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Hampshire Consortium
Gypsy, Traveller and Travelling Showpeople Accommodation Assessment
2016-2036

Final Report

May 2017

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1. Executive Summary

Introduction and Methodology

1.1 The primary objective of the 2016 Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the following local planning authority areas in Hampshire: Fareham Borough Council (FBC), Gosport Borough Council (GBC), Havant Borough Council (HBC), New Forest District Council (NFDC), New Forest National Park (NFNP), Test Valley Borough Council (TVBC) and Winchester City Council (WCC) (referred to as Consortium Authorities). Due to different Local Plan deadlines separate GTAA studies have been commissioned from Opinion Research Services (ORS) using the same methodology by Basingstoke and Deane Borough Council (BDBC), Eastleigh Borough Council (EBC), East Hampshire District Council (EHDC) and Hart District Council (HDC).

1.2 As well as updating previous GTAAs, the principal reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Gypsies, Travellers and Travelling Showpeople 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 2.13 for the full definition).

1.3 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2036. This will allow the outcomes of the study to be used to support the different local plan periods for the local authorities that are involved. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.

1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 80 interviews were completed with Gypsies and Travellers, and a total of 39 interviews were completed with Travelling Showpeople living on authorised and unauthorised sites and yards[1]. In addition stakeholder engagement was undertaken and total of 33 telephone interviews were completed with stakeholders, and a further 4 responded by email.

1.5 The majority of the fieldwork for the study was completed between June and October 2016, which was after the publication of the PPTS (2015). As a result of this change, questions to enable the determination of the planning status of Gypsy, Traveller and Travelling Showpeople households were included in the household interviews.

[1] A small number of additional interviews were completed with households that were found not to be Gypsies, Travellers or Travelling Showpeople.

1.6 The baseline date for the study is **September 2016** which was when the majority if the site interviews were completed.

1.7 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

1.8 The additional pitch needs for Gypsies and Travellers from 2016-2036 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (even though this is no longer a requirement for a GTAA).

1.9 Only the accommodation need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as accommodation need arising from the GTAA.

1.10 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies. Consideration will also need to be given to the allocation of pitches on public sites.

1.11 The Consortium Authorities will need to carefully consider how to address the accommodation needs associated with unknown Travellers as it is unlikely that all of this accommodation need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies, the Consortium Authorities 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 planning definition.

1.12 The accommodation need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).

Fareham Borough Council

1.13 There were 2 Gypsy or Traveller households identified in Fareham Borough that meet the planning definition, 6 unknown households that may meet the planning definition and 1 household that does not meet the planning definition.

1.14 The GTAA identifies a need for **3 additional pitches** for households that meet the planning definition and this is made up of 2 concealed households or adults and 1 teenage child in need of a pitch of their own in the next 5 years. There was no further need identified through new household formation.

1.15 The GTAA identifies a need of up to 2 additional pitches for unknown households and this is made up of new household formation of up to 2 from a maximum of 6 households. If the ORS national average[2] of 10% were applied this could result in a need for no additional pitches.

[2] Based on the outcomes of over 1,800 interviews that have been completed with Gypsies and Travellers by ORS since September 2015. See Paragraph 3.27 for further details.

Figure 1 – Additional need for Gypsy and Traveller households in Fareham Borough 2016-2036

Status	Total
Meets Planning Definition	**3**
Unknown	**0-2 (10% = 0)**
Does Not Meet Planning Definition	**3**

Gosport Borough Council

1.16 There were no Gypsy or Traveller households identified in Gosport Borough that meet the planning definition, 1 unknown household that may meet the planning definition and no households that do not meet the planning definition.

1.17 The GTAA identifies a need of up to 1 additional pitch for the unknown household and this is made up of new household formation of up to 1 from a maximum of 3 households. If the ORS national average of 10% were applied this could result in a need for no additional pitches.

Figure 2 – Additional need for Gypsy and Traveller households in Gosport Borough 2016-2036

Status	Total
Meets Planning Definition	**0**
Unknown	**0-1 (10% = 0)**
Does Not Meet Planning Definition	**0**

Havant Borough Council

1.18 At baseline date for the GTAA there were no identified Gypsy and Traveller sites in Havant. However an application was made in March 2016 for 2 pitches on a site in Havant that is owned by households who were believed to spend the majority of their time travelling for work, but who are understood to have a postal address in Portsmouth. The land does currently have planning consent for stables but the application for residential pitches was refused and is the subject of an appeal that has been held in abeyance whilst a revised planning application for a single pitch is considered. The site is now occupied on an unauthorised basis.

1.19 An interview conducted in March 2017 identified that the household living on the site do meet the planning definitions. It also identified that the household have links to the area and have no alternative accommodation. As such there is a need for **1 additional pitch** in Havant as a result of the occupied pitch being unauthorised. There is no other current or future need.

Figure 3 – Additional need for Gypsy and Traveller households in Havant Borough 2016-2036

Status	Total
Meets Planning Definition	**1**
Unknown	**0**
Does Not Meet Planning Definition	**0**

New Forest District Council

1.20 There was 1 Gypsy or Traveller households identified in New Forest District that meets the planning definition, 11 unknown households that may meet the planning definition and 16 households that do not meet the planning definition.

1.21 The GTAA identifies a need for **1 additional pitch** for households that meet the planning definition and this is made up of new household formation based on the site demographics.

1.22 The GTAA identifies a need of up to 4 additional pitches for unknown households and this is made up new household formation of 4 from a maximum of 11 households. If the ORS national average of 10% were applied this could result in a need for no additional pitches.

Figure 4 – Additional need for Gypsy and Traveller households in New Forest District 2016-2036

Status	Total
Meets Planning Definition	**1**
Unknown	**0-4 (10% = 0)**
Does Not Meet Planning Definition	**13**

New Forest National Park

1.23 There were 2 Gypsy or Traveller households identified in New Forest National Park that meet the planning definition, no unknown households that may meet the planning definition and 1 household that does not meet the planning definition.

1.24 There is **need for 1 additional pitch** for households that meet the planning definition. This is due to a pitch being unauthorised. There is no other current or future need identified.

Figure 5 – Additional need for Gypsy and Traveller households in New Forest National Park 2016-2036

Status	Total
Meets Planning Definition	**1**
Unknown	**0**
Does Not Meet Planning Definition	**0**

Test Valley Borough Council

1.25 There were 5 Gypsy or Traveller households identified in Test Valley Borough that meet the planning definition, 14 unknown households that may meet the planning definition and 3 households that do not meet the planning definition.

1.26 The GTAA identifies a need for **3 additional pitches** for households that meet the planning definition and this is made up of 1 concealed household or adult, 1 for a teenage child in need of a pitch of their own in the next 5 years, and 1 from new household formation based on the site demographics.

1.27 The GTAA identifies a need of up to 11 additional pitches for unknown households and this is made up of 5 unauthorised pitches, 1 pitch that has temporary planning permission, and new household formation of 5 from a maximum of 14 households. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.

Figure 6 – Additional need for Gypsy and Traveller households in Test Valley Borough 2016-2036

Status	Total
Meets Planning Definition	**3**
Unknown	**0-11 (10% = 1)**
Does Not Meet Planning Definition	**6**

Winchester City Council

1.28 There were 20 Gypsy or Traveller households identified in Winchester that meet the planning definition, 11 unknown households that may meet the planning definition and 18 households that do not meet the planning definition.

1.29 The GTAA identifies a need for **19 additional pitches** for households that meet the planning definition and this is made up of 7 pitches with temporary planning permission, 3 unauthorised pitches, a need for 5 additional pitches for concealed households or adults, a need for 4 additional pitches for older teenage children in need of a pitch of their own in the next 5 years, and new household formation of 10 using a rate of 1.95% derived from the site demographics. In addition, there is a supply of 10 pitches from the previously Council owned site at Tynefield that have been closed for refurbishment but are due to reopen in 2017.

1.30 The GTAA identifies a need of up to 11 additional pitches for unknown households and this is made up of 7 pitches with temporary planning permission, and new household formation of 4 from a maximum of 11 households. If the ORS national average of 10% were applied this could result in a need for 1 additional pitch.

Figure 7 – Additional need for Gypsy and Traveller households in Winchester 2016-2036

Status	Total
Meets Planning Definition	**19**
Unknown	**0-11 (10% = 1)**
Does Not Meet Planning Definition	**29**

Additional Plot Needs - Travelling Showpeople

1.31 The additional plot needs for Travelling Showpeople from 2016-2036 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (although this is no longer a requirement for a GTAA).

1.32 Only the accommodation need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as accommodation need arising from the GTAA.

1.33 The accommodation need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies. Consideration will also need to be given to the allocation of pitches on public sites.

1.34 The Consortium Authorities will need to carefully consider how to address the accommodation needs associated with unknown Travellers as it is unlikely that all of this accommodation need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan policies, the Consortium Authorities could consider the use of a criteria-based policy (as suggested in the PPTS) for any unknown households that do provide evidence that they meet the planning definition.

1.35 The accommodation need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA.

Fareham Borough Council

1.36 There were no Travelling Showpeople households identified in Fareham Borough that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is **no need for any additional plots**.

Figure 8 – Additional need for Travelling Showpeople households in Fareham Borough 2016-2036

Status	Total
Meets Planning Definition	**0**
Unknown	**0**
Does Not Meet Planning Definition	**0**

Gosport Borough Council

1.37 There were no Travelling Showpeople households identified in Gosport Borough that meet the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition. Therefore there is **no need for any additional plots**.

Figure 9 – Additional need for Travelling Showpeople households in Gosport Borough 2016-2036

Status	Total
Meets Planning Definition	**0**
Unknown	**0**
Does Not Meet Planning Definition	**0**

Havant Borough Council

1.38 There were no Travelling Showpeople yards identified in Havant Borough so this suggests that there is no current or future need for accommodation in the GTAA period.

Figure 10 – Additional need for Travelling Showpeople households in Havant Borough 2016-2036

Status	Total
Meets Planning Definition	**0**
Unknown	**0**
Does Not Meet Planning Definition	**0**

New Forest District Council

1.39 There were 2 Travelling Showpeople households identified in New Forest District that meet the planning definition, 8 unknown households that may meet the planning definition and 1 household that does not meet the planning definition.

1.40 The GTAA identifies a need for **4 additional plots** for households that meet the planning definition as a result of 2 unauthorised plots and 2 for concealed households or adults. There was no further accommodation need as a result of new household formation.

1.41 The GTAA identifies a need of up to 4 additional plots for unknown households and this is made up of 2 unauthorised plots and 2 from new household formation from a maximum of 8 households. If the ORS national average[3] of 70% were applied this could result in a need for 3 additional plots.

Figure 11 – Additional need for Travelling Showpeople households in New Forest District 2016-2036

Status	Total
Meets Planning Definition	**4**
Unknown	**0-4 (70% = 3)**
Does Not Meet Planning Definition	**0**

New Forest National Park

1.42 There were 6 Travelling Showpeople households identified in New Forest National Park that meet the planning definition, no unknown households that may meet the planning definition and 2 households that do not meet the planning definition.

1.43 The GTAA identifies a need for **21 additional plots** for households that meet the planning definition as a result of 2 concealed families or single adults, 15 for older teenage children in need of a plot of their own in the next 5 years, and 4 as a result of new household formation based on the demographics of the other children living on the yard.

Figure 12 – Additional need for Travelling Showpeople households in New Forest National Park 2016-2036

Status	Total
Meets Planning Definition	**21**
Unknown	**0**
Does Not Meet Planning Definition	**0**

Test Valley Borough Council

1.44 There were 10 Travelling Showpeople households identified in Test Valley Borough that meet the planning definition, 2 unknown households that may meet the planning definition and 2 households that do not meet the planning definition.

1.45 The GTAA identifies a need for **14 additional plots** for households that meet the planning definition. This is made up of 7 concealed households or adults, 3 older teenage children in need of a plot of their own in the next 5 years, and 4 from new household formation using a rate of 1.75% derived from the yard demographics.

1.46 The GTAA identifies a need of up to 1 additional plot for unknown households and this is made up new household formation of 1 from a maximum of 2 households.

[3] Based on the outcomes of over 300 interviews completed with Travelling Showpeople by ORS since September 2015. See Paragraph 3.27 for further details.

Figure 13 – Additional need for Travelling Showpeople households in Test Valley Borough 2016-2036

Status	Total
Meets Planning Definition	**14**
Unknown	**0-1 (70% = 1)**
Does Not Meet Planning Definition	**0**

Winchester City Council

1.47 There were 17 Travelling Showpeople households identified in Winchester that meet the planning definition, 12 unknown households that may meet the planning definition and 2 households that do not meet the planning definition.

1.48 The GTAA identifies a need for **27 additional plots** for households that meet the planning definition. This is made up of 2 unauthorised plots, 6 concealed households or adults, 10 older teenage children in need of a plot of their own in the next 5 years, and 9 from new household formation using a rate of 1.70% derived from the yard demographics.

1.49 The GTAA identifies a need of up to 2 additional plots for unknown households and this is made up new household formation of 2 from a maximum of 12 households.

Figure 14 – Additional need for Travelling Showpeople households in Winchester 2016-2036

Status	Total
Meets Planning Definition	**27**
Unknown	**0-2 (70% = 2)**
Does Not Meet Planning Definition	**2**

Transit Requirements

1.50 There is the possibility that PPTS (2015) could result in increased levels of travelling but it is not recommended that there is a need for the Consortium authorities to consider any new transit provision at this time.

1.51 Evidence from the Caravan Count shows that there have been relatively low numbers of unauthorised caravans on land not owned by Travellers recorded in recent years. The stakeholder interviews undertaken during the previous GTAA also identified that there are relatively low levels of encampments in the area, and that the majority were short-term and transient, or from a small number of groups moving around the area.

1.52 Each consortium authority should consider a review of the evidence base relating to unauthorised encampments in the future, once there is a robust post-PPTS (2015) evidence base. This will establish whether there is a need for investment in any additional transit sites or emergency stopping places.

1.53 In the short-term the consortium authorities should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments.

1.54 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.

1.55 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 the following planning authority areas in Hampshire: Fareham Borough Council (FBC), Gosport Borough Council (GBC), Havant Borough Council (HBC), New Forest District Council (NFDC), New Forest National Park (NFNP), Test Valley Borough Council (TVBC) and Winchester City Council (WCC) (referred to as the consortium authorities).

2.2 Due to different Local Plan deadlines, separate GTAA studies have been commissioned from Opinion Research Services (ORS) using the same methodology by Basingstoke and Deane Borough Council (BDBC), Eastleigh Borough Council (EBC), East Hampshire District Council (EHDC) and Hart District Council (HDC).

2.3 The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.

2.4 The study provides an evidence base to enable the consortium authorities to assess and meet the needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014 (and as amended), PPTS (2015), and the Housing and Planning Act 2016.

2.5 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the periods 2016 to 2036 in accordance with the consortium authorities plan periods. As well as identifying current and future permanent accommodation needs, it also seeks to assess any accommodation need for the provision of transit sites or emergency stopping places.

2.6 We would note at the outset that this study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).

2.7 The baseline date for the study is **September 2016**.

Glossary of Terms

2.8 A Glossary of Terms can be found in **Appendix A**.

Local Plan Policies

2.9 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a wide range of local plan policies across the consortium authorities that make up the study area. These are set out below and in full in **Appendix B**.

Figure 15 – Local Plan Policies

Fareham Local Plan Part 1: Core Strategy (Adopted August 2011) **CS19 Gypsies, Travellers and Travelling Showpeople Population**
Gosport Borough Local Plan 2011-2029 (Adopted October 2015) (GBLP) **Policy LP26: Gypsies, Travellers and Travelling Showpeople**
Havant Borough Local Plan (Core Strategy) (2011) **Policy CS10 Gypsies, Travellers and Travelling Showpeople**
Local Plan Part 1: Core Strategy for New Forest District (outside the National Park) – Adopted October 2009 **Policy CS16 Gypsies, travellers and travelling showpeople**
New Forest National Park Core Strategy and Development Management Policies (DPD) – adopted December 2010 **Policy CP13: Gypsies, Travellers, and Travelling Showpeople**
Test Valley Revised Local Plan 2011 – 2029 DPD – Adopted January 2016 **Policy COM13: Gypsies, Travellers and Travelling Showpeople**
Winchester Local Plan Part 1 - Joint Core Strategy Adopted March 2013 **Policy CP5 - Sites for Gypsies, Travellers and Travelling Showpeople**

Definitions

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

2.11 Provisions set out in the Housing and Planning Act 2016 include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance[4] 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. Therefore the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, which will have been identified through the SHMA or HEDNA process for example, and will form a subset of the wider need arising from households residing in caravans.

2.12 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 planning authorities may still need to consider meeting their accommodation needs through the provision of culturally suitable housing under the requirements of the Equality Act (2010).

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

The Planning Definition in PPTS (2015)

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

> *For the purposes of this planning policy "gypsies and travellers" means:*
>
> *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
>
> *In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*
>
> *a) Whether they previously led a nomadic habit of life.*
> *b) The reasons for ceasing their nomadic habit of life.*
> *c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*
>
> *For the purposes of this planning policy, "travelling showpeople" means:*
>
> *Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.*
>
> (Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

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

Definition of Travelling

2.15 One of the most important questions that GTAAs need to address in terms of applying the planning definition is *what constitutes travelling*? This has been determined through case law that has tested the meaning of the term '*nomadic'*.

2.16 **R v South Hams District Council (1994)** – defined Gypsies as "*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*" This includes 'born' Gypsies and Travellers as well as 'elective' Travellers such as New Age Travellers.

2.17 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.

2.18 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*.

2.19 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.

2.20 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.

2.21 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.

2.22 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but it will not include those who travel for purposes other than work – such as visiting horse fairs, holidays and visiting friends or relatives. It will also **not cover** those who commute to work daily from a permanent place of residence.

2.23 It will also be the case that where some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems or due to old age, the household unit would be defined as travelling under the planning definition.

2.24 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past for work purposes, and also provide information that they plan to travel again in the future for work purposes.

2.25 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below.

> *Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose… This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work… Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a*

nomadic manner because it seems likely that it is done by appointment… I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

Legislation and Guidance for Gypsies and Travellers

2.26 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)
- PPTS (2015)
- NPPF (2012)
- PPG[5] (2014) and as amended

2.27 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the NPPF. In addition, the Housing and Planning Act (2016) makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition by assessing all households living in caravans.

PPTS (2015)

2.28 PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, the PPTS is to be read in conjunction with the NPPF. Amongst 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.*

[5] With particular reference to the sections on Housing and Economic Development Needs Assessments.

- *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
- *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- *For local planning authorities to have due regard to the protection of local amenity and local environment.*

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

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

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

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

2.31 Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, the 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 (2015) and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.

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

3.3 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council Joint Core Strategy who concluded:

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

Desk-Based Review

3.4 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

3.5 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Council stakeholders included Officers from departments including Housing, Planning, Environmental Health, Enforcement, Health and Safety, Legal and Gypsy Liaison. Wider stakeholders included the Hampshire County Council Gypsy and Traveller Liaison Officer[6], representatives from Travelling Communities, the Showmen's Guild and registered housing providers that operate across the area. Detailed Topic Guides were agreed with the consortium authorities for the telephone interviews.

Working Collaboratively with Neighbouring Planning Authorities

3.6 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 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 consortium authorities.

- Basingstoke & Deane Borough Council
- Dorset Council
- Eastleigh Borough Council
- East Hampshire District Council
- Hart District Council
- Portsmouth City Council
- South Downs National Park Authority (SDNPA)
- Southampton City Council
- Wiltshire Council

Survey of Travelling Communities

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

3.8 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.

3.9 ORS worked closely with the consortium authorities and the Hampshire County Council Gypsy and Traveller Liaison Officer to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take

[6] The Liaison Officer was also involved in reviewing the methodology for the study.

account of changes in PPTS (2015) and to collect the information ORS feel is necessary to apply the planning definition. A copy of the questions can be found in **Appendix G** – although the interviews were completed using Computer Aided Personal Interview (CAPI) tablets.

3.10 All pitches and plots were visited 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 requirements contained in the 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.

3.11 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.

3.12 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).

Engagement with Bricks and Mortar Households

3.13 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews – including intelligence from the Hampshire County Council Gypsy and Traveller Liaison Officer, and adverts on social media (including the Friends Families and Travellers Facebook group). Figure 16 provides an example.

3.14 Through this approach we endeavoured to give those households living in bricks and mortar the opportunity to make their views known to us.

3.15 The methodology does not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole. 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 place the responsibility upon those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 16 – Bricks and mortar advert

Timing of the Fieldwork

3.16 ORS are aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such most of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between June and October 2016 with the majority being completed outside of the summer holiday period.

Waiting Lists

3.17 As part of the assessment of accommodation need, ORS usually seek details of households on waiting lists for public sites and thus undertake detailed analysis to identify households living in bricks and mortar to interview, to eliminate any double counting from doubled up or concealed households on sites, and to identify those living outside of the study area. However, with regards to this study, all of the public sites owned and managed by Hampshire County Council were recently sold to Somerset and Hampshire Parks Ltd so an assessment of waiting lists has not been possible for this GTAA.

Calculating Current and Future Need

3.18 The primary change to PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews, ORS sought to collect information required to assess each household against the planning definition. As the revised PPTS was only issued in 2015, only a small number of relevant

appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraph 2.25 for an example) – these support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.

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

Applying the Planning Definition

3.20 The household survey included a structured set of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:

- Whether any household members have travelled in the past 12 months.
- Whether household members have ever travelled.
- The main reasons for travelling.
- Where household members travelled to.
- The times of the year that household members travelled.
- Where household members stay when they are away travelling.
- When household members stopped travelling.
- The reasons why household members stopped travelling.
- Whether household members intend to travel again in the future.
- When and the reasons why household members plan to travel again in the future.

3.21 When the household survey was completed, the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for the purposes of work and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

3.22 Households that need to be considered under the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be included in the GTAA:

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

3.23 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments, through the SHMA or HEDNA for example.

Unknown Households

3.24 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.

3.25 The estimate seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50%[7] 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).

3.26 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could form a confirmed component of need to be addressed through the GTAA or the SHMA/HEDNA.

3.27 Data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) and in some local authority areas, particularly in the London Boroughs, it has been found that 100% of households do not meet the planning definition.

3.28 ORS are not implying that this is an official National Statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and ORS have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

3.29 This would suggest that it is likely that only a small proportion of the potential need identified from unknown households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA.

[7] See Chapter 7

3.30 Consortium authorities will therefore need to carefully consider how to address the accommodation needs associated with unknown Travellers as it is unlikely that all of this accommodation need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies, the consortium authorities could consider the use of a specific site allocation/protection policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that can provide evidence that they meet the definition. An assessment of accommodation need for unknown Travellers can be found in **Appendix C**.

Households that do not meet the Planning Definition

3.31 Households who do not travel fall outside the planning definition of a Traveller. However, Romany Gypsies and Irish and Scottish Travellers[8] may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act 2010. In addition, provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the accommodation needs (but not necessarily to make provision for) 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[9] related to this section of the Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will already have been assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of accommodation need for Travellers that do not meet the planning definition can be found in **Appendix D**.

Supply of Pitches

3.32 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[10].
- Pitches vacated by people moving to housing.
- Pitches vacated by people moving from the study area (out-migration).

3.33 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 of the site. The report will highlight where vacant pitches have or have not been considered as components of supply.

[8] Only these specific groups of Travellers are included as protected characteristics.
[9] *Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats*. (DCLG - March 2016)
[10] Including pitches on sites that have been implemented but not completed.

Current Need

3.34 The second stage was to identify components of current accommodation need. This is made up of the following components:

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

Future Need

3.35 The third and final stage was to identify components of future accommodation need. This includes the following four components:

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

3.36 Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail in Chapter 7 of this report.

3.37 All of these components of supply and accommodation 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 accommodation needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the accommodation needs are identified in 5 year periods to 2036. These can be found in Chapter 7 and in Appendices C and D.

Pitch Turnover

3.38 Some assessments of accommodation 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 accommodation need as in the majority of cases vacant pitches on sites are not available to meet any additional accommodation need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

> *West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward migration yet no such*

> *scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.*

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

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

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

Transit Provision

3.41 PPTS (2015) also requires an assessment of the accommodation 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 travel through different areas. These include formal transit sites, temporary stopping places, seasonal sites and negotiated stopping agreements.

3.42 In order to investigate the potential need for transit provision, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders was also taken into consideration when determining this element of accommodation 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 sites 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 the Study Area

Fareham Borough Council

4.6 In Fareham Borough, at the baseline date (September 2016) for this study, there were no public sites; 4 private sites with permanent planning permission for 11 pitches; no sites with temporary planning permission; no sites that are tolerated for planning purposes; no unauthorised sites; and no Travelling Showpeople yards. Further details can be found in Chapter 6 and **Appendix E.**

Figure 17 - Total amount of authorised provision in Fareham Borough (September 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	4	11
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	0	0

Gosport Borough Council

4.7 In Gosport Borough, at the baseline date (September 2016) for this study, there were no public sites; no private sites; no sites with temporary planning permission; no sites that are tolerated for planning purposes; 1 unauthorised site with 3 pitches[11]; and no private Travelling Showpeople yards. Further details can be found in Chapter 6 and **Appendix E**.

Figure 18 - Total amount of authorised provision in Gosport Borough (September 2016)

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

Havant Borough Council

4.8 In Havant Borough, at the baseline date (September 2016) for this study, there were no public sites; no private sites with permanent planning permission; no sites with temporary planning permission; no sites that are tolerated for planning purposes; no unauthorised sites; and no Travelling Showpeople yards.

[11] This site is allocated in the Local Plan under Policy LP26 to meet the identified need from the previous GTAA.

4.9 However an application was made in March 2016 for 2 pitches on a site in Havant that is owned by households who were believed to spend the majority of their time travelling for work, but who are understood to have a postal address in Portsmouth. The land does currently have planning consent for stables but the application for residential pitches was refused and is the subject of an appeal that has been held in abeyance whilst a revised planning application for a single pitch is considered. The site is now occupied on an unauthorised basis. Further details can be found in Chapter 6 and **Appendix E**.

Figure 19 - Total amount of authorised provision in Havant Borough (September 2016)

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

New Forest District

4.10 In New Forest District, at the baseline date (September 2016) for this study, there were no public sites; 6 private sites with permanent planning permission for 27 pitches; no sites with temporary planning permission; no sites that are tolerated for planning purposes; no unauthorised sites; 2 private Travelling Showpeople yards with 4 plots; and 2 unauthorised Travelling Showpeople yards with 7 plots. There is also a private transit site with 12 pitches. Further details can be found in Chapter 6 and **Appendix E**.

Figure 20 - Total amount of authorised provision in New Forest District (September 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	6	27
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	1	12
Travelling Showpeople Provision	2	4

New Forest National Park

4.11 In New Forest National Park, at the baseline date (September 2016) for this study, there were no public sites; 2 private sites with permanent planning permission for 3 pitches; no sites with temporary planning permission; no sites that are tolerated for planning purposes; 1 unauthorised site with 1 pitch; and 1 private Travelling Showpeople yard with 1 large plot currently accommodating 8 households. Further details can be found in Chapter 6 and **Appendix E**.

Figure 21 - Total amount of authorised provision in New Forest National Park (September 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	2	3
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision[12]	1	1

Test Valley Borough Council

4.12 In Test Valley Borough, at the baseline date (September 2016) for this study, there were no public sites; 12 private sites with permanent planning permission for 13 pitches; 1 site with temporary planning permission with 1 pitch; 2 sites that are tolerated for planning purposes with 3 pitches; 1 site with a live planning application for 1 pitch; 1 additional pitch on a private site that is the subject of planning appeal; 2 unauthorised sites with 5 pitches; and 5 private Travelling Showpeople yards with 20 plots. Further details can be found in Chapter 6 and **Appendix E**.

Figure 22 - Total amount of authorised provision in Test Valley Borough (September 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	12	13
Private sites with temporary planning permission	1	1
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision (authorised)	5	20

Winchester City Council

4.13 In Winchester City, at the baseline date (September 2016) for this study, there were no public sites; 16 private sites with permanent planning permission for 44 pitches; 4 sites with temporary planning permission for 13 pitches; no sites that are tolerated for planning purposes; 4 unauthorised sites with 8 pitches; 5 private Travelling Showpeople yards with 9 plots[13]; 5 tolerated Travelling Showpeople yards with 14 plots; and 1 unauthorised Travelling Showpeople yards with 3 plots. Further details can be found in Chapter 6 and **Appendix E**.

Figure 23 - Total amount of authorised provision in Winchester City (September 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	16	44
Private sites with temporary planning permission	4	13
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0

[12] Whilst there is only 1 large plot at this yard it currently accommodates 8 households.
[13] Excluding Carousel Park (see Chapter 6).

Travelling Showpeople Provision (private)	5	9
Travelling Showpeople Provision (temporary)	2	2

Caravan Count

4.14 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.'

4.15 As this count relates to caravans and not households, it makes it more difficult to interpret for a study such as the GTAA 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 the PPTS (2015) and *Draft guidance to local housing authorities on the periodical review of housing needs* (2016) regarding close engagement with communities, 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 accommodation 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 19 contacts were made with consortium authority Officers from the study area in the form of interviews or email returns providing information. Consortium authority representatives involved in the study included Officers in Planning, Housing, Enforcement; Environmental Health, Health and Safety and Gypsy Liaison. Completed interviews are listed in Figure 24 below.

Figure 24 – Interviews completed/information received – consortium authority Officers

Housing Association	Interviews/ Contacts	Departments
Fareham Borough Council	**3**	Planning, Environmental Health, Parking and Enforcement
Gosport Borough Council	**1**	Planning
Havant Borough Council	**3**	Planning, Environmental Control, Health and Safety
New Forest District Council	**3**	Planning, Legal Department
Test Valley Borough Council	**4**	Planning, Housing
Winchester City Council	**3**	Planning, Enforcement, Housing
New Forest National Park Authority	**1**	Planning
Hampshire County Council	**1**	Gypsy Liaison

5.4 As stated in the PPTS (2015), local authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). Interviews were completed with 9 local authorities either within Hampshire but not directly involved with this GTAA, or with local authorities that neighbour Hampshire:

- Basingstoke & Deane Borough Council
- Dorset Council
- Eastleigh Borough Council
- East Hampshire District Council
- Hart District Council
- Portsmouth City Council
- South Downs National Park Authority (SDNPA)
- Southampton City Council
- Wiltshire Council

5.5 Interviews with five Housing Associations were completed (First Wessex, Radian, Sanctuary, Stonewater and Winchester Housing Trust), along with an interview with the manager of two Gypsy and Traveller sites. Four Housing Associations also responded to questions by email (Affinity, Bournemouth Churches, English Rural and Sovereign).

Figure 25 – Contact with Housing Associations

Housing Association	With properties in (LA)						Outcome of contacts
	Fareham	Gosport	Havant	New Forest	Test Valley	Winchester	
A2 Dominion	✓					✓	Unsuccessful contact
Affinity Sutton Homes Group	✓	✓					Email response: Affinity does not formally hold these records and do not ask residents to declare their background in this manner – suggests that local authorities add a requirement for equality and diversity monitoring to their criteria when issuing forms for the housing register. In this way they would capture this information at source and understand the need within their own boroughs.
Aster			✓	✓	✓		Contact via local authority for Test Valley who agreed to contact Gypsy and Traveller households on behalf of ORS to encourage participation by them in this study. Unsuccessful contact for New Forest/Havant

Housing Association	With properties in (LA)						Outcome of contacts
	Fareham	Gosport	Havant	New Forest	Test Valley	Winchester	
Bournemouth Churches	✓	✓			✓		Email response for Fareham and Test Valley: Currently do not have Gypsies or Travellers residing in their properties. If Gypsies or Travellers were to apply to access their services, they would normally make a note of their status on their systems for both supported and general needs services. *We are interested in providing housing and services for Gypsies and travellers in the future, so anything that comes of out this piece of research would be of interest to us. Feel free to pass our details to the consortium authorities as an interested party. Do keep me informed of the outcomes of this research.*
Drum		✓					For older people only – not relevant to this study.
English Rural				✓	✓		Response via email: English Rural Housing Association interviews applicants and from information on the application form and at interview would be aware of any Gypsies and Travellers in their properties. They do not carry out specific monitoring; if residents require support which is identified at tenancy sign up or through other monitoring they visit them to discuss. They do not have statistics available/not able to help with recruiting Gypsies/Travellers for interview.

Housing Association	With properties in (LA)						Outcome of contacts
	Fareham	Gosport	Havant	New Forest	Test Valley	Winchester	
First Wessex	✓	✓		✓		✓	Successful interview: They have two relevant households across their 11 local authority areas in Hampshire; one in Gosport and one in Havant. FW rang the two households leaving messages for them to participate in the study. Having had no response from these calls a staff member visited both households inviting them to take part and left ORS and FFT leaflets with them.
Guinness	✓	✓	✓				Unsuccessful contact
Hanover	✓	✓			✓		For older people only – not relevant to this study.
Housing and Care 21					✓		For older people only – not relevant to this study.
Hyde	✓	✓		✓	✓	✓	Unsuccessful contact
James Butcher		✓					For older people only – not relevant to this study.
Portsmouth Rotary		✓					For older people only – not relevant to this study.
Radian	✓	✓	✓	✓	✓	✓	Successful interview: Have properties across Hampshire and have recently completed a Census of residents but no information is held on Gypsies and Travellers - this question is not asked on the core registration form by LAs. *If LAs approached us and asked us to include that question for the census we would do that in future.* But this will not be done again until five years hence and could not be done retrospectively.

Housing Association	With properties in (LA)						Outcome of contacts
	Fareham	Gosport	Havant	New Forest	Test Valley	Winchester	
Sanctuary	✓						Successful interview: Sanctuary has sheltered accommodation in Hampshire. Gypsies and Travellers would not necessarily identify themselves as such – they could say 'White British'. All Housing Associations in Hampshire are allocated via Choice lettings and on the LA housing registers so the LAs should collect this information at registration. However, Radian believes they have no Gypsies and Travellers in their Hampshire properties.
Sentinel					✓	✓	Successful interview: Sentinel has just completed a census of all tenants and do record ethnicity. They offered to help in recruitment of Gypsies and Travellers for interview but of all the 20 Gypsy and Traveller households identified in Hampshire, none were within the areas of this consortium.
Southern Housing Group			✓				No contact
Sovereign				✓	✓	✓	Contact via email: They have four Gypsy and Traveller households and have sent leaflets to these on our behalf. However, despite a number of requests they have not confirmed, in which Local Authority areas these households are located.
Spectrum				✓	✓		Unsuccessful contact
Stonewater	✓			✓	✓		Successful interview: Stonewater has just undertaken a census and have 22 Gypsies and Travellers registered across the UK and two of these are in Hampshire; both of them in Southampton.

Housing Association	With properties in (LA)						Outcome of contacts
	Fareham	Gosport	Havant	New Forest	Test Valley	Winchester	
Winchester Housing Trust						✓	Successful interview: WHT has no Gypsies and Travellers in their properties which are allocated through Hampshire Home Choice from the Winchester City Council waiting list.

5.6 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.

5.7 The first section provides the response from key stakeholders and Council Officers from the study area. This section of the report presents a balanced summary of the views expressed by stakeholders. It is important to note that these may be the personal views of the individuals that were interviewed and that they **do not necessarily** represent the official policy of the organisation that they work for.

5.8 The number of interviews undertaken is viewed to be satisfactory and consistent with similar GTAAs completed by ORS.

Fareham

Accommodation Need

5.9 There are four private sites in Fareham with a total of 11 permitted pitches.

5.10 The last GTAA in 2013 was a joint study that indicated a need for extra pitches and sites on a regional scale. Local authorities met to discuss where the sites would be best located.

5.11 Although all the sites in Fareham are believed to be full, there are no known issues or overcrowding, as confirmed by the biannual Gypsy and Traveller count. The sites are considered to be successful.

5.12 The Council aims to identify the accommodation needs of Gypsies and Travellers and to identify sites to meet the need for the next 20 years whilst being careful not to discriminate against those looking to go into housing. The local authority aims to have the current local plan submitted for examination in 2018. The existing Gypsy and Traveller policies can be found in the Core Strategy (2011) and The Development Sites and Policies Plan (2015). The Development Sites and Policies Plan allocates extra pitches on two existing sites for Gypsies and Travellers in the Borough. Both sites now have permanent permission for *four and five* pitches.

5.13 Officers interviewed for the current study were not aware of any provision currently for Travelling Showpeople.

Travellers living in Bricks and Mortar

5.14 Officers interviewed had knowledge of one Gypsy and Traveller household living in bricks and mortar. This household was interviewed as part of the GTAA.

Short-term Roadside Encampments and Transit Provision

5.15 As of August, in 2016 there had been nine incursions – one in February and eight between mid-April and mid-August. The last one had up to 25 caravans plus associated vehicles over seven weeks. The Council was applying the legal process but when the group began fly tipping and becoming unruly the police became involved.

5.16 Gypsies and Travellers travel in the summer for work – tree surgery, paving etc. This can lead to unauthorised encampments on public land. In addition, a number of encampments occur during the time of the nearby annual Wickham Horse Fair in May. There is currently no temporary provision for people attending this fair. An Officer in the Council believes that Gypsies and Travellers return to bricks and mortar in the winter and that having more permanent sites would not influence the number of unauthorised encampments.

5.17 The Locks Heath Recreation Ground and Fareham Leisure Centre are favoured areas for unauthorised camps; being within the urban area, close to A-Roads and with easy access in spite of the gates being locked.

5.18 Officers were unsure about whether to have transit provision in Fareham acknowledging that it is a difficult issue politically and they raised questions over design, size, facilities and ongoing maintenance. In any case any such site, they believed, should only accommodate travellers for up to a week.

5.19 This officer believes that installing better defences against incursions should be a priority for the Council and also would also like to see local authority powers amended at national level to make eviction an easier process.

Cross-border Issues and the Duty to Cooperate

5.20 The commissioning of a joint GTAA is in itself evidence of working with neighbouring authorities.

5.21 Fareham works with other authorities, particularly in the south of the county informing and frequently updating on the location of travellers. They also have a monthly teleconference call organised by the police which is considered to be useful.

5.22 In addition, PUSH (Partnership for Urban South Hampshire) is a working group for local authorities to come together on housing issues. PUSH produces their own evidence base which aims to address the strategic issues in the sub-region. Planning officers of member authorities meet regularly to discuss strategic issues and satisfy the requirements of duty to cooperate.

5.23 The Council also works very closely with the Police on matters of unauthorised encampments.

Gosport

Accommodation Need

5.24 There is currently one site in Gosport with an allowance for three pitches which was recommended in the last GTAA.

5.25 Gosport has developed a policy in the latest local plan for Gypsies and Travellers and will take information from this study forward into recommendations. The development criteria within the policy provide a robust means of assessing any need arising from this study (part of LP26).

5.26 The last GTAA did not identify a need for a site for Travelling Showpeople in the area.

Short-term Roadside Encampments and Transit Provision

5.27 In May 2016 there were some short-term encampments in relation to Wickham Fair: three were on public land with insufficient barriers and, therefore, easy to access. This has also happened on previous years but is considered to be nothing compared to the problem in other local authority areas.

5.28 As Gosport is on a peninsula and not on the main traveller route through Hampshire there is not a high level of unauthorised encampments and therefore there is no need for a transit site.

Cross-border Issues and the Duty to Cooperate

5.29 *We tend to work quite collaboratively in Hampshire on this issue.* Collaborative working extends beyond the consortium for this study and depends on where authorities are in terms of their planning policy work. It works well and meets the duty to cooperate and is a good example of local authorities working together on cross boundary issues. Aside from the working group for the current study, there is the joint authorities Gypsies and Travellers Panel for members and officers and this meets periodically (e.g. at publication of last Assessment – to take on new evidence and policy direction). Also, the Hampshire Local Government Association works across the board at all different levels in local government and has working groups involving members and officers.

5.30 The Officer believes that neighbouring local authorities are meeting their own needs in relation to Gypsies and Travellers.

Havant

Accommodation Need

5.31 There are no permanent sites in the Borough and no need identified in the last GTAA. In the core strategy Havant has a policy to meet the needs as identified in the GTAA, or consider speculative proposals.

5.32 Havant received a planning application for a private site for two permanent units, amenity blocks and space for two tourers which was refused by planning on policy grounds and are awaiting the outcome of the appeal. The site is currently occupied on an unauthorised basis and a new planning application has been submitted for a single pitch.

Short-term Roadside Encampments and Transit Provision

5.33 There were considerable problems ten years ago with illegal encampments in Havant particularly Irish Travellers during the Easter holidays on the Coastal Park, which incurred bills in excess of £20k for clean-up. An enforcement team was established who reduced the time to evict from four or five weeks to one week. They also had costs served on travellers by the bailiffs for fly tipping and defended the sites effectively against incursions, all of which resulted in the present situation where very few travelling gypsies and travellers go to Havant.

5.34 Over the last two years there have been occasional encampments mainly for work. However:

> *One group likes to go to Europe to Disneyland Paris and Park Asterix – they'll go to Hayling Island and one of my colleagues will serve the papers on them and that's about it.*

5.35 On the issue of whether there should be more transit provision in the area, a number of points were raised:

- Political objections
- Management – unlikely that Havant would want to run a site from council funds. Are there any models of private management which would not cost the taxpayer?
- Travellers tendency to treat such sites as their own and preventing use by others
- Travellers unwilling to pay for sites.

Cross-border Issues and the Duty to Cooperate

5.36 The local constabulary run Operation Quebec for all Hampshire local authorities in which they proactively apply Section 61 of the Act to move on unauthorised encampments so long as certain points are met including: more than six vehicles; some form of damage incurred by travellers to access the site or causing distress to the site owner or their representatives. This means that Hampshire is on a level with Surrey Police in terms of GTAA enforcement. It allows information sharing and sharing of best practice between local authorities via teleconference meetings.

5.37 Havant also has a shared management team with East Hampshire on enforcement.

5.38 An officer in Havant shares information on traveller movements with an officer in neighbouring Portsmouth City.

5.39 There is joint working in other planning areas generally – other policy teams including development plans group and planning research liaison group, for instance.

New Forest District (outside of the NFNP)

Accommodation Need

5.40 Existing permanent provision in the district outside of the National Park is as follows: sites with 20, four, three (x2), two (x2), and one (x3) pitches – 37 pitches in all. The largest is a former Hampshire County Council site (now known as Marchwood Park) and the others are authorised private sites.

5.41 Since the last GTAA was published in 2013, land has been allocated in the Local Plan Part 2 (2014) to expand Little Testwood privately owned caravan site (currently with two pitches) to provide both residential and additional (to existing) transit pitches (Policy TOT10). This has not as yet been implemented.

5.42 There are also currently three sites for Travelling Show People; one with four pitches and the other two with two pitches (10 pitches in all). Two of these sites are unauthorised private sites with established use rights and one is an authorised private site.

5.43 New Forest District has the only authorised transit site in Dorset and South Hampshire (23 pitches).

5.44 Officers believe there is no obvious evidence of deficit although another stakeholder believes that provision will never be sufficient owing to new household formation.

5.45 Officers raised the issue of whether residential caravan parks could be used as accommodation for settled travellers.

5.46 The Marchwood Park site is fully occupied and well maintained by the owners. However, according to one interviewee, it was a mistake to privatise this site and the other former Council site in the New Forest District Council area because they are being run by individual families to the exclusion of other gypsies and travellers. Furthermore, by selling the sites and not leasing them it is considered that there is no way back to Council ownership for these sites.

Cross-border Issues and the Duty to Cooperate

5.47 South Hampshire / Hampshire joint working on needs assessments is an example of cross border cooperation. However, Officers felt there could be better liaison across the county boundary. They are aware of work being done in Dorset through membership of the Dorset Strategic Planning Policy Managers Forum.

New Forest National Park

Accommodation Need

5.48 There are currently two small private sites and one Travelling Showpeople yard with permission for a maximum of 12 caravans. The National Park Authority is aware that this yard is overcrowded. There is also 1 unauthorised site that is the subject of an ongoing planning appeal.

5.49 The two private sites for Gypsies are in Wiltshire - the northern part of the National Park. One of these sites was recently made permanent. The Officer interviewed was not aware of any overcrowding on the Gypsy sites.

5.50 Since the last GTAA was published in 2013, the Officer interviewed admits that the National Park has done little because the GTAA did not fit well with the timing of the review of their planning policies (currently underway). They became involved, however, in the joint Hampshire update to inform the latest policy review.

5.51 The background is that they had an adopted core strategy and planned for a subsequent planning document that would look at provision for Gypsies and Travellers, but due to the changes in the planning

system, they decided on just one review of the local plan and to wrap everything up in the one document; so that is within this review.

5.52 The current need was two, due to some sites only having temporary permission, and a future need of two sites. One has been granted a further (personal) permission.

5.53 A planning application was submitted recently by a dependent of the family living on the current Showperson site but it was refused on landscape grounds.

5.54 The Officer is uncertain whether the current accommodation is sufficient or whether local Gypsies would prefer to find their own site. The situation is complicated because they are not a housing authority and question how appropriate it is to have those housing needs addressed within the park; how much those travellers need to be in the park and their relationship with the national park itself as opposed to just over the boundary in Wiltshire or New Forest District.

Bricks and Mortar Contacts

5.55 Historically, there has been quite a big settled community at Thorney Hill, near Bransgore arising from a settlement policy during the 1950s. The Officer did not know specific families.

Short-term Roadside Encampments and Transit Provision

5.56 Calshot, on the coast, has witnessed multiple incidents of unauthorised encampments in a carpark, mostly by Gypsies visiting family.

Cross-border Issues and the Duty to Cooperate

5.57 As the two Gypsy sites are in the Wiltshire area of the National Park there has been some liaison with Wiltshire. Some confusion has arisen in the past over which authority deals with planning needs although this has improved in recent years through joint working and liaison.

5.58 The caravan count was an issue because it is undertaken by the local authority, meaning that the number in the Park was included within Wiltshire's figures. There was, therefore, some confusion because the same sites were counted twice, between the two authorities. This has now been resolved with Wiltshire removing the figures within the National Park from their count.

5.59 The National Park works closely with New Forest District Council, who is their immediate neighbour on a large portion of the national park's boundaries. They work together on a variety of different issues, including looking at broad housing needs. The National Park has good working relationships with all of its neighbouring authorities and believes that this is essential for considering transit sites and understanding the flow of travellers throughout the larger area. *Joint-working is worth it just to understand those relationships better.*

5.60 The officer interviewed was aware of individual planning applications in the adjacent authorities that have been permitted, which is evidence of them actively addressing the needs in their areas.

Test Valley

Accommodation Need

5.61 There are currently 12 private sites all with permanent planning permission for one pitch. There is one site that has temporary planning permission (which expires in July 2017), two sites that are tolerated for planning purposes, and 2 unauthorised sites. In addition an application has been received for one further Romany Traveller pitch and associated development and this is pending consideration.

5.62 There are five yards that have permanent planning permission for Travelling Showpeople in Test Valley comprising 20 pitches collectively. Travelling Showpeople families living at Forest Edge Park, Gardeners Lane and Wellow have expressed a strong desire to develop land (within their control) adjacent to Forest Edge Park and have submitted several planning applications which have been refused or withdrawn. The existing yard is at full capacity and the families would like to expand the yard. The Council proposed to allocate three additional plots within their draft Regulation 18 Gypsy and Traveller Development Plan Document (2015).

5.63 The Council is not aware of any overcrowding or concealed households amongst the Gypsy community.

5.64 The Council has received recent planning applications for Gypsy sites which have been refused.

5.65 Since the Forest Bus GTAA was published in 2013, Test Valley has permitted four private Gypsy and Traveller sites (each site containing one pitch) which has met the short term need requirement between the period 2012 – 2017 (4 pitches) as identified through the GTAA.

5.66 The Council is preparing a Gypsy and Traveller Development Plan Document (DPD) to meet the medium and long term need requirement and undertook public consultation on the draft DPD between February and March 2015. Since consultation, the Council is updating the evidence base (ORS GTTAA study) in order to prepare a robust and sound DPD that meets the requirements contained in the amended Planning Policy for Traveller Sites.

Bricks and Mortar

5.67 There has been no recent increase in Gypsies and Travellers seeking bricks and mortar accommodation. Most travelling families do not look to the Council to provide them with accommodation and there are very few Gypsy and Traveller families on the Council's housing register. However, data held on the housing register for these communities is limited. Although data on ethnicity is collected, it is not a compulsory requirement to provide this data when registering. From a register of around 1,900 households registered in Test Valley, there were only two households that identified themselves as Gypsies or Travellers[14].

5.68 Within the last five years there have been no enquiries received from Travelling Showpeople for bricks and mortar accommodation. Since 2011, 15 Gypsy or Traveller households have been housed in bricks and mortar in Test Valley.

5.69 Test Valley is strongly committed to enable local people to live in their villages. The allocation process follows so that if a family has traditional Gypsy or Traveller roots in a particular area, their preference would be honoured according to locality.

[14] These households on the register and housed were contacted by Test Valley to be interviewed for this study by ORS.

Short-term Roadside Encampments and Transit Provision

5.70 Test Valley has no public or private Transit Sites or Emergency Stopping places. The general approach is to move people on. An Officer stated that there is a need to prioritise unauthorised encampments and have a clear understanding of the transit provision that is required. Officers believe that having a transit site would help to manage the whole process by providing appropriate facilities and offering the certainty over where travellers can stop legally. They are aware of the private and public models operating elsewhere and would look for a model to suit the Council.

5.71 There are on average said to be five unauthorised encampments per year by Gypsies and New Age Travellers and these mainly occur in and around Andover (on highway verges, car parks and industrial units) and along the A303 corridor. Reasons are for travelling across the boundary, with the A303 providing a key link between Basingstoke, Andover and Salisbury. New Age Travellers stop around Andover on their route to and from Stonehenge for Solstice.

5.72 Roadside encampments also occur in the south of the Borough around Nursling and Ronwhams, Romsey and Timsbury, Wellow and Sherfield English areas and tend to be as a result of employment opportunities and fun fairs/steam fairs. There is also a strong Gypsy community in Wellow / Sherfield English area so it is likely that unauthorised encampments in these areas are as a result of visiting families and also moving on to Wiltshire.

5.73 This issue is considered not to arise from a shortage of permanent sites but rather from a lack of available transit sites in Test Valley and the rest of the County.

Cross-border Issues and the Duty to Cooperate

5.74 Test Valley is the commissioning authority for this joint GTAA as part of the Council's commitment to its duty to cooperate.

5.75 The Council has not been asked to help meet the need in neighbouring areas and does not believe that unauthorised encampments in Test Valley arise from a shortage of permanent sites in neighbouring areas.

5.76 Test Valley has attended duty to cooperate discussions with Wiltshire Council and Dorset regarding Transit Sites and Emergency Stopping Places.

5.77 It was noted that some authorities (Eastleigh and Basingstoke for instance) had opted to carry out their own independent GTAAs. A Test Valley officer advocated a forum for all Hampshire authorities for Officers to meet once or twice a year to discuss key issues / provision and sharing of best practice.

5.78 With regard to unauthorised encampments, the issue has been in discussion for some time and always centres around which authorities are going to have the sites in their areas.

Winchester

Accommodation Need

5.79 There is a mix of authorised, unauthorised, temporary and sites with action being taken against them in Winchester. There are about 30 main sites and no public sites. There used to be a public site with 18 pitches (Tynefield) but it was transferred to private ownership. The rest of the sites are smaller family plots

and pitches and the majority are inhabited by Gypsies with some Travelling Showpeople. Although there are Gypsies and Travellers all over the district, the main concentration is in the south which is a horticultural area and a traditional workplace for Gypsies and Travellers. Some families travel between neighbouring districts, particularly Eastleigh, Fareham and Havant to visit family. The south is also closer to travelling routes on the south coast.

5.80 The Tynefield site has 10 or 11 pitches which are currently unlettable and undergoing improvements. People have been allocated to the pitches and awaiting completion of the refurbishment on them. According to one interviewee, it was a mistake to privatise this site and the other former Council site in Winchester because they are being run by individual families to the exclusion of other Gypsies and Travellers. Furthermore, by selling the sites and not leasing them there is no way back for these sites to council ownership.

5.81 The main issue is the lack of sites and that the local authority is not meeting the need of its Gypsy/Traveller population. Winchester City Council knows there is demand but is unable to offer available sites. The team has taken a step back from enforcement action since in the past they have had to withdraw the notices. This is because planning inspectors have granted permissions on nearby sites for reasons of no supply and have not applied temporary restrictions either as there is no prospect of other sites.

5.82 Landowners do not generally want to sell because Gypsies negotiate hard on price. There was also no support for the Council from landowners when it was seeking sites and there was a belief that landowners are holding out for a better deal through the housing allocations process.

5.83 Winchester City Council currently has more unauthorised developments of settled people throughout the area 'than it can cope with'. Some developments are well established and have temporary planning permissions but the Council will not commit to granting permanent provision until the plan and allocations are in place. However, it is likely that those with temporary permissions will remain in spite of political pressures and complaints from local residents.

5.84 Some of the sites are considered to be suitable although inspectors have granted temporary permissions (because of the personal circumstances of the applicants) to a couple of sites that are not suitable for the long term owing to poor access or positioning. A couple of years ago a possible site was identified for allocation but a change in landowner meant that it had to be dropped, and that was the only site available.

5.85 Renewing temporary permissions, as the Council is doing, is not supposed to happen and is not helping the public or the Gypsies who are trying to settle down and in a lot of cases, have young children in school and want to know that they will be able to see their education through.

5.86 The issue is debated every three years and causes conflict. It incurs costs for the Gypsies in making new applications and acquiring statements to support those applications. The public then make their objections; believe they will get people moved and then become dissatisfied when the decision ignores their objections. Many of the sites have been occupied for 12 or more years and it is likely they will remain. Once these have been allocated the Council will know the shortfall.

5.87 One of the Travelling Showpeople yards (Carousel Park) is believed to be primarily occupied by Gypsies and Travellers and not by Travelling Showpeople. The yard is currently overcrowded with 57 caravans, the newer plots being particularly overcrowded with caravans side by side and not meeting any of the health and safety requirements for spacing. The plots are not laid out like Gypsy and Traveller sites (with space for

a static, a tourer, and a dayroom). Enforcement action is underway and a public enquiry is scheduled for June 2017.

5.88 The Traveller population is currently considered to be static but although they stay within Winchester, families move between sites, possibly owing to disputes. The population of migrant workers comprises long-standing families, for the most part, where demand is increasing because of the aging population.

5.89 The last GTAA results showed a need for Gypsies and Travellers, but it was produced too late to be used in the Core Strategy. It was then going to be placed in the Site Allocation Policy in the Local Plan, but again it was produced too late due to allocation site delays.

5.90 The results of the pitch need from the new GTAA will immediately go into the Local Plan Part 2 for the pitch targets and then separately used in the Development Plan Document for allocating sites. Identifying need is identified as the main priority for the Council

5.91 The Council is already prepared with potential sites, such as authorising unauthorised sites, extending current sites and use of small parcels of County Council land. They do not expect a great change in need from the last GTAA.

Short-term Roadside Encampments and Transit Provision

5.92 These are not considered to be a problem in Winchester as there are relatively few of them.

Cross-border Issues and the Duty to Cooperate

5.93 The South Downs National Park (SDNP) includes part of Winchester City Council and its draft Local Plan seeks tighter control over Gypsies and Travellers than Winchester City Council, for reasons of protecting the landscape. A couple of sites are currently under investigation in the South Downs and the Council is aware that some, if not all, of the people have moved to sites in Winchester.

5.94 The Council has a link Officer that visits and keeps the Park informed and Winchester Officers are also Officers for SDNP. The Park is relatively new and is yet to have its planning policies properly adopted. It currently has a Joint Core Strategy which sets out the general principles and is devising development management policies, which are focussed on dealing with applications. An Officer at Winchester Council believes that working with the Park will be confusing since it seems there will be different policies in different parts of the Park.

5.95 Winchester has a good relationship with all neighbouring local authorities particularly through planning. Aside from cooperating with other local authorities for this GTAA it keeps other local authorities informed of progress on the local plan and cooperates on employment, housing and health issues via regular meetings. The benefits of a GTAA completed jointly are the knowledge that there is a consistent approach in the local authorities and there is no double counting of Gypsies and Travellers to get incorrectly allocated.

5.96 When tested through the Local Plan, Winchester was found to meet the duty to cooperate, which the new GTAA will also help to demonstrate. Neighbouring local authorities also meet the duty to cooperate.

5.97 The South East Plan had a partial review by Hampshire-appointed consultants on a Hampshire wide basis.

5.98 Winchester has many sites and a positive approach towards Gypsies and Travellers. According to surveys it appears that some of the neighbouring authorities have relatively low provision, but they have no evidence to support this view.

Hampshire County Council

Accommodation Need

5.99 Since the last GTAA was published in 2013, there have been no new local authority or Travelling Showpeople sites in the County but there have been a number of private permissions particularly in Fareham and Test Valley and outside the consortium area in Hart and East Hampshire. These areas are considered to be traditional for Gypsies and Travellers over many years. Planning applications have also been received from Irish Travellers who have no local connections within the consortium area.

5.100 A need is considered to exist throughout Hampshire *because whichever unauthorised encampment you go to there is always the question, 'is there a bit of land we can settle on?'*

5.101 Quantifying the exact accommodation need is considered to be difficult although the County Officer interviewed believes that there are insufficient pitches in the County and frequently speaks to travellers who own land and they are applying for planning permission to install their own mobile homes for permanent occupation. The Officer also believes that if there were more transit sites, there would be more travellers on them who want permanent provision.

5.102 Permanent sites could be managed by the residents with a local authority mortgage to maintain some financial commitment. Although management needs to be tight, travellers who have 'ownership' normally keep their sites well maintained.

Bricks and Mortar

5.103 As Gypsies and Travellers get older, there is a tendency to seek bricks and mortar accommodation.

Short-term Roadside Encampments and Transit Provision

5.104 No transit provision has been developed and this is considered to be the main need in the County; local authorities should be proactive and get together to agree on two or three transit sites. This would avoid the honeypot effect arising from a single transit site. Unfortunately plans to deal with this issue never 'get off the drawing board'. The nearest public transit site was in Salisbury but it has been closed for three years and is unlikely to reopen. There is another public transit site in West Sussex. There is also a private transit site located in Crondall to the north of Hampshire (in Hart DC).

5.105 Many encampments occur on Hampshire County land and leads to enforcement action by the County Council, sometimes working with the police under Operation Quebec (which is considered to be used to good effect).

5.106 The number of caravans involved on individual sites is considered to be relatively few: the largest group this year, for example, being under 20 – normally there are up to six caravans in a group[15].

[15] The County Council has provided figures to ORS.

5.107 Easter to October is the main season for travel; main reasons being work and families getting away on 'traditional' trips. An estimated 75-80% is not looking for a permanent base, whereas the rest are looking to settle down in the area. The ideal size of site for transit provision would be up to ten pitches but no fewer than six. The site in Salisbury with 12 pitches was rarely full. A minimum of two transit sites is suggested in the South (M27) and two in the North (A303/M3) to cover the main arterial routes to Dorset and West Sussex, Surrey and the Thames Valley. This same provision was advocated in the 2005 GTAA.

5.108 Transit sites could be managed jointly by a group of local authorities.

Cross-border Issues and the Duty to Cooperate

5.109 The County works little with officers in neighbouring Counties; the main liaison being with Hampshire local authorities and encouraging them to work together and also with other Gypsy Liaison Officers in Hampshire (one in Havant and one in Basingstoke).

Neighbouring Local Authorities

5.110 The outcomes from the interviews with stakeholder in neighbouring local authorities can be found in **Appendix F**.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

6.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The household interview questions can be found in **Appendix G** – although the interviews were actually conducted using Computer Aided Personal Interviewing (CAPI) tablets.

6.2 Through desk-based research and stakeholder interviews, ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between June and October 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. All of the site lists have been agreed with each consortium authority and also include any unimplemented pitches with planning permission.

Fareham Borough Council

Figure 26 - Sites and yards visited in Fareham Borough

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Land adjacent to 293 Titchfield Road, Titchfield	1	1	-
Land south west of Burridge Road, Burridge	1	1	-
Land to rear of 302a Southampton Hill, Titchfield	5	0	3 x non-Travellers, 2 x no contact possible
The Retreat, 137 Newgate Lane, Fareham	4	0	4 x no contact possible
Bricks and Mortar			
302 Southampton Hill, Titchfield	1	1	-
TOTAL	**12**	**3**	

Gosport Borough Council

Figure 27 - Sites and yards visited in Gosport Borough

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Unauthorised Sites			
Land at Fareham Road	1	0	1 x no contact possible
TOTAL	**1**	**0**	

Havant Borough Council

6.3 There were no sites or yards identified in Havant Borough at the time of the fieldwork, although there is a small site where planning permission was refused for 2 pitches that is the subject of a planning appeal that has been held in abeyance whilst a revised planning application for a single pitch is under consideration. This site is now occupied on an unauthorised basis and an interview was conducted by the Hampshire Gypsy and Traveller Liaison Officer in March 2017 to determine the ethnicity and planning status of the household living on the site.

New Forest District Council

Figure 28 - Sites and yards visited in New Forest District

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Private Sites			
Blossom Farm, Ower	1	0	1 x no contact possible
Bury Brickfields, Marchwood	20	15	1 x refusal, 1 x pitch does not exist, 3 x no contact possible
Four Oaks, Ringwood	1	0	1 x no contact possible
Lake View, Ringwood	1	0	1 x no contact possible
The Paddocks, Wellow	2	0	2 x refusals
Private Travelling Showpeople Yards			
50A Hammonds Green, Totton	3	0	3 x no contact possible
Fairlands, Totton	1	1	-
Unauthorised Travelling Showpeople Yards			
Commercial Road, Totton	4	1	3 x refusals
59 Hammonds Lane, Totton	3	1	2 x refusals
Private Transit Sites			
Little Testwood Farm, Totton	12	2	10 x non-Travellers, 2 x no contact possible
TOTAL	**48**	**20**	

New Forest National Park

Figure 29 - Sites and yards visited in New Forest National Park

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Private Sites			
Brambly Hedge, Landford	1	1	-
Forest View, Lyndhurst Road, Broomhill	1	1	-
Summer Leah, Nomansland	1	0	1 x refusal - details from planning appeal and planning application
Travelling Showpeople Yards			
Coles Yard, Netley Marsh	1	1	1 interview was completed covering the 8 households living on the yard
TOTAL	**4**	**3**	

Test Valley Borough Council

Figure 30 - Sites and yards visited in Test Valley Borough

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Beechcroft, Weyhill	1	0	1 x refusal
Furb, Awbridge	1	1	-
Jactar, Awbridge	1	1	-
Little Acorns, West Wellow	1	0	1 x no contact possible
Love Acre, Awbridge	1	1	-
Paddock, Ampfield	1	0	1 x refusal
The Firs, Weyhill	1	0	1 x refusal
The Orchard, West Wellow	2	1	-
The Stables, Lopcombe	1	1	-
Treetops, East Wellow	1	1	-
Wellow Wood Paddock, West Wellow	1	1	-
Woodview Farm, Romsey	1	0	1 x no contact possible
Temporary Sites			
The Atchen Tan, Netherton	1	0	1 x no contact possible
Tolerated Sites			
Grateley Drove, Quarley	1	1	2 x pitch does not exist
Ox Drove, Thruxton	2	0	2 x no contact possible
Unauthorised Sites			
Leckford Lane, Stockbridge	1	0	1 x no contact possible
Wellow Way, West Wellow	4	0	4 x refusals

Undetermined Sites			
The Paddock, Upton Lane, Nursling	1	0	1 x no contact possible
Wellow Wood Paddock, West Wellow	1	0	1 x unoccupied
Travelling Showpeople Yards			
Lakeside, Awbridge	1	0	1 x non-Travellers
Land Adjacent The Firs, Picket Piece	4	0	3 x pitch does not exist, 1 x no contact possible
Land Adjacent To Valley View Business Park, Picket Piece (My Way)	6	3	3 x vacant
Land At Halls Copse, East Wellow	7	8	1 x vacant
Land south of Halls Wood, East Wellow	2	1	1 x no contact possible
TOTAL	**44**	**20**	

Winchester City Council

Figure 31 - Sites and yards visited in Winchester City

Status	Pitches	Interviews	Reasons for not completing interviews
Private Sites			
Ash Farm, Wickham	2	2	-
Ashbrook Stables, Colden Common	1	2	-
Beacon Haven, Swanmore	6	3	2 x unimplemented, 1 x vacant
Big Muddy Farm	1	1	-
Bowen Farm	3	3	-
Carousel Park	n/a	n/a	See paragraph 4.7
Land Opposite Woodward Farm, Upham	1	1	-
Land west of Lasek, Mislingford	1	0	1 x refusal
Little Ranch, Fishers Pond	1	0	1 x refusal
Plot 4, The Nurseries, Shedfield	3	1	2 x plots not laid out
Rambling Renegade, Shedfield	2	1	1 x no contact possible
Riverside, Highbridge	1	1	-
The Ranch, Denmead	1	0	1 x non-Travellers
Travellers Rest, Bishops Sutton,	1	0	1 x vacant
Tynefield	18	7	10 x vacant, 1 x refusal
Westfork, Hambledon	1	2	-
Windy Ridge, Old Mill Lane, Denmead	1	1	-
Temporary Sites			
Barn Farm Caravan Park, Swanmore	5	5	-
Joymont Farm, Southampton	1	1	-
Ourlands, Knowle	3	3	-
The Piggeries, North Boarhunt	4	0	4 x refusals
Unauthorised Sites			
Cushty Tan, Wickham	1	1	-

Land Adj Gravel Hill, Swanmore	3	1	1 x no contact possible, 1 x non-Traveller
Stablewood Farm, Swanmore	1	1	-
The Old Piggery, North Boarhunt	3	1	2 x refusals
Private Showpeople Yards			
Carousel Park, Winchester	n/a	n/a	See Paragraph 6.5
Grig Ranch, Wickham	1	0	1 x no contact possible
The Bungalow, North Boarhunt	2	2	-
The Haven, Denmead	1	0	1 x non-Travellers
The Orchard, Swanmore	4	5	2 x refusals
The Vardo, Swanmore	1	1	-
Tolerated Showpeople Yards			
Firgrove Lane, North Boarhunt	8	0	8 x refusals
Plot 3, The Nurseries, Shedfield	1	0	1 x no contact possible
Plot 6, The Nurseries, Shedfield	2	2	-
Plot 7, The Nurseries, Shedfield	2	1	1 x plot not laid out
Stokes Yard, Waltham Chase	1	1	-
Unauthorised Showpeople Yards			
Plot 1, The Nurseries, Shedfield	1	2	-
Plot 2, The Nurseries, Shedfield	1	4	-
5 The Nurseries, Shedfield	1	1	-
TOTAL	**91**	**57**	

6.4 There are 2 sites in Winchester that need specifically referencing. These are the former public Gypsy and Traveller site at Tynefield, and the Travelling Showpeople yard at Carousel Park. During the fieldwork a number of vacant pitches were identified at the Tynefield site. Discussions with the site manager identified that a total of 10 pitches were currently being refurbished and would be completed to rent back out in autumn 2016. These are therefore included as components of available supply in this GTAA.

6.5 The circumstances at Carousel Park are more complicated. During the course of the fieldwork it became apparent that there were significantly more plots on the yard than the 9 that have planning permission. It was also clear that on a number of plots there were more than the permitted maximum of 3 caravans. There were a number of plots that were occupied by migrant workers from Hungary and Romania, and also other plots that were occupied by English and Irish Travellers and not by Travelling Showpeople. There was also very little evidence of equipment and vehicles on the yard that would usually be associated with a Showman's yard. Unfortunately, despite all efforts to interview the residents, only 2 interviews were completed. Carousel Park has planning permission for occupancy by Travelling Showpeople and is the subject of an on-going planning enforcement appeal which will consider the future occupancy of the yard. The status of the yard and the needs of its residents are expected to be considered through the planning appeal process. Therefore, accommodation need associated with Carousel Park is not included in the GTAA at this time.

Efforts to contact bricks and mortar

6.6 ORS applied a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through a range of

sources including the interviews with people on existing sites and yards, intelligence from the consortium authorities and housing providers, and adverts on social media (including the Friends Families and Travellers Facebook group).

7. Current and Future Pitch Provision

Introduction

7.1 This section focuses on the additional pitch provision which is needed by the consortium authorities in the study area currently and up to 2036. This includes both current unmet accommodation need and accommodation 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 difficultly in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation is felt to be the most appropriate methodology to use.

7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.

7.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit provision.

Planning Definition

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

New Household Formation Rates

7.5 Previously, a national household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates*. The main conclusions are set out here and the full paper is in **Appendix H**.

7.6 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic so the only proper way to project future population and household growth is through demographic analysis.

7.7 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than growth in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

7.8 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

> *In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.*

7.9 In addition the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

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

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

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

7.12 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement was based on likely new household formation based on the age and gender of the children. This was 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.

7.14 The table below sets out the new household formation rates that have been used for those households that meet the planning definition and for those households that do not meet the planning definition – or whether household demographics have been used due to low numbers of children being present. The national rates of 1.50% and 1.00% respectively have been applied to unknown Gypsies and Travellers and Travelling Showpeople.

Figure 32 – New household formation rates used

	Gypsies & Travellers		Travelling Showpeople	
	Meet Planning Definition	Do Not Meet Planning Definition	Meet Planning Definition	Do Not Meet Planning Definition
Fareham	Demographics	Demographics	-	-
Gosport	-	-	-	-
Havant	Demographics	-	-	-
New Forest DC	Demographics	1.70%	Demographics	Demographics
New Forest NP	Demographics	Demographics	Demographics	Demographics
Test Valley	Demographics	Demographics	1.75%	Demographics
Winchester	1.95%	1.75%	1.70%	Demographics

Breakdown by 5 Year Bands

7.15 In addition to the tables which set out the overall accommodation need for Gypsies, Travellers and Travelling Showpeople, the overall accommodation need has also been broken down by 5 year bands as required by PPTS (2015). The way that this is calculated is by including all current accommodation need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from older teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is then split across the 5 year bands based on the compound rate of growth that was applied (or the site demographics) – as opposed to being spread evenly.

Applying the Planning Definition

7.16 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal

responses to interviewers as oral evidence is appropriate when determining whether households meet the planning definition. Only those households that meet the planning definition, (i.e. in that they were able to provide information during the household 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 planning definition have also been included as a potential additional component of accommodation need from unknown households. Accommodation need for households that do not meet the planning definition are assessed for illustrative purposes only and to provide evidence to support the SHMA or HEDNA.

Fareham Borough Council

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

Figure 33 – Planning status of households in Fareham Borough

Status	Meet Planning Definition	Do Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	1	1	6
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
Bricks and Mortar	1	-	-
TOTAL	**2**	**1**	**6**

7.18 Figure 33 shows that for Gypsies and Travellers, 2 households meet the planning definition of a Traveller. These households were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. One Gypsy and Traveller household did not meet the planning definition. This household was 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.

7.19 It was not possible to determine the travelling status of 6 households within the Borough. This was because they did not wish to be interviewed or were not present at the time of fieldwork being carried out – despite up to 3 visits being made. These households have been recorded as unknown.

Bricks and Mortar Interviews

7.20 It was possible to interview 1 household living in bricks and mortar in Fareham Borough.

Key Demographic Findings

7.21 Ethnicity data that was captured from the Gypsy and Traveller households that meet the planning definition of a Traveller indicated that they are both Romany Gypsy households.

7.22 The households that meet the planning definition comprised 5 residents – 4 adults and 1 teenager. This equates to 80% adults and 20% teenagers. As the resident numbers are too small to apply a percentage rate of new household formation, growth will be estimated based on household demographics.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.23 The 2 households who meet the planning definition of Travelling were found on 1 private site and 1 private house. Analysis of the household interviews indicated that there is a current need for 2 additional pitches as a result of concealed adults and 1 for a teenage child in need of a pitch of their own in the next 5 years. There were no further new household formations identified.

7.24 The overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **3 additional pitches** over the GTAA period.

Figure 34 – Additional need for households in Fareham Borough that meet the Planning Definition 2016-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**2**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	1
In-migration	0
Net new household formation *(No additional household formation)*	0
Total Future Need	**1**
Net Pitch Need = (Current and Future Need – Total Supply)	**3**

Figure 35 – Additional need for households in Fareham Borough that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	3	0	0	0	3

Pitch Needs – Unknown Gypsies and Travellers

7.25 It was not possible to determine the travelling status of 6 households because they did not wish to be interviewed or were not present at the time of fieldwork being carried out. The accommodation needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.

7.26 Data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests, that nationally approximately 10% of households that have been interviewed meet the planning definition and in some local authorities, particularly London Boroughs it was found that 100% of households do not meet the planning definition.

7.27 This would suggest that it is likely that only a small proportion of the potential accommodation need identified from these households will need new Gypsy and Traveller pitches, and that the accommodation needs of the majority will need to be addressed through other means.

7.28 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households the overall level of need could rise by up to 2 from new household formation (this uses a base of the 6 households and a net growth rate of 1.50%[16]).

7.29 Therefore additional accommodation need *could* increase by up to a further 2 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 6 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of accommodation need for unknown households can be found in **Appendix C**.

Travelling Showpeople Needs

7.30 There are no Travelling Showperson yards in Fareham Borough so there is no current or future accommodation need.

[16] 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.

Gosport Borough Council

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

Figure 36 – Planning status of households in Gosport Borough 2016-36

Status	Meet Planning definition	Do Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	-	-	-
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	3
TOTAL	**0**	**0**	**3**

7.32 Despite 4 visits to the one private site in Gosport Borough, it was not possible to complete any household interviews. However, it was possible to determine that there were 3 households living on the site. These households are recorded as unknown.

Bricks and Mortar Interviews

7.33 Despite efforts that were made[17] it was not possible to interview any households living in bricks and mortar in Gosport Borough.

Key Demographic Findings

7.34 As there were no Gypsy or Traveller households interviewed, there is no demographic information to report on. The national household formation rate of 1.50% has been used to estimate future need for unknown households.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.35 There were no households interviewed in Gosport Borough so there are **no current or future accommodation needs** from this element of the population to include in the GTAA.

Pitch Needs – Unknown Gypsies and Travellers

7.36 It was not possible to determine the travelling status of 3 households because they did not wish to be interviewed or were not present at the time of fieldwork being carried out. The accommodation needs of

[17] See Paragraphs 3.13-3.15.

these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the planning definition.

7.37 Data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests, that nationally approximately 10% of households that have been interviewed meet the planning definition and in some local authorities, particularly London Boroughs it was found that 100% of households do not meet the planning definition.

7.38 This would suggest that it is likely that only a small proportion of the potential accommodation need identified from these households will need new Gypsy and Traveller pitches, and that the accommodation needs of the majority will need to be addressed through other means.

7.39 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households the overall level of need could rise by up to 1 from new household formation (this uses a base of the 3 households and a net growth rate of 1.50%[18]).

7.40 Therefore additional accommodation need could increase by up to a further 1 pitch, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 3 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of accommodation need for unknown households can be found in **Appendix C**.

Travelling Showpeople Needs

7.42 There are no Travelling Showperson yards in Gosport Borough so there is no current or future accommodation need.

[18] 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.

Havant Borough Council

7.43 At baseline date for the GTAA there were no identified Gypsy and Traveller sites in Havant. However an application was made in March 2016 for 2 pitches on a site in Havant that is owned by households who were believed to spend the majority of their time travelling for work, but who are understood to have a postal address in Portsmouth. The land does currently have planning consent for stables but the application for residential pitches was refused and is the subject of an appeal that has been held in abeyance whilst a revised planning application for a single pitch is considered. The site is now occupied on an unauthorised basis.

7.42 An interview conducted by the Hampshire Gypsy and Traveller Liaison Officer in March 2017 identified that the household living on the site do meet the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Havant.

Figure 37 – Planning status of households in Havant

Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	-	-	-
Private Transit Sites	-	-	-
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	1	-	-
Sub-Total	**1**	**0**	**0**
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	-	-	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	**0**	**0**	**0**
TOTAL	**1**	**0**	**0**

7.43 Figure 37 shows that for Gypsies and Travellers 1 household meets the planning definition of a Traveller. This household were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. No households do not meet the planning definition.

Bricks and Mortar Interviews

7.46 Following efforts that were made[19], it was not possible to interview any households living in bricks and mortar in Havant.

Key Demographic Findings

7.47 Ethnicity data that was captured from the Gypsy and Traveller household that meets the planning definition of a Traveller indicated that they are English Travellers. The household that meet the planning definition comprised 2 adults..

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.48 The household who meet the planning definition of Travelling were found on an unauthorised site. Analysis of the household interview indicated that there is a need for 1 additional pitch due to the pitch being unauthorised. There was no other current or future need identified. Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **1 additional pitch** over the GTAA period.

Figure 38 – Additional need for households in Havant that meet the Planning Definition 2016-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
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
Total Current Need	**1**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No new household formation)*	0
Total Future Need	**0**
Net Pitch Need = (Current and Future Need – Total Supply)	**1**

[19] See Paragraphs 3.13-3.15.

Figure 39 – Additional need for households in Havant that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	1	0	0	0	1

Unknown Gypsies and Travellers

7.57 There are no unknown Gypsies or Travellers in Havant Borough so there is no current or future accommodation need.

Gypsies and Travellers not meeting Planning Definition

7.66 There are no Gypsies or Travellers in Havant Borough that do not meet the planning definition so there is no current or future accommodation need.

Travelling Showpeople Needs

7.75 There are no Travelling Showperson yards in Havant Borough so there is no current or future accommodation need.

New Forest District

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

Figure 40 – Planning status of households in New Forest District

Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	1	16	9
Private Transit Sites[20]	-	-	2
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
Sub-Total	**1**	**16**	**11**
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	-	1	3
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	2	-	5
Sub-Total	**2**	**1**	**8**
TOTAL	**3**	**17**	**19**

7.48 Figure 40 shows that for Gypsies and Travellers, 1 household, and for Travelling Showpeople 2 households meet the planning definition of a Traveller. These households were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 16 Gypsy and Traveller households and 1 Travelling Showpeople household did not meet the planning definition. These households were not able to provide information to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some households did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently however, these households did not meet the planning definition.

7.49 It was not possible to determine the travelling status of 19 households within the Borough. This was because they did not wish to be interviewed or were not present at the time of fieldwork being carried out – despite up to 3 visits being conducted. These households have been recorded as unknown.

[20] These households are understood to be living on the site on a permanent basis.

Bricks and Mortar Interviews

7.79 Following efforts that were made[21], it was not possible to interview any households living in bricks and mortar in New Forest District.

Key Demographic Findings

7.80 Ethnicity data that was captured from the Gypsy and Traveller household that meets the planning definition of a Traveller indicated that they are Romany Gypsies. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish and Scottish Travellers. The household that meet the planning definition comprised 3 residents – 2 adults and 1 young child. Due to low numbers household formation has been determined by the demographics of the residents as opposed to applying a formation rate.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.81 The 2 household who meet the planning definition of Travelling were found on a private site. Analysis of the household interview indicated that there is a need for 1 additional pitch due to new household formation. Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **1 additional pitch** over the GTAA period.

Figure 41 – Additional need for households in New Forest District that meet the Planning Definition 2016-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Formation from site demographics)*	1
Total Future Need	**1**
Net Pitch Need = (Current and Future Need – Total Supply)	**1**

[21] See Paragraphs 3.13-3.15.

Figure 42 – Additional need for households in New Forest District that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	1	1

Pitch Needs – Unknown Gypsies and Travellers

7.82 Whilst it was not possible to determine the travelling status of 11 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.

7.83 Data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests, that nationally approximately 10% of households that have been interviewed meet the planning definition and in some local authorities, particularly London Boroughs it was found that 100% of households do not meet the planning definition.

7.84 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 accommodation needs of the majority will need to be addressed through other means.

7.85 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 4 pitches from new household formation (this uses a base of the 11 households and a net growth rate of 1.50%[22]). Therefore additional accommodation need could increase by up to a further 4 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 11 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of accommodation need for unknown households can be found in **Appendix C**.

Travelling Showpeople Needs

Pitch Needs – Travelling Showpeople that meet the Planning Definition

7.86 The 2 households who meet the planning definition of Travelling Showpeople were found on 1 unauthorised Travelling Showperson yard. Analysis of the household interviews indicated that there is an accommodation need for 2 from unauthorised plots and a further 2 plots for concealed households or single adults. There is no additional need from new household formation.

7.87 Therefore, the overall level of additional accommodation need for those households who meet the planning definition of a Travelling Showperson is for **4 additional plots** over the GTAA period.

[22] 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.

Figure 43 – Additional need for Travelling Showpeople households in New Forest District that meet the Planning Definition 2016-2036

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Pitches	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public plots	0
Total Current Need	**4**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No additional new household formation)*	0
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**4**

Figure 44 – Additional need for Travelling Showperson households in New Forest District that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	4	0	0	0	4

Pitch Needs – Unknown Travelling Showpeople

7.88 Whilst it was not possible to determine the travelling status of 8 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the accommodation needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and **may** meet the planning definition as defined in PPTS.

7.89 Data that has been collected from over 300 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 70% of Travelling Showpeople households that have been interviewed meet the planning definition.

7.90 This would suggest that it is likely that only a proportion of the potential need identified from these households will need new Travelling Showpeople plots, and that the needs of the remainder will need to be addressed through other means.

7.91 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of accommodation need could rise by up to 2 plots that are unauthorised and up to 2 through new household formation (this uses a base of the 8 households and a net growth rate of 1.00%[23]). Therefore additional accommodation need could increase by up to a further 4 plots, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 8 unknown plots are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 70% were to be applied this could be as few as 3 additional plots. Tables setting out the components of need for unknown households can be found in **Appendix C**.

[23] 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.

New Forest National Park

7.92 Information that was sought from households where an interview was completed, or from supporting information from a recent planning appeal, enabled each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in New Forest National Park.

Figure 45 – Planning status of households in New Forest National Park

Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	1[24]	1	-
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	1	-	-
Sub-Total	**2**	**1**	**0**
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	6	2	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	**6**	**2**	**0**
TOTAL	**8**	**3**	**0**

7.93 Figure 45 shows that for Gypsies and Travellers 2 households and for Travelling Showpeople 6 households meet the planning definition of a Traveller. These households were able to provide information to demonstrate that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. There was 1 Gypsy and Traveller household and 2 Travelling Showpeople households that did not meet the planning definition. These households were not able to provide information to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some households did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently however, these households did not meet the planning definition.

7.94 There were no households where an interview was not completed.

[24] Details on travelling were obtained from appeal and planning application documents.

Bricks and Mortar Interviews

7.95 Following efforts that were made[25], it was not possible to interview any household living in bricks and mortar in New Forest National Park.

Key Demographic Findings

7.96 Ethnicity data that was captured from the Gypsy and Traveller households that meet the planning definition of a Traveller indicated that they are Romany Gypsies.

7.97 The households that meet the planning definition comprise 3 adults and 1 teenager. There is no identified new household formation.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.98 The households that meet the planning definition of Travelling were found on a private site and an unauthorised site. Analysis of the household interviews indicated that there is **need for 1 additional pitch** to meet the needs of the residents during the GTAA period.

Figure 46 – Additional need for households in New Forest National Park that meet the Planning Definition 2016-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
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
Total Current Need	**1**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No new household formation)*	0
Total Future Need	**0**
Net Pitch Need = (Current and Future Need – Total Supply)	**1**

[25] See Paragraphs 3.13-3.15.

Figure 47 – Additional need for households in New Forest National Park that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	1	0	0	0	1

Pitch Needs – Unknown Gypsies and Travellers

7.99 Whilst it was not possible to interview 1 household, it was possible to determine their planning status from information contained in appeal and planning application documents.

Travelling Showpeople Needs

Pitch Needs – Travelling Showpeople that meet the Planning Definition

7.100 The 6 households who meet the planning definition of Travelling Showpeople were found on 1 private Travelling Showperson yard. Analysis of the household interviews indicated that there is a need for 2 additional plots for concealed households or single adults, a need for 15 additional plots for older teenage children, and a need for 4 additional plots through new household formation for the remaining children living on the yard.

7.101 Therefore, the overall level of additional accommodation need for those households who meet the planning definition of a Travelling Showperson is for **21 additional plots** over the GTAA period.

7.102 The owner of the yard acknowledged that there is significant over-crowding and that the extended family living there want to move to another yard in area. The owner stated that they own land locally but were refused permission to develop it to meet their current and future needs.

Figure 48 – Additional need for Travelling Showpeople households in New Forest National Park that meet the Planning Definition 2016-2036

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Pitches	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public plots	0
Total Current Need	**2**
Future Need	
Currently on yards with temporary planning permission	0

5 year need from older teenage children	15
In-migration	0
Net new household formation *(Formation from household demographics)*	4
Total Future Need	**19**
Net Plot Need = (Current and Future Need – Total Supply)	**21**

Figure 49 – Additional need for Travelling Showperson households in New Forest National Park that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	17	2	1	1	21

Pitch Needs – Unknown Travelling Showpeople

7.103 There were no Travelling Showperson households in New Forest National Park where an interview was not able to be completed so there are no unknown households to consider.

Test Valley Borough Council

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

Figure 50 – Planning status of households in Test Valley Borough

Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	5	2	5
Temporary Sites	-	-	1
Tolerated Sites	-	1	2
Unauthorised Sites	-	-	5
Undetermined Sites	-	-	1
Sub-Total	**5**	**3**	**14**
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	10	2	2
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	**10**	**2**	**2**
TOTAL	**15**	**5**	**16**

7.105 Figure 50 shows that for Gypsies and Travellers 5 households and for Travelling Showpeople 10 households meet the planning definition of a Traveller. These households were able to provide information to demonstrate that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 3 Gypsy and Traveller households and 2 Travelling Showpeople households did not meet the planning definition. These households were not able to provide information to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some households did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently however, these households did not meet the planning definition.

7.106 It was not possible to determine the travelling status of 16 households within the Borough. This was because they did not wish to be interviewed or were not present at the time of fieldwork being carried out despite up to 3 visits being conducted by ORS. These households have been recorded as unknown.

Bricks and Mortar Interviews

7.107 Following efforts that were made[26], it was not possible to interview any households living in bricks and mortar in Test Valley Borough.

Key Demographic Findings

7.108 Ethnicity data that was captured from the 5 Gypsy and Traveller households that meet the planning definition of a Traveller indicated that 2 households are Romany Gypsies and 3 households are English Travellers.

7.109 The households that meet the planning definition comprised 15 residents – 13 adults and 2 children and teenagers aged under 18. Due to low numbers, household formation has been determined through the demographics of the residents.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.110 The 5 households who meet the planning definition of Travelling were found on 1 private site and 1 site that is tolerated for planning purposes. Analysis of the household interviews indicated that there is a current need for 1 additional pitch to meet the needs of concealed households or adults, a need for 1 additional pitch for a teenager in need of their own pitch in the next 5 years, and a need for 1 additional pitch as a result of new household formation based on the household demographics.

7.111 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **3 additional pitches** over the GTAA period.

Figure 51 – Additional need for households in Test Valley Borough that meet the Planning Definition 2016-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**1**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	1

[26] See Paragraphs 3.13-3.15.

In-migration	0
Net new household formation *(Formation from household demographics)*	1
Total Future Need	**2**
Net Pitch Need = (Current and Future Need – Total Supply)	**3**

Figure 52 – Additional need for households in Test Valley Borough that do meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	2	1	0	0	3

Pitch Needs – Unknown Gypsies and Travellers

7.112 Whilst it was not possible to determine the travelling status of 14 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the accommodation needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.

7.113 Data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests, that nationally approximately 10% of households that have been interviewed meet the planning definition and in some local authorities, particularly London Boroughs it was found that 100% of households do not meet the planning definition.

7.114 This would suggest that it is likely that only a small proportion of the potential accommodation need identified from these households will need new Gypsy and Traveller pitches, and that the accommodation needs of the majority will need to be addressed through other means.

7.115 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of accommodation need could rise by up to 5 pitches that are currently unauthorised, by up to 1 pitch that has temporary planning permission, and by up to 5 pitches from new household formation (this uses a base of the 14 households and a net growth rate of 1.50%[27]). Therefore additional accommodation need could increase by up to a further 11 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 14 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied, this could be as few as 1 additional pitch. Tables setting out the components of accommodation need for unknown households can be found in **Appendix C**.

Travelling Showpeople Needs

7.116 A total of 10 households that were interviewed met the planning definition of Travelling Showpeople. Analysis of the household interviews indicated that there is a current accommodation need for 7 additional plots as a result of concealed households or adults, a need for 3 additional plots for older teenage children

[27] 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.

in need of a plot of their own in the next 5 years, a need for 4 additional plots due to new household formation based on a rate of 1.75% derived from the household demographics. Therefore, the overall level of additional accommodation need for those households who meet the planning definition of a Travelling Showperson is for **14 additional plots** over the GTAA period.

7.117 During the interview, the residents living on the yard at Forest Edge Park stated that they own adjacent land and would like to get planning consent for additional plots to meet their current and future needs.

Figure 53 – Additional need for Travelling Showpeople households in Test Valley Borough that meet the Planning Definition 2016-2036

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Pitches	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	7
Movement from bricks and mortar	0
Households on waiting lists for public plots	0
Total Current Need	**7**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	3
In-migration	0
Net new household formation *(Household base 10 and formation rate 1.75%)*	4
Total Future Need	**7**
Net Plot Need = (Current and Future Need – Total Supply)	**14**

Figure 54 – Additional need for Travelling Showperson households in Test Valley Borough that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	11	1	1	1	14

Plot Needs – Unknown Showpeople

7.118 Whilst it was not possible to determine the travelling status of a total of 2 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and **may** meet the planning definition.

7.119 Should further information be made available to the Council that will allow for the planning definition to be applied, the overall level of accommodation need could rise by up to 1 additional plot through new household formation (this uses a base of the 2 households and a net growth rate of 1.00%[28]). Therefore, additional accommodation need could increase by up to a further additional 1 plot, plus any concealed adult households or 5 year need arising from older teenagers living in these households. Tables setting out the components of accommodation need for unknown households can be found in **Appendix C**.

[28] 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.

Winchester City Council

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

Figure 55 – Planning status of households in Winchester

Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	10	15	4
Temporary Sites	7	2	-
Tolerated Sites	-	-	-
Unauthorised Sites	3	1	7
Sub-Total	**20**	**18**	**11**
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	7	1	3
Temporary Yards	-	-	-
Tolerated Yards	4	-	9
Unauthorised Yards	6	1	-
Sub-Total	**17**	**2**	**12**
TOTAL	**37**	**20**	**23**

7.92 Figure 55 shows that for Gypsies and Travellers 20 households meet the planning definition of a Traveller, and for Travelling Showpeople 17 household meet the planning definition. These households 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 18 Gypsy and Traveller and 2 Travelling Showpeople households did not meet the planning definition as they were not able to provide information to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some households did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently however, these households did not meet the planning definition.

7.93 It was not possible to determine the travelling status of 23 households within the Borough. This was because they did not wish to be interviewed or were not present at the time of fieldwork being carried out despite up to 3 visits being conducted by ORS. These households have been recorded as unknown.

Bricks and Mortar Interviews

7.94 Despite all the efforts that were made[29] it was not possible to interview any households living in bricks and mortar in Winchester as none were identified through the fieldwork, stakeholder interviews, or adverts that were placed.

Key Demographic Findings

7.95 Ethnicity data that was captured from the 20 Gypsy and Traveller households that meet the planning definition of a Traveller indicated that 14 are Romany Gypsy households, 5 are English Travellers and 1 is an Irish Traveller. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish Travellers.

7.96 The households that meet the planning definition comprised 93 residents – 49 adults and 44 children and teenagers aged under 18. This equates to 53% adults and 47% children and teenagers. This represents a relatively high proportion of children and suggests that a new household formation rate of 1.95% should be applied to the household base.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.97 The 20 households who meet the planning definition of Travelling were found on 6 private sites, 3 temporary sites and 3 unauthorised sites. As well as the accommodation need arising from the 7 temporary pitches and 3 unauthorised pitches, analysis of the household interviews indicated that there is a current need for 5 additional pitches for concealed households or adults, and a 5 year need for 4 additional pitches for older teenage children.

7.98 The household demographics suggest that a new household formation rate of 1.95% should be used. This gives a total of 10 additional pitches through new household formation. There is also a supply of 10 pitches on the previously Council owned site at Tynefield. It is understood that these pitches were closed for refurbishment at the base date of the study and that when they are operational again they will be available to meet a proportion of the need identified in the GTAA.

7.99 Therefore the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **19 additional pitches** over the 20 year GTAA period.

Figure 56 – Additional need for households that meet the Planning Definition in Winchester (2016-36)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	10
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
Total Supply	**10**
Current Need	

[29] See Paragraphs 3.13-3.15.

Households on unauthorised developments	3
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**8**
Future Need	
5 year need from older teenage children	4
Households on sites with temporary planning permission	7
In-migration	0
New household formation	10
(Base number of households 29 and formation rate 1.95 %)	
Total Future Needs	**21**
Net Pitch Total = (Current and Future Need – Total Supply)	**19**

Figure 57 – Additional need for households in Winchester that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	9	3	3	4	**19**

Pitch Needs – Unknown Gypsies and Travellers

7.100 Whilst it was not possible to determine the travelling status of a total of 11 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.

7.101 Data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition. Whilst the proportion of households in Winchester that meet the planning definition is higher than 10% this is based on a small household base. Therefore it is felt that it would be more appropriate to consider the more statistically robust ORS national figure.

7.102 This would suggest that it is likely that only a small proportion of the potential accommodation need identified from these households will need new Gypsy and Traveller pitches, and that the accommodation needs of the majority will need to be addressed through other means.

7.103 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 7 pitches with temporary planning permission and 4 pitches from new household formation (this uses a base of the 11 households and a net growth rate of 1.50%[30]). Therefore additional need *could* increase by up to a further 11 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 11 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the

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

ORS national average of 10% were to be applied this could be as few as 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople that meet the Planning Definition

7.104 The 17 households who meet the planning definition of Travelling Showpeople were found on 2 private yards, 3 tolerated yards and 2 unauthorised yards. As well as the need arising from the 2 unauthorised plots, analysis of the household interviews indicated that there is a current need for 6 additional plots for concealed households or adults, and a 5 year need for 10 additional plots for older teenage children. The household demographics suggest that a new household formation rate of 1.70% should be used. This gives a total of 9 additional plots through new household formation. Therefore the overall level of additional need for those households who meet the planning definition of Travelling Showpeople is for **27 additional plots** over the 20 year GTAA period.

Figure 58 – Additional need for Travelling Showpeople households in Winchester that meet the Planning Definition (2016-36)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	6
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**8**
Future Need	
5 year need from older teenage children	10
Households on yards with temporary planning permission	0
In-migration	0
New household formation	9
(Base number of households 33 and formation rate 1.70%)	
Total Future Needs	**19**
Net Plot Total = (Current and Future Need – Total Supply)	**27**

Figure 59 – Additional need for Travelling Showpeople households in Winchester that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	18	3	3	3	**27**

Plot Needs – Unknown Travelling Showpeople

7.105 Whilst it was not possible to determine the travelling status of a total of 12 households as they either refused to be interviewed, or were not on the yards at the time of the fieldwork, the accommodation needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and **may** meet the planning definition.

7.106 Should further information be made available to the Council that will allow for the planning definition to be applied the overall level of need could rise by up to 2 additional plots from new household formation (this uses a base of the 12 households and a net growth rate of 1.00%[31]). Therefore additional accommodation need could increase by up to a further additional 2 plots, plus any concealed adult households or 5 year need arising from older teenagers living in these households. Tables setting out the components of accommodation need for unknown households can be found in **Appendix C**.

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

Transit Requirements

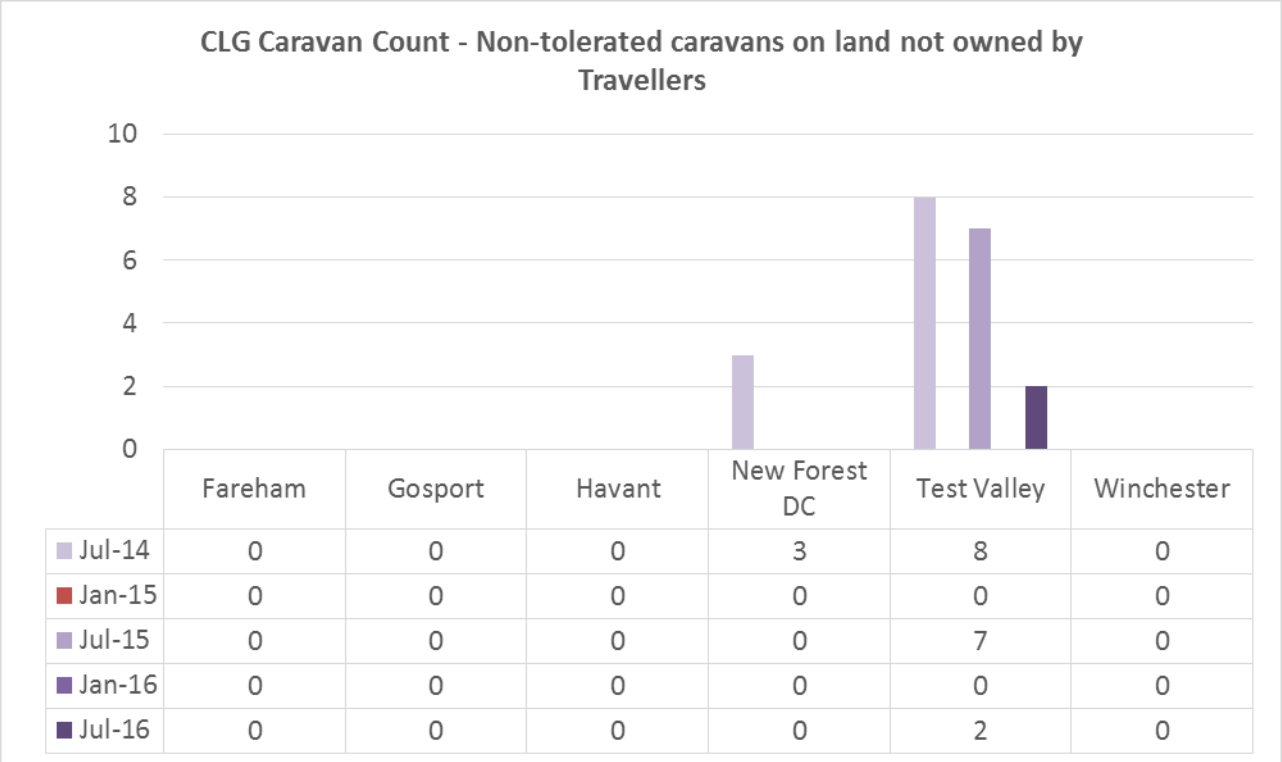
7.137 When determining the potential need for transit provision the assessment has looked at data from the DCLG Caravan Count, the outcomes of the stakeholder interviews and records on numbers of unauthorised encampments, and the potential wider issues related to the PPTS (2015).

DCLG Caravan Count

7.138 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 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.

7.139 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. All non-tolerated caravans on land not owned by Travellers were counted in New Forest District and Test Valley Borough. However, as set out above this is just a snapshot and does not give a full picture of unauthorised encampments and potential need for transit provision across the study area.

Figure 60 – CLG Caravan Count – Non-tolerated caravans on land not owner by Travellers



	Fareham	Gosport	Havant	New Forest DC	Test Valley	Winchester
Jul-14	0	0	0	3	8	0
Jan-15	0	0	0	0	0	0
Jul-15	0	0	0	0	7	0
Jan-16	0	0	0	0	0	0
Jul-16	0	0	0	0	2	0

Stakeholder Interviews and Local Data

7.140 Information from the stakeholder interviews also confirmed that there are low levels of unauthorised encampments in most planning authorities in the study area, 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. New Forest District is one area where it is felt that a transit site is needed.

Fareham Borough Council

As of August, in 2016 there had been nine incursions – one in February and eight between mid-April and mid-August. The last one had up to 25 caravans plus associated vehicles over seven weeks. The council was applying the legal process but when the group began fly tipping and becoming unruly the police became involved.

Gypsies and Travellers travel in the summer for work – tree surgery, paving etc. and a number of encampments occur during the time of the nearby annual Wickham Horse Fair in May. There is no temporary provision for people attending this fair. An officer in the Council believes that Gypsies and Travellers return to bricks and mortar in the winter and that having more permanent sites would not impact on the number of unauthorised encampments.

Gosport Borough Council

In May there were some short-term encampments in relation to Wickham Fair: three were on public land with insufficient barriers and, therefore, easy to access. This has also happened on previous years but is considered to be nothing compared to the problem in other local authority areas.

As Gosport is on a peninsula and not on the main traveller route through Hampshire there is not a high level of unauthorised encampments and no need for a transit site.

Havant Borough Council

An enforcement team was established which resulted in the present situation where very few travelling gypsies and travellers go to Havant.

Over the last two years there have been occasional encampments mainly for work.

New Forest District Council

No issues raised in relation to unauthorised encampments or transit needs.

New Forest National Park

On area on the coast has witnessed multiple incidents of unauthorised encampments in a carpark, mostly by Gypsies visiting family.

Test Valley Borough Council

Officers believe that having a transit site would help to manage the whole process by providing appropriate facilities and offering the certainty over where travellers can stop legally. They are aware of the private and public models operating elsewhere and would look for a model to suit the Council.

There are up to five unauthorised encampments per year by Gypsy/Traveller and New Age travellers and these mainly occur in and around Andover (on highway verges, car parks and industrial units) and along the A303 corridor. Reasons

are for travelling across the boundary, with the A303 providing a key link between Basingstoke, Andover and Salisbury. New Age Travellers stop around Andover on their route to and from Stonehenge for Solstice.

Winchester City Council

Roadside encampments are not considered to be a problem in Winchester as there are relatively few of them.

Potential Implications of PPTS (2015)

7.141 It has been suggested that there will need to be an increase in transit provision across the country as a result of the PPTS (2015) leading to more households travelling. This may well be the case but it will take some time for any changes to emerge. 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.

Transit Recommendations

7.142 The situation relating to current and future levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the PPTS (2015) develop.

7.143 Each consortium authority should consider a review of the evidence base relating to unauthorised encampments in the future, once there is a robust post-PPTS (2015) evidence base. This will establish whether there is a need for investment in any additional transit sites or emergency stopping places.

7.144 In the short-term the consortium authorities should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments.

7.145 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.

Appendix A: Glossary of Terms

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

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

Appendix B: Local Plan Policies

Figure 61 – Local Plan Policies

Fareham Local Plan Part 1: Core Strategy (Adopted August 2011)
CS19 Gypsies, Travellers and Travelling Showpeople Population

Gypsy and Traveller and Travelling Showpeople pitches will be permitted or allocated in accordance with current government policy to meet the needs identified in the Gypsies and Travellers and Travelling Showpeople Accommodation Assessments updated as necessary. Any specific sites identified within the Borough will be allocated in the Site Allocations and Development Management Development Plan Document.

In identifying sites through the Site Allocations and Development Management Development Plan Document for Gypsies and Travellers and Travelling Showpeople, previously developed land within or on the edge of urban areas will be considered before sites in rural locations. The site must be suitable for this type of accommodation in that it meets the criteria below and there is a realistic likelihood it will come forward during the plan period, taking into account site constraints such as flood risk, access to the highway network and infrastructure. Planning permission will be granted where the following criteria can be met:

- The site is accessible to shops, schools and health facilities by public transport, on foot or by cycle;
- In the case of Travelling Showpeople sites, the site includes sufficient space for storage and maintenance of equipment and the parking and manoeuvring of all vehicles associated with the occupiers;
- The site is capable of being provided with adequate on - site services for water supply, power, drainage, sewage disposal and waste disposal facilities.

Gosport Borough Local Plan 2011-2029 (Adopted October 2015) (GBLP)
Policy LP26: Gypsies, Travellers and Travelling Showpeople

1. Planning permission will be granted on land at Fareham Road (as shown on the Policies Map) to provide 1 site for up to 3 caravans for Gypsies and Travellers.

2. Additional pitch or plot provision to meet the accommodation needs of Gypsies and Travellers and Travelling Showpeople will be permitted where the Borough Council is satisfied there is sufficient evidence to demonstrate there is a need for additional pitches or plots in the Borough. Where this is clearly shown to be the case, such proposals will need to meet all of the following criteria:

a) the site is accessible to local facilities and services and is served or capable of being served by essential utility infrastructure;

b) adequate levels of privacy and residential amenity for site occupiers should be provided;

c) the site is capable of accommodating both the number of caravans/mobile homes proposed and any associated equipment for business activities; and

d) the proposal would not adversely affect the character of the area including natural and built heritage assets

and the wider landscape or have unacceptable amenity, traffic or other environmental impacts.

Havant Borough Local Plan (Core Strategy) (2011)
Policy CS10 Gypsies, Travellers and Travelling Showpeople

The council will allocate sufficient sites in the Development Delivery (Allocations) Development Plan Document to accommodate the needs of Gypsies and Travellers and Travelling Showpeople based on the information contained in the Hampshire and Isle of Wight Gypsy and Traveller Accommodation Assessment updated as necessary and current government requirements.

Criteria for the location of such sites that are likely to be a mix of temporary and permanent sites dependant on need must take account of the following issues to ensure that:

1. There is no unacceptable adverse effect on the amenities of nearby residential and/or business uses.
2. The site has a satisfactory means of access and adequate parking provision and turning space to accommodate the occupants.
3. The traffic from the site is not generated on a scale which is inappropriate to the locality and which is likely to cause a hazard to road safety.
4. The site is capable of accessing utilities; and is located within a reasonable distance from local facilities such as schools, welfare and health services and is capable of being serviced by refuse collection and recycling services.
5. The site is not located in an area at high risk of flooding, does not damage the historic environment or nature conservation interests and suitable mitigation against any contamination can be carried out prior to occupation.

Local Plan Part 1: Core Strategy for New Forest District (outside the National Park) – Adopted October 2009
Policy CS16 Gypsies, travellers and travelling showpeople

The Council will work with neighbouring local authorities, the National Park Authority, Hampshire County Council, local communities, Hampshire Constabulary, and other stakeholders to ensure that the identified need for pitch provision (both permanent and transitory) for gypsies, travellers and travelling showpeople, for this part of Hampshire is met. The need is being identified through a partial review of the South East Plan.

The following considerations will be taken into account in the determination of locations
for gypsy, traveller and showpeople sites:

i. The impact on landscape character and/or sites/areas of nature conservation value.
ii. The site should be well located on the highway network and provide safe and convenient vehicular and pedestrian access and adequate parking, and not result in a level of traffic generation which is inappropriate for roads in the area.
iii. The site must provide adequate on site facilities for parking, storage, play and residential amenity (including basic essential services).
iv. In the case of permanent sites, there should be reasonable and convenient access to schools, medical services, shops and other community facilities.
v. The site should not be visually intrusive nor detrimental to amenities of adjacent occupiers.
vi. Adequate levels of privacy and residential amenity for occupiers should be provided.

New Forest National Park Core Strategy and Development Management Policies (DPD) – adopted December 2010
Policy CP13: Gypsies, Travellers, and Travelling Showpeople

Proposals for the provision of permanent and / or transit accommodation to meet an established need of gypsies, travellers and travelling showpeople will be supported within the National Park where it can be demonstrated that there is a need for the site to be located within the National Park; and

a) the impact of the site on the landscape character of the National Park is acceptable;
b) the site is well located on the highway network and will not result in a level of traffic generation inappropriate for the roads in the National Park;
c) there are adequate on-site facilities for parking and storage;
d) in the case of any permanent site, be located where there are appropriate local facilities (e.g. shops, schools and public transport); and
e) the site does not detrimentally affect the amenities of surrounding occupiers.

Test Valley Revised Local Plan 2011 – 2029 DPD – Adopted January 2016
Policy COM13: Gypsies, Travellers and Travelling Showpeople

Development to accommodate gypsies, travellers and travelling showpeople will be permitted provided that:

a) It is located where services and facilities are accessible; and
b) The potential occupants are recognised as gypsies, travellers or travelling showpeople; and
c) The proposal helps meet the identified need; and
d) Evidence is provided to justify the reason for the proposal to be located in the Borough; and
e) The site is of sufficient size to provide for accommodation, parking, turning and, where relevant, the servicing and storage of vehicles and equipment.

Existing permanent authorised gypsy, traveller and travelling showpeople sites should be retained for the use of these groups unless it has been established that the sites are no longer required.

Winchester Local Plan Part 1 - Joint Core Strategy Adopted March 2013
Policy CP5 - Sites for Gypsies, Travellers and Travelling Showpeople

The Local Planning Authority will undertake needs assessments (in Local Plan Part 2 or the South Downs Local Plan) to quantify the accommodation requirements for gypsies, travellers and travelling showpeople within the District.

Sites will be allocated and planning permission will be granted for sites to meet the objectively assessed accommodation needs of gypsies, travellers and travelling showpeople, providing they meet all of the following criteria:-

Sites should be well related to existing communities to encourage social inclusion and sustainable patterns of living, while being located so as to minimise tension with the settled community and:

- avoid sites being over-concentrated in any one location or disproportionate in size to nearby communities;
- be accessible to local services such as schools, health and community services but avoid placing an unreasonable burden on local facilities and services;
- avoid harmful impacts on nearby residential properties by noise and light, vehicle movements and other activities.

Sites should be clearly defined by physical features, where possible, and not unduly intrusive. Additional

landscaping may be necessary to maintain visual amenity and provide privacy for occupiers. This and any security measures should respect local landscape character; Sites should be capable of accommodating the proposed uses to acceptable standards and provide facilities appropriate to the type and size of the site, including:

- water supply, foul water drainage and recycling/waste management;
- provision of play space for children;
- sites for travelling showpeople should include space for storing and maintaining equipment;
- safe vehicular access from the public highway and adequate provision for parking, turning and safe manoeuvring of vehicles within the site (taking account of site size and impact);
- in rural locations, any permanent built structures should be restricted to essential facilities such as a small amenity block.

Proposals should be consistent with other policies such as on design, flood risk, contamination, protection of the natural and built environment or agricultural land quality and protect areas designated for their local, national or international importance, such as Gaps and the South Downs National Park.

Existing permanent authorised gypsy, traveller and travelling showpeople sites within the District which are needed to meet the identified needs of particular groups will be retained for the use of these groups unless it has been established that they are no longer required.

Appendix C: Unknown Households

Fareham Borough Council

Figure 62 – Additional need for unknown households in Fareham Borough - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Households on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
New household formation *(Base number of households 6 and formation rate 1.50%)*	2
Total Future Needs	**2**
Net Pitch Need = (Current and Future Need – Total Supply)	**2**

Figure 63 – Additional need for unknown households in Fareham Borough by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	1	0	1	2

There are no Travelling Showpeople in Fareham Borough.

Gosport Borough Council

Figure 64 – Additional need for unknown households in Gosport Borough - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	0
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Household base 3 and formation rate 1.50%)*	1
Total Future Need	**1**
Net Pitch Need = (Current and Future Need – Total Supply)	**1**

Figure 65 – Additional need for unknown households in Gosport Borough by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	1	0	1

There are no Travelling Showpeople in Gosport Borough.

Havant Borough Council

At the baseline date for the GTAA (September 2016) there were no unknown Gypsies or Travellers in Havant.

New Forest District

Figure 66 – Additional need for unknown households in New Forest District - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	0
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Base number of households 11 and formation rate 1.50%)*	4
Total Future Need	**4**
Net Pitch Need = (Current and Future Need – Total Supply)	**4**

Figure 67 – Additional need for unknown households in New Forest District by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	1	1	1	1	4

Figure 68 – Additional need for unknown Travelling Showpeople in New Forest District - 2016-2036

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**2**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Base number of households 8 and formation rate 1.00%)*	2
Total Future Need	**2**
Net Plot Need = (Current and Future Need – Total Supply)	**4**

Figure 69 – Additional need for unknown Travelling Showpeople in New Forest District by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	2	0	1	1	4

New Forest National Park

Figure 70 – Additional need for unknown households in New Forest National Park - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	0
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No unknown households in New Forest National Park)*	0
Total Future Need	**0**
Net Pitch Need = (Current and Future Need – Total Supply)	**0**

Figure 71 – Additional need for unknown households in New Forest National Park by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

Figure 72 – Additional need for unknown Travelling Showpeople in New Forest National Park - 2016-2036

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No unknown Showpeople in New Forest National Park)*	0
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 73 – Additional need for unknown Travelling Showpeople in New Forest National Park by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

Test Valley Borough Council

Figure 74 – Additional need for unknown households in Test Valley Borough - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	0
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	5
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**5**
Future Need	
Currently on sites with temporary planning permission	1
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Base number of households 14 and formation rate 1.50%)*	5
Total Future Need	**6**
Net Pitch Need = (Current and Future Need – Total Supply)	**11**

Figure 75 – Additional need for unknown households in Test Valley Borough by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	7	**1**	**1**	**2**	**11**

Figure 76 – Additional need for unknown Travelling Showpeople in Test Valley Borough - 2016-2036

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Base number of households 2 and formation rate 1.00%)*	1
Total Future Need	**1**
Net Plot Need = (Current and Future Need – Total Supply)	**1**

Figure 77 – Additional need for unknown Travelling Showpeople in Test Valley Borough by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	1	1

Winchester City Council

Figure 78 – Additional need for unknown households in Winchester - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	0
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	7
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Base number of households 11 and formation rate 1.50%)*	4
Total Future Need	**11**
Net Pitch Need = (Current and Future Need – Total Supply)	**11**

Figure 79 – Additional need for unknown households in Winchester by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	8	1	1	1	11

Figure 80 – Additional need for unknown Travelling Showpeople in Winchester - 2016-2036

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Base number of households 12 and formation rate 1.00%)*	2
Total Future Need	**2**
Net Plot Need = (Current and Future Need – Total Supply)	**2**

Figure 81 – Additional need for unknown Travelling Showpeople in Winchester by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	1	0	1	2

Appendix D: Households Not Meeting Planning Definition

Fareham Borough Council

Figure 82 – Additional need for Households in Fareham Borough that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Formation from demographics)*	3
Total Future Need	**3**
Net Pitch Need = (Current and Future Need – Total Supply)	**3**

Figure 83 – Additional need for households in Fareham Borough that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	1	2	0	3

There are no Travelling Showpeople in Fareham Borough.

Gosport Borough Council

Figure 84 – Additional need for households in Gosport Borough that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No households that do not meet the planning definition)*	0
Total Future Need	**0**
Net Pitch Need = (Current and Future Need – Total Supply)	**0**

Figure 85 – Additional need for households in Gosport Borough that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

There are no Travelling Showpeople in Gosport Borough.

Havant Borough Council

At the baseline date for the GTAA (September 2016) there were no Gypsies or Travellers in Havant Borough that did not meet the planning definition.

New Forest District

Figure 86 – Additional need for households in New Forest District that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	2
Out-migration	1
Total Supply	**3**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**1**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	6
In-migration	0
Net new household formation *(Base number of households 23 and formation rate 1.70%)*	9
Total Future Need	**15**
Net Pitch Need = (Current and Future Need – Total Supply)	**13**

Figure 87 – Additional need for households in New Forest District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	6	2	2	3	13

Figure 88 – Additional need for Travelling Showpeople in New Forest District that do not meet the Planning Definition - 2016-2036

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0

Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No new household formation)*	0
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 89 – Additional need for Travelling Showpeople in New Forest District that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

New Forest National Park

Figure 90 – Additional need for households in New Forest National Park that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No new household formation)*	0
Total Future Need	**0**
Net Pitch Need = (Current and Future Need – Total Supply)	**0**

Figure 91 – Additional need for households in New Forest National Park that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

Figure 92 – Additional need for Travelling Showpeople in New Forest National Park that do not meet the Planning Definition - 2016-2036

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0

Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No new household formation)*	0
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 93 – Additional need for Travelling Showpeople in New Forest National Park that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

Test Valley Borough Council

Figure 94 – Additional need for households in Test Valley Borough that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**0**
Future Need	
Currently on sites with temporary planning permission	0
5 year need from older teenage children	3
In-migration	0
Net new household formation *(Formation from site demographics)*	3
Total Future Need	**6**
Net Pitch Need = (Current and Future Need – Total Supply)	**6**

Figure 95 – Additional need for households in Test Valley Borough that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	3	2	1	0	6

Figure 96 – Additional need for Travelling Showpeople in Test Valley Borough that do not meet the Planning Definition - 2016-2036

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(No current or future needs)*	0
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 97 – Additional need for Travelling Showpeople in Test Valley Borough that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	0	0	0

Winchester City Council

Figure 98 – Additional need for households in Winchester that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Unimplemented pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	10
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**11**
Future Need	
Currently on sites with temporary planning permission	2
5 year need from older teenage children	6
In-migration	0
Net new household formation *(Household base 34 and formation rate of 1.75%)*	10
Total Future Need	**18**
Net Pitch Need = (Current and Future Need – Total Supply)	**29**

Figure 99 – Additional need for households in Winchester that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	19	**3**	**3**	**4**	**29**

Figure 100 – Additional need for Travelling Showpeople in Winchester that do not meet the Planning Definition - 2016-2036

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Available vacant public and private plots	0
Unimplemented pitches on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	**0**
Current Need	
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 yards	0
Total Current Need	**1**
Future Need	
Currently on yards with temporary planning permission	0
5 year need from older teenage children	0
In-migration	0
Net new household formation *(Formation from demographics)*	1
Total Future Need	**1**
Net Plot Need = (Current and Future Need – Total Supply)	**2**

Figure 101 – Additional need for Travelling Showpeople in Winchester that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	1	1	0	0	2

Appendix E: Site and Yard Lists (September 2016)

Fareham Borough Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Land adjacent to 293 Titchfield Road, Titchfield	1	-
Land rear of 302a Southampton Road, Titchfield	5	-
Land south west of Burridge Road, Burridge	1	-
The Retreat, Fareham	4	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	**11**	**0**
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	**0**	**0**
Transit Provision		
None	-	-

Gosport Borough Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
Land at Fareham Road[32]	1	-
TOTAL PITCHES	**1**	**0**
Authorised Travelling Showpeople Yards		
None	0	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	**0**	**0**
Transit Provision		
None	-	**-**

[32] This site does not currently have planning permission but it is allocated in the Local Plan for Gypsies and Travellers under Policy LP26 to meet the identified need from the last GTAA.

Havant Borough Council

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

New Forest District Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Blossom Farm, Ower	1	-
Bury Brickfields, Marchwood	20	-
Four Oaks, Ringwood	1	-
Lake View, Ringwood	1	-
The Paddocks, Wellow	2	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	**25**	**0**
Authorised Travelling Showpeople Yards		
50A Hammonds Green, Totton	3	-
59 Hammonds Lane, Totton	1	-
Unauthorised Travelling Showpeople Yards		
Commercial Road, Totton	-	4
59 Hammonds Lane, Totton	-	3
TOTAL PLOTS	**4**	**7**
Transit Provision		
Little Testwood Farm, Totton (private)	12	-

New Forest National Park

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Forest View, Broomhill	1	-
Summer Leah, Nomansland (permanent personal permission)	1	--
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
Brambly Hedge, Landford	-	1
TOTAL PITCHES	**2**	**1**
Authorised Travelling Showpeople Yards		
Coles Yard, Netley Marsh[33]	1	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	**1**	**0**
Transit Provision		
None	-	-

[33] There are 8 household groups living on this yard.

Test Valley Borough Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Beechcroft, Weyhill	1	-
Furb, Awbridge	1	-
Jactar, Awbridge	1	-
Little Acorns, West Wellow	1	-
Love Acre, Awbridge	1	-
Paddock, Ampfield	1	-
The Firs, Weyhill	1	-
The Orchard, West Wellow	2	
The Stables, Lopcombe	1	
Treetops, East Wellow	1	
Wellow Wood Paddock, West Wellow	1	
Woodview Farm, Romsey	1	
Private Sites with Temporary Permission		
The Atchen Tan, Netherton	1	-
Tolerated Sites – Long-term without Planning Permission		
Grateley Drove, Quarley	-	1
Ox Drove, Thruxton	-	2
Unauthorised Developments		
Leckford Lane, Stockbridge	-	1
Wellow Way, West Wellow		4
TOTAL PITCHES	**14**	**8**
Authorised Travelling Showpeople Yards		
Lakeside, Awbridge	1	-
Land Adjacent The Firs, Picket Piece	4	
Land Adjacent To Valley View Business Park, (My Way)	6	-
Land At Halls Copse, East Wellow	7	-
Land south of Halls Wood, East Wellow	2	-
Tolerated Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	**20**	**0**
Transit Provision		
None	-	-
Undetermined Planning Applications		
The Paddock, Nursling	-	-
Wellow Wood Paddock, West Wellow	-	-

Winchester City Council

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Ash Farm, Wickham	2	-
Ashbrook Stables, Colden Common	1	-
Beacon Haven, Swanmore	6	-
Big Muddy Farm	1	-
Bowen Farm	3	-
Land Opposite Woodward Farm, Upham	1	-
Land west of Lasek, Mislingford	1	-
Little Ranch, Fishers Pond	1	-
Plot 4, The Nurseries, Shedfield	3	-
Rambling Renegade, Shedfield	2	-
Riverside, Highbridge	1	-
The Ranch, Denmead	1	-
Travellers Rest, Bishops Sutton	1	-
Tynefield	18	-
Westfork, Hambledon	1	-
Windy Ridge, Denmead	1	-
Private Sites with Temporary Permission		
Barn Farm Caravan Park, Swanmore	5	-
Joymont Farm, Southampton	1	-
Ourlands, Knowle	3	-
The Piggeries, North Boarhunt	4	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
Cushty Tan, Wickham	-	1
Land Adj Gravel Hill, Swanmore	-	3
Stablewood Farm, Swanmore	-	1
The Old Piggery, North Boarhunt	-	3
TOTAL PITCHES	**57**	**8**
Authorised Travelling Showpeople Yards		
Carousel Park, Winchester[34]	n/a	-
Grig Ranch, Wickham	1	-
The Bungalow, North Boarhunt	2	-

[34] Carousel Park is not included in this GTAA as set out earlier in this report.

The Haven, Denmead	1	-
The Orchard, Swanmore	4	-
The Vardo, Swanmore	1	-
Tolerated Yards – Long-term without Planning Permission		
Firgrove Lane, North Boarhunt	-	8
Plot 3, The Nurseries, Shedfield	-	1
Plot 6, The Nurseries, Shedfield	-	2
Plot 7, The Nurseries, Shedfield	-	2
Stokes Yard, Waltham Chase	-	1
Unauthorised Travelling Showpeople Yards		
Plot 1, The Nurseries, Shedfield	-	1
Plot 2, The Nurseries, Shedfield	-	1
5 The Nurseries, Shedfield	-	1
TOTAL PLOTS	**9**	**17**
Transit Provision		
None	-	-

Appendix F: Interviews with Neighbouring Local Authorities

Basingstoke & Deane Borough Council

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

- The last GTAA (2015) was carried out very shortly before the change in definition, meaning some revision may be necessary. It identified a need of 16 permanent pitches and 3 temporary stopping places up to 2029.
- The need has arisen due to a combination of unauthorised sites, concealed households and natural growth.
- A Local Plan has recently been adopted and sets out a strategy for providing pitches through strategic housing allocations. Policy regarding temporary stopping places has also been factored in.
- In Tadley (north of the Borough), there is a large number of encampments, making up the majority of the Borough's provision. Most of the pitches have planning permission and are permanent, though there are some unauthorised encampments. There are other pitches around the Borough, with a few smaller sites in the west of the Borough also.
- In the north of Basingstoke town, there is a travelling show person's site called Swings and Roundabouts providing for two pitches.
- During the summer months, there are usually a number of short-term unauthorised encampments. The officer believed those responsible have permanent accommodation within the Borough, but become very active in terms of travel during the summer months. No transit provision is thought to be necessary, as the Borough is not generally on a route used for that purpose. Temporary stopping places are a higher need.

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

- The officer knew of no cross-border issues at present with other local authorities. There has been some engagement with Hampshire local authorities in regards to transit provision.
- The officer did not believe that further cross-border working was particularly necessary, as Basingstoke & Deane's priorities are permanent pitches over transit provision. That said, the Borough would cooperate if approached and the officer believes the Borough is meeting its duty to cooperate.

Dorset Council

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

- All of the local authorities in Dorset are now working together to produce a Development Plan Document (DPD), which will allocate permanent and transit sites for Gypsies, Travellers and Travelling Showpeople to meet identified needs for the next 15 years.
- The current timetable envisages that it will take until the end of 2017 for the Plan to be adopted. Local communities, landowners, businesses and organisations have had opportunities to have their say throughout the process.
- One of the issues facing Dorset currently is that they do not have a single officer who is responsible for coordinating the Development Plan Document. This was being managed by a Baker Associates Consultants who managed the Issues and Options phase and the alternative site consultation. Their contract came to an end and was not renewed and they would resource the remaining work in-house. However, there is limited capacity. The next phase of the DPD is programmed for October and November this year – but this is likely to be delayed, given that there is currently no one identified to resource it.
- The 2013 GTAA identified a need for an additional 150 pitches in the next 15 years in Bournemouth, Dorset and Poole. The representative was unaware of any sites that have been brought forward to meet the need identified in the GTAA, although the area does have a criteria based policy in the Core Strategy.
- The officer agreed that there is a lack of provision and felt that providing accommodation in the future will be difficult given the land designation constraints across the area, particularly the green belt and the Heathlands.
- At the time of interview, Dorset was updating the 2013 GTAA and the officer felt that this may result in a lower pitch requirement to a point where the authorities are able to meet the need from a technical Gypsy and Traveller definition point of view.
- The officer explained that the provision of transit sites is complicated by the presence of three police authorities (Bournemouth, Poole and the rest of Dorset).
- In Dorset there is a transit site but that it is the west of the County and there isn't anything in the east of the County, however, the authorities have not come up with a collective view on the provision of transit sites. The authorities' main priority is to take preventative measures to stop encampments happening through security measures including the erection of barriers on car parks, or to manage them in situ. The DPD will have to tackle the transit issue.
- Overall, the main priority is to find sites to meet the residential requirements, particularly in Poole and Purbeck, where no sites are currently identified.

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

- The officer was not aware of any significant cross border issues.

- The officer referred to meetings with Wiltshire authorities. It was felt that there is potential for working with the Hampshire authorities, particularly to explore whether pitch provision could meet the needs of Gypsy and Travellers in adjoining Dorset authorities and to what extent transit provision could be shared across boundaries. Although the officer recognised that most authorities were struggling to meet their own needs targets and there has not been that much discussion between the authorities.
- The officer felt that it is beneficial that the authorities are using a consistent methodology for undertaking their respective GTAAs.
- The officer also raised the issue of how the authorities will meet the needs of those Gypsies and Travellers who fall outside of the planning definition.

Eastleigh Borough Council

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

- Within the Borough there are no public sites, 14 private sites (22 pitches) and 2 unauthorised sites (3 pitches). In addition there are 2 Travelling Showpeople yards.
- The GTAA (2014) identified a need for an additional 15 pitches up to 2029, 9 of which will need to be provided by 2019. The main component of need was the number of unauthorised pitches and this has been reduced since the assessment was undertaken.
- At the time of interview, Eastleigh was in the process of commissioning an updated GTAA study which will feed into the new Local Plan. The officer was of the view that the Borough is meeting the accommodation needs of Gypsies and Travellers and used the example of the recent reduction in the number of unauthorised developments to support this. However, the officer explained that the GTAA will provide evidence as to whether the Borough is meeting its need.
- The officer was not aware of any short-term unauthorised encampments and the officer was not aware of any need for transit provision. Previous work undertaken on behalf of the Council identified the need for a transit site in the area of Eastleigh Borough and neighbouring authorities. The previously stated policy of the Council is that the Council will work with adjoining authorities on the provision of a transit site.

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

- The officer was not aware of any cross border issues but was aware that the Borough does work with Southampton where there is a shared site.
- Overall, the officer felt that the Borough and surrounding authorities are meeting the duty to cooperate and are adopting a shared approach and methodology with Hampshire.

East Hampshire District Council

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

- East Hampshire took part in a joint Hampshire Authorities GTAA (2013). The study identified a need for 22 additional Gypsy and Traveller pitches and six Travelling Showpeople Plots in the District over the plan period 2011 – 2028. It also identified 2 transit pitches or outside East Hampshire.
- The East Hampshire District Local Plan: Joint Core Strategy (JCS), which was adopted in June 2014, sets out the number of permanent pitches, transit sites and plots for Gypsies, Travellers and Travelling Showpeople required in East Hampshire over the plan period 2011 – 2028. This is set out in Policy CP15 'Gypsies, Travellers and Travelling Showpeople'.
- The East Hampshire Site Allocations Plan omits allocations for Gypsies, Travellers and Travelling Showpeople. It is the Council's intention to allocate these sites in the Local Plan Part 3.
- In terms of meeting the need for Gypsies and Travellers, the District are currently three pitches short of the requirement, there is a surplus of four plots for Travelling Showpeople and the District has not provided the two transit pitches, however that need is still requirement within or outside the District.
- The officer was aware of a few short-term roadside encampments but did not think it is a problem.

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

- The officer was not aware of any cross-boundary issues.
- East Hampshire has been working with SDNP and Winchester CC who have joined a consortium of other Hampshire authorities to commission ORS to undertake a revised GTAA. East Hampshire have decided not to take part in this because the area has an adopted policy and may carry out a new Plan in another year, so it would be unproductive to carry out a revised GTAA at this point.
- The officer was not aware of any other examples of cross border working and felt a planning forum would be useful and would allow officers to meet to discuss Gypsy and Traveller issues.

Hart District Council

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

- In Hart there are currently 6 private sites with 47 pitches; 1 unauthorised site with 2 pitches; 3 private transit pitches; and 2 private Travelling Showpeople yards with 5 plots.

There are no public sites35; no sites with temporary planning permission; and no sites that are tolerated for planning purposes.

- Since the previous GTAA Hart has been positively responding to planning applications and has provided an additional six pitches.
- At the time of interview, the officer explained that Hart is undertaking a revised GTAA, the primary reason for completing the Update was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015 which included a change to the definition of Travellers for planning purposes. The study will also provide an evidence base for their forthcoming Local Plan.
- There are no issues with short-term encampments.

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

- The officer was not aware of any cross border issues but was aware that Hart does have meetings with its neighbouring authorities and issues relating to Gypsy and Traveller provision has been a point of discussion. The officer also explained that the neighbouring authorities' interviews that were undertaken as part of the GTAA did not highlight any cross border issues and the officer was of the view that neighbouring authorities are meeting their own local need.
- Adopting a consistent methodological approach when undertaking a GTAA was thought to be important and the officer felt it was beneficial that ORS were undertaking the GTAA for Hart and other neighbouring Hampshire authorities. The officer explained that due to the Local Plan timetable Hart had to begin the GTAA prior to the consortium of Hampshire authorities.
- The officer explained that Hart will prioritise meeting the need identified in the forthcoming GTAA, although the officer confirmed that the draft report has indicated that Hart is adequately meeting its need.

Portsmouth City Council

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

- There are no sites for Gypsy and Travellers or Travelling Showpeople in Portsmouth. There are also no unauthorised developments.
- The Council is at the first stage of their Local Plan preparations.
- The last GTAA fed into the Local Plan 2012. The City has a criteria based policy and has so far received no planning applications.
- Portsmouth is effectively a densely developed island with very limited greenfield areas and open countryside. This makes the identification of any potential sites provision of any Gypsy or Traveller sites very difficult.

[35] All public sites in Hampshire were sold to a private management company in March 2015.

- The officer was not aware of any short-term unauthorised encampments or movements through the areas.

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

- The officer knew of no cross-border issues at present with other local authorities. The officer felt that it was hard to compare the areas (Havant, Winchester and Fareham) given that those areas do have greenfield areas and felt that it would be difficult for those authorities to ask Portsmouth to meet need identified in their respective areas. The officer felt the same applied to transit provision.

South Downs National Park Authority (SDNPA)

With regards to overall **accommodation need** in the South Downs National Park, the views of the officer interviewed were as follows:

- Provision for Gypsies and Travellers across the South Downs National Park often consists of small sites of 1 – 3 pitches.
- The National Park has taken part in six joint GTAAs with different local authorities. The GTAAs found a need for 35 permanent pitches: Horsham (0 additional pitches), Mid Sussex (1 additional pitch) Coastal West Sussex (6 additional pitches), Hampshire (7 additional pitches), East Sussex (8 additional pitches), Brighton & Hove (13 additional pitches). Gaps in provision in Brighton and Hove, Lewes, and Winchester in Hampshire have been identified and a number of pitches have already been permitted in the Hampshire and West Sussex.
- West Sussex has more permissions than need and the need in Mid Sussex has also been met through a recent permission. The need of Hampshire and the need of Brighton and Hove are being monitored through joint studies.
- The officer referred to the South Downs Local Plan: Preferred Options Document36 which states:

  National policy makes clear that, as with any other form of development, planning permission for sites should only be granted in the National Park where it is demonstrated that the objectives of the designation will not be compromised by the development. Therefore, through the duty to cooperate and future site assessment work, the SDNPA will assess how all or a proportion of this need could be accommodated in the National Park. This assessment will be landscape led and will seek to accommodate sites where they are needed and in the most sustainable locations.
- In terms of roadside encampments, the officer explained that the SDNPA was aware of some unauthorised encampments, but did not deal with them directly. Brighton and Hove are said to have the main concentration of unauthorised encampments, due to the closure of the transit site in Brighton and Hove for refurbishment. The officer believes the current high numbers of Gypsies and Travellers in the area may in part relate to a desire

[36] https://www.southdowns.gov.uk/wp-content/uploads/2015/08/Local_Plan_Master_240815_Whole_Document.pdf

to increase their chances of getting on the list for the transit and permanent site. This has coincided with larger numbers normally seen during the summer months. When complete the transit site will have 20 permanent pitches and 12-14 transit pitches. Brighton and Hove City currently have no Gypsy and Traveller accommodation within the City.

With regards to the subject of **cross border issues** and the **duty to cooperate**, the views of the officer interviewed were as follows:

- There is no need for provision for Gypsies and Travellers in the National park from Wealden or Eastbourne; therefore, there are no cross border issues from these areas.
- Need is generated from Brighton and Hove and Lewes and therefore within the eastern part of the National Park this is where the need for more cross border work is concentrated.
- The officer was aware that there is a need to increase transit provision in East Sussex and felt that a third transit site along the A27 may be unnecessary given the Bridies Tan and Horsdean sites and any new sites could be better placed in the north and east of the county.
- SDNPA are involved in the East Sussex Local Plan Mangers Groups and are working jointly with Officers from Brighton and Hove.

Southampton City Council

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

- Planning Policy Manager with responsibility for Local Plan which includes planning for Gypsy and Travellers.
- There is one public site at Kanes Hill which has 14 pitches.
- There is also a travelling community who live on Botany Bay Road. This unique community consists of approximately 8 extended families living in approximately 12 accommodation units, comprising a mixture of chalets and mobile homes.
- There is 1 Travelling Showpeople yard at Candy Lane; and 1 yard at Botley Lane, which straddles the border between Southampton and Eastleigh and which has recently received planning permission.
- The Council completed a joint GTAA with Eastleigh in 2015. The study identified a need for an additional five Gypsy and Traveller pitches in the city up to 2029. One in the first five years, and a further four up to 2029. The Council has looked at meeting the need for the 5 additional pitches within the site at Kanes Hill and consider that this is likely to be achievable.
- The need for Travelling Showpeople was considered jointly with Eastleigh and the study identified an additional 7 plots. In summary the needs for Travelling Showpeople that Southampton and Eastleigh have to consider in discussion with neighbouring local authorities in Hampshire are shown in the table overleaf with the need to provide 7

additional plots. At the time of the study the TSP yard at Candy Lane was overcrowded and an additional 2 plots were required. Since the report was completed planning permission has been granted at Botley Lane for the additional two plots, which meets the needs arising from the city.

- The officer was not aware of any recent planning applications.
- The GTAA did not identify a need for transit in Southampton, but it did recommend that the Council work closely with local authorities across South Hampshire to identify provision to allow for more effective management of the travelling community, and better enforcement against any further unauthorised encampments that may occur.

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

- The officer was confident that the City could meet the future need identified in the 2015 GTAA. However, the officer felt the City would be unable to meet the need identified in neighbouring boroughs because of the urban nature of the city and the lack of available space.
- There is evidence of cross boundary working, and the officer referred to the joint GTAA with Eastleigh and the contribution to the Hampshire GTAA by way of undertaking this interview.

Wiltshire County Council

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

- The Wiltshire GTAA was undertaken by ORS and was published in December 2014. The Study identified a need for 22 pitches (2014-19), 32 pitches (2019 -24) and 36 pitches (2024-29).
- The Council has since been undertaking site assessment work to meet the pitch requirement. However, this has proved difficult and no sites have been identified as a result of this work to date. Currently, further work to meet the need has been placed on hold while officers prioritise other Development Plan Documents and also officers are in the process of reviewing the evidence base in the light of the changes to the PPTS and primary legislation.
- The officer confirmed that there are 5 public sites with permanent pitches which are managed by Wiltshire Council. There is an additional public transit site near Salisbury which remains closed pending refurbishment. Currently, the transit site remains closed and the GTAA recommended additional space for transit provision. Again, finding suitable land is an issue. The other 5 sites are also subject to further consideration as to whether they should be refurbished but they remain open and occupied.
- There are over 50 private sites in the area which are owned and managed by Travellers and the majority of these have full planning permission. There are a number of unauthorised sites that are tolerated. They could potentially qualify for lawful use

because they have been in existence for over 10 years and therefore the Council are not seeking to enforce against those sites.

- There are five yards for Travelling Showpeople.
- There officer was aware of evidence from Highways (who are responsible for managing encampments) that there are temporary unauthorised encampments on a seasonal basis which typically occur during the traditional travelling season. These include New Age Travellers who come for the summer solstice and other events.

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

- The officer referred to stakeholder interviews with neighbouring authorities which were undertaken as part of the 2014 GTAA which concluded that there is evidence of cross boundary movement of Travellers, particularly around the A303 which runs from London towards Andover and then towards Wiltshire and Somerset.
- On a seasonal basis there appears to be some evidence of cross boundary movement, however the GTAA was not able to quantify it in terms of numbers but it does not appear to be major. Officers in Hampshire are said to have moved Travellers towards the transit site near Salisbury (which is currently closed).
- Although the officer could not comment on the extent to which neighbouring authorities are meeting their own need the officer was aware that most have completed or in the process of completing the GTAA and would be working towards meeting the need identified.
- In terms of evidence of cross-boundary working the officer referred to duty to cooperate meetings which took place immediately after the completion of the GTAA which discussed whether there was a need for neighbouring authorities to accommodate Travellers from outside of their area. The officer felt that more work will be required once work on the DPD progresses.

Appendix G: Household Interview Questions

GTAA Questionnaire

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
DD/MM/YY | TIME

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
☐	☐	☐	☐

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
☐	☐	☐	☐
New Traveller	**English Traveller**	**Welsh Gypsy**	**Non-Traveller**
☐	☐	☐	☐

Other *(please specify)*

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

Mobile homes	Touring Caravans	Day Rooms	Other *(please specify)*

A9 **How long have you lived here? If you have moved in the past 5 years, where did you move from?** *INTERVIEWER: Please write in below*

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

A10 **Did you live here out of your own choice or because there was no other option? If there was no other option, why?** *INTERVIEWER: Please cross one box only*

Choice ☐ No option ☐ If no option, why?

A11 **Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)**
INTERVIEWER: Please cross one box only

Yes ☐ No ☐ Reasons (please specify)

A12 **How many separate families or unmarried adults live on this pitch?**
INTERVIEWER: Please cross one box only

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐ 7 ☐ 8 ☐ 9 ☐ 10 ☐

B Demographics

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

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

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

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

C Accommodation Needs

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

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐ 7 ☐ 8 ☐ 9 ☐ 10 ☐

Other *Please specify*

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

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐ 7 ☐ 8 ☐ 9 ☐ 10 ☐

Other *Please specify*

Details (Please specify)

Page 2

D Waiting List

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

Yes ☐ → *Continue to D2*
No ☐ → *Go to D4*

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

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐ 7 ☐ 8 ☐ 9 ☐ 10 ☐

Other *(Please specify)* ☐

Details (Please specify)

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

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

Other (Please specify) ☐

Details (Please specify)

D4 **If they are not on the waiting list, do any of the people living here want to be on the waiting list?**
If they do not want to be on the waiting list, why not? *INTERVIEWER: Please cross one box only*

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☐ 6 ☐ 7 ☐ 8 ☐ 9 ☐ 10 ☐

No ☐ Other *(Please specify)* ☐

Details (Please specify)

E Future Accommodation Needs

E1 **Do you plan to move from this site in the next 5 years? If so, why?**
INTERVIEWER: Please cross one box only

Yes ☐ *If yes* → *Continue to E2*
No ☐ *If no* → *Go to F1*

If so, why? (please specify)

E2 **Where would you move to?** *INTERVIEWER: Please cross one box only*

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)* ☐

Please specify

E3 **If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site?** *INTERVIEWER: Please cross one box only*

Private buy ☐ | Private rent ☐ | Public rent ☐

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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 ☐ → *Go to F6*

1 ☐ 2 ☐ 3 ☐ 4 ☐ 5+ ☐ → *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 ☐ If other, please specify

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

Work ☐ Holidays ☐ Visiting family ☐ Fairs ☐ Other ☐

Details / specify if necessary

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 ☐

And for how long?

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 ☐ If other, please specify

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*

Details

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 ☐

If other, please specify

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

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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?

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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:

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Appendix H: ORS Technical Note

Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 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.

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Household Growth Rates

Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.

2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).

3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.

4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.

5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

Introduction

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

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.

8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').

9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying that:

> *The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count.* [In footnote 6, page 25]

10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.

11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.

17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.

18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

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

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

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