to attend

specific events e.g. funerals, weddings and another reason is the reputation of the Royal Berkshire Hospital's Antenatal and Maternity units.

- » Favoured locations are to the south of the District especially near to existing sites e.g. Finchhampstead and main route used is believed to be the A33.
- » Other than the 3 pitches on the private site there is no public transit or emergency stopping provision in the Council's area.

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

- » There are no cross boundary issues to report and if there are any accommodation needs not being met in the study area they are not causing pressure on provision in Wokingham.
- » In relation to planning matters, there are no joint working partnerships specifically for Gypsies, Travellers and Travelling Showpeople in Berkshire or cross boundary with other county areas. However, under the D2C meetings, should issues arise they can and are discussed with neighbouring authorities.
- » The priority for the Council is to meet any needs identified in the updated GTAA once published and identify sites as required by legislation. The Council is preparing a Local Plan Update to 2037 and aim to combine the previously pursued Gypsy and Traveller Local Plan into the Local Plan Update therefore specific provision for Gypsy and Traveller sites will be part of the wider strategic development of the Borough; this will ensure that Traveller provision is treated similarly to housing.

## Wycombe District Council

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

- » ORS undertook an update of the Buckinghamshire GTAA in 2014. The need for the time period 2013-2028 for Wycombe was assessed as 21 additional residential pitches for Gypsies and Travellers and 1 plot for Travelling Showpeople. The GTAA update assessed no need for transit provision in the area.
- » Following the change in the definition of Gypsies and Travellers in planning terms, the councils in Buckinghamshire have commissioned ORS to undertake an update which is due to be published in the near future.
- » The 2014 GTAA highlighted no public sites; 11 private sites (46 pitches); 2 Travelling Showpeople yards (10 plots); no transit provision; 2 sites with temporary planning permission; no sites that are tolerated for planning purposes and 2 unauthorised sites (6 pitches).
- » There are few issues such as overcrowding or concealed households on the sites in the area.
- » There have been relatively few unauthorised encampments in Wycombe over recent years. Due to the low level of encampments there is currently no transit provision or need for such provision in the council's area.

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

- » There are considered to be no significant cross-border issues between Wycombe and the study area. The Council considers that neighbouring authorities are meeting their own accommodation needs for Gypsies, Travellers and Travelling Showpeople and should meet their own needs into the future.
- » There are regular Duty to Cooperate meetings in Buckinghamshire and periodic meetings with authorities in the wider area. There is a history of joint working across Buckinghamshire on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The councils in Buckinghamshire have consulted with the Buckinghamshire Gypsy and Traveller Service about the Needs Assessment and other matters. This service was in partnership with Oxfordshire but this came to an end in March 2017.
- » A key priority in the future for the Council is to finalise the Buckinghamshire GTAA or based on the findings of the recent GTAA the Council wishes to take forward a criteria based strategic policy in their draft Local Plan to help meet the need evidenced.

# Appendix F: Site and Yard Lists (March 2017)

## Cherwell District Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
None	-	-
<b>Private Sites with Permanent Permission<sup>21</sup></b>		
Adjoining and north east of Blackthorn Road	2	-
Bicester Trailer Park, Chesterton	8	-
Corner Meadow, Mollington	15	-
Horwood Site, Ardley	1	-
Land adjoining A34 by Hampton Gay and Poyle	8	-
Little Acres, Yarnton	3	-
Lower Heyford Road, Caulcott	5	-
Station Caravan Park, Banbury	10	-
The Stable Block, Farnborough Road	5	
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES</b>	<b>57</b>	<b>0</b>
<b>Authorised Travelling Showpeople Yards</b>		
Carousel Park, Bloxham	2	-
Faircare, Bloxham	6	-
Hebborn's Yard, Gosford	3	-
Rose's Yard, Blue Pitts	3	-
<b>Tolerated Travelling Showpeople Yards</b>		
Land to the rear of Shelswell Inn, Buckingham Road	-	1
<b>TOTAL PLOTS</b>	<b>14</b>	<b>1</b>
<b>Transit Provision</b>		
None	-	-

<sup>21</sup> Smiths Caravan Park (20 pitches), Milton, was closed in January 2017.

Oxford City Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
None	-	-
<b>Private Sites with Permanent Permission</b>		
None	-	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES</b>	<b>0</b>	<b>0</b>
<b>Authorised Travelling Showpeople Yards</b>		
None	-	-
<b>Unauthorised Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>0</b>	<b>0</b>
<b>Transit Provision</b>		
None	-	-

South Oxfordshire District Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
Middle Ground, Wheatley	16	-
Ten Acre Park, Brickyard Lane	16	-
The Sturt, Oakley Wood	5	-
<b>Private Sites with Permanent Permission</b>		
None	-	-
<b>Private Sites with Temporary Permission</b>		
Kiln Lane, Garsington	1	-
Newlands, Platts Lane, Northend	1	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
Kiln Lane, Garsington	-	1
Manor View, Marston	-	4
<b>Unauthorised Developments</b>		
Kiln Lane , Garsington	-	1
<b>TOTAL PITCHES</b>	<b>39</b>	<b>6</b>
<b>Authorised Travelling Showpeople Yards</b>		
Bucklands Paddock, Watlington	5	-
Sandpits Covert, Baldon Lane	2	-
Webb's Yard, Cuxham Road	11	-
<b>Unauthorised Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>18</b>	<b>0</b>
<b>Transit Provision pitches</b>		
None	-	-
<b>TOTAL TRANSIT PROVISION</b>	<b>0</b>	<b>0</b>

Vale of White Horse District Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
East Challow, East Challow	12	-
Red Bridge Hollow, South Hinksey	24	-
<b>Private Sites with Permanent Permission</b>		
Windmill View, Watchfield	8	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES</b>	<b>44</b>	<b>0</b>
<b>Authorised Travelling Showpeople Yards</b>		
None	-	-
<b>Unauthorised Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>0</b>	<b>0</b>
<b>Transit Provision</b>		
None	-	-

# Appendix G: Household Interview Questions

# NOT FOR CIRCULATION

## GTAA Questionnaire 2016



**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"/>				

**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 <i>(please specify)</i>			

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

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

## NOT FOR CIRCULATION

**A9 Is this site your main place of residence? If not where is?**

*INTERVIEWER: Please cross one box only*

Yes

No

If not main place of residence where is (please specify)

**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

If no option, why?

**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

Reasons (please specify)

**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								
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

### 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*

## NOT FOR CIRCULATION

**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)

## NOT FOR CIRCULATION

E		Future Accommodation Needs				
<b>E1</b>	<b>Do you plan to move from this site in the next 5 years? If so, why?</b> <i>INTERVIEWER: Please cross one box only</i>	<input type="checkbox"/> Yes <i>If yes</i> → Continue to E2				
		<input type="checkbox"/> No <i>If no</i> → Go to F1				
		<input type="text" value="If so, why? (please specify)"/>				
<b>E2</b>	<b>Where would you move to?</b> <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 <i>(Please specify)</i>	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	<input type="text" value="Please specify where they would move to"/>					
<b>E3</b>	<b>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?</b> <i>INTERVIEWER: Please cross one box only</i>					
	Private buy	Private rent	Public rent			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
<b>E4</b>	<b>Can you afford to buy a private pitch or site?</b> <i>INTERVIEWER: Please cross one box only</i>					
	Yes	No				
	<input type="checkbox"/>	<input type="checkbox"/>				
<b>E5</b>	<b>Are you aware of, or do you own any land that could have potential for new pitches?</b> <i>INTERVIEWER: Please cross one box only</i>					
	Yes	No				
	<input type="checkbox"/>	<input type="checkbox"/>				
	<input type="text" value="Please ask for details on where land/site is located and who owns the land/site?"/>					

## NOT FOR CIRCULATION

F	Travelling
<b>F1</b>	<p><b>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?</b>  <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 F6      <span style="margin-left: 150px;">} Continue to F2</span> </p>
<b>F2</b>	<p><b>If you or members of your family have travelled in the last 12 months, which family members travelled?</b> <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> All the family      <input type="checkbox"/> Adult males      <input type="checkbox"/> Other      <input style="width: 100px; height: 20px;" type="text" value="If other, please specify"/> </p>
<b>F3</b>	<p><b>What were the <u>main</u> reasons for travelling?</b> <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> <input type="checkbox"/> Work      <input type="checkbox"/> Holidays      <input type="checkbox"/> Visiting family      <input type="checkbox"/> Fairs      <input type="checkbox"/> Other                 </p> <p style="text-align: center; border: 1px solid black; padding: 5px;">Details / specify if necessary</p>
<b>F4</b>	<p><b>At what time of year do you or family members usually travel? And for how long?</b>  <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> All year      <input type="checkbox"/> Summer      <input type="checkbox"/> Winter                 </p> <p style="text-align: center; border: 1px solid black; padding: 5px;">And for how long?</p>
<b>F5</b>	<p><b>Where do you or family members usually stay when they are travelling?</b>  <i>INTERVIEWER: Please cross all boxes that apply</i></p> <p style="text-align: center;"> <input type="checkbox"/> LA transit sites      <input type="checkbox"/> Private transit sites      <input type="checkbox"/> Roadside      <input type="checkbox"/> Friends/family      <input type="checkbox"/> Other      <input style="width: 100px; height: 20px;" type="text" value="If other, please specify"/> </p>
<b>F6</b>	<p><b>INTERVIEWER: Ask F6 – F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9</b>  <b>Have you or family members ever travelled?</b> <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>
<b>F7</b>	<p><b>When did you or family members last travel?</b> <i>INTERVIEWER: Please write in</i></p> <p style="text-align: center; border: 1px solid black; padding: 5px;">Details</p>
<b>F8</b>	<p><b>Why do you not travel anymore?</b> <i>INTERVIEWER: Cross all boxes that apply &amp; probe for details</i></p> <p style="text-align: center;"> <input type="checkbox"/> Children in school      <input type="checkbox"/> Ill health      <input type="checkbox"/> Old age      <input type="checkbox"/> Settled now      <input type="checkbox"/> Nowhere to stop      <input type="checkbox"/> No work opportunities      <input type="checkbox"/> Other                 </p> <p style="text-align: center; border: 1px solid black; padding: 5px;">If other, please specify</p> <p style="text-align: center; border: 1px solid black; padding: 5px;">Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age</p>

## NOT FOR CIRCULATION

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

*INTERVIEWER: Please cross one box only*

- Yes  → Continue to F10  
No  → Go to G1  
Don't know  → 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

# NOT FOR CIRCULATION

H Bricks & Mortar Contact [REDACTED]	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>
Details	
<b>Quality control</b>	
<i>INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These details will only be used for this purpose and will not be passed onto anyone else.</i>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
<i>INTERVIEWER: Thank you for your time and help completing this questionnaire</i>	
<b>INTERVIEWERS DECLARATION:</b>	
<i>I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct</i>	
<i>Interviewers Signature:</i>	
<input type="text"/>	

***INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These details will only be used for this purpose and will not be passed onto anyone else.***

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

***INTERVIEWER: Thank you for your time and help completing this questionnaire***

***INTERVIEWERS DECLARATION:***

***I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct***

***Interviewers Signature:***

# Appendix H: ORS Technical Note



## **Technical Note**

# **Gypsy and Traveller Household Formation and Growth Rates**

**August 26<sup>th</sup> 2015**

**Opinion Research Services**  
Spin-out company of Swansea University



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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 little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.
2. 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 are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).
3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. 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% per annum nationally.
4. The often assumed 3% 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 1.5% per annum for Gypsies and Travellers.
5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% 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 communities, the lower estimate of 1.5% per annum should be used for planning purposes.

## Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. 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. Of course, it is the *net* rate that is important in determining future accommodation needs for Gypsies and Travellers.

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.
8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').
9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying that:

*The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]*
10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

*I can confirm that the annual growth rate figure of 3% does not represent national planning policy.*

*The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure.'*

12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of 'standard' precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about *net* household growth rates in order to provide a more robust basis for future assessments.

## Compound growth

13. The assumed rate of household growth is crucially important for Gypsy and Traveller studies because for future planning purposes it is projected over time on a compound basis – so errors are progressively enlarged. For example, if an assumed 3% *net* growth rate is compounded each year then the implication is that the number of households will double in only 23.5 years; whereas if a *net* compound rate of 1.5% is used then the doubling of household numbers would take 46.5 years. The table below shows the impact of a range of compound growth rates.

**Table 1**  
**Compound Growth Rates and Time Taken for Number of Households to Double**

Household Growth Rate per Annum	Time Taken for Household to Double
3.00%	23.5 years
2.75%	25.5 years
2.50%	28 years
2.25%	31 years
2.00%	35 years
1.75%	40 years
1.50%	46.5 years

14. The above analysis is vivid enough, but another illustration of how different rates of household growth impact on total numbers over time is shown in the table below – which uses a baseline of 100 households while applying different compound growth rates over time. After 5 years, the difference between a 1.5% growth rate and a 3% growth rate is only 8 households (116 minus 108); but with a 20-year projection the difference is 46 households (181 minus 135).

**Table 2**  
**Growth in Households Over time from a Baseline of 100 Households**

Household Growth Rate per Annum	5 years	10 years	15 years	20 years	50 years	100 years
3.00%	116	134	156	181	438	1,922
2.75%	115	131	150	172	388	1,507
2.50%	113	128	145	164	344	1,181
2.25%	112	125	140	156	304	925
2.00%	110	122	135	149	269	724
1.75%	109	119	130	141	238	567
1.50%	108	116	125	135	211	443

15. In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

## Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.
17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.
18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

**Table 3**  
**National CLG Caravan Count July 1998 to July 2014 with Growth Rates (Source: CLG)**

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
Jan 2015	20,123	1,735	9.54%	1.84%
July 2014	20,035	2,598	14.90%	2.81%
Jan 2014	19,503	1,638	9.17%	1.77%
July 2013	20,911	3,339	19.00%	3.54%
Jan 2013	19,359	1,515	8.49%	1.64%
Jul 2012	19,261	2,112	12.32%	2.35%
Jan 2012	18,746	2,135	12.85%	2.45%
Jul 2011	18,571	2,258	13.84%	2.63%
Jan 2011	18,383	2,637	16.75%	3.15%
Jul 2010	18,134	2,271	14.32%	2.71%
Jan 2010	18,370	3,001	19.53%	3.63%
Jul 2009	17,437	2,318	15.33%	2.89%
Jan 2009	17,865	3,503	24.39%	4.46%
Jul 2008	17,572	2,872	19.54%	3.63%
Jan 2008	17,844	3,895	27.92%	5.05%

<b>Jul 2007</b>	17,149	2,948	20.76%	3.84%
<b>Jan 2007</b>	16,611	2,893	21.09%	3.90%
<b>Jul 2006</b>	16,313	2,511	18.19%	3.40%
<b>Jan 2006</b>	15,746	2,352	17.56%	3.29%
<b>Jul 2005</b>	15,863	2,098	15.24%	2.88%
<b>Jan 2005</b>	15,369	1,970	14.70%	2.78%
<b>Jul 2004</b>	15,119	2,110	16.22%	3.05%
<b>Jan 2004</b>	14,362	817	6.03%	1.18%
<b>Jul 2003</b>	14,700			
<b>Jan 2003</b>	13,949			
<b>Jul 2002</b>	14,201			
<b>Jan 2002</b>	13,718			
<b>Jul 2001</b>	13,802			
<b>Jan 2001</b>	13,394			
<b>Jul 2000</b>	13,765			
<b>Jan 2000</b>	13,399			
<b>Jan 1999</b>	13,009			
<b>Jul 1998</b>	13,545			

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. We would note that if longer time periods are used the figures do become more stable. Over the 36 year period 1979 (the start of the caravan counts) to 2015 the compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). Counting caravan numbers is very poor proxy for Gypsy and Traveller household growth. Caravans counted are not always occupied by Gypsy and Traveller families and numbers of caravans held by families may increase generally as affluence and economic conditions improve, (but without a growth in households)
21. There is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates. This approach is not appropriate to needs studies for the following reasons:

## Modelling population growth

### Introduction

22. 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 and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has 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 have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting 'standard' rates on the basis of precedent.

### Migration effects

23. 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. In relation to local migration effects, Gypsies and Travellers can and do move between local authorities – but in each case the in-migration to one area is matched by an out-migration from another area. Since it is difficult to estimate the net effect of such movements over local plan periods, ORS normally assumes that there will be nil net migration to/from an area. Nonetheless, where it is possible to estimate specific in-/out- migration effects, we take account of them, while distinguishing between migration and household formation effects.

### Population profile

24. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. 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.
25. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

**Table 4**

**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

26. 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. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. 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 the fertility rates of the UK Gypsy and Traveller community. This is contained in the book, ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson published in May 2015. This draws on the 2011 Census data and provides an estimated total fertility rate of 2.75 for the Gypsy and traveller community
28. ORS’s have been able to examine our own survey data to investigate the fertility rate 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 assume an average of three children per woman during her lifetime which would be consistent with the evidence from the 2011 Census of a figure of around 2.75 children per woman. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

### Death rates

29. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the *net* population growth cannot conceivably achieve 2% per

annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

30. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
31. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. 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). Therefore, in our population growth modelling we have 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). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

#### Modelling outputs

32. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a 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 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
33. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
34. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

## Household growth

35. 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 (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
36. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% 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.
37. 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 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

**Table 5**  
**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 of 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%

38. 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. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

**Table 6**  
**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 of 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%

39. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
40. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
41. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, 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 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

## Household dissolution rates

42. Finally, consideration of household dissolution rates also suggests that the net household growth rate for Gypsies and Travellers is very unlikely to reach 3% per annum (as often assumed). The table below, derived from ORS's mainstream strategic housing market assessments, shows that generally household dissolution rates are between 1.0% and 1.7% per annum. London is different because people tend to move out upon retirement, rather than remaining in London until death. To adopt a 1.0% dissolution rate as a standard guide nationally would be too low, because it means that average households will live for 70 years after formation. A 1.5% dissolution rate would be a more plausible as a national guide, implying that average households live for 47 years after formation.

**Table 7**  
**Annual Dissolution Rates (Source: SHMAs undertaken by ORS)**

Area	Annual projected household dissolution	Number of households	Percentage
Greater London	25,000	3,266,173	0.77%
Blaenau Gwent	468.2	30,416	1.54%
Bradford	3,355	199,296	1.68%
Ceredigion	348	31,562	1.10%
Exeter, East Devon, Mid Devon, Teignbridge and Torbay	4,318	254,084	1.70%
Neath Port Talbot	1,352	57,609	2.34%
Norwich, South Norfolk and Broadland	1,626	166,464	0.98%
Suffolk Coastal	633	53,558	1.18%
Monmouthshire Newport Torfaen	1,420	137,929	1.03%

43. The 1.5% dissolution rate is important because the death rate is a key factor in moderating the *gross* household growth rate. Significantly, applying a 1.5% dissolution rate to a 3% *gross* household growth formation rate yields a *net* rate of 1.5% per annum – which ORS considers is a realistic figure for the Gypsy and Traveller population and which is in line with other demographic information. After all, based on the dissolution rate, a *net* household formation rate of 3% per annum would require a 4.5% per annum *gross* formation rate (which in turn would require extremely unrealistic assumptions about birth rates).

## Summary conclusions

44. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.
45. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

46. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.
47. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% 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, the lower estimate of 1.5% per annum should be used.