



Opinion Research Services

---

*Excellent research for the public, voluntary and private sectors*

**West Oxfordshire  
Gypsy and Traveller  
Accommodation Assessment**

Final Report  
October 2016



Opinion Research Services The Strand, Swansea SA1 1AF  
Steve Jarman, Imogen Statham, Ciara Small and Kara Stedman  
Enquiries: 01792 535300 · [info@ors.org.uk](mailto:info@ors.org.uk) · [www.ors.org.uk](http://www.ors.org.uk)

© Copyright October 2016

Contains public sector information licensed under the Open Government Licence v3.0

Contains OS data © Crown Copyright (2014)

# Contents

<b>1. Executive Summary.....</b>	<b>6</b>
Introduction and Methodology .....	6
Key Findings .....	7
Additional Pitch Needs – Gypsies and Travellers .....	7
Additional Plot Needs - Travelling Showpeople .....	9
Transit Requirements .....	10
<b>2. Introduction .....</b>	<b>11</b>
The Study .....	11
Local Plan Policies .....	11
Definitions .....	12
The ‘Planning Definition’ in PPTS.....	13
Definition of Travelling .....	13
Legislation and Guidance for Gypsies and Travellers.....	14
Planning Policy for Traveller Sites (PPTS) 2015 .....	15
<b>3. Methodology .....</b>	<b>17</b>
Background.....	17
Glossary of Terms .....	17
Desk-Based Review.....	17
Stakeholder Engagement .....	18
Working Collaboratively with Neighbouring Planning Authorities .....	18
Survey of Travelling Communities.....	18
Engagement with Bricks and Mortar Households.....	19
Timing of the Fieldwork.....	20
Waiting Lists .....	20
Calculating Current and Future Need.....	20
Non-Travelling Households .....	20
Unknown Households.....	21
Applying the New Definition .....	21
Pitch Turnover .....	23
Transit Provision .....	23
<b>4. Gypsy, Traveller and Travelling Showpeople Sites and Population .....</b>	<b>25</b>
Introduction.....	25

Sites and Yards in West Oxfordshire .....	26
Caravan Count .....	26
<b>5. Stakeholder Engagement .....</b>	<b>27</b>
Introduction .....	27
Views of Key Stakeholders and Council Officers in West Oxfordshire .....	28
Travellers living in Bricks and Mortar .....	31
Short-term Roadside Encampments and Transit Provision.....	32
Cross-border Issues and the Duty to Cooperate .....	33
Neighbouring Authorities .....	34
General Notes.....	34
<b>6. Survey of Travelling Communities .....</b>	<b>36</b>
Interviews with Gypsies and Travellers .....	36
<b>7. Current and Future Pitch Provision .....</b>	<b>38</b>
Introduction.....	38
New ‘Planning’ Definition.....	38
Current and Future Pitch/Plot Needs .....	38
New Household Formation Rates.....	38
Breakdown by 5 Year Bands .....	39
Applying the New Definition .....	40
Waiting Lists .....	40
Bricks and Mortar Interviews .....	40
Key Demographic Findings .....	41
Pitch Needs – ‘Travelling’ Gypsies and Travellers .....	41
Travelling Showpeople Needs .....	43
Plot Needs – ‘Travelling’ Showpeople .....	43
Plot Needs – ‘Unknown’ Showpeople .....	44
Transit Requirements .....	45
DCLG Caravan Count.....	45
Stakeholder Interviews and Local Data .....	45
Potential Implications of PPTS 2015.....	45
Transit Recommendations.....	45
<b>Appendix A: Glossary of Terms .....</b>	<b>47</b>
<b>Appendix B: Unknown and Non-Travelling Households .....</b>	<b>49</b>
<b>Appendix C: Sites and Yards Lists (June 2016).....</b>	<b>52</b>
<b>Appendix D: Interviews with Neighbouring Authorities .....</b>	<b>53</b>

Cherwell District .....	53
Cotswold District Council.....	54
Cotswolds Conservation Board (AONB) .....	55
Gloucestershire County Council .....	56
Oxford City Council.....	57
Oxfordshire County Council.....	58
South Oxfordshire District Council .....	59
Stratford on Avon District Council.....	59
Swindon Borough Council .....	60
Vale of the White Horse District Council .....	61
Warwickshire County Council.....	62
Wiltshire Council.....	63
<b>Appendix E: Site Record Form.....</b>	<b>65</b>
<b>Appendix F: Technical Note on Household Formation and Growth Rates .....</b>	<b>72</b>

# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of the 2016 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 West Oxfordshire. As well as updating previous GTAAs, another key 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 2.11 for full definition).
- 1.2 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2031. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in West Oxfordshire.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in West Oxfordshire through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 41 interviews were completed with Gypsies and Travellers and a further 19 were completed with Travelling Showpeople living on authorised and unauthorised sites and yards. Despite extensive efforts to identify them it was not possible to interview any Travellers living in bricks and mortar. A total of 21 telephone interviews were completed with Officers from the Council; Officers from neighbouring local authorities; and other local stakeholders.
- 1.4 The fieldwork for the study was completed between May and June 2016, which was after the publication of the new Planning Policy for Traveller Sites (PPTS). As a result of this change questions to enable the determination of the travelling status of households were included in the household interviews.
- 1.5 The baseline date for the study is **June 2016**.

## Key Findings

### Additional Pitch Needs – Gypsies and Travellers

- 1.6 Overall the additional pitch needs for Gypsies and Travellers from 2016-2031 is set out below. Additional needs are set out for those households that meet the new 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 new planning definition, and for those households that do not meet the new planning definition ('non-Travelling').
- 1.7 Only the need from those households who meet the new planning definition ('Travelling') and from those of the 'unknown' households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.8 The need arising from households that meet the new definition should be addressed through site allocation/intensification/expansion policies.
- 1.9 Councils will need to carefully consider how to address the needs associated with 'Unknown' Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.
- 1.10 The need for those households who do not meet the new definition will need to be addressed through other means such as the SHMA.
- 1.11 There were 7 Gypsy or Traveller households identified in West Oxfordshire that meet the new definition, 55 'unknown' households that may meet the new definition and 34 households that do not meet the new definition.
- 1.12 Need for **4 additional pitches** for households that meet the new definition is made up of 1 from a household on an unauthorised development, 1 older teenage child in need of a pitch of their own in the next 5 years, and 2 from new household formation.
- 1.13 Need of up to 15 additional pitches for 'unknown' households are made up of new household formation of 15 from a maximum of 58 households. If the national average of 10% were applied this could result in a need for 1-2 additional pitches.

**Figure 1 – Additional Need for Gypsy and Traveller Households in West Oxfordshire 2016-2031**

Status	Total
Travelling	<b>4</b>
Unknown	<b>0-15</b>
Non-Travelling	<b>14</b>

**Figure 2 – Additional Need for 'Travelling' Households in West Oxfordshire by 5 Year Periods**

Years	0-5	6-10	11-15	Total
	<b>2016-21</b>	<b>2021-26</b>	<b>2026-31</b>	<b>4</b>
	<b>2</b>	<b>1</b>	<b>1</b>	<b>4</b>





## Additional Plot Needs - Travelling Showpeople

- 1.14 Overall the additional plot needs for Travelling Showpeople from 2016 to 2031 are set out below. Additional needs are set out for those households that meet the new 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 new planning definition, and for those households that do not meet the new planning definition ('non-Travelling').
- 1.15 Only the need from those households who meet the new planning definition ('Travelling') and from those of the 'unknown' households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.16 The need arising from households that meet the new definition should be addressed through site allocation/intensification/expansion policies.
- 1.17 Councils will need to carefully consider how to address the needs associated with 'Unknown' Showpeople in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Showpeople plots. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.
- 1.18 The need for those households who do not meet the new definition will need to be addressed through other means such as the SHMA.
- 1.19 There were 9 Travelling Showpeople households identified in West Oxfordshire that meet the new definition, 8 'unknown' households that may meet the new definition and 10 households that do not meet the new definition.
- 1.20 Need for **5 additional plots** for households that meet the new definition is made up of 3 concealed adults and 2 from new household formation.
- 1.21 Need of up to 1 additional plot for 'unknown' households is made up from new household formation of 1 from a maximum of 5 households.

**Figure 3 – Additional Need for Travelling Showpeople Households in West Oxfordshire**

Status	Total
Travelling	<b>5</b>
Unknown	<b>0-1</b>
Non-Travelling	<b>2</b>

**Figure 4 – Additional Need for 'Travelling' Showpeople Households in West Oxfordshire by 5 Year Periods**

Years	0-5	6-10	11-15	Total
	2016-21	2021-26	2026-31	
	3	1	1	<b>5</b>

## Transit Requirements

- <sup>1.22</sup> It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- <sup>1.23</sup> A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 including attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- <sup>1.24</sup> In the short-term the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should be given as to how to deal with households that do and do not meet the new definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- <sup>1.25</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 authority and the (temporary) residents regarding expectations on both sides.
- <sup>1.26</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; sewerage disposal point and refuse disposal facilities.

## 2. Introduction

### The Study

- 2.1 The primary objective of the 2016 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 West Oxfordshire. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in West Oxfordshire.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a robust and credible evidence base which can be used to aid the implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the period 2016 to 2031. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **June 2016**.

### Local Plan Policies

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a draft Local Plan policy for West Oxfordshire. This is set out below.

**Figure 5 – Local Plan Policies**

<p><b>West Oxfordshire - Local Plan 2011-31</b> (draft policy with published modifications – subject to further consultation in 2016)</p> <p><b>Policy H7 – Travelling Communities</b></p> <p>West Oxfordshire will provide at least 19 pitches and 5 plots to meet the needs of Gypsies and Travellers and Travelling Showpeople respectively from 2011 – 2031.</p> <p>To help achieve a five-year housing land supply, additional provision will be made through:</p> <ul style="list-style-type: none"><li>• Expansion and/or intensification of the existing Gypsy and Traveller sites for the provision of 4</li></ul>
---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

pitches.

- Allocation of land at Cuckoowood Farm, Freeland for an expanded showpeople’s site to provide up to 6 plots (with 3 plots provided by 2021 and any remaining provision made beyond 2021).

To further ensure the availability of adequate accommodation for travelling communities we will also:

- safeguard existing sites
- extend existing sites where appropriate
- consider the scope to include specific provision as part of the larger strategic development areas including in particular Tilgarsley Garden Village.
- bringing forward new sites if required, either through planning permission or through the development plan process including allocations in neighbourhood plans.

New sites should meet the following criteria:

- be well located to the highway and public transport network, as well as having safe and convenient vehicular, cycle and pedestrian access to local services and facilities, especially schools, shops and healthcare;
- be of an appropriate location and scale not to have an adverse impact on environmental or heritage assets and the character and appearance of the surrounding area;
- not conflict with the objectives of Green Belt or AONB designation;
- not be located in areas at flood risk; and
- be designed in accordance with Government’s Good Practice guidance

## Definitions

- 2.7 The current ‘planning’ definition for a Gypsy, Traveller or Travelling Showperson is set out in Planning Policy for Traveller Sites (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- 2.8 In their response to the consultation on Planning and Travellers that resulted in the revised PPTS being published, DCLG stated that the Government will, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the Housing and Planning Act (2016) which omits sections 225 and 226 of the 2004 Housing Act.
- 2.9 Provisions set out in the Housing and Planning Act now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance<sup>1</sup> related to this section of the Housing and Planning 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 new ‘planning’ definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans.

---

<sup>1</sup> “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

- <sup>2.10</sup> Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act.

## The ‘Planning Definition’ in PPTS

- <sup>2.11</sup> For the purposes of the planning system, the definition was changed in the revised PPTS. The new 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)

- <sup>2.12</sup> 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 not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

## Definition of Travelling

- <sup>2.13</sup> One of the most important questions that GTAAs will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- <sup>2.14</sup> **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.
- <sup>2.15</sup> 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.

- 2.16 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*.
- 2.17 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.
- 2.18 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.
- 2.19 It is ORS' understanding that the implication of these rulings in terms of applying the new 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 in the view of ORS also **not cover** those who commute to work daily from a permanent place of residence.
- 2.20 It will also be the case in our view 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 new definition.
- 2.21 Households will also fall under the new 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 demonstrate 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.

## Legislation and Guidance for Gypsies and Travellers

- 2.22 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>2.23</sup> The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the revised Planning Policy for Traveller Sites (PPTS) that was published in August 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 new ‘planning’ definition – through the assessment of all households living in caravans.

## Planning Policy for Traveller Sites (PPTS) 2015

<sup>2.24</sup> The revised PPTS, which came into force in August 2015, sets out the direction of Government policy. As well as introducing the new 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>2.25</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 accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

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

---

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

- » *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>2.27</sup> Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, PPTS 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 in 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 The revised PPTS 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 new 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, Cheltenham and Tewkesbury 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.'*

### Glossary of Terms

- 3.5 A Glossary of Terms can be found in **Appendix A**.

### Desk-Based Review

- 3.6 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

- 3.7 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Council stakeholders include Officers from departments including Housing and Planning. Wider stakeholders included representatives the Showmen's Guild and registered housing providers. Detailed Topic Guides were agreed with the Council for the telephone interviews.

## Working Collaboratively with Neighbouring Planning Authorities

- 3.8 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 Council.

- |                                       |                                            |
|---------------------------------------|--------------------------------------------|
| » Cherwell District Council           | » Swindon Borough Council                  |
| » Cotswold District Council           | » Stratford-on-Avon District Council       |
| » Cotswolds Conservation Board (AONB) | » Vale of the White Horse District Council |
| » Gloucestershire County Council      | » Warwickshire County Council              |
| » Oxford City Council                 | » Wiltshire Council                        |
| » Oxfordshire County Council          |                                            |
| » South Oxfordshire District Council  |                                            |

## Survey of Travelling Communities

- 3.9 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the new 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.
- 3.10 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.
- 3.11 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The Site Record Form that was used has been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the new household definition. All pitches and plots were visited either by members of our dedicated team of experienced interviewers who work solely on our GTAA studies across England and Wales. 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 new 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 using a Pitch Outcome Form from sources including neighbouring residents and site management (if present).

## Engagement with Bricks and Mortar Households

- 3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders, adverts on social media (including the Friends Families and Travellers Facebook group) and on Council websites. Interviews were attempted with all contacts that were identified. Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.
- 3.15 As a rule we do not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 6 – Bricks and Mortar Adverts



**FFt** Friends, Families and Travellers  
4 mins · 🌐

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:  
Aylesbury Vale, Basildon, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Epping Forest, Forest Heath, Forest of Dean, Gloucester, Hambleton, Harlow, Hart, Havering, Huntingdonshire, King's Lynn and West Norfolk, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tower Hamlets, Tendring, Tewkesbury, Thurrock, Tower Hamlets, Uttlesford, West Devon, West Oxfordshire, Wycombe, Wyre and York.

Your views are very important to us.  
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)

👍 Like    💬 Comment    ➦ Share

## Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between May and June 2016.

## Waiting Lists

- 3.17 ORS obtained details of households on the waiting lists for public site and undertook detailed analysis of the waiting lists to identify households living in bricks and mortar to interview, to eliminate any double counting from doubled up or concealed households, and to identify those living outside of the study area.

## Calculating Current and Future Need

- 3.18 The primary change to the 2015 PPTS 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 new definition. As the new PPTS has only recently been issued only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the new definition should be applied – these support the view that households need to be able to provide information that they travel for work purposes to meet the new definition, and stay away from their usual place of residence when doing so.
- 3.19 To identify need, PPTS 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.

## Non-Travelling Households

- 3.20 Whilst households who do not travel fall outside the new definition of a Traveller, Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equalities Act 2010. In addition provisions set out in the new Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance<sup>3</sup> related to this section of the Housing and Planning 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 new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for non-travelling Travellers can be found in **Appendix B**.

---

<sup>3</sup> "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

## Unknown Households

- 3.21 As well as calculating need for households that meet the new 'planning' definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the new 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 new definition.
- 3.22 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50% 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).
- 3.23 Should further information be made available to the Council that will allow for the new definition to be applied, these households could either form a component of need to be added to the known need figure for those who meet the new definition in the GTAA, or a component of need to be added to the need for those who do not meet the new definition to be assessed as part of the wider housing needs of the area.
- 3.24 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 new definition based on the outcomes of households where an interview was completed.
- 3.25 However, data that has been collected from over 1,500 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 new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 3.26 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 the SHMA or HEDNA.
- 3.27 Councils will need to carefully consider how to address the needs associated with 'Unknown' Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition. An assessment of need for unknown Travellers can also be found in **Appendix B**.

## Applying the New Definition

- 3.28 When the household survey was completed the outcomes from the questions on travelling were used to determine the status of each household against the new definition in PPTS. The same definition issue applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.29 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.

- » Households that travel under the new definition.
- » Households that have ceased to travel temporarily under the new definition.
- » Households where an interview was not possible who may fall under the new definition.

<sup>3.30</sup> Only those households that meet, or may meet, the new definition will form the components of need to be included in the GTAA. Whilst the needs of those households that do not meet the new definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider through the SHMA or HEDNA (see **Appendix B**).

## Supply of Pitches

<sup>3.31</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>3.32</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.

## Current Need

<sup>3.33</sup> The second stage was to identify components of current need. It is important to address issues of double counting – for example concealed or doubled-up households may also be on the waiting list, as may households in bricks and mortar. Current need is made up of the following:

- » Households on unauthorised developments for which planning permission is not expected.
- » Households on unauthorised encampments 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

<sup>3.34</sup> 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.
- » Households living on sites with temporary planning permissions.

- » New household formation.
- » In-migration.

- 3.35 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 where household interviews have been completed, rather than simply relying on precedent. This is set out in more detail later in Chapter 7 of this report.
- 3.36 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 2031.

## Pitch Turnover

- 3.37 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 reasons.*

- 3.38 In addition a GTAA Best Practice Guide was produced in June 2016 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.*

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

## Transit Provision

- 3.40 PPTS also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar

and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.

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

<sup>3.41</sup> 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 were 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.

## Sites and Yards in West Oxfordshire

- 4.6 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. There is no transit provision in West Oxfordshire. Further details can be found in Chapter 6 and **Appendix C**.

**Figure 7 - Total amount of authorised provision in West Oxfordshire**

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	10	67
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	1	16
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	4	18

## Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to 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.'
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret 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 the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments and transit provision; and cross-border issues. Importantly, stakeholders who are in contact with members of the travelling community (who are in bricks and mortar or who are not known to the Council) 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 Five interviews were undertaken with council officers from the study area. Representatives of the Showmen's Guild and Association of Independent Showmen 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.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring boroughs:
- » Cherwell District Council
  - » Cotswold District Council
  - » Cotswolds Conservation Board (AONB)
  - » Gloucestershire County Council
  - » Oxford City Council
  - » Oxfordshire County Council
  - » South Oxfordshire District Council
  - » Swindon Borough Council
  - » Stratford-on-Avon District Council
  - » Vale of the White Horse District Council
  - » Warwickshire County Council
  - » Wiltshire 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. Two Registered Providers (RPs) responded.
- 5.6 The number of interviews undertaken (25) 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 The first section of this Report provides the response from key stakeholders and Council officers from the study area and following this section, the response from neighbouring authorities are presented.
- 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 Key Stakeholders and Council Officers in West Oxfordshire

### Accommodation Need

- 5.10 West Oxfordshire carried out a GTAA published in 2013 with Cherwell and South Northamptonshire; the research was undertaken by Arc4. The GTAA estimated a need for West Oxfordshire based on current pitch provision, future moving intentions of existing households and emerging need from newly-forming households; this indicated a shortfall of 18 pitches over the fifteen year period 2012/13 to 2026/27.
- 5.11 An Oxfordshire-wide separate study for Travelling Showpeople was carried out in 2008 (Tribal). The need identified for West Oxfordshire was 13 plots (2008-18).
- 5.12 West Oxfordshire Officers highlighted their last GTAA had identified a need for additional pitches and plots but were of the view that the current provision in the area is likely to be meeting the needs of the Gypsy and Traveller community as instances of unauthorised encampment are low.
- 5.13 It was suggested that some of the need identified in the last GTAA had been met as a number of private sites and yards have been granted planning permission, not all of which were retrospective.
- 5.14 The Council may not also always know when Traveller communities need pitches on the public site as it is managed by the County Council. It was also said some Gypsies or Travellers access the Council's Housing Advice Team for site accommodation and are advised to approach Oxfordshire County Council.
- 5.15 It was generally thought by stakeholders that the sites in the area are enough to meet the needs of Gypsies and Travellers at the current time. This is because they have not received a large amount of applications for private sites and the low numbers of encampments. However, it was thought that if the needs were to be met in the future, additional pitches and plots, both public and private, would be required.

- 5.16 With regard to Travelling Showpeople it was recognised the last Assessment identified a need for plots because some yards were overcrowded. Since the last Assessment some yards have been cleared of surplus equipment/caravans which has freed up space and some Showpeople have retired. It was believed that apart from the yard at Cuckoowood Farm, Freeland which at times is overcrowded, the current yards are meeting needs within the area.
- 5.17 The yard at Cuckoowood Farm was granted planning permission in 2009. The yard is said to be well run and there are no issues to report. There are also no reports of neighbours raising concerns regarding the yard and this is believed to be due to the location and the planning restriction to ensure vehicles do not access the yard through the village of Freeland.
- 5.18 The owners of Cuckoowood Farm have said that at times the yard is overcrowded especially during late summer/early autumn; this is known as the backend run. As there is no transit provision in the area relatives and friends have nowhere to stay whilst they work at events such as Oxford's St Giles Fair held annually in September. Owners of the yard would like the opportunity to expand the yard in order to provide additional plots for those who have a local connection and provide transit provision especially during the late summer months for Travelling Showpeople.
- 5.19 In West Oxfordshire there is one Local Authority site at Standlake (16 pitches) managed by Oxfordshire County Council and a number of private sites, the largest of which is the Ting Tang Lane site (23 pitches). There are 4 authorised yards in the area. There is no transit provision.
- 5.20 The majority of stakeholders did not raise any issues relating to either the public site or private sites. However, it was mentioned that the Standlake site is in need of refurbishment, especially the utility blocks which need to be modernised. In addition to this there are concerns about its location as it is close to a pig farm. Some stakeholders said that the public site has better facilities than some of the private sites.
- 5.21 One officer said that the private site at Chipping Norton accommodated both Traveller communities and non-Travellers; this sometimes caused management issues for the owner because non-Travellers do not understand the culture of Traveller communities. One officer also said some Gypsy or Traveller sites are difficult to access because of wariness by residents of authorities e.g. the Police and Anti-Social Behaviour (ASB) e.g. stray dogs.
- 5.22 One officer also said that it was easier to deal with any issues that arise on small private sites where they are owned by one family rather than larger sites; this is because pitches are rented to a number of individuals.
- 5.23 No issues were raised concerning overcrowding or concealed households on sites in the area. However, it was mentioned that the majority of sites are at capacity. If there are family breakdowns on any of the sites there are no vacant pitches to move people to; the only solution in a homeless situation is for the Council to offer temporary B&B, which was said to be culturally unsuitable.
- 5.24 Officers were not aware of any expressions of interest from outside of the District for pitches.
- 5.25 As part of the stakeholder engagement ORS spoke with a representative of the Showman's Guild of Great Britain and the Association of Independent Showmen 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.

- 5.26 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.
- 5.27 Travelling Showpeople wish to own their yards, they 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 for a yard be evidenced in the area.
- 5.28 It is also 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>4</sup>
- 5.29 There are a number of residential park homes in the area that the Council license and where some Gypsies or Travellers may reside.
- 5.30 There are no tolerated sites or sites with temporary planning permission. There is one pitch on a site in the north of the district which is subject to a Section 78 Appeal and on which an enforcement notice has been served.
- 5.31 Some stakeholders said that gaining planning permission for private sites is complicated and is time consuming.
- 5.32 The West Oxfordshire Local Plan 2031 was submitted to the Planning Inspectorate for independent examination in July 2015. In light of the Inspector's preliminary findings, the Council asked to suspend the Local Plan examination, so that it could prepare and consult on necessary changes to the plan (known as 'main modifications'); this has been agreed and the Local Plan will be examined in Spring 2017.
- 5.33 Meanwhile the Council has also undertaken a West Oxfordshire Strategic Housing and Economic Land Availability Assessment (SHELAA) 2016 and since then approval has been given for new Gypsy and Traveller pitches. The SHELAA also included a call for potential development sites (for housing, Travelling communities and commercial use). Following the call for sites, one site was submitted to the Council for Travelling communities; to date a planning application has yet to be submitted although the Council expects one imminently. The Council's previous call for sites led to the yard being developed at Cuckoowood Farm for Travelling Showpeople.
- 5.34 Meeting any need identified is likely to be difficult for the Council and officers referred to the work which has been undertaken to identify potential sites. It is hoped the Council can work with residents on the current sites to ascertain whether any can be expanded, although one officer highlighted the need to ensure that sites did not become too large and unmanageable. It was also highlighted that having the opportunity to develop larger sites can bring communal benefits through developer contributions such as playing fields.

---

<sup>4</sup> Source: <http://www.showmensguild.co.uk/Planning.pdf>

<sup>5.35</sup> Other issues highlighted by stakeholders in relation to Gypsy, Travellers and Travelling Showpeople included:

- » The difficulty in accessing both public and private sites because residents are suspicious and mistrustful of official agencies.
- » Because of a lack of resources there is sporadic contact with residents on site; those who do attend sites have gained the trust of residents, but they are a limited resource.
- » The inequality in health outcomes was highlighted. Health Assessments have recently been undertaken on all sites in the area and the report is yet to be published. Early findings are said to reflect national research.
- » The attitude to health services which is said to demonstrate a cultural pride in self-reliance. There is known to be a fear of cancer or other diagnoses perceived as terminal and hence avoidance of screening and for children, immunisation.
- » Travelling Showpeople do not have the same habits, lifestyle or employment as Gypsies and Travellers. Travelling Showpeople are said to be business people and entrepreneurial.
- » The sites and locations that Travelling Showpeople attend are those where they pay rent for or are invited; where as some Gypsies and Travellers encamp in an area.
- » There is concern that local authority cuts across the country are resulting in the loss of essential support services, such as Traveller Education.
- » There is a need to provide independent advocacy and support for Gypsies and Travellers to improve health and wellbeing.
- » There is a need to improve the general public's understanding of the cultures of Gypsies, Travellers and Travelling Showpeople.
- » There should be support for Travelling communities to purchase their own sites although land is expensive. It was suggested that shared ownership or a Community Land Trust (CLT) CLT may be an option and should the Council be supportive, there will be less instances of retrospective planning.
- » It was raised that there is a lack of land for housing and using land for sites, which are less intensive, may not be the best use of a limited resource.
- » It should not be assumed Gypsies and Travellers can read and write; however it was said that those who are illiterate are likely to have support from friends and family or they are able to access support services. This is because they are able to distinguish between correspondence relating to benefits and those relating to non-payment of rent for example.

## Travellers living in Bricks and Mortar

<sup>5.36</sup> Identifying and engaging Travellers in bricks and mortar accommodation is extremely difficult and there are limited sources available. Where there is a public site there is often a waiting list and ORS will usually write to those on the waiting list inviting them to take part in the study.

- 5.37 Officers said the current IT system could not extrapolate data from the Council's Housing Register of those who had self-declared themselves as Gypsies or Travellers. Anecdotally officers were aware of Gypsies, Travellers or Travelling Showpeople living in social housing in the area.
- 5.38 Officers said that anecdotally Traveller communities choose to move into bricks and mortar accommodation because they want their children to attend school on a regular basis, for health reasons or they are older people. However, some stakeholders were of the view that some may have been forced to move into bricks and mortar because of the lack of sites or had sought planning permission on their own sites, which had been refused.
- 5.39 It was said that when Gypsies or Travellers bid for bricks and mortar housing they look for locations where they have existing family support. Another key issue is that these communities look for accommodation in larger houses in rural areas as these types of properties are likely to have larger gardens; the use of outside space is said to be of importance.
- 5.40 The Council is unaware as to how well Gypsies and Travellers are able to sustain their tenancies as the social housing stock is now managed by RPs in the area.
- 5.41 Registered Providers (RPs) will sometimes record the ethnicity of their tenants and are often willing to write to those who have identified themselves as Gypsies or Traveller inviting them to take part in the study. Interviews undertaken with RPs identified only 4 households and a letter was sent to them on ORS' behalf. However, no further information was obtained.
- 5.42 RPs reported that there are no specific management issues associated with Traveller communities living in their properties.
- 5.43 One Traveller household had been housed because the condition of their leased mobile home was in poor condition. Unless the mobile home is condemned by the Council or improved by the site owner, any future resident can access the housing register and be given high priority for re-housing, thus creating a loophole.
- 5.44 In order to support Gypsies, Travellers or Travelling Showpeople living in bricks and mortar the Council had given a grant to the Citizens Advice Bureau (CAB) for a 3 year period to specifically provide advice to these groups. Although the project has now ended the Council still part funds the CAB.
- 5.45 It was said it would be unlikely that Travelling Showpeople would be living in bricks and mortar and stakeholders were unaware of any Travelling Showpeople in the area living in Bricks and Mortar. If there are, they are likely to be doing so because they have retired and/or they are in poor health.

### Short-term Roadside Encampments and Transit Provision

- 5.46 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.
- 5.47 Although it was reported there had been a recent incursion for a short period of time in Eynsham, the numbers of encampments are low annually. As encampments are low in the area it has not been seen as a priority by the Council to develop transit or emergency stopping places in the area.



- 5.48 Stakeholders said that encampments are moved on quickly. There is a certain amount of tolerance if it is known Travellers are passing through the area for a short period of time.
- 5.49 The reason given as to why encampments may occur for short periods of time in the area is thought to be because of Travelling communities looking for work, travelling through the area to Ireland and the Gypsy Horse Fair which is held twice a year in Stow-on-the-Wold. However, there do not appear to be any locations in West Oxfordshire which are particularly favoured by Traveller communities.
- 5.50 It was said that whilst Gypsies, Travellers or Travelling Showpeople should adhere to the Oxfordshire policy relating to their Code of Conduct, litter and waste are a cause for concern. When encampments occur there is no policy to provide assistance such as porta loos or bin bags and although there may be difficulties in successfully charging for these facilities, it may save the Council money and staff time if such facilities were provided.
- 5.51 It was suggested that some transit or emergency stopping places would be helpful in terms of having somewhere to direct encampments to in the area. It was suggested this would help managing the situation more effectively.
- 5.52 It was also said that 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.
- 5.53 There were differing views about transit provision for Travelling Showpeople. Some stakeholders said they would be unlikely to use public transit sites as there are few family links/relationships between Travelling Showpeople and Gypsy/Traveller communities. However, it was also said that during the summer months having a stop off point for specific days e.g. Sunday-Tuesday would be helpful if en-route to their next place of work. Or if councils were able to negotiate reduced parking/gratis with service stations this would help.
- 5.54 The owner of Cuckoowood Farm would like the opportunity to expand the yard in order to provide additional plots for transit provision especially during the late summer months for Travelling Showpeople.

## Cross-border Issues and the Duty to Cooperate

- 5.55 Other than Gypsies, Travellers or Travelling Showpeople passing through council areas, the only cross-border issue that has arisen was in the north of West Oxfordshire where a site was located within both West Oxfordshire and Stratford-on-Avon. The straddling of two boundaries caused issues in terms of enforcement procedures.
- 5.56 Officers were of the view that neighbouring districts have similar constraints and issues. It was commented that doing joint GTAAs enabled greater opportunities to understand the needs across a wider area and work in partnership to meet any needs identified. It was highlighted that those districts that already have sites and/or yards are more likely to have a greater need than those areas with no provision.
- 5.57 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.
- 5.58 It was understood that some local authority areas may have more difficulty to meet their needs than others. Reasons for this were given as being the lack of land e.g. Oxford City. Oxford City was highlighted because it has no sites and this therefore does not generate any need information. It was also believed

that Oxford City would prefer to see sites located in rural areas rather than within the City because of land constraints. However as a counter argument it was said that roads in rural areas are not as good, and in terms of transit provision in particular, sites would be better located on main arterial routes.

- 5.59 Some neighbouring authorities appear to be working more effectively with West Oxfordshire than others. Those local authorities who appear to have more contact under the Duty to Cooperate include Buckinghamshire, Berkshire, Stratford on Avon and Cherwell.
- 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 and Buckinghamshire 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 In order to improve cross boundary understanding of the needs of Travelling Showpeople the owner of the Cuckoowood Farm yard would like the opportunity to visit local authorities in order to raise awareness of the Travelling Showpeople community and what accommodation needs there may be.

## Neighbouring Authorities

- 5.63 The outcomes of the interviews with neighbouring authorities can be found in **Appendix D**.

## General Notes

- 5.64 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.
- 5.65 Stakeholders generally believe there is sufficient provision in West Oxfordshire to meet the current needs. However, there may be a need to increase provision to meet future need.
- 5.66 At times the yard at Cuckoowood Farm is overcrowded and there is said to be a need for it to be expanded so that those who have left the area can return.
- 5.67 There are few unauthorised encampments in the area. However, the lack of transit provision/emergency stopping places for Gypsies and Travellers means the County Council/Council are unable to direct Travellers to a specific area.
- 5.68 There is said to be a need for Transit provision for Travelling Showpeople in the late summer months.
- 5.69 Oxford City because it has no sites is unlikely to attract any need. However, some councils are of the opinion that the City Council is not engaging with the overall need there may be in the wider area.
- 5.70 It was highlighted that any future site development should consider the different Travelling communities who are unlikely to want to live as a mixed community.
- 5.71 There was a certain amount of frustration by some stakeholders because of the lack of pitches being developed whilst the need has been evidenced in the past. This was mainly expressed as a wider issue not specific to West Oxfordshire.

- 5.72 It was highlighted that if more resources were made available to support residents on sites it would improve relationships and more in-depth work could be undertaken and trust built up.
- 5.73 There is known to be a stigma and fear around mental ill-health amongst many Gypsies and Travellers and they view it in terms of psychosis, whereas stress, anxiety and depression are seen as having “bad nerves”; this is said to be more the case with older Gypsies or Travellers.
- 5.74 Although there have been attempts to involve mental health services in the area there has been a reluctance by Gypsies or Travellers to access such support and help.
- 5.75 It was said that confidentiality is key to gaining the trust of Gypsies or Travellers. Those accessing sites need to be discreet when visiting residents.

## 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 Site Record Form can be found in **Appendix E**.
- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites, yards and encampments in the study area. Interviews were completed between May and June 2016. 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 where this information is available. All of the site lists have been agreed with the Council.

**Figure 8 - Sites and Yards Visited in West Oxfordshire**

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews
<b>Public Sites</b>			
The Furlong, Standlake	16	10	3 x refusals, 3 x no contact possible
<b>Private Sites</b>			
Gilson's Field, Carterton	4	2	3 x no contact possible <sup>5</sup>
Home Farm, Witney	5	1	4 x no contact possible
Little Acorn, Stanton Harcourt	1	1	-
Little Willow, Eynsham	1	0	1 x refusal
The Ark, Alvescot	2	2	-
The Beeches, Chadlington	20	14	6 x no contact possible
The Heyes, Kingham	1	1	-
The Paddocks, Bampton	11	0	10 x no contact possible, 1 x vacant
Three Corner Bit, Fulbrook	2	1	1 x no contact possible
Ting Tang Lane, Minster Lovell	23	9	7 x refusals, 7 x no contact possible
<b>Temporary Sites</b>			
None	-	-	-
<b>Tolerated Sites</b>			
The Beeches, Chadlington	15	0	8 x refusals, 5 x no contact, 2 x vacant
<b>Unauthorised Sites</b>			
The Bridleway, Eynsham, Off A40	1	1	-
<b>Travelling Showpeople Yards</b>			
Cuckoowood Farm	6	10	2 x no contact possible

<sup>5</sup> 2 interviews completed on 1 pitch.

---

Forest's Yard, Witney	6	3	3 x no contact possible
Hatwell's Yard, Shilton	1	1	-
The Homestead, Cassington	5	5	-
<b>TOTAL</b>	<b>119</b>	<b>61</b>	

### Efforts to contact bricks and mortar

- 6.3 Despite all the efforts that were made to identify households living in bricks and mortar, it was not possible to complete any interviews.

## 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 currently and to 2031. 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 completed by ORS, 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 sites and/or emergency stopping place provision.

### New 'Planning' Definition

- 7.4 As well as assessing housing need, the revised version of PPTS now also requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the new 'planning' definition of a Gypsy, Traveller or Travelling Showperson. Only households that fall within the new 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 new definition now excludes those who have ceased to travel permanently.

### Current and Future Pitch/Plot Needs

- 7.5 To identify need, PPTS requires an assessment of 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. The key factors in each of these elements are set out below.

### New Household Formation Rates

- 7.6 Nationally, a 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 (August 2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.

- 7.7 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.8 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.
- 7.9 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.
- 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. The ‘baseline’ includes all current authorised households, all households identified as in current need (including concealed households, 5 year need from older teenage children, 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 may not be 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.

### 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. In addition the total net new household formation is split across the 5 year bands based on the rate of growth that was applied – as opposed to being spread evenly.

## Applying the New Definition

- 7.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the new definition in PPTS. This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the new definition. Only those households that meet the new definition, in that they stated during the interview that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the new definition have also been included as a potential additional component of need from ‘unknown’ households.

## Waiting Lists

- 7.16 There is 1 public site in West Oxfordshire with 16 pitches. The County Council have confirmed that there are only 2 families on the waiting list for the site and that there is regular turnover of pitches. Therefore they have not been included as components of need.
- 7.17 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 site allocation process as and when a pitch becomes available.
- 7.18 It has not been possible to identify any further need arising from the households on the waiting list at the time of this report as it was not possible to contact the households.

## Bricks and Mortar Interviews

- 7.19 It was not possible to complete any interview with Gypsy and Traveller household living in bricks and mortar in West Oxfordshire.

7.20 In summary there is need for **4 additional pitches** in West Oxfordshire for Gypsy and Traveller households that meet the new definition; a need for up to 15 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as 1-2 additional pitches; and a need for 14 additional pitches for Gypsy and Traveller households who do not meet the new definition.

7.21 There is need for **5 additional plots** for Travelling Showpeople households that meet the new definition; a need for up to 1 additional plot for Travelling Showpeople households that may meet the new definition; and a need for 2 additional plots for Travelling Showpeople households who do not meet the new definition.

- 7.22 Information that was sought from households where an interview was completed allowed each household to be assessed against the new ‘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 tables below sets out the travelling status of households in West Oxfordshire.



Figure 9 – Travelling Status of Households in West Oxfordshire

Site Status	Meets New Definition	Does Not Meet New Definition	Unknown
<b>Gypsies and Travellers</b>			
Public Sites	2	8	6
Private Sites	4	26	36
Tolerated Sites	0	0	13
Unauthorised Sites	1	0	0
<b>Sub-Total</b>	<b>7</b>	<b>34</b>	<b>55</b>
<b>Travelling Showpeople</b>			
Private Yards	9	10	5
Unauthorised Yards	-	-	-
<b>Sub-Total</b>	<b>9</b>	<b>10</b>	<b>5</b>
<b>TOTAL</b>	<b>16</b>	<b>44</b>	<b>60</b>

7.23 Figure 8 shows that for Gypsies and Travellers 7 households meet the new definition of a Traveller, and for Travelling Showpeople 9 households meet the new definition - in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 34 Gypsy and Traveller and 10 Travelling Showpeople households did not meet the new 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 new definition.

7.24 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.

## Key Demographic Findings

7.25 Ethnicity data that was captured from the 7 Gypsy and Traveller households that meet the new definition of a Traveller indicated that they are 6 Romany households and 1 is an English Traveller household. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish and Scottish Traveller.

7.26 The households that meet the new definition comprised 19 residents – 11 adults and 8 children and teenagers aged under 18. This equates to 58% adults and 42% children and teenagers. This suggests that new household formation rate of 1.75% should be used

## Pitch Needs – ‘Travelling’ Gypsies and Travellers

7.27 The 7 households who meet the new definition of Travelling were found on 1 public site, 4 private sites and 1 unauthorised site. Analysis of the household interviews indicated that there is a current need for **4 additional** pitches made up of 1 from a household on an unauthorised development, 1 older teenage child in need of a pitch of their own in the next 5 years, and 2 from new household formation.

7.28 Therefore the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for **4 additional pitches** over the 15 year GTAA period.

Figure 10 – Additional Need for ‘Travelling’ Households in West Oxfordshire

Gypsies and Travellers - Meeting New 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	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>	
5 year need from older teenage children	1
Households on sites with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Base number of households 8 and formation rate 1.75%)</i>	
<b>Total Future Needs</b>	<b>3</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>4</b>

Figure 11 – Additional Need for ‘Travelling’ Households in West Oxfordshire by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	2	1	1	<b>4</b>

### Pitch Needs – ‘Unknown’ Gypsies and Travellers

7.29 Whilst it was not possible to determine the travelling status of a total of 55 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 new definition as defined in PPTS.

7.30 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 new definition based on the outcomes of households in that local authority where an interview was completed.

- 7.31 However data that has been collected from over 1,500 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 new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 7.32 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.
- 7.33 Should further information be made available to the Council that will allow for the new definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 15 pitches from new household formation (this uses a base of the 55 households and a net growth rate of 1.50%<sup>6</sup>). Therefore additional need *could* increase by up to a further 15 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 55 ‘unknown’ pitches are deemed to meet the new definition). However, as an illustration, if the national average of 10% were to be applied this could be as few as 1-2 additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

## Travelling Showpeople Needs

### Plot Needs – ‘Travelling’ Showpeople

- 7.34 The 9 households who meet the new definition of Travelling were both found on 3 private yards. Analysis of the household interviews and site demographics indicates that this made up of 3 from concealed households or adults and 2 from new household formation.
- 7.35 Therefore the overall level of additional need for those households who meet the new definition of a Travelling Showperson is for **5 additional plots** over the 15 year GTAA period.

**Figure 12 – Additional Need for ‘Travelling’ Showpeople Households in West Oxfordshire**

Travelling Showpeople - Meeting New 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	3
Movement from bricks and mortar	0
Households on waiting lists for public yards	0

<sup>6</sup> The ORS Technical Note on Population and Household Growth 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.

<b>Total Current Need</b>	<b>3</b>
<b>Future Need</b>	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Base number of households 12 and formation rate 1.00%)</i>	
<b>Total Future Needs</b>	<b>2</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>5</b>

Figure 13 – Additional Need for ‘Travelling’ Showpeople Households in West Oxfordshire by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	3	1	1	5

### Plot Needs – ‘Unknown’ Showpeople

- <sup>7.36</sup> Whilst it was not possible to determine the travelling status of a total of 5 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 new definition as defined in PPTS.
- <sup>7.37</sup> Should further information be made available to the Council that will allow for the new 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 5 households and a net growth rate of 1.00%<sup>7</sup>). Therefore additional need *could* increase by up to a further additional 1plot, plus any concealed adult households or 5 year need arising from older teenagers living in these households. Tables setting out the components of need for unknown households can be found in **Appendix B**.

<sup>7</sup> The ORS Technical Note on Population and Household Growth 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.

## Transit Requirements

- 7.38 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 changes made to PPTS in 2015.

## DCLG Caravan Count

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

## Stakeholder Interviews and Local Data

- 7.41 Information from the stakeholder interviews identified that there are low levels of unauthorised encampments in West Oxfordshire, and that the majority were short-term visiting family or friends, transient and simply passing through, or from a small number of groups moving around an area. Due to low numbers it has not been seen as a priority to develop any transit provision. One exception is in relation to transit provision for Travelling Showpeople where the owners of 1 of the private yards have expressed an interest in developing a small number of private transit plots.

## Potential Implications of PPTS 2015

- 7.42 It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling. This may well be the case but it will take some time for any changes to pan out. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS 2015 evidence base and there has not been sufficient time yet for this to happen at this point in time.

## Transit Recommendations

- 7.43 It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.

- <sup>7.44</sup> A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 – including attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- <sup>7.45</sup> In the short-term the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should be given as to how to deal with households that do and do not meet the new definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- <sup>7.46</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 authority and the (temporary) residents regarding expectations on both sides.
- <sup>7.47</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; sewerage disposal point and refuse disposal facilities.
- <sup>7.48</sup> It is also recommended that the Council liaise with the owners of Cuckoowood Farm to discuss the provision of private transit plots for Travelling Showpeople in West Oxfordshire.

## Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Anti-Social behaviour (ASB)</b>	Behaviour by a person which causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household as the person.
<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>Community Land Trust (CLT)</b>	A non-profit corporation that develops and manages affordable housing, community gardens, civic buildings, commercial spaces and other community assets on behalf of a community.
<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>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 of households into 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 and Non-Travelling Households

## Additional Need for 'Unknown' Households in West Oxfordshire

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>	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	15
<i>(Base number of households 55 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>15</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>15</b>

## Additional Need for 'Non-Travelling' Households in West Oxfordshire - 2016-2031

Gypsies and Travellers - Not Meeting New 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	4

Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>4</b>
<b>Future Need</b>	
5 year need from older teenage children	1
Households on sites with temporary planning permission	0
In-migration	0
New household formation	9
<i>(Base number of households 39 and formation rate 1.35%)</i>	
<b>Total Future Needs</b>	<b>10</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>14</b>

#### Additional Need for 'Unknown' Showpeople Households in West Oxfordshire

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>	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Base number of households 5 and formation rate 1.00%)</i>	
<b>Total Future Needs</b>	<b>1</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>1</b>

#### Additional Need for 'Non-Travelling' Showpeople Households in West Oxfordshire - 2016-2031

Travelling Showpeople - Not Meeting New 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>	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Formation from site demographics)</i>	
<b>Total Future Needs</b>	<b>2</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>2</b>

# Appendix C: Sites and Yards Lists (June 2016)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
The Furlong, Standlake	16	-
<b>Private Sites with Permanent Permission</b>		
Gilson's Field, Carterton	4	-
Home Farm, Witney	5	-
Little Acorn, Stanton Harcourt	1	-
Little Willow, Eynsham	1	-
The Ark, Alvescot	2	-
The Beeches, Chadlington	20	-
The Heyes, Kingham	1	-
The Paddocks, Bampton	11	-
Three Corner Bit, Fulbrook	2	-
Ting Tang Lane, Minster Lovell	23	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
The Beeches, Chadlington	-	15
<b>Unauthorised Developments</b>		
The Bridleway, Eynsham	-	1
<b>TOTAL PITCHES</b>	<b>86</b>	<b>16</b>
<b>Authorised Travelling Showpeople Yards</b>		
Cuckoowood Farm	6	-
Forest's Yard, Witney	6	-
Hatwell's Yard, Shilton	1	-
The Homestead, Cassington	5	-
<b>Unauthorised Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>18</b>	<b>0</b>
<b>Transit Provision</b>		
None	-	-

# Appendix D: Interviews with Neighbouring Authorities

## Neighbouring Authorities

- 8.1 The outcomes of the interviews with neighbouring authorities can be found in **Appendix E**.

### Cherwell District

#### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.2 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).
- 8.3 The GTAA 2013 highlighted that a key option to deliver the additional pitch provision might be the granting of planning permission to expand existing sites.
- 8.4 There are no public sites in Cherwell. The Council's Annual Monitoring Report (2015) records that at 31 March 2015 the District had 61 authorised Gypsy/Traveller pitches and 14 plots for Travelling Showpeople on a number of private sites. There were 19 households identified for interview in the GTAA who now live in Bricks and Mortar accommodation but no need for sites were identified from this group.
- 8.5 There are said to be no unauthorised developments, no tolerated sites or sites with temporary planning permission. However, there is one Travelling Showpeople yard which is tolerated.
- 8.6 Numbers of short-term encampments are low. 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 GTAA recommended consideration be given to develop transit or stop-over provision for Gypsies and/or Travellers on a study area basis. The study highlighted that survey respondents did express a need for transit provision across the study area but that management and enforcement issues would suggest that the use of temporary pitches on authorised sites would be more appropriate. No need for transit provision was identified for Travelling Showpeople.
- 8.7 The Council has taken forward a criteria based strategic policy (BSE6) in the Local Plan 2011-31 that seeks to meet the needs identified and this was subject to examination in 2014 and adopted in 2015. Part 2 of the Local Plan is currently being prepared to seek to identify sites and the policy provides a basis for the determination of planning applications.

## Cross border issues and the Duty to Cooperate

- 8.8 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect Cherwell.
- 8.9 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. Cooperation was evidenced through the Cherwell Local Plan examination and all of the Oxfordshire authorities, including the County Council, engage on joint working through the Oxfordshire Growth Board, and a project team which meets regularly. 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.

## Cotswold District Council

### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.10 The District Council was part of the Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA) published in 2013; the research was undertaken by ORS and Peter Brett Associates. The Study identified a need in the Council's area of 26 additional pitches (24 private pitches and 2 public pitches) from 2012-31. The majority of the need comes from existing from families living on the sites in the area.
- 8.11 No need was identified for Travelling Showpeople in the Cotswold area although the GTTSAA stated the need for further provision of accommodation for Travelling Showpeople arose from Gloucester City, Tewkesbury Borough and Forest of Dean District and to a lesser extent Stroud District. Therefore, action is needed across the County to source potential locations and options for this group to purchase land.
- 8.12 There is little evidence to suggest there are many Gypsies, Travellers or Travelling Showpeople living in Bricks and Mortar accommodation that need site accommodation.
- 8.13 The Council has one public site (4 pitches) in Culkerton which is owned and managed by Gloucestershire County Council. There are a number of private sites spread across the District (approximately 18 pitches). There is little evidence to suggest there is overcrowding or concealed households on any of the sites.
- 8.14 There is said to be 1 site with temporary planning permission and 2 sites that are tolerated but there are currently no unauthorised developments in the area.
- 8.15 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.
- 8.16 There is no transit provision in the area. However there are a number of unauthorised transit sites, the most notable one is on the 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.
- 8.17 Due to the changes in the definition in planning terms for Gypsies and Travellers, the Council is currently updating the GTTSAA/GTAA.

- 8.18 The Council has undertaken a study to identify sites. This study was used as evidence for the emerging Local Plan and Local Plan Regulation 18 Consultation: Development Strategy and Site Allocations, was also carried out in January 2015. This led to the formulation of Policy SP8 in November 2015 for the provision of future sites.

### Cross border issues and the Duty to Cooperate

- 8.19 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.
- 8.20 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.
- 8.21 The Council regularly attends the joint Gloucestershire GTAA group.
- 8.22 The priority in the future for the Council will be to meet the needs identified as required by legislation.

### Cotswolds Conservation Board (AONB) Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.23 The Cotswolds Conservation Board covers 15 local authority areas and was established in 2004.
- 8.24 The two key purposes of the Board are to:
- » conserve and enhance the natural beauty of the Cotswolds AONB;
  - » Increase understanding and enjoyment of the special qualities of the AONB, ensuring that these complement the conservation and enhancement of the area.
- 8.25 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.
- 8.26 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.
- 8.27 Unauthorised developments, tolerated sites or sites with temporary planning permission are dealt with by local planning authorities and not the Board.
- 8.28 Numbers of short-term encampments are low in the Board's area and will be dealt with by local or county councils.

### Cross border issues and the Duty to Cooperate

- 8.29 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.

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

## Gloucestershire County Council Accommodation for Gypsies and Travellers and Travelling Showpeople

8.31 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.

8.32 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.

8.33 The County Council owns and manages 4 sites:

- » Willows, Sandhurst Lane, Gloucester, 46 plots;
- » Cursey Lane, Elmstone Hardwicke, 19 Plots;
- » Showborough, Twyning near Tewkesbury, 10 plots;
- » Culkerton, near Tetbury, 4 plots.

8.34 The public sites are full and there is a waiting list; overcrowding of sites was identified in the GTTSAA published in 2013.

8.35 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.

8.36 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.

8.37 There are said to be some unauthorised developments and sites with temporary planning permission, but is believed there are no tolerated sites across the area. These types of sites are dealt with by the borough and district councils.

8.38 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.

8.39 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.



## Cross border issues and the Duty to Cooperate

- 8.40 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.
- 8.41 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.
- 8.42 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.

## Oxford City Council

### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.43 Oxford City Council undertook a joint Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) with South Oxfordshire and Vale of the 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.
- 8.44 There was no need evidenced that Gypsies, Travellers or Travelling Showpeople living in Bricks and Mortar accommodation need site accommodation.
- 8.45 The Council has no public or private sites or yards in the area. There are sites just outside Oxford's administrative boundary at Redbridge, Grenoble Road and Barton. These sites are within the South Oxfordshire District boundary.
- 8.46 There is said to be no sites with temporary planning permission, sites that are tolerated or unauthorised developments in the area.
- 8.47 Numbers of short-term encampments are low and for this reason there is no transit provision. No need for transit provision was evidenced in the last GTAA.

## Cross border issues and the Duty to Cooperate

- 8.48 There are considered to be no cross-border issues in relation to neighbouring local authorities that affect Oxford City Council.
- 8.49 There is a history of joint working with other councils in Oxfordshire and there are regular Duty to Cooperate meetings held with neighbouring councils.
- 8.50 As there is no need evidenced to provide for accommodation for Gypsies, Traveller or Travelling Showpeople the Council has no further plans for these communities but will review the position on a regular basis. This will also be considered through the Oxford Local Plan 2036.

## Oxfordshire County Council Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.51 West Oxfordshire, South Northamptonshire and Cherwell councils have worked in partnership to produce their GTAA published in 2013 (Arc4). Oxford City, South Gloucestershire and the Vale of the White Horse councils have worked in partnership to produce GTAA published in 2013 (ORS).
- 8.52 The Oxfordshire and Buckinghamshire 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 with its remit.
- 8.53 The Service manages the following sites in Oxfordshire:
- » Middle Ground, Wheatley - 16 plots;
  - » Ten Acre Park, Sandford-on-Thames - 16 plots;
  - » Redbridge Hollow, Hinksey Hill - 24 plots;
  - » The Sturt, Oakley Wood, Benson - 5 plots;
  - » Woodhill Lane, East Challow - 12 plots;
  - » The Furlong, Downs road, Standlake - 16 plots.
- 8.54 The public sites are full and there are long waiting lists. Sites are overcrowded and this is caused by newly forming households from existing residents.
- 8.55 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.
- 8.56 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.
- 8.57 The number of roadside encampments has decreased in recent years. At one time there was a transit site in the Oxfordshire area but this has been closed for a number of years. There are no plans to provide such provision in the future.

## Cross border issues and the Duty to Cooperate

- 8.58 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.
- 8.59 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.

- 8.60 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 provides the joint Gypsy and Traveller Service and attends meetings held by the National Association of Gypsy and Traveller Officers (NAGTO).

### South Oxfordshire District Council Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.61 South Oxfordshire District Council undertook a joint GTAA with Oxford City Council and Vale of the White Horse District Council. The research was undertaken by ORS and published in February 2013. The Study was subsequently updated in September 2014.
- 8.62 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.
- 8.63 There are three public sites (37 pitches) and one long-standing site which has been developed illegally. There is no evidence to suggest there are concealed households on sites or that sites are overcrowded. The updated GTAA did not evidence any need for pitches from Gypsies, Travellers or Travelling Showpeople living in Bricks and Mortar accommodation.
- 8.64 There are said to be some unauthorised developments and one site with temporary planning permission in the area.
- 8.65 Numbers of short-term encampments are low and for this reason there is no transit provision in the area. The GTAA update evidenced no need for transit provision in the area.
- 8.66 The Council has also commissioned a consultant to undertake a Delivery of Pitches Report to identify sites to meet the need identified. The work is being undertaken by Peter Brett Associates and is yet to be published.

### Cross border issues and the Duty to Cooperate

- 8.67 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect South Oxfordshire.
- 8.68 There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople and particularly with Oxford City and the Vale of the White Horse.
- 8.69 The priority in the future for the Council will be to identify sites to meet the needs identified as required by legislation.

### Stratford on Avon District Council Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.70 Opinion Research Services (ORS) and Peter Brett Associates (PBA) were commissioned by Stratford on Avon District Council to undertake a GTAA in 2011. Since the original report was published the government released new planning guidance. Due to the update and the Stratford on Avon Gypsy and Traveller Local

Plan preparation there was a need to update the GTAA. The updated Assessment was undertaken by ORS and published in 2014. A further review of assessed needs and provision in the District is currently being undertaken by Warwickshire County Council.

- 8.71 The 2014 update assessed the need in the District to be 71 pitches from 2014-2031. 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. There was no need identified for transit provision.
- 8.72 There is one public site in the area (Pathlow Park, Pathlow - 30 pitches) and a number of private sites in the area (40 pitches), and one Travelling Showpeople yard which is used all year round by various circus troupes.
- 8.73 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.
- 8.74 Numbers of short-term encampments are relatively low. The GTAA update did not evidence the need for transit provision, however Warwickshire County Council are considering an application for permanent consent for 12 emergency stopping places.
- 8.75 The Council is taking forward a criteria based strategic policy (CS.20) in the Stratford-on-Avon Core Strategy (2014-31). The Core Strategy will shape future sustainable development in the District, and will be supported by other Development Plan Documents (DPPs), including a Gypsy and Traveller Local Plan.

### Cross border issues and the Duty to Cooperate

- 8.76 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect Stratford on Avon.
- 8.77 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.
- 8.78 The priority for the Council in the future is to complete the Gypsy and Traveller Local Plan process and to identify sites to help meet the needs identified in the updated GTAA.

### Swindon Borough Council

#### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.79 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.
- 8.80 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).
- 8.81 There is believed to be no unauthorised developments, sites with temporary planning permission or sites that are tolerated.

- 8.82 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.

### Cross border issues and the Duty to Cooperate

- 8.83 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect Swindon.
- 8.84 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.
- 8.85 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.
- 8.86 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.

### Vale of the White Horse District Council

#### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.87 The Vale of the 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.
- 8.88 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 or a need for pitches arising from Gypsies, Travellers or Travelling Showpeople living in Bricks and Mortar.
- 8.89 There are two public sites (36 pitches) and 2 private sites. In the GTAA update there was no evidence of concealed households or overcrowding of sites; the GTAA update highlighted that some pitches were vacant at the time of the Assessment.
- 8.90 There are no unauthorised developments, sites with temporary planning permission or tolerated sites in the area.
- 8.91 Numbers of short-term encampments are low and there is no public transit provision in the 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 and the Council cannot use this provision to direct Travellers to. The GTAA 2013 evidenced no additional need for transit provision in the area.
- 8.92 The Council is currently inviting landowners to submit ideas for sites for all types of accommodation that could be developed; the Council will feed this information into their forthcoming Local Plan 2031 Part 2.

## Cross border issues and the Duty to Cooperate

- 8.93 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect the Vale of the White Horse.
- 8.94 There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople and particularly with Oxford City and South Oxfordshire.
- 8.95 The Council attends the Oxfordshire Planning Policy Group which 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.
- 8.96 The priority for the Council is the Call for Sites which once completed will be analysed and the findings fed into the forthcoming Local Plan 2031 Part 2.

## Warwickshire County Council

### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.97 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.
- 8.98 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.
- 8.99 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.
- 8.100 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.
- 8.101 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.
- 8.102 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.

- 8.103 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.
- 8.104 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.
- 8.105 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.
- 8.106 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.

### Cross border issues and the Duty to Cooperate

- 8.107 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.
- 8.108 There is a history of joint working across the area on the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 8.109 The County Council attends meetings under the Duty to Cooperate with councils both inside and outside of its area.

### Wiltshire Council

#### Accommodation for Gypsies and Travellers and Travelling Showpeople

- 8.110 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.
- 8.111 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.
- 8.112 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>

- 8.113 There are 4 Travelling Showpeople yards in Wiltshire with planning permission and 1 long-term tolerated unauthorised yard.
- 8.114 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.
- 8.115 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.
- 8.116 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.

### Cross border issues and the Duty to Cooperate

- 8.117 There are considered to be no significant cross-border issues in relation to West Oxfordshire 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.
- 8.118 There is a history of joint working across Wiltshire and particularly with Swindon, on the accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 8.119 There is an internal advisory officer group for the emerging DPD and colleagues from neighbouring authorities are invited as appropriate.
- 8.120 The Council's priority is to progress their draft DPD to consultation stage by the end of the year.



# Appendix E: Site Record Form

**GTAA Questionnaire 2015**



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

You do not have to answer all the questions but the more information you can provide the better the survey will be. The survey will take around 10-15 minutes to complete.

For each question, put a cross in the appropriate box like this . Mark only one box for each question unless otherwise instructed. If you mark the wrong box, fill in the box  and cross  the correct one.

**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	Unauthorised	Bricks and Mortar
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**A6 Name of Family:**  
*INTERVIEWER please write in*

**A7 Ethnicity of Family:**  
*INTERVIEWER please cross one box only*

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

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

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



D		Waiting List		
<b>D1</b>	<b>Is anyone living here on the waiting list for a pitch in this area?</b> <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	→	Continue to D2
	No	<input type="checkbox"/>	→	Go to D4
<b>D2</b>	<b>How many people living here are on the waiting list for a pitch in this area?</b> <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	5	6	7	8
	9	10		
	Other (Please specify)			
	Details (Please specify)			
<b>D3</b>	<b>How long have they been on the waiting list?</b> <i>INTERVIEWER: Please cross one box only</i>			
	0-3 months	3-6 months	6-12 months	1-2 years
	2+ years			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Other (Please specify)			
	Details (Please specify)			
<b>D4</b>	<b>If they are not on the waiting list, do any of the people living here want to be on the waiting list?</b> <b>If they do not want to be on the waiting list, why not?</b> <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	5	6	7	8
	9	10		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	No	<input type="checkbox"/>	Other (Please specify)	
	Other (Please specify)			
	Details (Please specify)			
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>			
	Yes	<input type="checkbox"/>	→	Continue to E2
	No	<input type="checkbox"/>	→	Go to F1
	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	A site in another council	Bricks and mortar in this area	Bricks and mortar in another council
	Other (Please specify)			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Please specify			
<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"/>	

**E4 Can you afford to buy a private pitch or site?** *INTERVIEWER: Please cross one box only*

Yes  No

---

**F Travelling**

**F1 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?** *INTERVIEWER: Please cross one box only*

0  1  2  3  4  5+

↓  
Go to F6

Continue to F2

**F2 If you or members of your family have travelled in the last 12 months, which family members travelled?** *INTERVIEWER: Please cross one box only*

All the family  Adult males  Other

**F3 What was the main reason for travelling?** *INTERVIEWER: Please cross one box only*

Work  Holidays  Visiting family  Fairs  Other

**F4 At what time of year do you or family members usually travel? And for how long?** *INTERVIEWER: Please cross one box only*

All year  Summer  Winter

**F5 Where do you or family members usually stay when they are travelling?** *INTERVIEWER: Please cross all boxes that apply*

Transit sites  Roadside  Friends/family  Other

**F6 INTERVIEWER: Ask F6 — F8 ONLY if F1 = 0. Otherwise, go to F9**  
**Have you or family members ever travelled?** *INTERVIEWER: Please cross one box only*

Yes  → Continue to F7  
 No  → Go to F9

**F7 When did you or family members stop travelling?** *INTERVIEWER: Please write in*

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

Children in school  Ill health  Old age  Settled now  Nowhere to stop  No work opportunities  Other

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

*INTERVIEWER: Please cross one box only*

- Yes  → Continue to F10  
No  → Go to G1

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

Details

**G**

**Bricks & Mortar Contacts**

**G1 Contacts for Bricks and Mortar interviews?** *INTERVIEWER: Please write in*

Details

**G2 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?)

**G3 Site/Pitch plan? Any concerns?** *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

***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 F: Technical Note on Household Formation and Growth Rates





## **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



As with all our studies, this research is subject to Opinion Research Services' Standard Terms and Conditions of Contract.

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.

© Copyright August 2015

# Contents

Household Growth Rates.....	4
Abstract and conclusions.....	4
Introduction.....	4
Compound growth.....	6
Caravan counts .....	7
Modelling population growth.....	8
Household growth .....	12
Household dissolution rates .....	14
Summary conclusions .....	14

# 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.