



East Hampshire District Council

Gypsy and Traveller Accommodation Assessment

Final Report

July 2020



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in East Hampshire District Council (the Council). The outcomes of this study supersede the outcomes of any previous GTAAs for East Hampshire District Council.
- 1.2 The GTAA provides a credible evidence base which can be used to aid the implementation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2020 to 2036 to cover the new East Hampshire Local Plan period and the 15-year requirements set out in PPTS.
- 1.3 The new Local Period for East Hampshire runs from 2017-2036. For the purposes of this GTAA, supply and demand for the period 2017-19 have been netted to zero, and the GTAA starts with a new baseline of 2020.
- 1.4 The outcomes of the GTAA have also been split to include figures for the areas of East Hampshire that are also in the South Downs National Park (SDNP).
- 1.5 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in East Hampshire through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards and encampments. A total of 33 interviews or proxy interviews were completed with Gypsies and Travellers living in East Hampshire; a total of 29 interviews were completed with Travelling Showpeople; and 1 interview was completed with a household living in bricks and mortar. In addition, a total of 11 stakeholder interviews were completed.
- 1.6 The fieldwork for the study was completed in March 2020 and this is also the baseline date for the study.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.7 Overall the pitch needs for Gypsies and Travellers for the period 2020 to 2036 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for any undetermined households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite up to three visits to each site) who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.
- 1.8 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA.
- 1.9 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies as appropriate.
- 1.10 The Council will need to carefully consider how to address any need associated with undetermined Travellers as it is unlikely that all this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.
- 1.11 An example of a robust Criteria-Based Policy that has recently been through Examination can be found in the East Herts District Plan 2018. This was subject to an Examination in Public between October 2017 and January 2018 followed by a period of public consultation on the Main Modifications agreed through the Examination between February and March 2018. Following this, the Inspector issued her Final Report on the Examination of the East Herts District Plan 2018 in July 2018. The policy to refer to is *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.
- 1.12 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies.
- 1.13 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that ‘*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*’. The footnote to this section states that ‘*Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.*’

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

- 1.14 As an example, it is again useful to look at the East Herts District Plan 2018 that was found to be sound in an Inspectors Report that was issued in July 2018. The Local Plan contains *Policy HOU10 New Park Home Sites for Non-Nomadic (i.e. households that do not meet the planning definition of a Traveller) Gypsies and Travellers and Travelling Showpeople*. This sets out that any applications for planning permission for park homes for Gypsies and Travellers and Travelling Showpeople that do not meet the planning definition must be in accordance with the NPPF and PPTS and the criteria set out in Policy HOU10, and not under the criteria set out in *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.
- 1.15 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople.

East Hampshire (excluding SDNP)

- 1.16 There were 50 Gypsy or Traveller households identified in East Hampshire that met the planning definition; 14 undetermined households that may meet the planning definition; and no households that did not meet the planning definition².
- 1.17 There is a need identified for **62 pitches from the 50 Gypsy and Traveller households that met the planning definition**. This is made up of 12 concealed or doubled-up households or single adults; 25 teenagers in need of a pitch in the next 5 years; 10 from in-migration/roadside; and 14 from new household formation, using a rate of 1.35% derived from the household demographics.
- 1.18 There is a need identified for **up to 4 pitches from the 14 undetermined Gypsy and Traveller households** and this is made up of new household formation of 4 from a maximum of 14 households (using the ORS national formation rate of 1.50%). If the ORS national average³ of 30% were applied this could result in a need for 1 pitch. If the locally derived proportion of households that met the planning definition (100%) were applied this could result in a need for 4 pitches.
- 1.19 There is **no need for additional pitches for households that did not meet the planning definition** as no households that were interviewed in East Hampshire or with links to East Hampshire were identified as not meeting the planning definition.
- 1.20 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in East Hampshire (excluding SDNP) 2020-36

Status	2020-36
Meet Planning Definition	62
Undetermined	0-4
Do not meet Planning Definition	0

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

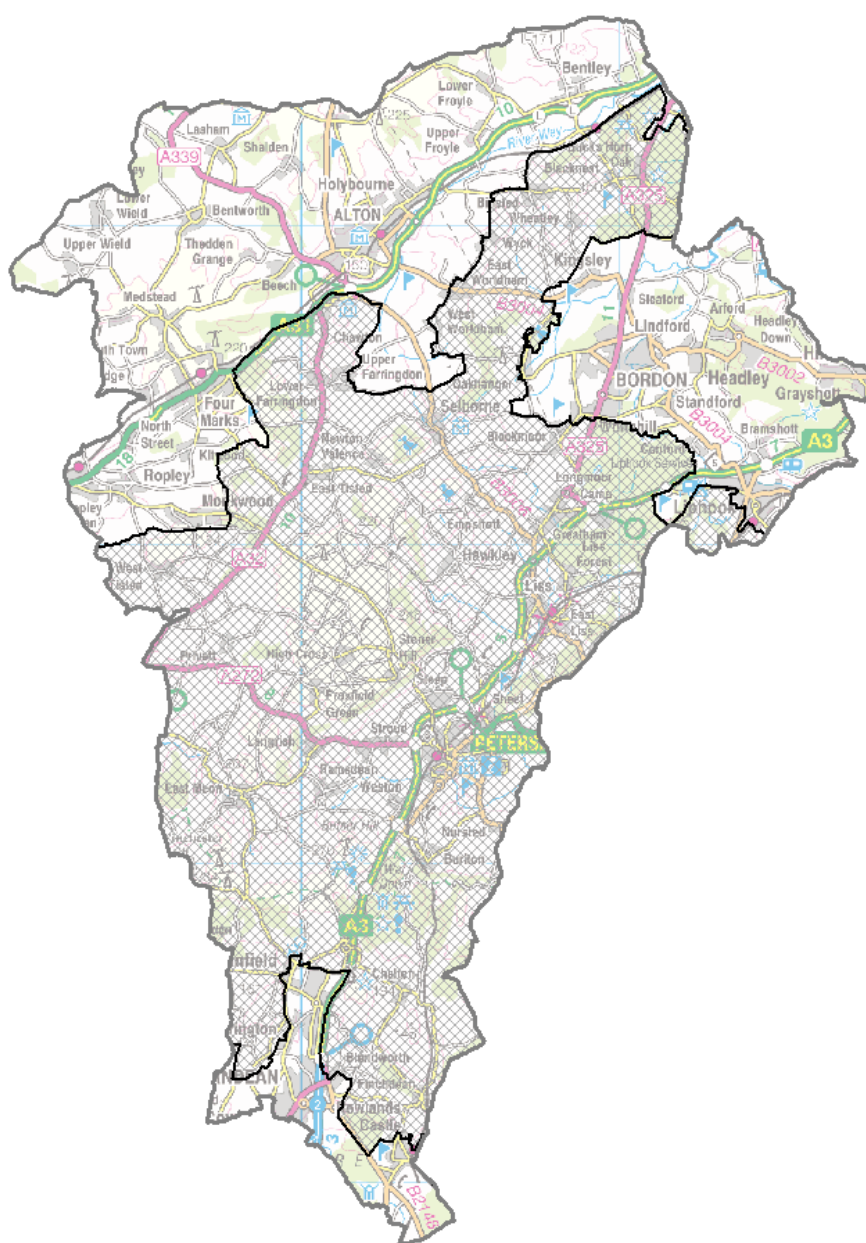
³ Based on over 4,100 interviews completed by ORS across England.

Figure 2 – Need for Gypsy and Traveller households in East Hampshire (excluding SDNP) that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	48	6	6	2	62

East Hampshire (SDNP)

- 1.21 The assessment of need has also covered the parts of the South Downs National Park that are located within East Hampshire (see map below). There are just 3 small Gypsy and Traveller sites located in the SDNP in East Hampshire.



- 1.22 Interviews were completed with households living on 2 of the sites and both met the planning definition of a Traveller. No need for pitches was identified for these 2 households. One of the sites did have temporary planning permission for 1 pitch but the site was recently granted full planning permission for 4 pitches.

- 1.23 It was not possible to complete an interview with the household living on the remaining site. Planning permission was approved in March 2020 to increase the number of mobile homes on the site from 2 to 3 to meet the needs of family members living on the site. As such it has been assumed that there is no further need for pitches at this site.
- 1.24 Figure 3 summarises the identified need and Figure 4 breaks this down by 5-year periods.

Figure 3 – Additional need for Gypsy and Traveller households in East Hampshire (SDNP) 2020-36

Status	2020-36
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	0

Figure 4 – Additional need for Gypsy and Traveller households in East Hampshire (SDNP) that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Plot Needs - Travelling Showpeople

- 1.25 Overall the plot needs for Travelling Showpeople from 2020-2036 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may meet the planning definition; and for those households that did not meet the planning definition - although this is no longer a requirement for a GTAA.
- 1.26 Only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.27 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.
- 1.28 The Council will need to carefully consider how to address any need associated with undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots.
- 1.29 The need for those households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.10-1.13 for further details.

East Hampshire (excluding SDNP)

- 1.30 There are 6 Travelling Showperson yards in East Hampshire located outside of the SDNP. A total of 28 interviews were completed with households on 4 of the yards – including interviews with all households living on the 2 large yards at Fairland Drive and Fairland. The interviews identified

54 households that met the planning definition; there was 1 undetermined household; and no households that did not meet the planning definition⁴.

- 1.31 There is a need identified for **46 plots from the 54 Travelling Showpeople households that met the planning definition**. This is made up of 25 concealed or doubled-up households or single adults; 10 teenagers in need of a plot of their own in the next 5 years; 1 from in-migration/roadside; and 10 from new household formation using a formation rate of 1.10% derived from the household demographics.
- 1.32 There is a need identified for **up to 1 plot from the 1 undetermined Travelling Showpeople household** and this is all from new household formation. Given that a much higher proportion of Travelling Showpeople meet the planning definition it is likely that all of the need from undetermined Showpeople will come from households that meet the planning definition.
- 1.33 There is **no need for additional pitches for households that did not meet the planning definition** as no households that were interviewed in East Hampshire or with links to East Hampshire were identified as not meeting the planning definition.

Figure 5 – Need for Travelling Showpeople households in East Hampshire (excluding SDNP) 2020-2036

Status	2020-36
Meet Planning Definition	46
Undetermined	0-1
Do not meet Planning Definition	0

Figure 6 – Need for Travelling Showpeople households in East Hampshire (excluding SDNP) that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	36	4	4	2	46

East Hampshire (SDNP)

- 1.34 There is 1 Travelling Showperson yard in East Hampshire located in the SDNP area and it was possible to complete interviews at the yard and all residents met the planning definition.
- 1.35 From the household interviews, it was found that 5 separate households live on the yard including the owner and adult children. The site is unauthorised and is the subject of enforcement action by the SDNP Authority.
- 1.36 There is a need identified for **7 plots from the Travelling Showpeople households that met the planning definition**. This is made up of 1 unauthorised plot; 4 concealed or doubled-up households or single adults; and 2 from new household formation derived from the household demographics.

⁴ These figures include any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults, in-migration and households living in bricks and mortar.

Figure 7 – Need for Travelling Showpeople households in East Hampshire (SDNP) 2020-2036

Status	2020-36
Meet Planning Definition	7
Undetermined	0
Do not meet Planning Definition	0

Figure 8 – Need for Travelling Showpeople households in East Hampshire (SDNP) that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	5	0	1	1	7

Transit Recommendations

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

2. Introduction

- ^{2.1} The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in East Hampshire. The outcomes of the study will supersede the outcomes of the previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in East Hampshire.
- ^{2.2} The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2019, and the revised Planning Practice Guidance (PPG) 2019.
- ^{2.3} The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2020 to 2036 to meet the new East Hampshire Local Plan period and the 15-year requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- ^{2.4} We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- ^{2.5} The baseline date for the study is April 2020 which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

Definition of Travelling

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

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

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

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

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

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

Legislation and Guidance for Gypsies and Travellers

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

- » The Housing Act, 1985
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2019
- » Planning Practice Guidance⁵ (PPG), 2019

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

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

PPTS (2015)

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

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

⁵ With particular reference to the sections on *Housing needs of different groups* (July 2019).

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

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

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

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

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

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

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

Revised National Planning Policy Framework (2019)

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

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

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016), the revised NPPF (2019) and the revised PPG in 2019. It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Cheltenham, Cotswold, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, Tewkesbury and Waverley.
- 3.4 A recent Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:

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

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

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

Glossary of Terms/Acronyms

- 3.6 A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

- 3.7 ORS collated a range of secondary data that was used to support the study. This included:
- » Census data.
 - » Traveller Caravan Count data.
 - » Records of unauthorised sites/encampments.
 - » Information on planning applications/appeals.
 - » Information on enforcement actions.
 - » Existing Needs Assessments and other relevant local studies.
 - » Existing national and local policy, guidance and best practice.

Stakeholder Engagement

- 3.8 Engagement was undertaken with three key Council Officers from East Hampshire through telephone interviews. An interview was also completed with a representative from South Downs National Park Authority.

Working Collaboratively with Neighbouring Planning Authorities

- 3.9 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below.
- | | |
|---|---------------------------------------|
| » Basingstoke and Deane Borough Council | » South Downs National Park Authority |
| » Chichester District Council | » Waverley Borough Council |
| » Hart District Council | » Winchester City Council |
| » Havant Borough Council | |

Survey of Travelling Communities

- 3.10 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 visits were made to households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.11 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.

- 3.12 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of changes to PPTS in 2015 and to collect the information ORS feel is necessary to apply the planning definition. All sites and yards were visited by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.13 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.14 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).
- 3.15 Researchers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.
- 3.16 As a result of travel restrictions that were imposed in March 2020 as a result of COVID-19 a number of interviews were completed over the telephone at the end of March and in April.

Figure 9 – Friends, Families and Traveller Leaflet

fft
Friends Families and Travellers

We are writing to you from Friends, Families and Travellers (FFT) a national charity working on behalf of Gypsies and Travellers
www.gypsy-traveller.org

MORE PITCHES PLEASE!

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

Questions about travelling are particularly important.

In 2015 the Government changed the planning definition of what it means to be a 'Gypsy or Traveller' and it now reads as follows:

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

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

Information
fft
Friends Families and Travellers

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

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

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

For example, one question asks 'How many trips you have made in the last 12 months'

If you answer '0' to this question then you will probably not be deemed a Gypsy or Traveller according to the new planning definition, so don't forget to include trips such as for work, looking for work, going to horse fairs etc.

Another question asks 'When did you stop travelling'

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

Finally, a question asks 'Do family members plan to travel in the future?'

Again, please bear in mind that if you answer 'No' you will be judged not to be a Gypsy or Traveller in planning terms, so think carefully about whether you are ever likely to be travelling again in the future.

Another question asks 'Have you or family members ever travelled?'

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

fft
Friends Families and Travellers

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

Engagement with Bricks and Mortar Households

- 3.17 The 2011 Census recorded 92 households that were identified as Gypsies or Irish Travellers who lived in a house or a flat in East Hampshire.
- 3.18 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; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.19 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.20 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. The fieldwork was completed over an extended 6-month period between November 2019 and April 2020.

Applying the Planning Definition

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

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

Undetermined Households

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

- 3.29 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.30 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 30% of households who have been interviewed meet the planning definition. There are some local authorities, such as East Hampshire, where significantly higher numbers of households meet the planning definition, and some where no households meet the definition. This figure rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed.
- 3.31 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.32 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- 3.33 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:
150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that Do Not Meet the Planning Definition

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

stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁶ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (February 2019).

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

Calculating Current and Future Need

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

Supply of Pitches

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

Current Need

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

⁶ Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. DCLG (March 2016).

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

Future Need

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

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

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

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

Pitch Turnover

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

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

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

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

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

Transit Provision

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

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

- 3.47 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry of Housing Communities and Local Government (MHCLG)⁷ Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁷ Formerly the Department for Communities and Local Government (DCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁸. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

⁸ Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan or park home for example] and touring caravan, parking space for two vehicles and a small garden area.

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

Sites and Yards in East Hampshire

- 4.6 In East Hampshire, at the base date for the GTAA, there were no public sites; 17 private sites (51 pitches); no temporary sites; no unauthorised sites; 5 households living on the roadside; and 6 Travelling Showmen's yards (31 plots).
- 4.7 In the SDNP area of East Hampshire there were no public sites; 3 private sites (8 pitches); no temporary sites; no unauthorised sites; and 1 unauthorised Travelling Showmen's yard (1 plot).
- 4.8 See **Appendix D** for further details.

Figure 10 - Total amount of provision in East Hampshire (April 2020)

Category	Sites/Yards	Pitches/Plots
Public sites	0	0
Private with permanent planning permission	20	59
Private with temporary planning permission	0	0
Tolerated sites	0	0
Unauthorised sites	0	0
Public transit sites	0	0
Travelling Showpeople yards (1 unauthorised in SDNP)	7	32
TOTAL	27	91

MHCLG Traveller Caravan Count

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

5. Stakeholder Engagement

Introduction

- 5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 Three interviews were undertaken with Council Officers from the study area. In addition, an interview was also completed with a representative from South Downs National Park Authority
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from the following neighbouring local authorities.
- | | |
|---|---------------------------------------|
| » Basingstoke and Deane Borough Council | » South Downs National Park Authority |
| » Chichester District Council | » Waverley Borough Council |
| » Hart District Council | » Winchester City Council |
| » Havant Borough Council | |
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in East Hampshire

Accommodation Needs

- 5.6 East Hampshire Council have approved several planning applications for Gypsy and Traveller pitches since the last GTAA and are progressing a new Local Plan which includes potential site allocations for Gypsy & Traveller pitches and Travelling Showpeople plots. The Council is also considering some provision on Large Development Sites, should they come forward. The Council have liaised and met with members of the Gypsy, Traveller and Travelling Showpeople community to seek site suggestions during recent Local Plan Consultations and a Call for Sites.
- 5.7 The Council have also carried out numerous site visits and face-to-face meetings with members of the Travelling community. This has helped signpost people to planning advice and services.

Short-term Encampments and Transit Provision

- 5.8 East Hampshire do experience unauthorised encampments. The Council has been collecting information about encampments to provide an evidence base in relation to transit accommodation. However, at present the Council has not identified a specific need for a transit site. The Council is considering the use of negotiated stopping places, should the monitoring data indicate a need.

Cross Border Issues

- 5.9 It was believed there may be an unmet need for Travelling Showpeople in Winchester, following the adoption of their Traveller accommodation Development Plan Document (DPD).
- 5.10 East Hampshire consider that any nearby local authority that is starting its needs assessment and preparing DPD's in relation to Local Plans or Traveller accommodation should be considering their capacity to meet any identified unmet need in neighbouring areas.
- 5.11 The Council continues to work with its neighbouring councils to identify and consider how unmet needs can be met.

Future Priorities and Any Further Issues

- 5.12 The key priority remains to identify suitable land, to meet identified needs, through preparation of a new Local Plan. The Council is also keen to continue to engage with the Gypsy, Traveller and Travelling Showpeople community, along with the settled community, to work towards creating better community integration.
- 5.13 The Council continues to consider monitoring data and options relating to identifying temporary stopping places and working closely with neighbouring councils and the County Council.

Neighbouring Authorities

Basingstoke and Deane Borough Council

- 5.14 With regard to **overall accommodation need** in Basingstoke and Deane, the views of the officer interviewed were as follows:
- » Since the last GTAA, Basingstoke and Deane have continued to progress the delivery of its strategy, as set out in the adopted Local Plan (2011 – 2029), which involves making provision for pitches on the largest strategic housing allocation sites. This has culminated in 2 pitches being consented at outline on one of the housing allocations sites. Two other applications, comprising provision for 6 pitches, are also currently under consideration, and are expected to be determined in the near future. Once consented this would make sufficient provision in order to meet the level of need identified by ORS in the GTAA dated April 2017.
 - » The Council has had significant problems with temporary unauthorised encampments in recent years. However, this is not considered to be an indicator of a need for pitches, as the individuals in question are believed to have permanent accommodation elsewhere. Additionally, the individuals in question do not appear

to be in need of transit accommodation, as their permanent residences are within the local area.

- » In response to the problem of unauthorised encampments, the council has been successful in obtaining an injunction in order to prevent such incidents in the parts of the borough most effected.

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

- » A cross-border issue identified was that Basingstoke and Deane receive applications from Travellers who have connections to West Berkshire. The travellers in question allege that they are being forced out of a site and into bricks and mortar by West Berkshire Council. However, West Berkshire have informed that the site in question is being refurbished, not closed.

Chichester District Council

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

- » Since the last GTAA, Chichester have drafted a policy in the Local Plan Review to outline the revised need. The Council have also commissioned a Gypsy Deliverability Study to consider how to meet the needs of Gypsies, Travellers and Travelling Showpeople on sites that already exist within the Local Plan Area (Chichester District excluding that part of the district within the South Downs National Park).
- » There are 180 Gypsy & Traveller pitches in the Local Plan Area, 50 of which are on public sites. The last GTAA found an additional need of 94 Gypsy & Traveller pitches, and 29 Traveling Showpeople plots, to be delivered in the Local Plan area by 2036. A site deliverability study is underway to assess how some of this need can be met and a Site Allocations DPD will follow the Local Plan Review to address meeting remaining pitch and plot needs.
- » Not aware of any current short-term unauthorised encampments. However, any short-term unauthorised encampments that occur mostly do through summer until October, when there is a fair in the area. The needs of encampments are met through the public transit site for the district and surrounding authorities which is located within Chichester. There is no additional transit provision required at this time. However, levels of unauthorised encampments through the area will be monitored to inform any future transit need.

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

- » It was assumed that neighbouring authorities are adequately meeting their own needs.
- » With regard to cross-border joint working ventures, Chichester were part of the previous GTAA which was a joint piece of evidence commissioned with the Coastal West Sussex authorities; including Adur, Arun, Worthing and South Downs National Park Authority.

- » It was suggested that Chichester and all neighbouring authorities comply with the Duty to Cooperate.

Hart District Council

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

- » Hart's 2020 GTAA highlights significant unmet need. There have been no recent planning permissions granted for new pitches. Hart Local Plan (Strategy and Sites) 2032 was adopted on 30 April 2020 and includes specific reference under Policy H5 to the preparation of a Traveller DPD. This is to identify and allocate sites for traveller use to meet the District's unmet need.
- » The only recent planning application for a traveller site was submitted on land - north east of Hares Lane (1 pitch) in 2018. This was refused in May 2019 due to the detrimental effect on visual landscape, open character and setting of the countryside.

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

- » There was an acknowledgement of an unmet need in East Hampshire that could possibly impact on Hart.
- » Given the results of the Hart GTAA 2020 it will be necessary for the authority to seek assistance from neighbouring LPA's under the Duty to Cooperate.

Havant Borough Council

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

- » Havant have met the identified need from the last GTAA and there is currently no need outstanding.
- » Havant have experienced 18 short-term unauthorised encampments over the past year. The groups that do stop do so on the basis of passing through the borough as they journey to employment opportunities elsewhere.
- » There is no transit provision in Havant. It is believed that there is currently no need for any.

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

- » No specific cross-border issues with East Hampshire, or any other neighbouring authority, were identified.

South Downs National Park Authority

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

- » The South Downs Local Plan was adopted in July 2019. The plan safeguards permanent lawful sites, establishes the need for new sites and sets policy criteria for new sites that may come forward. The SDNPA have made an effort to make provisions through the Local Plan to meet the needs of Gypsies, Travellers and Travelling Showpeople within the National Park, and to work positively with neighbouring authorities on all planning matters.
- » In total there are 6 GTAA's that cover the National Park and these documents were used to inform the Gypsy, Traveller and Travelling Showpeople Background Paper (2018). The outcome was that the South Downs National Park is currently unable to identify sufficient sites to meet the entire identified need for Gypsies, Travellers and Travelling Showpeople within the National Park. However, the Local Plan does allocate several sites for Gypsies & Travellers.
- » There is a transit site near to SDNP, St Michael's Way, with 21 transit pitches available where occupants can stay up to 3 months at a time. Despite the apparent capacity to accommodate transient visitors, there are a number of unauthorised encampments in the Brighton area of the Park, which are typically seasonal. It is assumed that, for some reason, Travellers make a personal choice not to use the transit provision.

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

- » The delivery of new homes, including 'affordable homes and pitches for Gypsies, Travellers and Travelling Showpeople' is one of six cross-boundary strategic issues identified in the SDNP Local Plan. The SDNPA therefore works closely with all neighbouring Authorities on all planning matters, including the provision of housing to meet the needs of the Travelling community.
- » Through close joint working ventures, SDNPA remain aware of any concerns or issues from neighbouring authorities. No specific cross-border issues were raised at this time.

Waverley Borough Council

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

- » The Council is currently preparing Local Plan Part 2. This will identify and allocate sites to meet traveller accommodation needs set out in the latest version of the Waverley GTAA.
- » Officers were aware of issues of overcrowding on the public site and similar issues on the private site at Lydia Park.

- » Short-term encampments usually occur over the summer months, around the time of the Derby and for large events like funerals. These encampments tend to be situated in the Farnham area via the A31 route which leads into Basingstoke.

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

- » Officers did not identify any significant cross border issues and one confirmed that they are not aware of any sites in neighbouring authorities which have an effect on Waverley. The sites which are on the border are small so should not affect the neighbouring authorities.
- » One officer felt that, despite Waverley and the neighbouring boroughs complying with their respective Duty to cooperate, there still needs to be more cooperation with neighbouring authorities around the management of encampments whenever encampments do occur close to a neighbouring authority.

Winchester City Council

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

- » Since the last GTAA, no new public accommodation has been provided in Winchester.
- » Current provision is meeting, and even exceeding, the needs for Gypsies & Travellers. However, the need for Travelling Showpeople plots has not been met. This need has been highlighted in the DPD. Winchester have also done numerous Calls for Sites and asked neighbouring authorities for help accommodating the need. No potential sites have come forward and the DPD inspector accepted that Winchester are doing all they can on the matter.
- » Short-term unauthorised encampments occasionally occur in the area. While this was not considered to be a substantial problem, it was felt that some form of well managed transit provision, either in the area or across Hampshire, would be advantageous and help with enforcement.

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

- » Winchester are aware of the migration of travellers into Winchester from southernly located neighbouring authorities, such as Eastleigh. No specific cross-border issues with East Hampshire were identified.
- » Winchester have worked closely with neighbouring authorities in the past on combined GTAA's. The council are open to working alongside neighbouring authorities in the future.
- » No issues were raised concerning Winchester or its neighbouring authorities not meeting the Duty to Cooperate.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified 18 private sites with permanent planning permission; and 1 roadside encampment. There are also 7 Travelling Showmen's yards.
- 6.3 The table below sets out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed.
- 6.4 It should be noted that there were 8 unimplemented pitches and 3 pitches that were not occupied by Gypsies or Travellers in East Hampshire (excluding SDNP). This gives a statistically robust adjusted response rate of 70%.
- 6.5 During the period between commencing the GTAA and reporting no further transient households were identified to interview.

Figure 11 - Sites and yards visited in East Hampshire (excluding SDNP)

Site Status – East Hampshire	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Briar Lodge, Four Marks	8	7	1 x no contact
East of Queens Road, Liphook	1	1	-
Five Oaks, Liphook	1	1	-
Fordlands, Four Marks	1	1	-
Greengate, Liphook	1	0	1 x no contact
Hill Top Stables, Liphook	6	6	-
Hillcrest Stables, Bordon	6	0	1 x no contact, 5 x under development
Janeland, Four Marks	1	0	1 x no contact
Land adjacent to 1, Dean Field, (The Range)	1	1	-
Land at Applewood, Liphook.	7	0	7 x no contact
Land between Coombe Dell and Teazles	2	0	2 x unimplemented
Land east of Alderwood Cottage, Liphook (Eagles Place)	9	6	3 x non-Travellers
Land west of Highgate House, Ropley	1	0	1 x no contact
Sidewater Stables, Oakhanger	1	1	-
The Laurels, Liphook	2	2	-

The Paddocks, (Land adj. Bentley Sewage Works)	2	0	2 x no contact
The Willows, Kingsley	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
None	-	-	-
Unauthorised Roadside			
Various	1	3	-
Bricks and Mortar			
Fordlands, Four Marks ⁹	1	1	-
Travelling Showpeople			
Alderwood Cottage, Liphook	1	0	1 x no contact
Fairland Drive, Headley Down	14	17	-
Outlaw, Headley	1	0	Plot does not exist
Fairland, Grayshott	13	8	5 x plots do not exist
Roads Hill, Horndean	1	2	-
Stallions of Sustance Lodge	1	1	-
TOTAL	85	59	

Figure 12 - Sites and yards visited in East Hampshire SDNP Area

Site Status - SDNP	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Fern Farm, Liss	4	1	3 x unimplemented
Half Acre, Hawkley	3	0	3 x no contact
New Barn Stables, Binsted	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
None	-	-	-
Unauthorised Sites/Roadside			
None	-	-	-
Bricks and Mortar			
None	-	-	-
Travelling Showpeople			
Warren Barn (unauthorised)	1	1	-
TOTAL	9	3	

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{6.6} Following all of the efforts that were made an interview was completed with 1 household living in bricks and mortar.

⁹ This is a house on the Fordlands site listed above.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2036. This includes both current unmet need and need which is likely to arise in the future¹⁰. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum¹¹ has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS prepared a *Technical Note on Gypsy and Traveller Household Formation and Growth Rates* in 2015 and updated the Note in June 2020. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

¹⁰ See Paragraphs 3.41 and 3.42 for details of components on current and future need.

¹¹ Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

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

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

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

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

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

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

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

- 7.12 In most GTAAs the household growth rate used for the assessment of future needs is informed by local evidence, and this demographic evidence is been used to adjust the national growth rate

of 1.50% up or down based on the proportion of those aged under 18 (by planning status). In East Hampshire 32% of the population of Gypsy and Traveller households that met the planning definition were aged under 18. This has been used to adjust the formation rate down from 1.50% to 1.35%. In East Hampshire 26% of the population of Travelling Showpeople households that met the planning definition were aged under 18. This has been used to adjust the formation rate down from 1.50% to 1.10%.

- 7.13 The ORS national formation rate of 1.50% has been applied to undetermined households in the absence of any demographic data for these households.
- 7.14 Overall new household formation for those that met and did not meet the planning definition has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

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

Applying the Planning Definition

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

Figure 13 – Planning status of households in East Hampshire (excluding SDNP)

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	0	0	0
Private Sites	45	0	14
Temporary	0	0	0
Tolerated	0	0	0
Unauthorised	0	0	0
Roadside	3	0	0
Bricks and Mortar	2	0	0
Sub-Total	50 (100%)	0 (0%)	14
Travelling Showpeople			
Private Yards	54	0	1
Sub-Total	54 (100%)	0 (0%)	1
TOTAL	104 (100%)	0 (0%)	15

Figure 14 – Planning status of households in SDNP area of East Hampshire

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	0	0	0
Private Sites	1	0	0
Temporary	1	0	1
Tolerated	0	0	0
Unauthorised	0	0	0
Bricks and Mortar	0	0	0
Sub-Total	2 (100%)	0 (0%)	1
Travelling Showpeople			
Private Yards	5	0	0
Sub-Total	5 (100%)	0 (0%)	1
TOTAL	7 (100%)	0 (0%)	1

7.18 Figures 13 and 14 show that, across East Hampshire (including SDNP area), 52 Gypsy and Traveller households (100%), and 59 Travelling Showpeople households (100%) met the planning definition of a Traveller in that ORS were able to determine that household members travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.

7.19 It was not possible to make contact with 15 Gypsy and Traveller households and with 1 Travelling Showpeople household as they were not present during the extended fieldwork period.

Interviews with Gypsies and Travellers in Bricks and Mortar

7.20 Following all of the efforts that were made it was possible to complete an interview with 1 household living in bricks and mortar and they met the planning definition. The household is happy living in bricks and mortar and there was also a concealed adult living within that household who needs to move to a pitch of their own.

Migration

- 7.21 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 7.22 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified 7 households that has been displaced from East Hampshire who are seeking to move back to a family sites in the area. ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to East Hampshire. Therefore, apart from the identified in-migration, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of East Hampshire wish to develop a new site the proposal will need to be considered by a criteria-based Local Plan Policy.
- 7.23 It is important to note that any future demand for new sites or additional pitches as a result of further in-migration, in addition to that set out in the paragraph above, should be seen as windfall need and should be dealt with by a criteria-based development management policy. This additional need should not be assessed against levels of need identified in the GTAA or to contribute towards supply to meet this need.

Roadside

- 7.24 The study has also sought to address need from households living on the roadside in East Hampshire. A total of 5 interviews were completed with households living on the roadside. One interview was with a household who had been forced to move from another site in East Hampshire who is in need of another pitch. The other 4 interviews were with households living on an unauthorised encampment in Alton. Two of these households were in need of a pitch in East Hampshire; one is seeking to move to bricks and mortar in East Hampshire; and one is seeking bricks and mortar in another local authority and is on the waiting list for a property.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition - East Hampshire (excluding SDNP)

7.25 The 50 households that met the planning definition were found on the private sites, on the roadside and in bricks and mortar. Analysis of the household interviews indicated that there is a current need for 12 pitches from concealed or doubled-up households or adults. Future need identified is for 25 pitches for teenage children who are in need of a pitch of their own in the next 5 years; 10 from in-migration or roadside¹²; and 14 pitches as a result of new household formation, using a rate of 1.35% derived from the demographics of the residents. Therefore, the overall level of need identified for those households who met the planning definition of a Gypsy or Traveller is for **62 pitches** over the GTAA period.

Figure 15 – Need for Gypsy and Traveller households in East Hampshire (excluding SDNP) that met the Planning Definition (2020-36)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	12
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	12
Future Need	
5 year need from teenage children - Sites	25
Households on sites with temporary planning permission	0
In-migration/Roadside	10
New household formation	14
<i>(Household base 76 and formation rate 1.30%)</i>	
Total Future Needs	50
Net Pitch Need = (Current and Future Need – Total Supply)	62

Figure 16 – Need for Gypsy and Traveller households in East Hampshire (excluding SDNP) that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	48	6	6	2	62

¹² Referred to in Paragraphs 7.22 and 7.24.

Pitch Needs – Undetermined Gypsies and Travellers – East Hampshire (excluding SDNP)

- 7.26 Whilst it was not possible to determine the planning status of a total of 13 households as they were away from their sites at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 7.27 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.28 However, data that has been collected from over 4,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the planning definition. This would suggest that it is likely that only a proportion of the potential need identified from these undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.29 Need for **up to 4 pitches** has been identified from these households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is all made up of 4 pitches from new household formation using the ORS national formation rate of 1.50%¹³. As set out in above, it is likely that only a proportion of the 13 households will meet the planning definition. If the ORS national average of 30% were to be applied the need identified from undetermined households could be for 1 pitch. If the locally derived proportion of households that met the planning definition (100%) were to be applied this could rise to 4 pitches.
- 7.30 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition – East Hampshire (excluding SDNP)

- 7.31 There is no need for additional pitches for households that did not meet the planning definition as no households that were interviewed in East Hampshire or with links to East Hampshire were identified as not meeting the planning definition
- 7.32 A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

¹³ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition - East Hampshire (SDNP)

- 7.33 The 2 households that were interviewed who met the planning definition were found on private sites. Analysis of the household interviews indicated that there is no current or future need for pitches and that one of the sites has recently been granted planning permission for additional pitches and caravans.

Figure 17 – Need for Gypsy and Traveller households in East Hampshire (SDNP) that met the Planning Definition (2020-36)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	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	
5 year need from teenage children - Sites	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(Formation from household demographics)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 18 – Need for Gypsy and Traveller households in East Hampshire (SDNP) that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Pitch Needs – Undetermined Gypsies and Travellers – East Hampshire (SDNP)

- 7.34 It was not possible to complete an interview with the household living on the remaining site. However, planning permission was approved in March 2020 to increase the number of mobile homes on the site from 2 to 3 to meet the needs of family members living on the site. As such it has been assumed that there is no further need for pitches at this site.

- 7.35 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition – East Hampshire (SDNP)

- 7.36 There is no need for additional pitches for households that did not meet the planning definition as no households that were interviewed in East Hampshire or with links to East Hampshire were identified as not meeting the planning definition.
- 7.37 A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople – East Hampshire (excluding SDNP)

- 7.38 There were 6 Travelling Showperson yards identified in East Hampshire (excluding SDNP) and interviews or proxy interviews were completed with all but 1 of the households living on these yards.
- 7.39 Analysis of the household interviews for households that met the planning definition indicated that there is a current need for 25 plots from concealed or doubled-up households or adults. Future need is identified for 10 plots for teenagers in need of a plot of their own in the next 5 years; 1 from in-migration; and a need for 10 plots from new household formation using a rate of 1.10% derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson is for **46 plots** over the GTAA period.

Figure 19 – Need for Travelling Showpeople households in East Hampshire (excluding SDNP) that met the Planning Definition (2020-36)

Travelling Showpeople - Meeting Planning Definition	Pitches
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	25
Movement from bricks and mortar	0
Total Current Need	25
Future Need	
5 year need from teenage children	10
Households on yards with temporary planning permission	0
In-migration	1
New household formation	10
<i>(Household base 64 and formation rate 1.10%)</i>	
Total Future Needs	21
Net Plot Need = (Current and Future Need – Total Supply)	46

Figure 20 – Need for Travelling Showpeople households in East Hampshire (excluding SDNP) that met the Planning Definition by 5-year periods

Years	0-5 2020-24	6-10 2025-29	11-15 2030-34	16-17 2035-36	Total
	36	4	4	2	46

Plot Needs – Travelling Showpeople (SDNP)

- 7.40 There was 1 Travelling Showperson yard identified in the SDNP area of East Hampshire and an interview was completed with the households living on the yard. All met the planning definition.
- 7.41 Analysis of the household interviews for households that met the planning definition indicated that there is a current need from the unauthorised plot; for 4 plots from concealed or doubled-up households or adults; and for a further 2 plots from new household formation derived from the household demographics. Therefore, the overall level of need identified for those households who met the planning definition of a Travelling Showperson is for **7 plots** over the GTAA period.

Figure 21 – Need for Travelling Showpeople households in East Hampshire (SDNP) that met the Planning Definition (2020-36)

Travelling Showpeople - Meeting Planning Definition	Pitches
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	4
Movement from bricks and mortar	0
Total Current Need	5
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Formation from household demographics)</i>	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	7

Figure 22 – Need for Travelling Showpeople households in East Hampshire (SDNP) that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	5	0	1	1	7

Transit Requirements

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

MHCLG Traveller Caravan Count

- 7.43 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) 'snapshot in time' conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.44 Data from the Traveller Caravan Count shows that there have been no non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

- 7.45 There are no public transit sites in East Hampshire or across Hampshire as a whole. The stakeholder interviews identified that there may be a need for transit provision across Hampshire and that consideration should be given to address it at a county-wide level.
- 7.46 Information held by the Council has indicated that there have been 17 recorded encampments in the past 3 years and that these are short-term and transient in nature. There were 8 encampments recorded in 2018, 8 in 2019 and to date there has been 1 in 2020. The reason for the reduction in 2020 is believed to be due to travel restrictions as a result of COVID-19.
- 7.47 At the time of the GTAA there were a small number of households living on an encampment at Alton who have been unable to move on as a result of travel restrictions imposed by COVID-19. It was possible to complete interviews with the 4 households who were living on the encampment in order to try and determine their accommodation needs. Two are seeking a permanent pitch in East Hampshire; one is seeking bricks and mortar accommodation; and one is on the waiting list for bricks and mortar accommodation in another local authority in Hampshire.

Transit Recommendations

- 7.48 Due to historic low numbers of unauthorised encampments it is not recommended that there is a need for a formal public transit site in East Hampshire at this time. However, the situation relating to levels of unauthorised encampments should be monitored to determine if there are any increases in the number of encampments.

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

8. Conclusions

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

Gypsies and Travellers – East Hampshire (excluding SDNP)

- 8.2 In summary there is a need for:
- » 62 pitches in East Hampshire over the GTAA period to 2036 for Gypsy and Traveller households that met the planning definition;
 - » 4 pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and
 - » No pitches for Gypsy and Traveller households who did not meet the planning definition.

Gypsies and Travellers – East Hampshire (SDNP)

- 8.3 In summary there is a need for:
- » No pitches in East Hampshire over the GTAA period to 2036 for Gypsy and Traveller households that met the planning definition;
 - » No pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and
 - » No pitches for Gypsy and Traveller households who did not meet the planning definition.
- 8.4 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.
- 8.5 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.
- 8.6 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through

additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.

- 8.7 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.
- 8.8 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites. As set out in Paragraph 8.1 the Council have been provided with additional information that will allow them to consider sites that are suitable for intensification or expansion.
- 8.9 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to East Hampshire (in-migration), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).
- 8.10 In general terms, it is the Government’s intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN). This is reflected in the revised NPPF (2019).
- 8.11 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople.

Travelling Showpeople – East Hampshire (excluding SDNP)

- 8.12 The GTAA identifies a need for 46 plots for households that met the planning definition and 1 plot from undermined households. There was no need identified for the households that do not meet the definition.

Travelling Showpeople – East Hampshire (SDNP)

- 8.13 The GTAA identifies a need for 7 plots for households that met the planning definition. There was no need identified for undetermined households or households that do not meet the definition.

Transit Provision

- 8.14 Due to historic low numbers of unauthorised encampments it is recommended that there is not a need for a formal public transit site in East Hampshire at this time. However, the situation relating to levels of unauthorised encampments should be monitored to determine if there are any increases in the number of encampments.

- 8.15 It is recommended that a review of the evidence base relating to unauthorised encampments should be undertaken on a Hampshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.

Summary of Need to be Addressed – Gypsies and Travellers

- 8.16 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.
- 8.17 Total need from Gypsy and Traveller households that met the planning definition, from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 66 pitches. There was no need identified from households living in the SDNP area of East Hampshire.
- 8.18 The tables below break total need down by:
- » The number that met the planning definition;
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that meet the planning definition) of need from undetermined households and 100% (the locally derived proportion that met the planning definition);
 - » The number that did not meet the planning definition; and
 - » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 0% (the locally derived proportion that did not meet the planning definition);
- 8.19 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy.
- 8.20 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 23 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	62	-	62
30% Undetermined Need	1	-	1
Do Not Meet Planning Definition	-	0	0
70% Undetermined Need	-	3	3
TOTAL	63	3	66

Figure 24 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – East Hampshire %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	62	-	62
100% Undetermined Need	4	-	4
Do Not Meet Planning Definition	-	0	0
0% Undetermined Need	-	0	0
TOTAL	66	0	66

Summary of Need to be Addressed – Travelling Showpeople

- 8.21 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.
- 8.22 Total need from Travelling Showpeople in East Hampshire (excluding SDNP) that met the planning definition, from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 47 plots. Need was identified for 7 plots in the SDNP area of East Hampshire.
- 8.23 The tables below break total need down by:
- » The number that met the planning definition;
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that meet the planning definition) of need from undetermined households and 100% (the locally derived proportion that met the planning definition);
 - » The number that did not meet the planning definition; and
 - » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 0% (the locally derived proportion that did not meet the planning definition);
- 8.24 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Travelling Showpeople Local Plan Policy through a combination of yard allocations and through a Criteria-Based Policy.
- 8.25 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 25 – Need for Travelling Showpeople households broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	46	-	46
70% Undetermined Need	1	-	1
Do Not Meet Planning Definition	-	0	0
30% Undetermined Need	-	0	0
TOTAL	47	0	47

Figure 26 – Need for Travelling Showpeople households broken down by Local Plan Policy Type – East Hampshire %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	46	-	46
100% Undetermined Need	1	-	1
Do Not Meet Planning Definition	-	0	0
0% Undetermined Need	-	0	0
TOTAL	47	0	47

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Appendix A: Glossary of Terms / Acronyms used

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

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

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

Appendix B: Undetermined Households

Figure 27 - Need for undetermined Gypsy and Traveller households in East Hampshire (excluding SDNP) 2020-36

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	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	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Household base 14 and formation rate 1.50%)</i>	
Total Future Needs	4
Net Pitch Need = (Current and Future Need – Total Supply)	4

Figure 28 – Need for undetermined Gypsy and Traveller households in East Hampshire (excluding SDNP) by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	1	1	1	1	4

Figure 29 - Need for undetermined Gypsy and Traveller households in East Hampshire (SDNP) 2020-36

Travelling Showpeople - Undetermined	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No formation from 1 household)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 30 –Need for undetermined Gypsy and Traveller households in East Hampshire (SDNP) by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Figure 31 - Need for undetermined Travelling Showpeople households in East Hampshire (excluding SDNP) that did not meet the planning definition (2020-36)

Travelling Showpeople - Undetermined	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Household base 1 and formation rate 1.50%)</i>	
Total Future Needs	1
Net Plot Need = (Current and Future Need – Total Supply)	1

Figure 32 – Need for undetermined Travelling Showpeople households in East Hampshire (excluding SDNP) by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	1	0	0

Figure 33 - Need for undetermined Travelling Showpeople households East Hampshire (SDNP) that did not meet the planning definition (2020-36)

Travelling Showpeople - Undetermined	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No undetermined Travelling Showpeople)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 34 – Need for undetermined Travelling Showpeople households in East Hampshire (SDNP) by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Appendix C: Households that did not meet the Planning Definition

Figure 35 - Need for Gypsy and Traveller households in East Hampshire (excluding SDNP) that did not meet the Planning Definition (2020-36)

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

Figure 36 – Need for Gypsy and Traveller households in East Hampshire (excluding SDNP) that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Figure 37 - Need for Gypsy and Traveller households in East Hampshire (SDNP) that did not meet the Planning Definition (2020-36)

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

Figure 38 – Need for Gypsy and Traveller households in East Hampshire (SDNP) that did not meet the Planning Definition by 5-year periods

Years	0-5 2020-24	6-10 2025-29	11-15 2030-34	16-17 2035-36	Total
	0	0	0	0	0

Figure 39 - Need for Travelling Showpeople households in East Hampshire (excluding SDNP) that did not meet the planning definition (2020-36)

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

Figure 40 – Need for Travelling Showpeople households in East Hampshire (excluding SDNP) that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Figure 41 - Need for Travelling Showpeople households in East Hampshire (SDNP) that did not meet the planning definition (2020-36)

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

Figure 42 – Need for Travelling Showpeople households in East Hampshire (SDNP) that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-17	Total
	2020-24	2025-29	2030-34	2035-36	
	0	0	0	0	0

Appendix D: Site and Yard List

(April 2020)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Briar Lodge, Four Marks	8	-
East of Queens Road, Liphook	1	-
Fern Farm, Liss (SDNP)	4	-
Five Oaks, Liphook	1	-
Fordlands, Four Marks	1	-
Greengate, Liphook	1	-
Half Acre, Hawkley (SDNP)	3	-
Hill Top Stables, Liphook	6	-
Hillcrest Stables, Bordon	6	-
Janeland, Four Marks	1	-
Land adjacent to 1, Dean Field, (The Range)	1	-
Land at Applewood, Liphook.	7	-
Land between Coombe Dell and Teazles	2	-
Land east of Alderwood Cottage, Liphook (Eagles Place)	9	-
Land west of Highgate House, Ropley	1	-
New Barn Stables, Binsted (SDNP)	1	-
Sidewater Stables, Oakhanger	1	-
The Laurels, Liphook	2	-
The Paddocks, (Land adj. Bentley Sewage Works)	2	-
The Willows, Kingsley	1	-
Private Sites with Temporary Permission		
None	-	-
Lawful Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	59	0
Travelling Showpeople Yards		
Alderwood Cottage, Liphook	1	-
Fairland Drive, Headley Down	14	-
Outlaw, Headley	1	-
Fairland, Grayshott	13	-
Roads Hill, Horndean	1	-
Stallions of Sustance Lodge	1	-
Warren Barn, Priors Dean (SDNP)	1	-
TOTAL PLOTS	32	0

Appendix E: Household Interview Questions

GTAA Questionnaire 2019



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

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

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

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

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

A**General Information****A1 Name of planning authority:***INTERVIEWER please write in***A2 Date/time of site visit(s):***INTERVIEWER please write in*

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 rented

☐

Private owned

☐

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)

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

Yes ☐ No ☐

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

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

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

Choice ☐ No option ☐

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

Yes ☐ No ☐

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

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

B Demographics

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

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

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

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

Other Please specify

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other *Please specify*

Details (Please specify)

D **Waiting List**

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

Yes ☐ ☐ → Continue to D2

No ☐ ☐ → Go to D4

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other (Please specify)

Details (Please specify)

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

No ☐ Other (Please specify)

Details (Please specify) and take contact details

E		Future Accommodation Needs	
E1 Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i>			
Yes	<input type="checkbox"/>	If yes	→ Continue to E2
No	<input type="checkbox"/>	If no	→ Go to E5
		<div style="border: 1px solid black; padding: 5px; width: fit-content;">If so, why? (please specify)</div>	
E2 Where would you move to? <i>INTERVIEWER: Please cross one box only</i>			
Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (e.g. land they own elsewhere) (Please specify) <input type="checkbox"/>			
<p>Please specify where they would move to</p> <p>If they own land elsewhere - probe for details</p>			
E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i>			
Private buy	Private rent	Public rent	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
E4 Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i>			
Yes	No		
<input type="checkbox"/>	<input type="checkbox"/>		
E5 Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i>			
Yes	No		
<input type="checkbox"/>	<input type="checkbox"/>		
<p>Please ask for details on where land/site is located and who owns the land/site?</p>			

F Travelling	
F1	<p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?</p> <p>INTERVIEWER: Please cross one box only</p> <p>0 1 2 3 4 5+</p> <p><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p> <p>Go to F6a Continue to F2</p>
F2	<p>If you or members of your family have travelled in the last 12 months, which family members travelled?</p> <p>INTERVIEWER: Please cross one box only</p> <p>All the family Adult males Other <input type="text" value="If other, please specify"/></p> <p><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p>
F3	<p>What were the reasons for travelling?</p> <p>INTERVIEWER: Please cross all that apply</p> <p>Work Holidays Visiting family Fairs Other</p> <p><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p> <p><input type="text" value="Details / specify if necessary. If fairs—probe for whether this involves work"/></p>
F4	<p>At what time of year do you or family members usually travel? And for how long?</p> <p>INTERVIEWER: Please cross one box only</p> <p>All year Summer Winter</p> <p><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p> <p><input style="width: 100%;" type="text" value="And for how long?"/></p>
F5	<p>Where do you or family members usually stay when they are travelling?</p> <p>INTERVIEWER: Please cross all boxes that apply</p> <p>LA transit sites Private transit sites Roadside Friends/family Other <input type="text" value="If other, please specify"/></p> <p><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p> <p><input type="text" value="INTERVIEWER: Ask F6a — F8 ONLY if F1 = 0. Otherwise, go to F9"/></p>
F6a	<p>Are there any reasons why you don't you travel at the moment?</p> <p><input style="width: 100%;" type="text" value="Details"/></p>
F6b	<p>Have you or family members ever travelled?</p> <p>INTERVIEWER: Please cross one box only</p> <p>Yes <input type="checkbox"/> <input type="checkbox"/> → Continue to F7</p> <p>No <input type="checkbox"/> <input type="checkbox"/> → Go to F9</p>
F7a	<p>When did you or family members last travel?</p> <p>INTERVIEWER: Please write in</p> <p><input style="width: 100%;" type="text" value="Details"/></p>
F7b	<p>What were the reasons for travelling?</p> <p>INTERVIEWER: Please cross all that apply</p> <p>Work Holidays Visiting family Fairs Other</p> <p><input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/></p> <p><input type="text" value="Details / specify if necessary. If fairs—probe for whether this involves work"/></p>

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

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G Any other information	
G1	Any other information about this site or your accommodation needs? <i>INTERVIEWER: Please write in</i>
<p>Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)</p>	
G2	Site/Pitch plan? Any concerns? <i>INTERVIEWER: Please sketch & write in</i>
<p>Sketch of Site/Pitch — any concerns?</p> <p>Are any adaptations needed?</p> <p>Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently</p>	

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

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Appendix F: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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

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Household Growth Rates

Abstract and Conclusions

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

Introduction

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

Modelling Population and Household Growth Rates

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

Migration Effects

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

Population Profile

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

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

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

Birth and Fertility Rates

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

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

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

Death Rates

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

Modelling Outputs

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

Household Growth

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

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

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

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

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

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

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

Summary Conclusions

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