



Wiltshire Council



Wiltshire Council Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report

June 2024



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1. EXECUTIVE SUMMARY

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Wiltshire Council's (the Council) area.
- 1.2 As well as updating previous GTAAs, 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 2024/25 to 2038/39 to cover the Council's Local Plan period to 2037/38 and the 15-year requirements set out in Planning Policy for Traveller Sites (PPTS) 2023. The outcomes of this study supersede the outcomes of any previous GTAAs for Wiltshire Council.
- 1.3 The breakdown of need by time periods will be as follows:
 - » Years 0-5: 2024/25 – 2028/29 (included in report as 2024-28)
 - » Years 6-10: 2029/30 – 2033/34 (included in report as 2029-33)
 - » Years 11-14: 2034/35 – 2037/38 (included in report as 2034-37)
 - » Year 15: 2038/39
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the Council area 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.
- 1.5 A total of 248 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Wiltshire and a total of 12 interviews were completed with Travelling Showpeople. In addition, a total of 14 interviews were completed with households living in bricks and mortar in Wiltshire.
- 1.6 Engagement for the previous GTAA (also completed by ORS) was undertaken with key Council officers through telephone interviews. Whilst no formal interviews were completed for this GTAA Update, detailed discussions were held to determine any changes since the previous GTAA was completed and these were used to inform the updates of the site and yard baselines.
- 1.7 In addition, two workshops were hosted by the Council in June 2024 with representatives from neighbouring local authorities to consider cross boundary issues.
- 1.8 The fieldwork for the study and the review of previous fieldwork was completed between November 2023 and March 2024 and the baseline date for the study is 1st April 2024.

Key Findings

Pitch Needs – Gypsies and Travellers

- ^{1.9} Overall, the pitch needs for Gypsies and Travellers for the period 2024-2038 are set out below. Needs are set out for those households that met the 2023 PPTS planning definition of a Gypsy or Traveller¹; for any undetermined households² where an interview was not able to be completed due to households not being present despite up to three visits to each site; and for those households that did not meet the 2023 PPTS planning definition – although this is not a requirement for a GTAA.
- ^{1.10} Only the need from those households who met the planning definition and from those from undetermined households who can subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA. The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies as appropriate.
- ^{1.11} Although full pitch need is included in the overall figures within the GTAA, 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.
- ^{1.12} The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who may 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 siting additional touring caravans on existing sites as opposed to more formally set out pitches.
- ^{1.13} 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 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.
- ^{1.14} The Council will need to 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, and need from bricks and mortar.
- ^{1.15} In general terms, the need for those households who did not meet the 2023 PPTS planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies. This approach is specifically referenced in the National Planning Policy Framework (2023). Paragraph 62 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 63 then states that [emphasis added] *'Within this context, the size, type and tenure of housing*

¹ The PPTS planning definition was updated in December 2023. See Chapter 2 for further details.

² See Chapter 3 for further information on undetermined households.

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

- ^{1.16} The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Wiltshire due to data protection issues, the Council have more detailed data to support the preparation of Local Plan Policies.
- ^{1.17} There were 243 Gypsy or Traveller households identified in Wiltshire that met the 2023 PPTS planning definition and 100 households that did not meet the 2023 PPTS planning definition. There were 37 undetermined households that may meet the 2023 PPTS planning definition where it was not possible to complete a household interview.
- ^{1.18} There is a need for **188 pitches households that met the planning definition**. This is made up of 11 households on unauthorised developments; 60 concealed or doubled-up households or single adults; 54 from teenagers who may need a pitch of their own in the next 5 years; 4 from in-migration/roadside; 6 from households living in bricks and mortar; and 53 from new household formation using a rate of 1.50% derived from local demographics.
- ^{1.19} There is a need for **38 pitches for undetermined households**. This is made up of 1 unauthorised pitch; a modelled need of 15 concealed or doubled-up households or single adults; 11 from a modelled need for teenagers who may need a pitch of their own in the next 5 years; and 11 from new household formation, using the ORS national formation rate of 1.50%. If the locally derived proportion of households that met the planning definition (65%) were applied, this could result in a need for 25 pitches. If the ORS national average of 30% of households that met the planning definition were applied, this could result in a need for 11 pitches.
- ^{1.20} Whilst not now a requirement to include in a GTAA, there is a need for **73 pitches for households that did not meet the planning definition**. This is made up of 1 unauthorised pitch; 17 concealed or doubled-up households or single adults; 24 from teenagers who may need a pitch of their own in the next 5 years; 6 household in need of a pitch from the waiting list; and 25 from new household formation using a rate of 1.70% derived from local demographics.
- ^{1.21} Figure 1 summarises the identified need and
- ^{1.22} Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2024-2038)

Status	2024-2038
Meet Planning Definition	188
Undetermined	38
Do not meet Planning Definition	73

TOTAL	299
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Figure 2 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2024-28	135
6 – 10	2029-33	25
11 – 14	2034-37	22
15	2038-39	6
0 – 15	2024-38	188

Plot Needs – Travelling Showpeople

- ^{1.23} Overall, the plot needs for Travelling Showpeople from 2024-2038 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 not a requirement for a GTAA).
- ^{1.24} 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.
- ^{1.25} The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.
- ^{1.26} There is a need for **12 plots for households that met the planning definition**. This is made up of 8 concealed or doubled-up households or single adults; 3 teenagers who may need a plot of their own in the next 5 years; and 1 from new household formation, derived from the household demographics.
- ^{1.27} There was no need identified from 4 Travelling Showpeople who did not meet the planning definition and from 1 undetermined Travelling Showperson.

Figure 3 – Need for Travelling Showpeople households in Wiltshire (2024-2038)

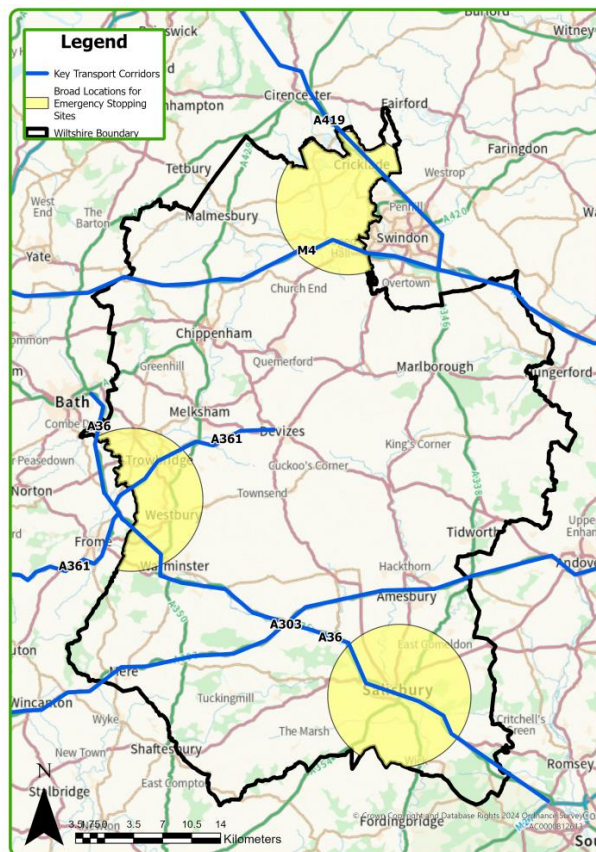
Status	2024-2038
Meet Planning Definition	12
Undetermined	0
Do not meet Planning Definition	0
TOTAL	12

Figure 4 – Need for Travelling Showpeople households that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2024-28	11
6 – 10	2029-33	0
11 – 14	2034-37	1
15	2038-39	0
0 – 15	2024-38	12

Transit Recommendations

- 1.28 Recent GTAAs for Wiltshire have recommended that transit provision was needed and that, due to the size of Wiltshire, a single transit site would not meet this need. They have gone on to recommend that the Council should seek to provide a network of temporary stopping places at locations across Wiltshire, and also to explore how best to meet the short-term needs of those travelling to specific events and festivals.
- 1.29 It is also understood that a transit site in nearby Swindon at Chiseldon Firs reopened in 2024.
- 1.30 As no formal transit provision has been made available since the most recent 2022 GTAA was published it is still recommended that the Council should continue to follow this approach. The map below shows the main travelling routes that were identified during the stakeholder interviews and from this it would be sensible for the Council to consider the provision of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county.



- ^{1.31} Further analysis should be completed of locally held data on encampments to determine the number of temporary stopping places that will be needed at each location. This is in line with the Councils Gypsy and Traveller Emergency Stopping Place Strategy that was approved by Cabinet in July 2018.
- ^{1.32} ORS also recommend in the previous GTAA, as part of a strategy to address transit requirements, that the Council engage with neighbouring local authorities to identify what they are currently doing or planning to do to address these needs. Short-term encampments are not a problem restricted to Wiltshire and this needs to be recognised to ensure, for example, that potential transit sites either side of a county boundary are not being considered in isolation.
- ^{1.33} In response to this recommendation the Council held two workshops in June 2024 to discuss cross-border transit issues, as well as progress with GTAA's and Local Plan preparation with neighbouring local authorities. These were attended by New Forest District Council, New Forest National Park Authority, Somerset Council, Oxfordshire County Council, Swindon Borough Council, Dorset Council, South Gloucestershire Council, Vale of the White Horse District Council, and Bath and North East Somerset Council.
- ^{1.34} The situation relating to levels of encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).
- ^{1.35} In the short-term the Council should continue to use its current approach when dealing with short-term encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- ^{1.36} 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.negotiatedstopping.co.uk for further information.
- ^{1.37} Temporary stopping places can be made available at times of increased demand due to fairs, cultural celebrations and festivals 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. Arrangements are already in place across the south of Wiltshire to provide temporary stopping provision for events that occur at Stonehenge.

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 Gypsies, Travellers, and Travelling Showpeople accommodation in Wiltshire.
- 2.2 The outcomes of the study will supersede any of the outcomes of the previous Gypsy, Traveller, and Travelling Showpeople Accommodation Needs Assessment (GTAA) completed for Wiltshire Council.
- 2.3 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 (as revised in December 2023), the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2023, and the Planning Practice Guidance (PPG) 2021.
- 2.4 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 the Council's Local Plan Policies and the provision of Traveller pitches and plots covering the period 2024/25 to 2038/39 to meet the 15-year requirements of the PPTS and the Local Plan period to 2037/38.
- 2.5 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.
- 2.6 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).
- 2.7 The baseline date for the study is 1st April 2024.

Definitions

- 2.8 The planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2023). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

The Planning Definition in PPTS (2023)

- 2.9 For the purposes of the planning system, the definition was changed in PPTS (2023). 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 or permanently, 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 or permanently, but excludes Gypsies and Travellers as defined above.

***(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG),
December 2023***

- ^{2.10} The key change that was made to both definitions in the December 2023 revision to PPTS was the reintroduction of those who have ceased to travel permanently.

Definition of Travelling

- ^{2.11} One of the most important questions that GTAA’s 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’.
- ^{2.12} **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.
- ^{2.13} 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.
- ^{2.14} 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*.
- ^{2.15} 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.

- ^{2.16} 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.
- ^{2.17} **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.
- ^{2.18} The implication of these rulings in terms of applying the planning definition is that it will only include those who travel 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 have never travelled for work, or those who have never travelled. It will not cover those who commute to work daily from a permanent place of residence (**see APP/E2205/C/15/3137477**).
- ^{2.19} 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.
- ^{2.20} Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily or permanently 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 or permanently these households will need to demonstrate that they have travelled for work, or for seeking work, in the past.
- ^{2.21} 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.

- ^{2.22} This was further reinforced in a 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 or travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

- ^{2.23} 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), 2023
 - » The Housing and Planning Act, 2016
 - » National Planning Policy Framework (NPPF), 2023
 - » Planning Practice Guidance³ (PPG), 2021
- ^{2.24} 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.
- ^{2.25} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2023). It should be read in conjunction with the National Planning Policy Framework (NPPF) 2023. In addition, the Housing and Planning Act (2016) makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2023

- ^{2.26} PPTS (2023), 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.

³ With particular reference to the sections on Housing needs of different groups (May 2021).

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

^{2.27} 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.

^{2.28} 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.

^{2.29} Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, PPTS also notes in Paragraph 11 that:

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

National Planning Policy Framework (2023)

- ^{2.30} The most recent version of the National Planning Policy Framework was issued in December 2023. Paragraph 62 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.
- ^{2.31} Paragraph 63 then states that [emphasis added] ‘*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.*’
- ^{2.32} 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.
- ^{2.33} 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 the then Paragraph 61 of the NPPF (now paragraph 63) 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 Local Plan. 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.

Levelling-up and Regeneration Act (2023)

- ^{2.34} Among other things, this Act seeks to make provision about town and country planning. The Act received Royal Assent in October 2023. Whilst there is currently no specific reference to changes to policy and guidance for Gypsies and Travellers, the Council may need to consider the outcomes of any changes to planning legislation that may impact on the accommodation needs of Gypsies and Travellers. In addition, the Act has also abolished the Duty to Cooperate that was introduced by the Localism Act in 2011.

Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities and others [2022]

- ^{2.35} In October 2022 the Court of Appeal handed down judgment in *Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391*. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work due

to old age or disability. The Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.

- ^{2.36} Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it has not been quashed or declared unlawful at this time.
- ^{2.37} As a result of the Lisa Smith Judgement to Government made changes to the PPTS in December 2023 to reintroduce those who have ceased to travel permanently under the definition.

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 (2023), the Housing and Planning Act (2016), the NPPF (2023), and the PPG (2021). 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 contains a number of requirements for local authorities which must be addressed in any GTAA 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 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Brentwood, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.
- ^{3.4} An Appeal Decision for a Hearing in Central Bedfordshire (**APP/P0240/C/18/3213822**) that was issued in March 2020 concluded:

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

- ^{3.5} The Inspector for the East Herts District Plan 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.'

- ^{3.6} The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

^{3.7} A Glossary of Terms/Acronyms can be found in **Appendix B: Glossary of Terms / Acronyms Used**.

Desk-Based Review

^{3.8} 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

^{3.9} Engagement for the previous GTAA (also completed by ORS) was undertaken with key Council officers through telephone interviews. Whilst no formal interviews were completed for this GTAA Update, detailed discussions were held to determine any changes since the previous GTAA was completed.

Working Collaboratively with Neighbouring Planning Authorities

^{3.10} As this was an update of an existing GTAA for Wiltshire there was no formal engagement programme completed with neighbouring planning authorities, but as part of this current study, ORS made contact by email with those authorities who had previously contributed to engagement undertaken⁴. No new issues were raised in response. In addition, discussions took place between Council Officers from Wiltshire and the following neighbouring planning authorities during the preparation of the new Wiltshire Local Plan and Gypsies and Travellers Development Plan Document (DPD). To this end, workshops were hosted by the Council in June 2024 where neighbouring local authorities participated to discuss cross-border issues and progress on Local Plans with regard to addressing Traveller needs:

- » Bath & North East Somerset Council
- » Cotswold District Council
- » Dorset Council
- » New Forest District Council
- » New Forest National Park Authority

⁴ Wiltshire Gypsies and Travellers Accommodation Assessment (ORS, 2022), Section 5.

- » Oxfordshire County Council
- » South Gloucestershire Council
- » Somerset Council
- » Swindon Borough Council
- » Test Valley Borough Council
- » Vale of White Horse District Council
- » West Berkshire Council

Survey of Travelling Communities

^{3.11} As this is an update of Gypsy and Traveller Needs for Wiltshire, a 3-stage approach was taken to update the household interviews.

- » **Stage 1:** Review of 2022 baseline for the previous GTAA.
- » **Stage 2:** Completion of new household interviews where required for new sites and sites where changes have occurred since the previous GTAA.
- » **Stage 3:** Review of previous household interviews and demographic uplift of data.

Stage 1: Review of 2022 Baseline

^{3.12} ORS worked closely with the Council to review the Gypsy and Traveller Needs for the study area by constructing a new baseline to determine if there had been any changes on existing sites and yards (i.e. additional pitches or plots), and to identify any new sites or yards that have been granted planning permission or that have been allowed at appeal. In addition, this review also looked at planning applications that have been refused or dismissed at appeal where the sites are currently occupied unlawfully.

Stage 2: New Household Interviews

^{3.13} Following the review of the 2022 baseline, it was identified that new household interviews would need to be completed on a total of 12 Gypsy and Traveller sites and 1 Travelling Showpeople yard, comprising 81 pitches and 1 plot. These were on a combination of sites that were not included in the 2022 GTAA baseline or on sites where it was not possible to complete interviews for the previous GTAA.

^{3.14} In addition, a review was completed of the 3 public sites and of 2 former public sites that were recently sold by the Council, as well as a desk-based review of a number of sites recently granted planning permission or allowed at appeal. This review covered 20 sites with a total of 165 pitches.

^{3.15} ORS worked closely with the Council to ensure that the interviews would collect all the necessary information to support the study and used the site interview questions that were used for the 2022 GTAA (See **Appendix F**). These take into account of past changes to PPTS and collect the information ORS feel necessary to apply the planning definition of a Traveller. All interviews were completed by members of our

dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. 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.

- ^{3.16} 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.
- ^{3.17} 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).

Stage 3: Review of previous household interviews

- ^{3.18} ORS worked closely with the Council to review the outcomes of the interviews that were completed to support the 2022 GTAA, where there have been no known changes to pitch numbers and where ownership and occupancy is understood to be the same. This involved discussions with Officers responsible for dealing with planning applications and appeals for Travellers; with Officers responsible for completing the Traveller Caravan Count; and with Officers responsible for enforcement. The purpose of this stage of the study was to determine whether there have been changes to site composition. This also involved an uplift of the population base for households, and modelling for new births for the period 2022-2024.

Engagement with Bricks and Mortar Households

- ^{3.19} The 2021 Census recorded 186 households who identified as either Gypsies or Irish Travellers, or Roma who lived in a house or bungalow in Wiltshire and 91 living in a flat or maisonette.
- ^{3.20} ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- ^{3.21} 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

- ^{3.22} 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 to avoid days of known local or national events. The fieldwork for the study and the review of previous fieldwork was completed between November 2023 and March 2024.

Applying the 2023 PPTS Planning Definition

- ^{3.23} The primary change to PPTS in December 2023 in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes to now include those who have ceased to travel permanently. Through the new site interviews ORS sought to collect information necessary to assess each household against the planning definition. There are a 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 or permanently due to education, ill health or old age.
- ^{3.24} In addition, household interviews for households that were not interviewed for the GTAA Update were also reviewed against the revised planning definition of a Traveller.
- ^{3.25} 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 reasons for travelling.
 - » Where household members travelled to and for how long.
 - » 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.
- ^{3.26} When the household interviews were completed, the answers from the questions on travelling were used to determine the status of each household against the planning definition in PPTS. 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 or permanently due to education, ill health or old age. The same definition applies to Travelling Showpeople as to Gypsies and Travellers. This included information on the type of work that is undertaken; which family members travelled for work; the times of the year that

family members travelled for work; the duration of the trips for work; and where the family members stay when travelling away from home for work.

- 3.27 Households that need to be formally considered in the GTAA fall under one of three classifications. 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 or permanently under the planning definition.
 - » Households where an interview was not possible who may fall under the planning definition.
- 3.28 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been 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 NPPF (2023).

Undetermined Households

- 3.29 As well as calculating need for households that meet the planning definition, a GTAA has to consider the needs of any households where an interview was not able to be completed (either due to refusal to be interviewed or households that were not present during the fieldwork period). 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 sought an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that meet the planning definition.
- 3.30 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. As the demographics of any undetermined households are unknown, the ORS national household formation rate of 1.50% has been used. In addition, need from concealed/doubled-up households and from teenagers has been modelled based on the outcomes from completed interviews.
- 3.31 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.
- 3.32 However, data that has been collected from over 5,500 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 (this rises to 70% for Travelling Showpeople based on over 500 interviews that have been completed) – and in some local authorities, no households meet the planning definition.
- 3.33 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 the previous PPTS in 2015. It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on approximately 40% 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.

- ^{3.34} This would also suggest that it is likely that only a proportion of any potential need identified from undetermined households would need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- ^{3.35} In addition, the locally identified percentage of households that met the planning definition has also been considered as it was significantly higher than the ORS national figure.
- ^{3.36} 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:

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.

Households that Do Not Meet the Planning Definition

- ^{3.37} Households who have never travelled for work, or have never travelled, still fall outside of the PPTS planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁵ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the NPPF (2023).
- ^{3.38} Paragraph 63 of the NPPF states that [emphasis added]:

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

‘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 the Current and Future Need

^{3.39} To identify need, PPTS requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

^{3.40} 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).

^{3.41} 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

^{3.42} 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:

- » Households on unauthorised developments for which planning permission is not expected.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Teenage children in need of a pitch of their own in the next 5 years.
- » In-migration/roadside.
- » Households in bricks and mortar needing to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

- ^{3.43} The final stage was to identify components of future need. This includes the following components:
- » Households living on sites with temporary planning permission.
 - » New household formation.
- ^{3.44} 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.
- ^{3.45} ORS are also increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them displaced in-migration.
- ^{3.46} 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.

Pitch Turnover

- ^{3.47} Some assessments of need make use of pitch turnover as an ongoing annual component of supply. ORS do not agree with this approach or about making any assumptions about ongoing 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.

- ^{3.48} In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers⁶ produced jointly in June 2016 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:

⁶ See www.londongypsiesandtravellers.org.uk/resources/ for details.

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.

- ^{3.49} 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, annual pitch turnover has not been considered as a formal component of supply in this GTAA. However, natural turnover of pitches on public and private sites should continue to be monitored by the Council. In particular, the natural turnover of pitches can help to meet future need over time from new household formation.

Transit Provision

- ^{3.50} GTAA studies require the identification of demand for transit provision. 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 can be developed to accommodate Gypsies and Travellers as they move through different areas.
- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
 - » **Emergency stopping places** - more limited facilities.
 - » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
 - » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.
- ^{3.51} Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.
- ^{3.52} An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.
- ^{3.53} Another alternative is 'negotiated stopping'. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- ^{3.54} 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.

- ^{3.55} The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- ^{3.56} Consideration will also have to be given to the Police, Crime, Sentencing and Courts Act which came in to force in June 2022. Part 4 of the Act gives the Police additional powers to deal with unauthorised encampments through new offences relating to residing on land without consent in or with a vehicle and new powers in relation to the seizure of property.
- ^{3.57} 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 Department for Levelling Up, Housing and Communities (DLUHC)⁷ Traveller Caravan Count. The outcomes of the Stakeholder Interviews 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 Ministry for Housing, Communities and Local Government (MHCLG).

4. GYPSY, TRAVELLER & TRAVELLING SHOWPEOPLE SITES AND POPULATION

Introduction

- ^{4.1} One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in 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, respectively. 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, as described more fully in Chapter 3 above. 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.
- ^{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

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.

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

4.6 In the area on the base date for the GTAA, there were

- » 3 public sites (50 pitches).
- » 66 private sites with permanent planning permission (302 pitches);
- » No sites with temporary planning permission;
- » 3 sites that are tolerated for planning purposes (4 pitches);
- » 8 unauthorised sites (14 pitches);
- » 5 Travelling Showpeople yards (13 plots).
- » There were no public transit sites identified.

4.7 See **Appendix E: Site and Yard List** for further details.

Figure 5 - Total amount of provision in Wiltshire (April 2024)

Category	Sites/Yards	Pitches/Plots
Public sites	3	50
Private with permanent planning permission	66	302
Private with temporary planning permission	0	0
Tolerated sites	3	4
Unauthorised sites	8	14
Public transit sites	0	0
Travelling Showpeople yards – with permanent planning permission	5	13
TOTAL	85	383

DLUHC Traveller Caravan Count

4.8 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 DLUHC. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.

4.9 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.

- ^{4.10} The most recent Traveller Caravan Count in July 2023 recorded 120 caravans on socially rented sites; 405 caravans on sites with permanent permissions; 25 tolerated caravans on unauthorised sites owned by Travellers; and 5 non-tolerated caravans on unauthorised sites owned by Travellers.

5. SURVEY OF TRAVELLING COMMUNITIES

Interviews with Gypsies and Travellers

- ^{5.1} 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.
- ^{5.2} In Wiltshire at the base date for the GTAA, there were 3 public Gypsy and Traveller sites; 66 privately owned sites with permanent planning permission; 3 sites that are tolerated for planning purposes; 8 unauthorised sites; and 5 Travelling Showpeople yards. See **Appendix E: Site and Yard List** for further details.
- ^{5.3} In addition, it was possible to complete interviews with 14 households living in bricks and mortar.
- ^{5.4} Overall this represents a very robust response rate of 88%.
- ^{5.5} The tables below set out the number of pitches/plots, the number of interviews that were completed, and any reasons why interviews were not able to be completed.

Figure 6 – Interviews completed in Wiltshire

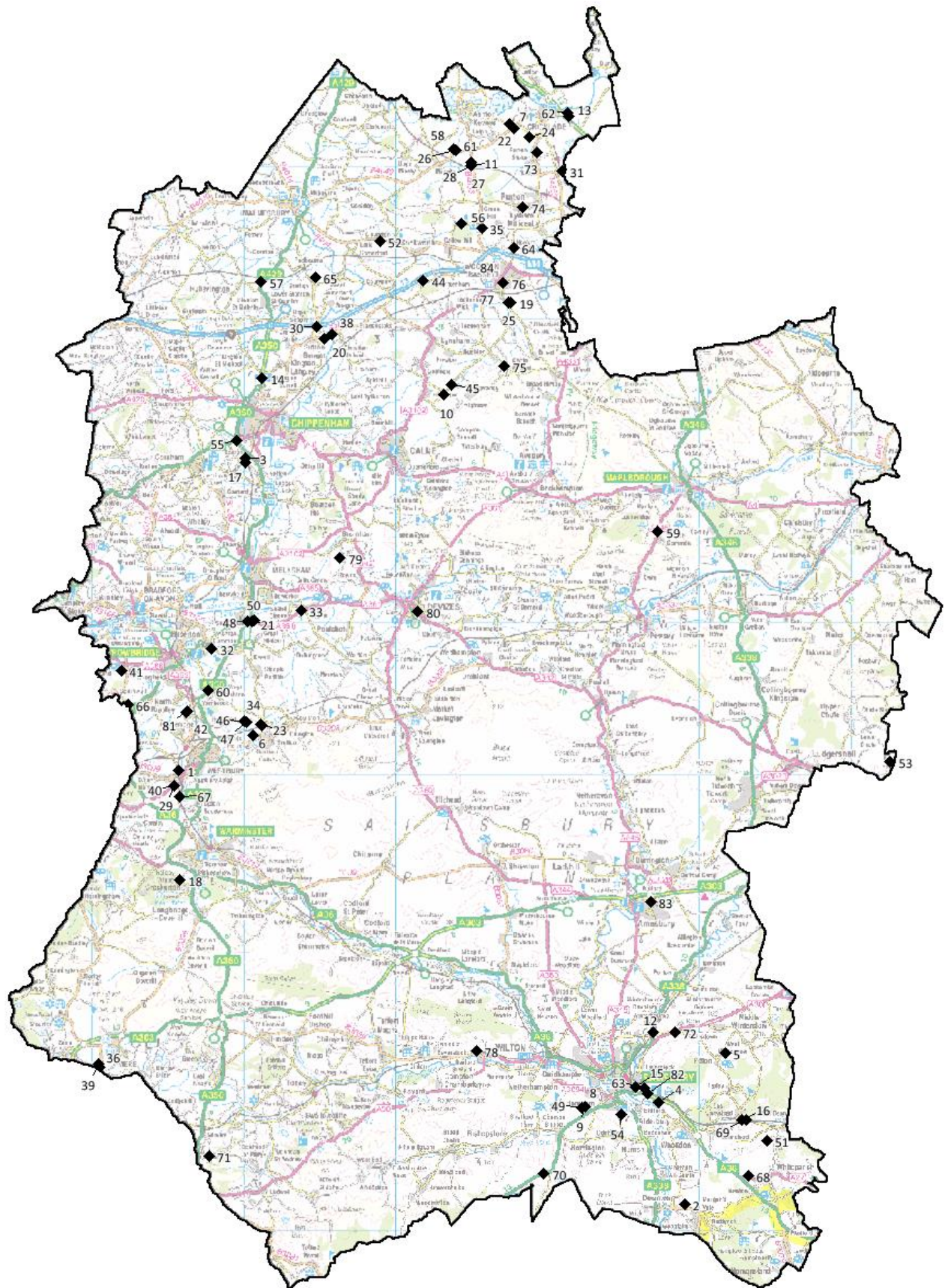
Map Ref	Site Status	Pitches/ Plots	Interviews	Reasons for not completing interviews/additional interviews
	Public Sites			
1	Fairhaven Gypsy Site	7	7	
2	Lode Hill Gypsy Site	12	12	
3	Thingley Gypsy Site	31	31	
	Private Sites			
4	79 Southampton Road (The Piggeries)	2	2	
5	Badgers Rest	1	0	1 x refusal
6	Bonnie Farm	10	1	9 x non-Travellers
7	Bournelake	15	2	2 x no contact, 1 x refusal, 1 x non-Travellers, 6 x vacant
8	Braemar	2	2	
9	Braemar (2)	1	1	
10	Brewers Pit, Hilmarton	1	1	
11	Bridge Paddocks	6	4	2 x undeveloped

12	Broken Cross, Winterbourne	3	3	
13	Calcutt Stables (Park)	14	8	
14	Christian Place	3	3	
15	Dairyhouse Bridge Gypsy Site	18	18	
16	Dillons Farm	1	1	
17	Easton Lane Gypsy and Traveller Site	5	5	
18	Ernies Yard	2	2	
19	Former Glenville Nurseries	11	1	3 x refusals, 4 x no contact, 3 x vacant
20	Frampton Farm	15	3	12 x non-Travellers
21	Greenacres Mobile Park (adj West Wilts Crem)	14	3	4 x non-Travellers, 7 x vacant
22	Greenfield View	2	2	
23	Hedgerow Stables	1	1	
24	Hicks Leaze	1	0	1 x no contact
25	Jacob Manor	7	7	
26	Land adjacent B4040	6	0	6 x undeveloped
27	Land adjacent Bridge Paddocks (1)	4	4	
28	Land adjacent Bridge Paddocks (2)	1	1	
29	Land adjacent Hisomley Farmhouse	1	1	
30	Land Adjacent Old Telephone Exchange	1	0	1 x no contact
31	Land adjoining Swindon & Cricklade Railway	2	0	2 x no contact
32	Land at 2 The Holdings, Steeple Ashton	1	1	
33	Land at A361, Seend (Blossom Hill)	2	2	
34	Land at Capps Lane (Shellbrook View)	1	1	
35	Land at Four Oaks	12	4	2 x vacant, 6 x non-Travellers
36	Land at Jane Oaks Farm, Mere	4	0	4 x undeveloped
37	Land at Lower Westbury Road	1	0	1 x no contact
38	Land at Orchard Paddock	1	1	
39	Land at west side of B3092, Mapperton Hill	1	0	1 x no contact
40	Land at White Horse View	2	2	

41	Land off Shop Lane, Wingfield	1	1	
42	Land opposite 6 Hawkeridge Road (Horseshoe Stables Farm)	2	2	
43	Land south of Bridge Paddocks	4	4	
44	Land south of Old Farm, Grittenham	1	0	1 x undeveloped
45	Land west of Bushton Road	1	1	
46	Land west of Penn Farm (1)	1	0	1 x undeveloped
47	Land west of Penn Farm (2)	3	0	3 x undeveloped
48	Lansdowne	7	3	4 x undeveloped
49	Little Acre, Winterbourne Earls	1	1	
50	Littleton Stables	1	1	
51	Llamedos	1	1	
52	Melbourne View	4	4	
53	Nials Yard, Clanville	1	1	
54	Oak Tree Field Gypsy Site	32	31	1 x vacant but not available
55	Pudding Brook	2	2	
56	Purdys Farm	7	7	
57	Rose Field Caravan Site	6	1	5 x refusals
58	Sambourne Park	16	10	6 x undeveloped
59	Specks Caravan Site	1	1	
60	Sunnyside, Yarnbrook Road	6	6	
61	Thatado Barn, Leigh	2	2	
62	The Lodge, Calcutt	5	1	4 x no contact
63	The Old Chalkpit, Petersfinger	1	1	
64	The Paddock, Hook	6	2	4 x undeveloped
65	The Paddock, Startley	5	5	
66	The Poplars Residential Park, Poplar Tree Lane	5	5	
67	The Poplars, Sand Pit Lane, Dilton Marsh	2	2	
68	Tricky's Paddock	2	2	
69	Valley View	1	1	

	Temporary Sites			
	None	-	-	-
	Tolerated Sites			
70	Blandford Road	1	0	1 x refusal
71	Hatt Hill	2	0	2 x no contact
72	Viny Ridge	1	1	
	Unauthorised Sites			
73	Dreamlea, Purton Stoke	2	2	
74	Land adjacent 27 Restrop Road	1	0	1 x no contact
75	Land North of 34 - 39 Clyffe Pypard	3	3	
76	Littleton Drew, Chippenham	2	2	
77	The Caravan, No. 9 Old Court, Royal Wootton Bassett	1	1	
78	The Old Dairy Yard, Barford St Martin	1	1	
79	The Paddock, Bromham	3	3	
	Roadside			
n/a	Wynn's Paddock, Whaddon (roadside)	1	1	
	Public Transit Sites			
	None	-	-	-
	Travelling Showpeople			
80	Land adj, Nursteed Park (tolerated)	5	5	
81	Land opposite The Laurels	5	5	
82	Petersfinger Business Park, Southampton Road	1	1	
83	Porton Road	1	0	1 x no contact
84	The Yard at No. 6 Old Court	1	1	
	Bricks & Mortar			
n/a	79 Southampton Road (The Piggeries)	2	2	
n/a	Dean Road	1	1	
n/a	Hill View	1	1	
n/a	Hillbilly Acre	1	1	
n/a	Little Acre	1	1	

n/a	Salisbury - various	6	6	
n/a	The Paddock, Hook	1	1	
n/a	Petersfinger Business Park, Southampton Road	1	1	
	TOTAL	398	274	



6. STAKEHOLDER ENGAGEMENT

Introduction

- ^{6.1} Engagement for the previous GTAA (also completed by ORS) was undertaken with key Council officers through telephone interviews. Whilst no formal interviews were completed for this GTAA Update, detailed discussions were held to determine any changes since the previous GTAA was completed and these were used to inform the updates of the site and yard baselines.
- ^{6.2} As this was an update of an existing GTAA for Wiltshire there was no formal engagement programme completed with individual neighbouring planning authorities, however ORS made contact with those authorities who had previously contributed to earlier GTAA⁹ but no issues were raised in response. There have been discussions between Council Officers from Wiltshire and neighbouring planning authorities during the preparation of the new Wiltshire Local Plan and Gypsies and Travellers DPD.
- ^{6.3} In addition, following recommendations in the previous GTAA, workshops were hosted by the Council in June 2024. The online workshops were attended by the following local authorities, as well as by ORS:
- » Bath and North East Somerset Council
 - » Cotswold District Council
 - » New Forest District Council
 - » New Forest National Park Authority
 - » Oxfordshire County Council
 - » Somerset Council
 - » Swindon Borough Council
 - » Test Valley Borough Council
 - » South Gloucestershire Council
 - » Vale of the White Horse District Council
 - » Dorset Council
 - » West Berkshire Council
- ^{6.4} The focus of each workshop was to provide updates on progress with Local Plans; to discuss any cross-border issues; and for Wiltshire Council to provide an update to neighbouring authorities on their emerging Gypsies and Travellers DPD.

⁹ Wiltshire Gypsies and Travellers Accommodation Assessment (ORS, 2022), Section 5.

Local Plan Updates

Wiltshire Council

- ^{6.5} A new GTAA for Wiltshire has been prepared by ORS. The Emerging Gypsies and Travellers Development Plan Document (DPD) is being prepared separate to the Wiltshire Local Plan review. Governance is being sought for approval for Regulation 19 consultation in July 2024, and it is intended that this consultation will commence in late summer 2024.

Bath and North East Somerset Council

- ^{6.6} B&NES are seeking to plan for the local Traveller Community through a new Local Plan and not through a separate DPD. The Council has recently consulted on an Options Document and hope to commence Regulation 19 consultation in early 2025, with submission June 2025.
- ^{6.7} A new GTAA for B&NES is currently being completed by ORS and this will inform the Regulation 19 plan. The Council is considering a criteria-based approach to meeting need, together with a review of existing private sites to determine whether there are opportunities for intensification of these sites.

Cotswold District Council

- ^{6.8} The Council completed a Regulation 18 consultation on a draft Local Plan in April 2024 and are currently in the process of working up the Plan with the intention to consult under Regulation 19 in January 2025. Their current GTAA was completed as a joint commission across all Gloucestershire County authorities. The Council completed a Call for Sites as part of their Regulation 18 consultation and are now looking at alternative ways of getting landowners to release land, as there is currently a shortfall of land to meet identified needs.

Dorset Council

- ^{6.9} The Council's Local Development Scheme has recently been updated with provisional dates for further Local Plan scoping and early engagement expected to take place in September 2024. A GTAA was undertaken in 2017 and another in 2022.

New Forest District Council

- ^{6.10} The most recent Local Plan was adopted in 2020 and includes a criteria-based policy for Gypsies and Travellers and Travelling Showpeople. This was based on a GTAA undertaken in 2017 by a consortium of Hampshire County authorities, which established limited need.

- ^{6.11} The Council are now carrying out a full Local Plan review and Regulation 18 consultation is expected later in 2024. The Council are also in the process of commissioning an update to their GTAA in conjunction with New Forest National Park Authority (NPA).

New Forest National Park Authority

- ^{6.12} The New Forest NPA Local Plan was adopted in 2019 and allocated a site to meet need for 1 pitch for Gypsies and Travellers. No allocations were included for Travelling Showpeople and any needs are subject to a criteria-based policy. New Forest NPA are now looking to commission a new joint GTAA with New Forest District Council.

Oxfordshire County Council

- ^{6.13} Oxfordshire County Council confirmed that a new GTAA is currently being completed for the District Councils in Oxfordshire and that this is being led by West Oxfordshire District Council.

Somerset Council

- ^{6.14} The Council confirmed that a new Unitary Authority was established on 1st April 2023 to replace the 5 former districts and Somerset County Council. The Council is in the process of commissioning new evidence base documents to inform a new Local Plan and have recently commissioned a new GTAA from ORS which is currently being completed.

South Gloucestershire Council

- ^{6.15} Traveller matters will be covered in the Local Plan which underwent Regulation 18 consultation in early 2024. A GTAA was conducted by ORS which identifies a substantial accommodation need. Work is ongoing to identify sites. The Regulation 19 consultation is scheduled to go ahead towards the end of 2024/beginning of 2025 and submission is intended before June 2025.

Swindon Borough Council

- ^{6.16} The Council confirmed that their Regulation 19 Local Plan was consulted on in 2021. Since then they have undertaken a review of their evidence base including a new GTAA which is currently being completed by RRR. The Council is planning a new Regulation 18 consultation in Autumn 2024, with an intention for a Regulation 19 consultation in Spring 2025 and Submission in June 2025.

Test Valley Borough Council

- ^{6.17} The Council confirmed that their Regulation 18 consultation ended in April 2024 including a new Call for Sites. The Regulation 18 Plan identifies need, which exceeded supply. The Council is aiming to carry out Regulation 19 consultation in early 2025, and commissioned ORS to complete a Pitch Deliverability Assessment to determine whether identified need could be accommodated on existing sites.

Vale of the White Horse District Council

- ^{6.18} Vale of White Horse District Council and South Oxfordshire District Council are preparing a joint Local Plan which will also address traveller needs. The Preferred Options consultation was undertaken in February 2024. The Regulation 18 consultation is scheduled for late 2024 and the intention is to submit the Plan before June 2025. All Oxfordshire authorities are working collaboratively on a joint GTAA for the whole of Oxfordshire.

West Berkshire Council

- ^{6.19} While West Berkshire did not attend a workshop, they have confirmed that their Local Plan is currently at examination and that they do not consider there to be any cross-boundary issues with regard to Traveller sites.

Cross-Boundary Issues

- ^{6.20} The second part of the workshops was a discussion on cross-boundary issues, including transit provision.
- ^{6.21} Wiltshire Council explained that their 2021 Regulation 18 consultation and GTAA engagement had not raised any cross-boundary issues that may need addressing in the emerging Gypsies and Travellers DPD.
- ^{6.22} ORS had highlighted the need for informed engagement with neighbouring authorities as part of preparing GTAA's, and in particular in relation to known travel patterns and potential transit need. ORS also noted that transit sites should be located where they are needed - on key transport routes which very often cross local authority boundaries. Understanding what is planned in neighbouring authorities can therefore be helpful in ensuring a complementary network of transit provision across wider local authority areas.
- ^{6.23} Wiltshire Council confirmed that this GTAA and the 2018 Emergency Stopping Places Strategy has informed the draft DPD in terms of the location and number of new sites for temporary accommodation.
- ^{6.24} Swindon Council confirmed that a former transit site close to Junction 15 on the M4 has been brought back into operation, which may have implications for where transit provision is made within Wiltshire.
- ^{6.25} The New Forest NPA confirmed that the adopted Local Plan contains a policy requirement for a local connection test so that any new sites are based on genuine local needs rather than demands, because of the sensitivity of the National Park.
- ^{6.26} The engagement workshops did not raise any substantive issues of a cross-boundary nature.

7. CURRENT AND FUTURE PITCH PROVISION

Introduction

- ^{7.1} This section focuses on the pitch and plot provision which is needed in the study area currently and to 2038. 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, a review of previously completed interviews, 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 it in June 2020. The main conclusions are set out here and the full paper is in **Appendix G: Technical Note on Household Formation and Growth Rates**.
- ^{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 Travellers (in addition

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.

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 case 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 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.
- 7.11 Overall, the household growth rate used for the assessment of future needs is informed by local evidence. This local demographic evidence is usually used to adjust the ORS national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).

- ^{7.12} However, in certain circumstances where the numbers of households and children are low, or the population age structure cohorts are skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales.
- ^{7.13} The following approaches have been applied in Wiltshire for these reasons:
- » For Gypsy and Traveller households that met the planning definition 37% of those interviewed were aged under 18. As such the ORS national growth rate of 1.50% has been applied.
 - » For Gypsy and Traveller households that did not meet the planning definition 41% of those interviewed were aged under 18 so the ORS national growth rate of 1.50% has been uplifted to 1.70%.
 - » For Travelling Showpeople, due to the low numbers of children aged under 18 a judgement has been made based on the age and gender of the children living on the yard.
- ^{7.14} In addition, the ORS national rate of 1.50% has been used to estimate growth for undetermined Travellers, based on the best available evidence and due to lack of local demographic evidence for undetermined Traveller households.
- ^{7.15} New household formation has been calculated from year 6 of the GTAA period onwards. New household formation for years 0-5 of the GTAA period is from teenagers who may be in need of a pitch in the next 5 years who have been identified as components of need in the household interviews. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

- ^{7.16} In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS. Because the Gypsies and Travellers DPD plan period is to 2037/38, the final 5 year band is broken down into Years 11-14 and Year 15. 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.

Applying the 2023 PPTS Planning Definition

- ^{7.17} The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS 2023. This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition or those who demonstrated that they have ceased to travel temporarily or permanently (due to education, ill health, or old age) form the components of need in the GTAA that will need to be addressed through a Gypsy and Traveller Local Plan Policy.

- ^{7.18} In addition, households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA, 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.
- ^{7.19} The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The table below sets out the planning status of households that were interviewed or for the interview that were reviewed for the GTAA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults and accepted in-migration.

Figure 7 – Planning status of households in Wiltshire

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	30	25	0
Private Sites	186	70	32
Temporary Sites	0	0	0
Tolerated Sites	0	1	3
Unauthorised Sites	12	2	1
B&M	11	2	1
Roadside/In-migration	4	0	0
Sub-Total	243	100	37
Travelling Showpeople			
TSP – Private	16	4	1
TSP – B&M	1	0	0
Sub-Total	17	4	1
TOTAL	260	104	38

- ^{7.20} Figure 7 shows that for Gypsies and Travellers in Wiltshire 243 Gypsy and Traveller households met the 2023 PPTS planning definition of a Traveller, and 17 Travelling Showpeople households met the definition in that they were able to demonstrate that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence or have ceased to travel temporarily or permanently.
- ^{7.21} 100 Gypsy and Traveller households and 4 Travelling Showpeople households did not meet the 2023 PPTS planning definition as they were not able to demonstrate that they have travelled for work in the past or have never travelled.

- ^{7.22} It was not possible to make contact with 37 Gypsy and Traveller households and 1 Travelling Showperson household during the fieldwork period as households either refused to take part in an interview or were not present during the fieldwork period. These households are recorded as Undetermined for the purposes of the GTAA.

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{7.23} Following all of the efforts that were made it was possible to identify and interview 14 households living in bricks and mortar.

Migration/Roadside

- ^{7.24} The study also sought to identify any need from households who have been forced to move from sites due to overcrowding and who are currently living on the roadside or on sites in other local authorities – and who have strong family links with households in Wiltshire. These are referred to as roadside households or displaced in-migration.
- ^{7.25} 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 4 households living on roadside predominantly in Wiltshire with a need to move to a permanent pitch area.
- ^{7.26} ORS have found no firm evidence from other local studies that have been completed recently of any households wishing to move to Wiltshire. Therefore, other than the 4 referred to above, 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.
- ^{7.27} It is important to note that any applications for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by Criteria-Based Local Plan Policies.

Waiting Lists for Public Sites

- ^{7.28} There are 3 public sites in Wiltshire. Discussions with the Site Managers and Officers responsible for managing the waiting list for these sites identified that there were a total of 19 households on the waiting list in April 2024 – 6 for Fairhaven, 10 for Lode Hill, and 3 for Thingley. A detailed review of the current circumstances of households on the waiting list has determined that only 6 should be considered as being in immediate need for a pitch in Wiltshire for the purposes of this GTAA – none of whom meet the planning definition. Reasons for not considering the remaining 13 households as being in immediate need for a pitch in Wiltshire include:
- » Households already included as components of need as doubled-up households living on these sites (to avoid double counting of need).
 - » Households living in bricks and mortar in Wiltshire.
 - » Households living in other local authorities.

Gypsy and Traveller Pitch Needs

Gypsies and Travellers that met the Planning Definition

^{7.29} Analysis of the household interviews indicated that there is a need from 11 unauthorised pitches; for 60 concealed or doubled-up households or single adults; for 54 teenagers who may be in need of a pitch of their own in the next 5 years; from 4 household from in-migration/roadside; from 6 households currently living in bricks and mortar; for 53 from new household formation using a formation rate of 1.50% derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller in Wiltshire **is for 188 pitches over the GTAA period.**

Figure 8 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition

Gypsy & Traveller – Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	0
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	11
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding	60
5 year need from teenage children	54
Households on pitches with temporary planning permission	0
Movement from bricks and mortar	6
In-Migration/Roadside	4
Households on waiting lists for public sites	0
Total Current Need	135
Future Need	
New household formation	53
<i>(Household base 281 and formation rate 1.50%)</i>	
Total Future Need	53
Net Pitch Need = (Current and Future Need – Total Supply)	188

Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2024-28	135
6 – 10	2029-33	25
11 – 14	2034-37	22
15	2038-39	6
0 – 15	2024-38/39	188

Undetermined Gypsies and Travellers

- ^{7.30} The assessment identified **a need for up to 38 pitches for undetermined households**. This is made up of 1 unauthorised pitch; a modelled need for 15 pitches from concealed or doubled-up households or single adults; a modelled need of 11 pitches from teenagers who may need of a pitch of their own in the next 5 years; and for 11 households from new household formation, using the ORS national formation rate of 1.50%.
- ^{7.31} If the ORS national proportion of 30% of households that meet the planning definition were to be applied this would result in 11 pitches for households meeting the planning definition. If the local proportion of 65% were to be applied this would result in 25 pitches for households meeting the planning definition.
- ^{7.32} See **Appendix C: Undetermined households** for further details.

Gypsies and Travellers that do not meet the Planning Definition

- ^{7.33} It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985) and the NPPF (2023) and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.
- ^{7.34} On this basis, it is evident that whilst any needs from the households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.
- ^{7.35} The assessment identified **a need for 73 pitches for households that did not meet the planning definition**. This is made up of 1 unauthorised pitch; 17 concealed or doubled-up households or single adults; 24 pitches for teenagers who may need a pitch of their own in the next 5 years; 6 households in need from the waiting list for public site; and 25 from new household formation using a rate of 1.70% derived from the household demographics.
- ^{7.36} See **Appendix D: Households that did not meet the Planning Definition** for further details.

Travelling Showpeople Plot Needs

^{7.37} Analysis of the household interviews indicated that there is a need for 8 plots for concealed or doubled-up households or single adults; a need for 3 plots for teenagers who may need a plot of their own in the next 5 years; and a need for 1 plot from new household formation, derived from the households demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson in Wiltshire **is for 12 plots over the GTAA period.**

Figure 10 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition

Travelling Showpeople – Meeting Planning Definition	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available 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	8
5 year need from teenage children	3
Households on plots with temporary planning permission	0
Movement from bricks and mortar	0
In-Migration/Roadside	0
Total Current Need	11
Future Need	
New household formation	1
<i>(Formation from demographics)</i>	
Total Future Need	1
Net Plot Need = (Current and Future Need – Total Supply)	12

Figure 11 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2024-28	11
6 – 10	2029-33	0
11 – 14	2034-37	1
15	2038-39	0
0 – 15	2024-38/39	12

Transit Requirements

- ^{7.38} When determining the potential need for transit provision the assessment has looked at data from the DLUHC Traveller Caravan Count, the outcomes of the 2022 review of stakeholder interviews, and records on numbers of short-term encampments between 2016 and 2023.

DLUHC Traveller Caravan Count

- ^{7.39} Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the 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.
- ^{7.40} 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.
- ^{7.41} The Caravan Count records two types of non-tolerated unauthorised caravans – those on land owned by Travellers which is an indication of longer term unauthorised developments; and those on land not owned by Travellers which is a better indication of unauthorised encampments.
- ^{7.42} Data from the Traveller Caravan Count shows that there have been relatively low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years, and that these have reduced significantly in recent years to zero:
- » 2016: 20
 - » 2017: 30
 - » 2018: 37
 - » 2019: 6
 - » 2020: 6
 - » 2021: 0
 - » 2022: 0
 - » 2023: 0

Stakeholder Interviews and Local Data

- ^{7.43} The 2022 review of stakeholder interviews identified that Wiltshire has a year-round issue with short-term encampments, and in particular from New Age Travellers and Van Dwellers who are seen as a constant

presence on the roadside around Wiltshire. The more traditional Gypsy and Traveller population tend to stop over the summer months, primarily for employment opportunities.

^{7.44} Information held by the Council recorded the following overall numbers of encampments between 2016 and 2023 – although not all are thought to have been occupied by Gypsies and Travellers, with many occupied by Van Dwellers with no need for permanent accommodation in Wiltshire:

- » 2016: 106
- » 2017: 230
- » 2018: 161
- » 2019: 116
- » 2020: 34 (COVID-19 Lockdowns in place)
- » 2021: 186
- » 2022: 272
- » 2023: 129

^{7.45} Further analysis has been undertaken where the number of caravans at each encampment have been recorded. This shows that the majority of encampments (71%) in Wiltshire are made of 5 or less caravans and that only 5% of encampments are made up of 11 or more caravans. This is important when planning the type and size of transit provision that may be needed to address problems associated with unauthorised encampments.

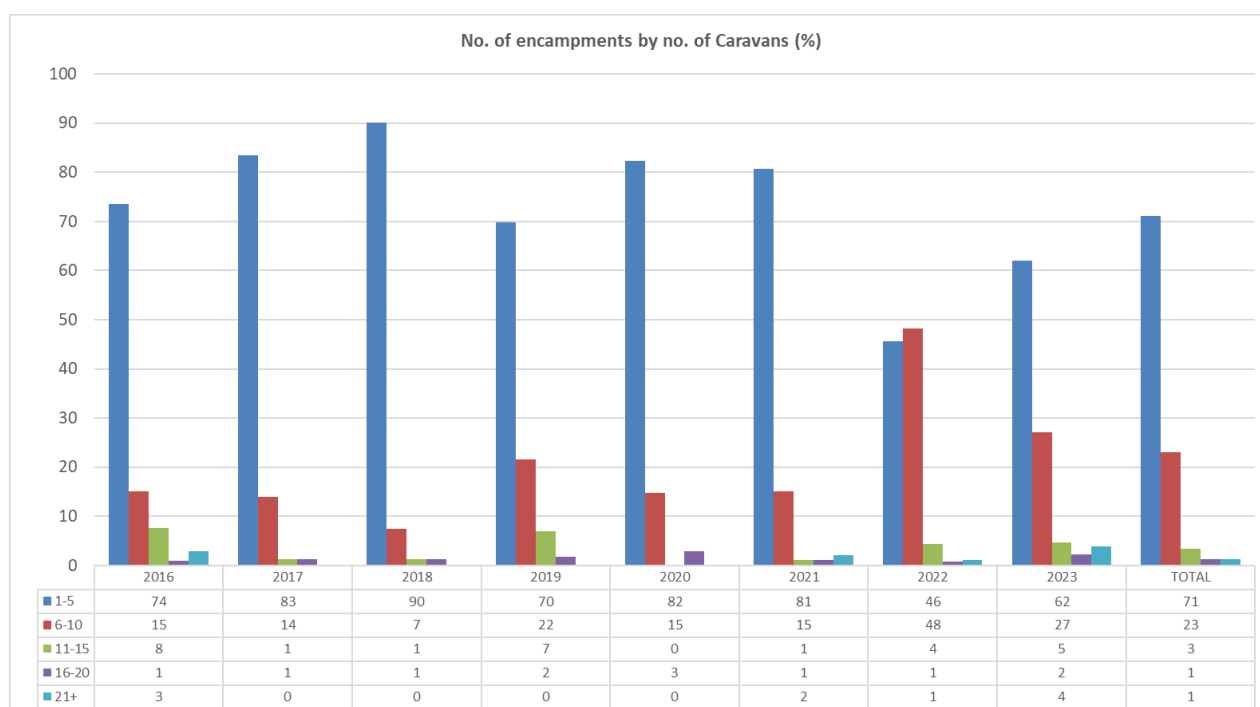
Figure 12 – Number of encampments by number of caravans

Year	1-5	6-10	11-15	16-20	21+	Total
2016	78	16	8	1	3	106
2017	192	32	3	3	0	230
2018	145	12	2	2	0	161
2019	81	25	8	2	0	116
2020 (COVID)	28	5	0	1	0	34
2021	150	28	2	2	4	186
2022	124	131	12	2	3	272
2023	80	35	6	3	5	129
TOTAL	878	284	41	16	15	1,234

Figure 13 – Number of encampments by number of caravans (%)

Year	1-5	6-10	11-15	16-20	21+	Total
2016	74	15	8	1	3	100%
2017	83	14	1	1	0	100%
2018	90	7	1	1	0	100%
2019	70	22	7	2	0	100%
2020	82	15	0	3	0	100%
2021	81	15	1	1	2	100%
2022	46	48	4	1	1	100%
2023	62	27	5	2	4	100%
TOTAL	71	23	3	1	1	100%

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



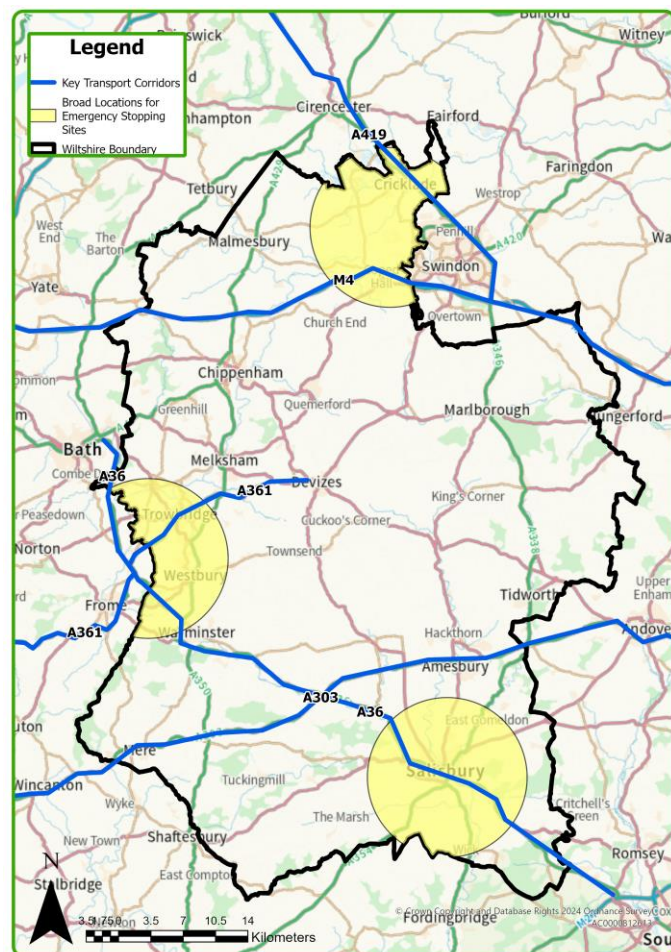
^{7.46} Wiltshire currently has no transit provision as the former public transit site at Odstock is now closed. It has been suggested by Officers that transit provision in the area could be improved and that the preferred option would be to provide a network of temporary stopping places spread across Wiltshire.

^{7.47} Given the size of the Wiltshire, it was put forward by Officers that driving distances to transit sites can be long and therefore deter Travellers from making the journey, resulting in an increased likelihood of them

stopping roadside. It is felt that multiple, smaller, stopping places could provide an agreeable alternative to both the issue of driving long distances and of on the stopping roadside.

Transit Recommendations

- 7.48 Recent GTAA's for Wiltshire have recommended that transit provision was needed and that, due to the size of Wiltshire, a single transit site would not meet this need. They have gone on to recommend that the Council should seek to provide a network of temporary stopping places at locations across Wiltshire, and also to explore how best to meet the short-term needs of those travelling to specific events and festivals.
- 7.49 As no formal transit provision has been made available since the most recent 2022 GTAA was published it is still recommended that the Council should continue to follow this approach. The map below shows the main travelling routes that were identified during the stakeholder interviews and from this it would be sensible for the Council to consider the provision of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county.
- 7.50 Further analysis should be completed of locally held data on encampments to determine the number of temporary stopping places that will be needed at each location. This is in line with the Council's Gypsy and Traveller Emergency Stopping Place Strategy that was approved by Cabinet in July 2018.



- ^{7.51} ORS also recommended, as part of a strategy to address transit requirements, that the Council engage with neighbouring local authorities to identify what they are currently doing or planning to do to address these needs. Short-term encampments are not a problem restricted to Wiltshire and this needs to be recognised to ensure, for example, that potential transit sites either side of a county boundary are not being considered in isolation. This was done through workshops hosted by the Council in June 2024.
- ^{7.52} The situation relating to levels of encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).
- ^{7.53} In the short-term the Council should continue to use its current approach when dealing with short-term encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- ^{7.54} The term negotiated stopping is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- ^{7.55} Temporary stopping places can be made available at times of increased demand due to fairs, cultural celebrations and festivals 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. Arrangements are already put in place on an annual basis in south Wiltshire for events occurring at Stonehenge.

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 2015 (as amended in 2023), the Housing and Planning Act 2016, the National Planning Policy Framework 2023, and Planning Practice Guidance 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

8.2 In summary, in Wiltshire for the GTAA period 2024-2038, there is a need for:

- » 188 pitches for Gypsy and Traveller households that met the 2023 PPTS planning definition.
- » Up to 38 pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- » 73 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.3 Under the requirements of Paragraph 10 of the PPTS the Council have to identify and update annually a supply of deliverable sites suitable to provide 5 years' worth of sites against their locally set targets; and to identify a supply of specific, deliverable sites, or broad locations for growth for years 6-10, and where possible for years 11-15.

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 also 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 may 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.

- 8.9 However, given that need has also been identified from households living on public sites the Council will also have to consider the potential provision of additional public or socially rented provision to seek to meet this need.
- 8.10 As set out in Paragraph 7.2 the Council have been provided with additional information that will allow them to consider sites that are suitable for intensification or expansion.
- 8.11 The Council will also need to carefully consider how to address any needs from undetermined households; from households seeking to move to Wiltshire (in-migration); or from households currently living in bricks and mortar who may wish to move to a site. In terms of the Local Plan Policies, the Council should continue to use Local Plan Criteria-Based Policies (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications, need from in-migration, and need from bricks and mortar.
- 8.12 Regarding need from households that did not meet the planning definition, in general terms, it is the Government's intention that any need for households that do not fall within the PPTS planning definition should be met as a part of general housing need, as set out in Paragraph 63 of the NPPF, through separate Local Plan Policies.
- 8.13 Future need from new household formation could also be met through natural turnover of pitches over time and the Council should continue to monitor occupancy levels on both public and private sites.
- 8.14 Whilst the findings in this report are aggregated totals for the whole of Wiltshire due to data protection issues, the Council have more detailed data to support the preparation of Local Plan Policies.

Travelling Showpeople

- 8.15 In summary, in Wiltshire for the GTAA period 2024-2042, there is a need for:
- » 12 plots for Travelling Showpeople households that met the 2023 PPTS planning definition
 - » No plots for undetermined Travelling Showpeople households that may meet the planning definition.
 - » No plots for Travelling Showpeople households who did not meet the planning definition.

Transit Provision

- 8.16 As no formal transit provision has been made available since the most recent 2022 GTAA was published it is still recommended that the Council should continue to follow the approach recommended, and that this should involve consideration of the provision of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county.
- 8.17 ORS also recommended, as part of a strategy to address transit requirements, that the Council engage with neighbouring local authorities to identify what they are currently doing or planning to do to address these needs. Short-term encampments are not a problem restricted to Wiltshire and this needs to be recognised

to ensure, for example, that potential transit sites either side of a county boundary are not being considered in isolation.

- 8.18 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.

Summary of Need to be Addressed – Gypsies and Travellers

- 8.19 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 separate Local Plan Policies.
- 8.20 Total need from Gypsy and Traveller households that meet the planning definition, both known and undetermined, is for 188 pitches between 2024 and 2038, and from households that do not meet the planning definition is for 73 pitches between 2024 and 2038. There is also need for 38 pitches from undetermined households.
- 8.21 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 71% (the locally derived proportion that meet 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 29% (the locally derived proportion that did not meet the planning definition);
- 8.22 Need from households that meet the planning definition (both known and undetermined) 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.
- 8.23 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 15 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National (30% meet)

Delivery Status	Gypsy and Traveller Policy				Housing Policy				TOTAL
	24-28	29-33	34-37	38-39	24-28	29-33	34-37	38-39	
Meet Planning Definition	143	27	24	6	0	0	0	0	199
Do Not Meet Planning Definition	0	0	0	0	67	16	14	4	100
TOTAL	143	27	24	6	67	16	14	4	299

Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Local (71% meet)

Delivery Status	Gypsy and Traveller Policy				Housing Policy				TOTAL
	24-28	29-33	34-37	38-39	24-28	29-33	34-37	38-39	
Meet Planning Definition	154	29	26	7	0	0	0	0	215
Do Not Meet Planning Definition	0	0	0	0	56	13	11	3	84
TOTAL	154	29	26	7	56	13	11	3	299

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Appendix B: Glossary of Terms / Acronyms Used

Glossary

Amenity block meaning a building where basic plumbing amenities are provided. This could include a bath, a shower, a WC and a sink.

Bricks and mortar is used to describe mainstream housing.

Caravan is used to describe mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.

Concealed household is used to describe households living within other households.

Doubling-Up refers to there being more than the permitted number of caravans on a pitch or plot.

Emergency Stopping Place is a temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.

Green Belt refers to 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 is the process in which individuals form separate households. This is normally though adult children setting up their own household.

In-migration refers to movement of households into a region or community.

Local Plans are Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.

Out-migration refers to the Movement from one region or community in order to settle in another.

Pitch/plot is an area of land on a site or 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 is an authorised site owned privately. This can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

Site refers to an area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans, chalets, or vehicles. Can contain one or multiple pitches or plots.

Social/Public/Council Site is an authorised site owned by either the local authority or a Registered Housing Provider.

Temporary planning permission refers to a private site with planning permission for a fixed period of time.

Tolerated site/yard refers to 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 refers to a 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 refers to caravans on land owned by Gypsies and Travellers and without planning permission.

Unauthorised Encampment refers to caravans on land not owned by Gypsies and Travellers and without planning permission.

Waiting list is a record held by the local authority or site managers of applications to live on a site.

Yard is a name often used by Travelling Showpeople to refer to a site.

Acronyms and Initials

DLUHC Department for Levelling Up, Housing and Communities

GTAA Gypsy and Traveller Accommodation Assessment

LPA Local Planning Authority

NPPF National Planning Policy Framework

ORS Opinion Research Services

PPG Planning Practice Guidance

PPTS Planning Policy for Traveller Sites

Appendix C: Undetermined households

Figure 17 – Need for undetermined Gypsy and Traveller households in Wiltshire

Gypsy & Traveller – Undetermined	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	0
Available 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	1
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding (modelled)	15
5 year need from teenage children (modelled)	11
Households on pitches with temporary planning permission	0
Movement from bricks and mortar	0
In-Migration/Roadside	0
Households on waiting lists for public sites	0
Total Current Need	27
Future Need	
New household formation	11
<i>(Household base 63 and formation rate 1.50%)</i>	
Total Future Need	11
Net Pitch Need = (Current and Future Need – Total Supply)	38

Figure 18 – Need for undetermined Gypsy and Traveller households in Wiltshire by year periods

Year Period	Dates	Need
0 – 5	2024-28	27
6 – 10	2029-33	5
11 – 14	2034-37	5
15	2038-39	1
0 – 15	2024-38/39	38

Figure 19 – Need for undetermined Travelling Showpeople households in Wiltshire

Travelling Showpeople – Undetermined	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available supply from plots on new sites	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 (modelled)	0
5 year need from teenage children (modelled)	0
Households on plots with temporary planning permission	0
Movement from bricks and mortar	0
In-Migration/Roadside	0
Total Current Need	0
Future Need	
New household formation	0
<i>(No formation from 1 household)</i>	
Total Future Need	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 20 – Need for undetermined Travelling Showpeople households in Wiltshire by year periods

Year Period	Dates	Need
0 – 5	2024-28	0
6 – 10	2029-33	0
11 – 14	2034-37	0
15	2038-39	0
0 – 15	2024-38/39	0

Appendix D: Households that did not meet the Planning Definition

Figure 21 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition

Gypsy & Traveller – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	0
Available 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	1
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding	17
5 year need from teenage children	24
Households on pitches with temporary planning permission	0
Movement from bricks and mortar	0
In-Migration/Roadside	0
Households on waiting lists for public sites	6
Total Current Need	48
Future Need	
New household formation	25
<i>(Household base 124 and formation rate 1.70%)</i>	
Total Future Need	25
Net Pitch Need = (Current and Future Need – Total Supply)	73

Figure 22 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2024-28	48
6 – 10	2029-33	12
11 – 14	2034-37	10
15	2038-39	3
0 – 15	2024-38/39	73

Figure 23 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition

Travelling Showpeople – Not Meeting Planning Definition	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available supply from plots on new sites	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	0
5 year need from teenage children	0
Households on pitches with temporary planning permission	0
Movement from bricks and mortar	0
In-Migration/Roadside	0
Total Current Need	0
Future Need	
New household formation	0
<i>(No need from 4 households)</i>	
Total Future Need	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 24 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2024-28	0
6 – 10	2029-33	0
11 – 14	2034-37	0
15	2038-39	
0 – 15	2024-38/39	0

Appendix E: Site and Yard List

Site/Yard	Tenure	Authorised	Unauthorised
Fairhaven Gypsy Site	Public	7	-
Lode Hill Gypsy Site	Public	12	-
Thingley Gypsy Site	Public	31	-
79 Southampton Road (The Piggaries)	Private	2	-
Badgers Rest	Private	1	-
Bonnie Farm	Private	10	-
Bournelake	Private	15	-
Braemar	Private	2	-
Braemar (2)	Private	1	-
Brewers Pit, Hilmarton	Private	1	-
Bridge Paddocks	Private	6	-
Broken Cross, Winterbourne	Private	3	-
Calcutt Stables (Park)	Private	14	-
Christian Place	Private	3	-
Dairyhouse Bridge Gypsy Site	Private	18	-
Dillons Farm	Private	1	-
Easton Lane Gypsy and Traveller Site	Private	5	-
Ernies Yard	Private	2	-
Former Glenville Nurseries	Private	11	-
Frampton Farm	Private	15	-

Greenacres Mobile Park (adj West Wilts Crem)	Private	14	-
Greenfield View	Private	2	-
Hicks Leaze	Private	1	-
Jacob Manor	Private	7	-
Land adjacent B4040	Private	6	-
Land adjacent Bridge Paddocks (1)	Private	4	-
Land adjacent Bridge Paddocks (2)	Private	1	-
Land adjacent Hisomley Farmhouse	Private	1	-
Land Adjacent Old Telephone Exchange	Private	1	-
Land adjoining Swindon & Cricklade Railway	Private	2	-
Land at 2 The Holdings, Steeple Ashton	Private	1	-
Land at A361, Seend (Blossom Hill)	Private	2	-
Land at Capps Lane (Shellbrook View)	Private	1	-
Land at Four Oaks	Private	12	-
Land at Jane Oaks Farm, Mere	Private	4	-
Land at Lower Westbury Road	Private	1	-
Land at Orchard Paddock	Private	1	-
Land at west side of B3092, Mapperton Hill	Private	1	-
Land at White Horse View	Private	2	-
Land off Shop Lane, Wingfield	Private	1	-
Land opposite 6 Hawkeridge Road (Horseshoe Stables Farm)	Private	2	-

Land south of Bridge Paddocks	Private	4	-
Hedgerow Stables	Private	1	
Land south of Old Farm, Grittenham	Private	1	-
Land west of Bushton Road	Private	1	-
Land west of Penn Farm (1)	Private	1	-
Land west of Penn Farm (2)	Private	3	-
Lansdowne	Private	7	-
Little Acre, Winterbourne Earls	Private	1	-
Littleton Stables	Private	1	-
Llamedos	Private	1	-
Melbourne View	Private	4	-
Nials Yard, Clanville	Private	1	-
Oak Tree Field Gypsy Site	Private	32	-
Pudding Brook	Private	2	-
Purdys Farm	Private	7	-
Rose Field Caravan Site	Private	6	-
Sambourne Park	Private	16	-
Specks Caravan Site	Private	1	-
Sunnyside, Yarnbrook Road	Private	6	-
Thatado Barn, Leigh	Private	2	-
The Lodge, Calcutt	Private	5	-
The Old Chalkpit, Petersfinger	Private	1	-
The Paddock, Hook	Private	6	-

The Paddock, Startley	Private	5	-
The Poplars Residential Park, Poplar Tree Lane	Private	5	-
The Poplars, Sand Pit Lane, Dilton Marsh	Private	2	-
Tricky's Paddock	Private	2	-
Valley View	Private	1	-
Blandford Road	Tolerated	-	1
Hatt Hill	Tolerated	-	2
Viny Ridge	Tolerated	-	1
Dreamlea, Purton Stoke	Unauthorised	-	2
Land adjacent 27 Restrop Road	Unauthorised	-	1
Land North of 34 - 39 Clyffe Pypard	Unauthorised	-	3
Littleton Drew, Chipp352enham	Unauthorised	-	2
The Caravan, No. 9 Old Court, Royal Wootton Bassett	Unauthorised	-	1
The Old Dairy Yard, Barford St Martin	Unauthorised	-	1
The Paddock, Bromham	Unauthorised	-	3
Wynn's Paddock, Whaddon (roadside)	Unauthorised	-	1
Total Pitches		352	18
Land adj, Nursteed Park (tolerated)	TSP	-	5
Land opposite The Laurels	TSP	5	-
Petersfinger Business Park, Southampton Road	TSP	-	1
Porton Road	TSP	1	-

The Caravan, Wootton Bassett (The Yard at No. 6 The Court)	TSP	1	-
Total Plots		7	6
TOTAL		359	24

Appendix F: Questionnaire

Interview or Proxy?		Project Code
GTAA Questionnaire		
Introduction		
Good morning / afternoon My name is [INTERVIEWER] from Opinion Research Services, working on behalf of [CLIENT] The Council are undertaking a study of Gypsy, Traveller and Travelling Showmen 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 Showmen 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 Showmen households. All questions are optional and all information you provide will be processed by ORS in accordance with the Data Protection Act and GDPR. 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 Showmen households		
A: General Information		
Q1. Name of planning authority Please write in	Q3. Date of visit Please write in – DD/MM/YY	
Q1b Sub area (if needed) <input style="width: 20px; height: 20px;" type="checkbox"/> <input style="width: 20px; height: 20px;" type="checkbox"/> <input style="width: 20px; height: 20px;" type="checkbox"/>	Q4. Time of visit Please write in – HH:MM	
Q2. Address & pitch number Please write in	Q5. Status of Private Site? Private rented <input style="width: 20px; height: 20px;" type="checkbox"/> Private owned <input style="width: 20px; height: 20px;" type="checkbox"/> N/A <input style="width: 20px; height: 20px;" type="checkbox"/>	
©2023 Opinion Research Services		

Q6. Name of respondent Please write in Q7. Which of these best describes you? READ OUT: Please tick ONE box only <table style="width: 100%; border-collapse: collapse;"> <tr><td style="border-bottom: 1px dashed black;">Romany Gypsy</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">Irish Traveller</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">Scots Gypsy or Traveller</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">Travelling Showmen</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">New Traveller</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">English Traveller</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">Welsh Gypsy</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">Non Traveller</td><td style="text-align: right;">☐</td></tr> <tr><td style="border-bottom: 1px dashed black;">Other</td><td style="text-align: right;">☐</td></tr> </table> Please write in Q8. How many units are on the pitch? Please write a number in each box <table style="width: 100%; border-collapse: collapse;"> <tr><td style="width: 80%;">Mobile homes / Static caravans</td><td style="border: 1px solid black; width: 20%; text-align: center; height: 30px;"></td></tr> <tr><td style="padding-top: 20px;">Touring caravans</td><td style="border: 1px solid black; text-align: center; height: 30px;"></td></tr> <tr><td style="padding-top: 20px;">Day Rooms / Utility Shed</td><td style="border: 1px solid black; text-align: center; height: 30px;"></td></tr> <tr><td style="padding-top: 20px;">Bungalows / Bricks and Mortar</td><td style="border: 1px solid black; text-align: center; height: 30px;"></td></tr> <tr><td style="padding-top: 20px;">Other (e.g. Park Home or American Caravan)</td><td style="border: 1px solid black; text-align: center; height: 30px;"></td></tr> </table> Q9. Is this site your main place of residence? <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%; border-bottom: 1px dashed black;">Yes</td> <td style="width: 10%; text-align: right;">☐</td> <td style="width: 60%;">SKIP TO Q11</td> </tr> <tr> <td>No</td> <td style="text-align: right;">☐</td> <td>ANSWER Q10</td> </tr> </table>	Romany Gypsy	☐	Irish Traveller	☐	Scots Gypsy or Traveller	☐	Travelling Showmen	☐	New Traveller	☐	English Traveller	☐	Welsh Gypsy	☐	Non Traveller	☐	Other	☐	Mobile homes / Static caravans		Touring caravans		Day Rooms / Utility Shed		Bungalows / Bricks and Mortar		Other (e.g. Park Home or American Caravan)		Yes	☐	SKIP TO Q11	No	☐	ANSWER Q10	Q10. Where is your main residence? Please write in Q11. How long have you lived here? Years and months IF MOVED IN PAST FIVE YEARS ASK Q12. Where did you move from? Please write in Q13. Do you live here out of choice or because there is no other option? <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 60%; border-bottom: 1px dashed black;">Choice</td> <td style="width: 10%; text-align: right;">☐</td> <td style="width: 30%;">SKIP TO Q15</td> </tr> <tr> <td>No other option</td> <td style="text-align: right;">☐</td> <td>ANSWER Q14</td> </tr> </table> Q14. Why do you feel there is no other choice? Please write in Q15. Is this site suitable for your household? <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%; border-bottom: 1px dashed black;">Yes</td> <td style="width: 10%; text-align: right;">☐</td> <td style="width: 60%;">SKIP TO Q17</td> </tr> <tr> <td>No</td> <td style="text-align: right;">☐</td> <td>ANSWER Q16</td> </tr> </table>	Choice	☐	SKIP TO Q15	No other option	☐	ANSWER Q14	Yes	☐	SKIP TO Q17	No	☐	ANSWER Q16
Romany Gypsy	☐																																														
Irish Traveller	☐																																														
Scots Gypsy or Traveller	☐																																														
Travelling Showmen	☐																																														
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Yes	☐	SKIP TO Q17																																													
No	☐	ANSWER Q16																																													

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2

Q16. Why do you feel this site isn't suitable?

PROBE: SCHOOLS, WORK, HEALTHCARE, FAMILY AND FRIENDS

Please write in

Q17. How many separate families or single adults live on this pitch?

Please write a number in the box

B: HOUSEHOLD DEMOGRAPHICS**Q18. Please tell me about the members of your household**

Please complete below for the main household on this pitch. Any further families pertinent to this pitch should be included in section G using the format below.

For example, a seven year old daughter should be entered as

F	07
Daughter	

Person 1

GENDER	AGE
Interviewee	

Person 2

GENDER	AGE

Person 3

GENDER	AGE

Person 4

GENDER	AGE

Person 5

GENDER	AGE

Person 6

GENDER	AGE

Person 7

GENDER	AGE

Person 8

GENDER	AGE

Person 9

GENDER	AGE

Person 10

GENDER	AGE

How many additional families or single adults are included in Section G?

Please write a number

C: ACCOMMODATION NEEDS**Q19. How many families or single adults living on this pitch will need a pitch of their own in the next five years?**

An adult is defined as 18+

Please write a number

Q20. How many of your children will need a home of their own in the next 5 years?

Please write a number

IF ZERO SKIP TO Q24

Q21. Do the individuals counted above currently live on this site?Yes ☐ **GO TO Q22**No ☐ **SKIP TO Q23****Q22. Would they wish to stay here and, if not, where would they wish to move to?**

Please write in

Q23. Where do they currently live? And would they wish to move to this site or another local site if possible?

Please write in

D: FUTURE ACCOMMODATION NEEDS

Q24. Do you plan to move from this site in the next five years?

Yes ☐ **GO TO Q32**

No ☐ **SKIP TO Q36**

Q25. Why do you plan to move?

Please write in

Q26. Where do you plan to move to?

Another site in this area ☐

A site in another council area ☐

Bricks & mortar in this area ☐

Bricks & mortar in another council area ☐

Other (e.g. land they own elsewhere) ☐

Please provide more detail on the answer above

Q27. Would you prefer to buy a site or rent on a public or private site?

Private buy ☐

Private rent ☐

Public rent ☐

Q28. Can you afford to buy a private pitch or site?

Yes ☐

No ☐

Don't know ☐

Q29. Are you aware of, or do you own any land that has potential for new pitches

Yes ☐ **GO TO Q37**

No ☐ **SKIP TO Q38**

Q30. Where is the site and who owns it?

Please write in

E: Travelling

Q31. How many trips, living in a caravan or a trailer, have you or members of your family made away from your permanent base in the last 12 months?

0 ☐ **SKIP TO Q44**

1 ☐

2 ☐

3 ☐ **GO TO Q39**

4 ☐

5+ ☐

Q32. Which family members travelled?

All the family ☐

Adult males ☐

Other ☐

Please write in

Q33. What were the reasons for travelling? Work ☐ Holidays ☐ Visiting family ☐ Fairs ☐ Other ☐ If work, please write I profession or trade; and if fairs, holidays or visiting family, probe whether this involves any elements of work.	IF BEEN TRAVELLING - GO TO Q49 NON-TRAVELLING ANSWER Q44 - Q48 Q37. Are there any reasons you don't travel at the moment? Please write in
Q34. At what time of year do you or family members usually travel? All year ☐ Summer ☐ Winter ☐ Q35. How long do you usually travel for? Please write in	Q38. Have you or family members ever travelled Yes ☐ GO TO Q46 No ☐ SKIP TO Q49 Q39. When did you or family members last travel? Please write in
Q36. Where do you or family members usually stay when they are travelling? LA transit sites ☐ Private transit sites ☐ Roadside ☐ Friends / Family ☐ Other ☐ Please write in	Q40. What were the reasons for travelling? Work ☐ Holidays ☐ Visiting family ☐ Fairs ☐ Other ☐ Please write in or list profession if for work. If for work, please write profession or trade; and if fairs, holidays or visiting family, probe whether this involves any elements of work.

Q41. Why do you not travel anymore?

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

Please write in

Q42. Do you or other family members plan to travel in the future

Yes	☐	ANSWER Q50
No	☐	SKIP TO Q51
Don't know	☐	SKIP TO Q51

Q43. When and why do you / they plan to travel?

Please write in

Q44. Is there anything else you'd like to tell us about your travelling patterns?

Please write in

F: Contact information**Q45. Is there anything else you'd like to tell us about this site and your accommodation needs?**

Please write in

Q46. Would you like ORS to contact you again regarding future needs assessments?

Yes	☐	GO TO Q54
No	☐	SKIP TO Q56

47. Would you like the Council to contact you about your accommodation needs?

Yes	☐	GO TO Q55
No	☐	SKIP TO Q56

Q48. Can I confirm the details they should use to contact you?

We cannot guarantee if and when they will make contact with you.

Name

Phone number

Email address

Q48a. Do you know of anyone living in Bricks and Mortar who we should contact for this study?

Yes	☐
No	☐

Q48b. Can you provide their contact details?

Name

Phone number

Email address

If can't provide details will you ask them to contact us on 0800 0789786

G: Any notes / Extra information

Interviewer: please use this space for any additional information including details about additional households

Interviewer Declaration: I confirm that this interview was conducted in accordance with all interviewing guidelines and that the data collected is accurately recorded

Interviewer Name:	
Interviewer Signature:	
Date:	

Appendix G: 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.