Wiltshire Council

Wiltshire Council
Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report

June 2024



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TABLE OF CONTENTS

1. EXECUTIVE SUMMARY 4

Introduction and Methodology 4
Key Findings 5

2. INTRODUCTION 10

Definitions 10
Legislation and Guidance for Gypsies and Travellers 13

3. METHODOLOGY 17

Background 17
Glossary of Terms/Acronyms 18
Desk-Based Review 18
Stakeholder Engagement 18
Working Collaboratively with Neighbouring Planning Authorities 18
Survey of Travelling Communities 19
Engagement with Bricks and Mortar Households 20
Timing of the Fieldwork 21
Applying the PPTS Planning Definition 21
Undetermined Households 22
Households that Do Not Meet the Planning Definition 23
Calculating the Current and Future Need 24

4. GYPSY, TRAVELLER & TRAVELLING SHOWPEOPLE SITES AND POPULATION 28

Introduction 28
Sites and Yards 29
DLUHC Traveller Caravan Count 29

5. SURVEY OF TRAVELLING COMMUNITIES 31

Interviews with Gypsies and Travellers 31

6. STAKEHOLDER ENGAGEMENT 37

Introduction 37
Local Plan Updates 38
Cross-Boundary Issues 40

7. CURRENT AND FUTURE PITCH PROVISION 42

Introduction 42
New Household Formation Rates 42
Breakdown by 5 Year Bands 44
Applying the PPTS Planning Definition 44
Interviews with Gypsies and Travellers in Bricks and Mortar 46
Migration/Roadside 46
Waiting Lists for Public Sites 46
Gypsy and Traveller Needs 47
Pitch Needs – Gypsies and Travellers that met the Planning Definition 47
Pitch Needs – Undetermined Gypsies and Travellers 48
Pitch Needs – Gypsies and Travellers that do not meet the Planning Definition 48
Travelling Showpeople Needs 49

Transit Requirements 51
DLUHC Traveller Caravan Count 51
Stakeholder Interviews and Local Data 51
Transit Recommendations 54

8. CONCLUSIONS 56

Gypsies and Travellers 56
Travelling Showpeople 57
Transit Provision 57
Summary of Need to be Addressed – Gypsies and Travellers 58

APPENDICES 60

Appendix A: Table of Figures 60
Appendix B: Glossary of Terms / Acronyms Used 61
Appendix C: Undetermined households 63
Appendix D: Households that did not meet the Planning Definition 65
Appendix E: Site and Yard List 67
Appendix F: Questionnaire 72
Appendix G: Technical Note on Household Formation and Growth Rates 80

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 Traveller[1]; for any undetermined households[2] 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**

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

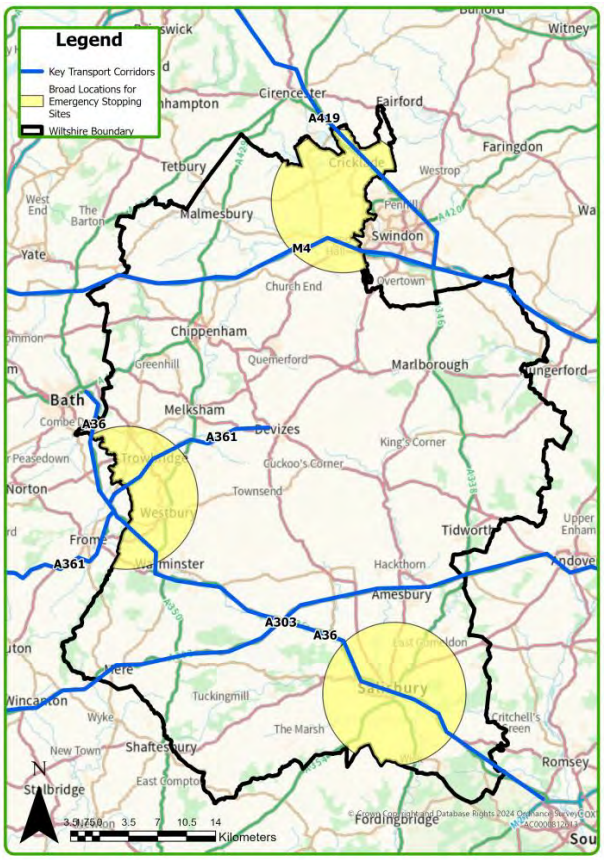
Year Period	Dates	Need
0 – 5	2024-28	11
6 – 10	2029-33	0
11 – 14	2034-37	1
15	2038-39	0
0 – 15	**2024-38**	**12**

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 GTAAs and Local Plan preparation with neighbouring local authorities. These was 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 Guidance[3] (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 undertaken[4]. 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 that 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 Guidance[5] 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 Travellers[6] 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 size[8]. 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

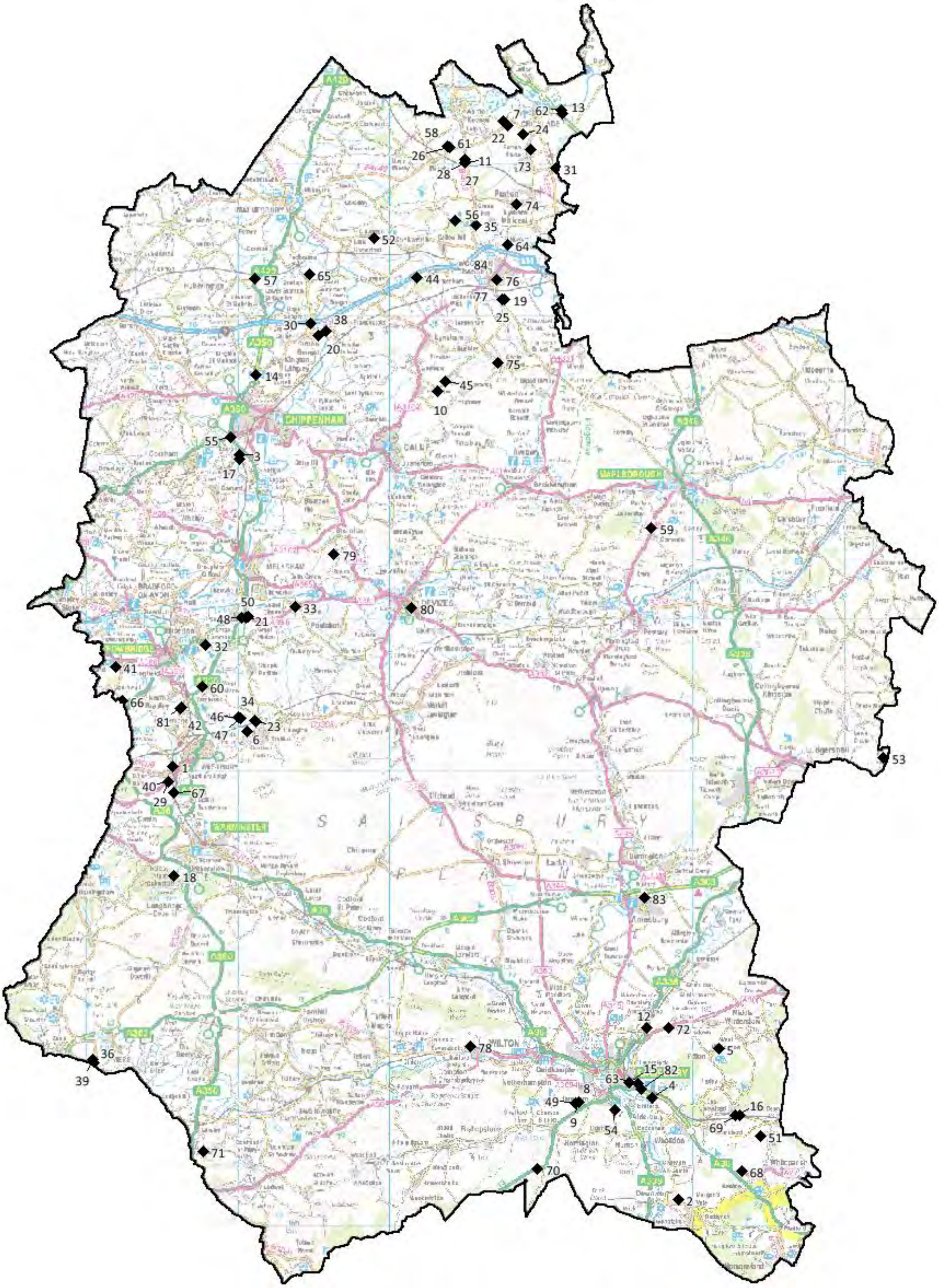
Map Ref	Site Status	Pitches/ Plots	Interviews	Reasons for not completing interviews/additional interviews
	Public Sites			
1	Fairhaven Gypsy Site	7	7	
2	Lode Hill Gypsy Site	12	12	
3	Thingley Gypsy Site	31	31	
	Private Sites			
4	79 Southampton Road (The Piggeries)	2	2	
5	Badgers Rest	1	0	1 x refusal
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**	


CHIPPENHAM
MARLBOROUGH
DEVIZES
MELKSHAM
TROWBRIDGE
WARMINSTER
WILTON
Amesbury
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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 GTAAs[9] 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 GTAAs, 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 future[10]. 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 annum[11] 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 GTAAs 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
(Household base 281 and formation rate 1.50%)	
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 s 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
(Formation from demographics)	
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 2026 and 2023 – although not all are through 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.

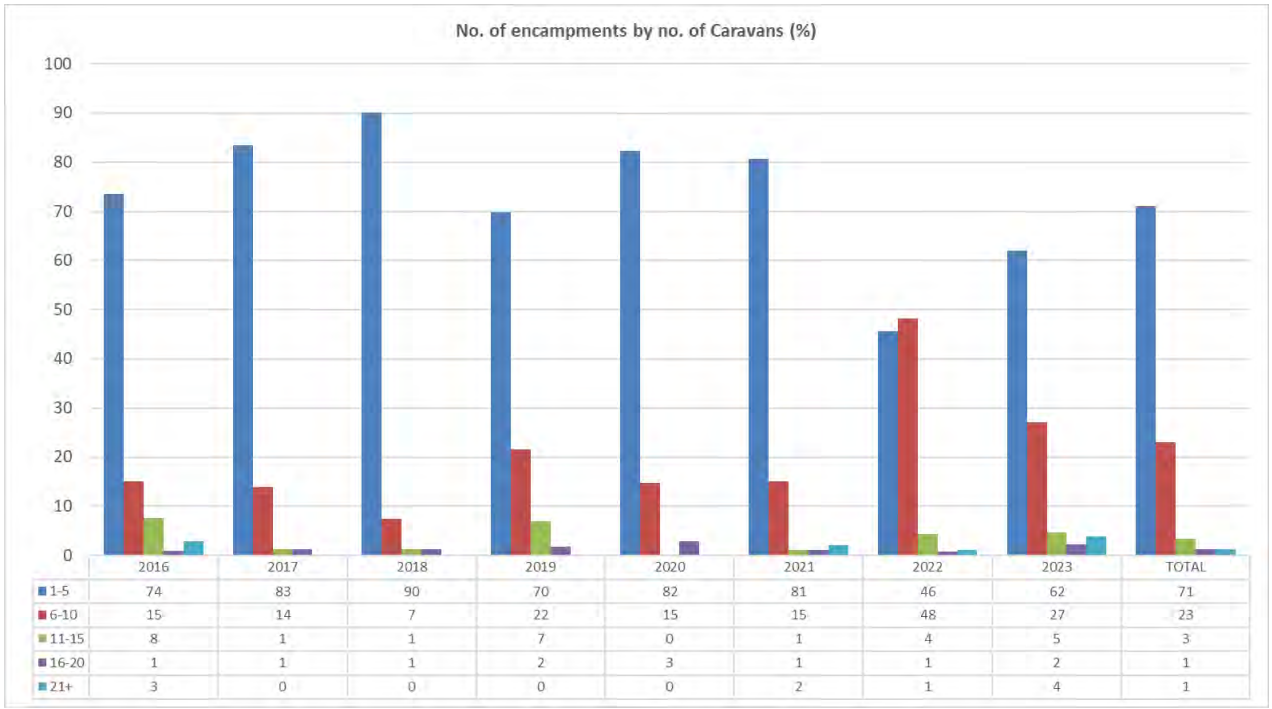
Figure 12 – Number of encampments by number of caravans

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

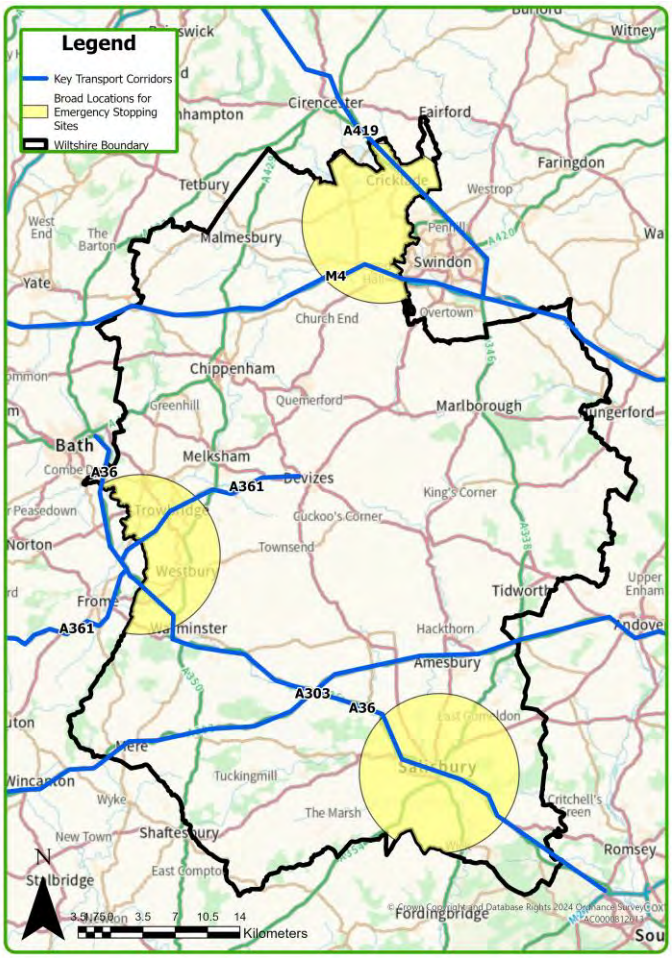
stopping roadside. It is felt that multiple, smaller, stopping places could provide an agreeable alternative to both the issue of driving long distances and of on the stopping roadside.

Transit Recommendations

7.48 Recent 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.

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	24-38
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	24-38
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**

APPENDICES

Appendix A: Table of Figures

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2024-2038) 6
Figure 2 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods 7
Figure 3 – Need for Travelling Showpeople households in Wiltshire (2024-2038) 7
Figure 4 – Need for Travelling Showpeople households that met the Planning Definition by year periods 8
Figure 5 - Total amount of provision in Wiltshire (April 2024) 29
Figure 6 – Interviews completed in Wiltshire 31
Figure 7 – Planning status of households in Wiltshire 45
Figure 8 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition 47
Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods 48
Figure 10 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition 49
Figure 11 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by year periods 50
Figure 12 – Number of encampments by number of caravans 52
Figure 13 – Number of encampments by number of caravans (%) 53
Figure 14 – Number of encampments by number of caravans (%) 53
Figure 15 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National (30% meet) 59
Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Local (71% meet) 59
Figure 17 – Need for undetermined Gypsy and Traveller households in Wiltshire 63
Figure 18 – Need for undetermined Gypsy and Traveller households in Wiltshire by year periods 63
Figure 19 – Need for undetermined Travelling Showpeople households in Wiltshire 64
Figure 20 – Need for undetermined Travelling Showpeople households in Wiltshire by year periods 64
Figure 21 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition 65
Figure 22 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by year periods 65
Figure 23 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition 66
Figure 24 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition by year periods 66

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
(Household base 63 and formation rate 1.50%)	
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
(No formation from 1 household)	
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
(Household base 124 and formation rate 1.70%)	
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
(No need from 4 households)	
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

Q1b Sub area (if needed)

☐

☐

☐

Q2. Address & pitch number

Please write in

Q3. Date of visit

Please write in – DD/MM/YY

Q4. Time of visit

Please write in – HH:MM

Q5. Status of Private Site?

Private rented ☐

Private owned ☐

N/A ☐

Q6. Name of respondent

Please write in

Q7. Which of these best describes you?

READ OUT: Please tick ONE box only

- Romany Gypsy ☐
- Irish Traveller ☐
- Scots Gypsy or Traveller ☐
- Travelling Showmen ☐
- New Traveller ☐
- English Traveller ☐
- Welsh Gypsy ☐
- Non Traveller ☐
- Other ☐

Please write in

Q8. How many units are on the pitch?

Please write a number in each box

- Mobile homes / Static caravans
- Touring caravans
- Day Rooms / Utility Shed
- Bungalows / Bricks and Mortar
- Other (e.g. Park Home or American Caravan)

Q9. Is this site your main place of residence?

- 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?

- Choice ☐ **SKIP TO Q15**
- No other option ☐ **ANSWER Q14**

Q14. Why do you feel there is no other choice?

Please write in

Q15. Is this site suitable for your household?

- Yes ☐ **SKIP TO Q17**
- No ☐ **ANSWER Q16**

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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		Person 2	
GENDER	AGE	GENDER	AGE
Interviewee			

Person 3		Person 4	
GENDER	AGE	GENDER	AGE

Person 5		Person 6	
GENDER	AGE	GENDER	AGE

Person 7		Person 8	
GENDER	AGE	GENDER	AGE

Person 9		Person 10	
GENDER	AGE	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

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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

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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.

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

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

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

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

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.

@2023 Opinion Research Services 5

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

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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:	

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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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Contents

Contents **3**

Household Growth Rates **4**

Abstract and Conclusions 4

Introduction 4

Modelling Population and Household Growth Rates 4

Migration Effects 4

Population Profile 5

Birth and Fertility Rates 5

Death Rates 6

Modelling Outputs 6

Household Growth 6

Summary Conclusions 8

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 GTAAs that ORS have completed across England and Wales involving over 4,300 household interviews.

Wiltshire Council
Gypsy and Traveller Accommodation Assessment (GTAA) 2022-2038

Final Report

March 2022



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Contents

1. Executive Summary 6
Introduction and Methodology 6
Key Findings 6
Pitch Needs – Gypsies and Travellers 6
Plot Needs - Travelling Showpeople 8
Transit Recommendations 9

2. Introduction 11
Definitions 11
The Planning Definition in PPTS (2015) 11
Definition of Travelling 12
Legislation and Guidance for Gypsies and Travellers 14
Planning Policy for Traveller Sites (PPTS) 2015 14
Revised National Planning Policy Framework (2021) 16
Lisa Smith v The Secretary of State for Housing, Communities and Local Government and others 16
Planning for the Future White Paper (2020) 16

3. Methodology 18
Background 18
Glossary of Terms/Acronyms 18
Desk-Based Review 18
Stakeholder Engagement 19
Working Collaboratively with Neighbouring Planning Authorities 19
Survey of Travelling Communities 20
Stage 1: Review of Site Baseline 20
Stage 2: Review of 2020 household interviews 20
Stage 3: Outcomes of consultation to inform the Gypsies and Travellers DPD 21
Engagement with Bricks and Mortar Households 21
Timing of the Fieldwork 21
Applying the Planning Definition 22
Undetermined Households 23
Households that Do Not Meet the Planning Definition 24
Calculating Current and Future Need 24
Supply of Pitches 25
Current Need 25
Future Need 25
Pitch Turnover 26
Transit Provision 26

4. Gypsy, Traveller & Travelling Showpeople Sites & Population 29
Introduction 29
Sites and Yards in Wiltshire 30
DLUHC Traveller Caravan Count 30

5. Stakeholder Engagement 34
Introduction 34
Views of Key Stakeholders and Council Officers in Wiltshire 35
Accommodation Needs 35
Short-term Encampments and Transit Provision 35
Cross Border Issues 36
Future Priorities and Any Further Issues 36
Neighbouring Authorities 36

6. Survey of Travelling Communities 46
Interviews with Gypsies and Travellers 46
Interviews with Gypsies and Travellers in Bricks and Mortar 49

7. Current and Future Pitch Provision 50
Introduction 50
New Household Formation Rates 50
Breakdown by 5 Year Bands 52
Applying the Planning Definition 53
Interviews with Gypsies and Travellers in Bricks and Mortar 54
Migration/Roadside 54
Waiting List for Public Sites 55
Pitch Needs – Gypsies and Travellers that meet the Planning Definition 56
Pitch Needs – Undetermined Gypsies and Travellers 57
Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition 57
Travelling Showpeople Needs 59
Plot Needs – Travelling Showpeople 59
Transit Requirements 60
DLUHC Traveller Caravan Count 60
Stakeholder Interviews and Local Data 60
Transit Recommendations 62

8. Conclusions 64
Gypsies and Travellers 64
Travelling Showpeople 65
Transit Provision 65
Summary of Need to be Addressed – Gypsies and Travellers 66

List of Figures 68

Appendix A: Glossary of Terms / Acronyms used 70

Appendix B: Undetermined Households 72

Appendix C: Households that did not meet the Planning Definition 74

Appendix D: Site and Yard List (March 2022) 76

Appendix E: Household Interview Questions 79

Appendix F: Technical Note on Household Formation and Growth Rates 90

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 the Wiltshire Council (the Council) area.

1.2 As well as updating the previous GTAA (June 2020), 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 16-year period from March 2022 to February 2037, to meet the 15-year requirement set out in Planning Policy for Traveller Sites (PPTS) and inform the review of the Council's Local Plan. 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: March 2022 – February 2027
- Years 6-10: March 2027 – February 2032
- Years 11-15: March 2032 – February 2037
- Years 16: March 2037 - February 2038

1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Wiltshire through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards, and encampments. A total of 207 interviews or proxy interviews were completed with Gypsies and Travellers living on sites or on the roadside in Wiltshire and a total of 13 interviews were completed with Travelling Showpeople. Interviews were also completed with 12 Gypsy and Traveller households and 1 Travelling Showperson household living in bricks and mortar. As this is an update of a GTAA that was published in June 2020 no new stakeholder engagement interviews were completed with neighbouring planning authorities.

1.5 The review of the baseline data for the study was completed between January 2021 and March 2022, and the baseline date for the study is March 2022.

Key Findings

Pitch Needs – Gypsies and Travellers

1.6 Overall, the pitch needs for Gypsies and Travellers for the period 2022-2038 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for any undetermined households[1] where an interview was not able to be completed due to refusals to be interviewed or households not being present despite up to three visits to each site

[1] See Paragraph 3.28 for further information on undetermined households.

who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.

1.7 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA. The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies, as appropriate.

1.8 The Council will need to carefully consider how to address any need associated with undetermined Travellers as it is unlikely that all this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.

1.9 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Housing Policies. This approach is specifically referenced in the National Planning Policy Framework (July 2021). Paragraph 61 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 62 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*.'

1.10 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed (Wiltshire Local Plan Review), as well as a standalone Gypsies and Travellers Development Plan Document. The findings of this report should therefore 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 enable an enable accurate Local Plan allocations to be made.

1.11 There were 140 Gypsy or Traveller households identified in Wiltshire that met the planning definition; 64 undetermined households that may meet the planning definition; and 121 households that did not meet the planning definition.

1.12 There is a need for **120 pitches for households that met the planning definition**. This is made up of 16 unauthorised pitches; 29 concealed or doubled-up households or single adults; 6 movement from bricks and mortar; 23 teenagers who will need a pitch of their own in the next 5 years; 5 from in-migration/roadside; and 41 from new household formation, using a rate of 1.85% derived from the household demographics[2].

[2] See Chapter 7 for further information on new household formation.

1.13 There is a need identified for **up to 18 pitches from the 64 undetermined Gypsy and Traveller households**. This is made up of 1 unauthorised pitch, and new household formation of 17 from a maximum of 64 households (using the ORS national formation rate of 1.50%). If the ORS national average of 30% that met the planning definition were applied this could result in a need for 5 pitches. If the locally derived proportion of households that met the planning definition (54%) were applied this could result in a need for 10 pitches.

1.14 Whilst not now a requirement to include in a GTAA[3], there is a need for **61 pitches for households that did not meet the planning definition**. This is made up of 2 unauthorised pitches; 11 concealed or doubled-up households or single adults; 15 teenagers in need of a pitch of their own in the next 5 years; 2 households in immediate need for a pitch from the waiting list; 2 from in-migration/roadside; and 29 from new household formation, using a rate of 1.70% derived from the household demographics[4].

1.15 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2022-38)

Status	2022-2038
Meet Planning Definition	**120**
Undetermined	**0-18**
Do not meet Planning Definition	**61**

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

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	79	18	19	4	**120**

Plot Needs - Travelling Showpeople

1.16 Overall, the plot needs for Travelling Showpeople from 2022-2038 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 no longer a requirement for a GTAA).

1.17 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.

1.18 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.

1.19 Any need for households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.9-1.10 for further details.

1.20 The GTAA identifies a need for **13 plots for households that met the planning definition**. This is made up of 7 concealed or doubled-up households or single adults; 3 teenagers in need of a plot

[3] See Chapter 2 for further details on the planning definition of Traveller.
[4] See Chapter 7 for further information on new household formation.

of their own in the next 5 years; and 3 from new household formation derived from the household demographics.

1.21 The GTAA identifies a need for **no plots for undetermined households or households that did not meet the planning definition**.

Figure 3 – Need for Travelling Showpeople households in Wiltshire (2022-2038)

Status	2022-38
Meet Planning Definition	**13**
Undetermined	**0**
Do not meet Planning Definition	**0**

Figure 4 – Need for Travelling Showpeople households in Wiltshire that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	10	2	1	0	**13**

Transit Recommendations

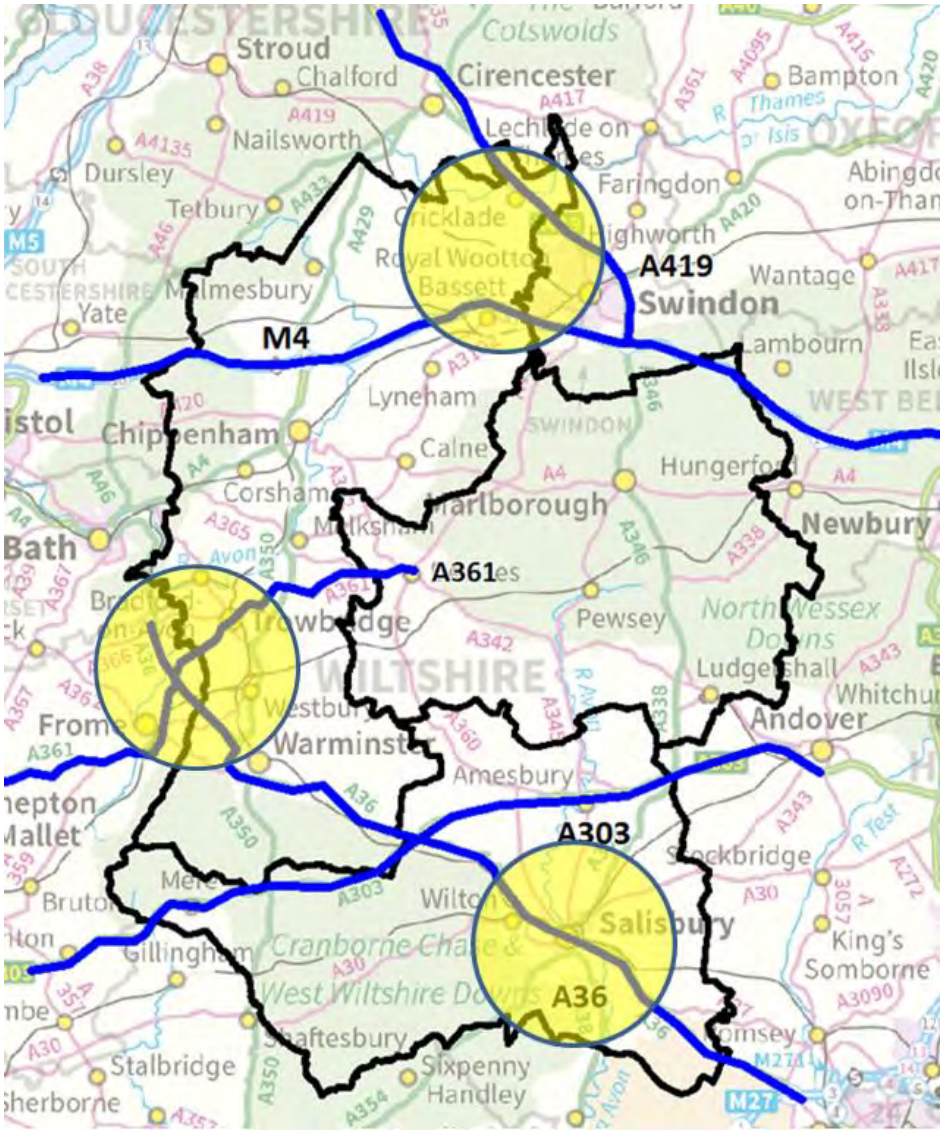
1.22 Following the closure of the former public transit site at Odstock, there is no longer any formal transit provision in Wiltshire.

1.23 The GTAA that was published in 2014 recommended that additional transit provision was needed and that, due to the size of Wiltshire, a single site would not meet this need. It went 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.

1.24 As no formal transit provision has been made available since the last 2020 GTAA was published it is still recommended that the Council should continue to follow this approach. The map overleaf 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. Further analysis should be completed of locally held data on unauthorised 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.

1.25 ORS also recommend, 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. Unauthorised 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.

1.26 The situation relating to levels of unauthorised 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).



1.27 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.

1.28 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.

1.29 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.

2. Introduction

2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Wiltshire. The outcomes of the study supersede the outcomes of the previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Wiltshire.

2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2021, and the revised Planning Practice Guidance (PPG) 2021.

2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of the Council's Local Plan Policies and the provision of Traveller pitches and plots covering the period March 2022 to February 2038. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.

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

2.5 The review of the baseline data for the study was completed between January 2021 and March 2022, and the baseline date for the study is March 2022.

Definitions

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

The Planning Definition in PPTS (2015)

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

> *For the purposes of this planning policy "gypsies and travellers" means:*
>
> *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
>
> *In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

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

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

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

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

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

Definition of Travelling

2.9 One of the most important questions that 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*'.

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

2.11 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.

2.12 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.

2.13 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

2.14 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated

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

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

2.16 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).

2.17 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances the household unit would be defined as travelling under the planning definition.

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

2.19 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

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

2.20 This was further reinforced in a 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

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

- The Housing Act, 1985
- Planning Policy for Traveller Sites (PPTS), 2015
- The Housing and Planning Act, 2016
- National Planning Policy Framework (NPPF), 2021
- Planning Practice Guidance[5] (PPG), 2021

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

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

Planning Policy for Traveller Sites (PPTS) 2015

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

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

[5] With particular reference to the sections on *Housing needs of different groups* (May 2021).

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

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

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

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

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

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

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

Revised National Planning Policy Framework (2021)

2.28 The most recent version of the revised National Planning Policy Framework (NPPF) was issued in July 2021. Paragraph 61 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

2.29 Paragraph 62 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*.'

2.30 This sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

2.31 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to the then Paragraph 61 of the NPPF (now paragraph 62) that:

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

Lisa Smith v The Secretary of State for Housing, Communities and Local Government and others [2021]

2.32 In June 2021 Mr Justice Pepperall handed down judgment in *Lisa Smith v The Secretary of State for Housing, Communities and Local Government and others* [2021]. The case 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. Mr Justice Pepperall dismissed the claim and found the PPTS planning definition to be lawful. This further supports Paragraph 62 of the NPPF that requires a separate assessment of need for Travellers who do not meet the PPTS planning definition, and that this need should be addressed through separate Local Plan policies to the Gypsy and Traveller Policy.

Planning for the Future White Paper (2020)

2.33 In August 2020 the Government published a White Paper on proposals to reform the current planning system in England. The consultation period on the White Paper ended on 29th October 2020. Whilst the White Paper does not make any references to planning for Gypsies and Travellers or Travelling Showpeople, the Council may need to consider the outcomes of the

consultation and any subsequent changes to planning legislation in England that relate to Gypsies and Travellers and/or Travelling Showpeople.

3. Methodology

Background

3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016) the revised NPPF (2021), and the revised 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 (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and, establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.

3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, 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 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

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

Desk-Based Review

3.7 ORS collated a range of secondary data that was used to support the study. This included:

- Census data.
- Traveller Caravan Count data.

- Records of unauthorised sites/encampments.
- Information on planning applications/appeals.
- Information on enforcement actions.
- Existing Needs Assessments and other relevant local studies.
- Existing national and local policy, guidance, and best practice.

Stakeholder Engagement

3.8 As this was an update of an existing GTAA for Wiltshire that was published in June 2020 there was no formal stakeholder engagement programme completed. However, there were extensive discussions with Wiltshire Council Officers in relation to any changes of circumstances on sites that were included in the baseline for the 2020 GTAA, and to determine any new planning activity relating to new permissions and the outcomes of planning appeals, as well as details on short-term encampments.

Working Collaboratively with Neighbouring Planning Authorities

3.9 As this was an update of an existing GTAA for Wiltshire that was published in June 2020 there was no formal engagement programme completed with neighbouring planning authorities. However, there have been discussions between Council Officers from Wiltshire and neighbouring planning authorities during the preparation of the new Wiltshire Local Plan. For completeness the outcomes from the interviews with neighbouring authorities that were completed for the 2020 GTAA are included in this report:

- Bath & North East Somerset Council
- Cotswold District Council
- Dorset County Council
- East and North Dorset District Councils
- Mendip District Council
- New Forest District Council
- New Forest National Park Authority
- Oxfordshire County Council
- South Gloucestershire Council
- South Somerset District Council
- Swindon Borough Council
- Test Valley Borough Council
- Vale of White Horse District Council
- West Berkshire District Council

Survey of Travelling Communities

3.10 As this is an update of the 2020 GTAA a 3-stage approach was taken to update the household interviews.

- **Stage 1**: Review of site baseline and new interviews where required.
- **Stage 2**: Review of 2020 household interviews.
- **Stage 3**: Outcomes of 2021 consultation to inform the Gypsies and Travellers Development Plan Document.

Stage 1: Review of Site Baseline

3.11 ORS worked closely with the Council to review the 2020 GTAA site baseline to determine if there had been any changes on existing sites and yards (i.e. additional pitches, changes of site ownership and occupiers, and sites where permission has been granted to replace pitches with dwelling houses), and to identify any new sites 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.

3.12 Through this process it was possible to complete new household interviews with households that were not interviewed for the 2020 GTAA, or to determine household demographics and characteristics through planning and appeal statements, or discussions with planning agents.

3.13 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 2020 GTAA (see **Appendix E**). These take account of past changes to PPTS and collect the information ORS feel is 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 attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

3.14 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.

3.15 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 2: Review of 2020 household interviews

3.16 ORS worked closely with the Council to review the outcomes of the interviews that were completed to support the 2020 GTAA where there have been no changes to pitch numbers and where ownership is 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; with Officers responsible for enforcement; and with Officers responsible for managing public sites in Wiltshire. The purpose of this stage of the study was to determine whether there have been any changes to site composition since 2020. When this work was completed a modelling exercise was completed to uplift the demographics of site residents to the baseline date for this study, and to model new births for the period 2020-2022.

Stage 3: Outcomes of consultation to inform the Gypsies and Travellers Development Plan Document

3.17 Following Cabinet approval on 1 December 2020, the Council held a consultation on the intention to prepare the Wiltshire Gypsies and Travellers Development Plan Document between 13 January 2021 and 9 March 2021, under Regulation 18 of the Town and Country Planning Regulations (2012, as amended).

3.18 This consultation also involved the distribution of a consultation leaflet to all known Traveller sites in Wiltshire, together with contact details for both the Council and for Researchers from ORS. The purpose of this part of the consultation was to encourage Travellers to contact the Council or ORS to discussion their current and future accommodation needs and aspirations. As a result of this a number of households contacted the Council and ORS and were able to provide new or updated interviews that have subsequently been used to support the update of the GTAA.

Engagement with Bricks and Mortar Households

3.19 The 2011 Census recorded 168 households that identified as either Gypsies or Irish Travellers who lived in a house, bungalow or flat in Wiltshire.

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 updated interviews with people on existing sites and yards; intelligence from Council Officers; and information from waiting lists for public sites. 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 or to the Council.

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 avoid days of known local or national events. The update of the site baseline was completed over an extended period between January 2021 and March 2022.

Applying the Planning Definition

3.23 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. Since the revised PPTS was issued in 2015, 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 due to education, ill health or old age.

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

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

3.25 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers. This included information on the type of work that is undertaken; which family members travelled for work; the times of year that family members travel for work; the duration of trips for work; and where family members stay when travelling away from home for work.

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

- Households that travel under the planning definition.
- Households that have ceased to travel temporarily under the planning definition.

» Households where an interview was not possible who may fall under the planning definition.

3.27 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2021).

Undetermined Households

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

3.29 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter, the ORS national rate of 1.50% has been used as the demographics of residents are unknown.

3.30 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.

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 5,000 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 400 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 PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on approximately 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure. In addition, the assessment has considered the locally derived % of households that were found to meet the planning definition in relation to potential need from undetermined households.

3.34 This would also suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.

3.35 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

3.36 Households who do not travel for work now fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance[6] related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (July 2021).

3.37 Paragraph 62 of the revised NPPF 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*.'

Calculating Current and Future Need

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

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

Supply of Pitches

3.39 The first phase of the assessment of need 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).

3.40 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

3.41 The second phase 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).
- Households in bricks and mortar wishing to move to sites.
- Households in need on waiting lists for public sites.

Future Need

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

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

3.43 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.

3.44 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.

3.45 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2035, including a break for 2033 in line with the District Plan period.

Pitch Turnover

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

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

3.47 In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers[7] 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:

> *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.*

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

Transit Provision

3.49 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

[7] See www.londongypsiesandtravellers.org.uk/resources/ for details.

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.

3.50 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.

3.51 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.

3.52 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.

3.53 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

3.54 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).

3.55 Consideration will also have to be given to the Police, Crime, Sentencing and Courts Bill which is currently awaiting Royal Assent. Part 4 of the Bill is seeking to give the Police additional powers to deal with unauthorised encampments through proposed new offences relating to residing on land without consent in or with a vehicle and proposed new powers in relation to the seizure of property.

3.56 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)[8] Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

[8] Formerly the Ministry for Housing, Communities and Local Government (MHCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size[9]. 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.

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

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

Sites and Yards in Wiltshire

4.6 In Wiltshire, at the base date for the GTAA, there were 3 public sites (50 pitches); 56 private sites with permanent planning permission (261 pitches); no private sites with temporary planning permission; 3 sites that are tolerated for planning purposes (4 pitches); 9 unauthorised sites (19 pitches); and 5 Travelling Showmen's yards (13 plots). The previous GTAA identified a public transit site with 12 pitches but this has now closed. The map overleaf shows the geographical spread of sites and yards across Wiltshire. See **Appendix D** for further details.

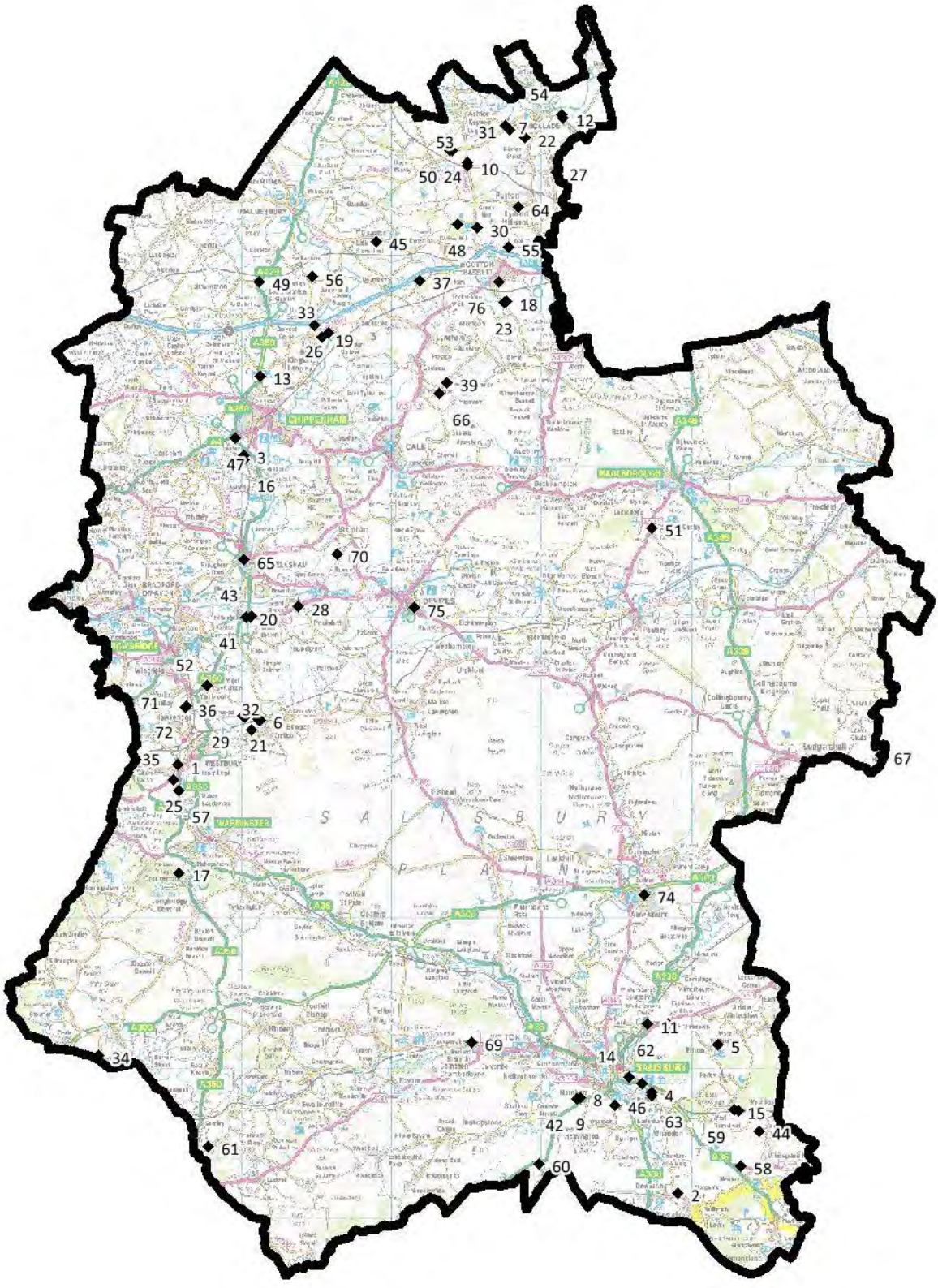
Figure 5 - Total amount of provision in Wiltshire (March 2022)

Category	Sites/Yards	Pitches/Plots
Public sites	3	50
Private with permanent planning permission	56	261
Private with temporary planning permission	0	0
Tolerated pitches	3	4
Unauthorised sites/pitches	9	19
Public transit sites	0	0
Travelling Showmen's yards (3 authorised, 2 tolerated)	5	13
TOTAL	**89**	**350**

DLUHC Traveller Caravan Count

4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to DLUHC. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, it was renamed the Traveller Caravan Count due to the inclusion of data on Travelling Showpeople.

4.8 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.



Ref	Site Name	Site Type
1	Fairhaven Gypsy Site	Public
2	Lode Hill Gypsy Site	Public
3	Thingley Gypsy Site	Public
4	79 Southampton Road (The Piggaries)	Private
5	Badgers Rest	Private

6	Bonnie Farm	Private
7	Bournelake	Private
8	Braemar	Private
9	Braemar (2)	Private
10	Bridge Paddocks	Private
11	Broken Cross	Private
12	Calcutt Stables	Private
13	Christian Place	Private
14	Dairyhouse Bridge Gypsy Site	Private
15	Dillons Farm	Private
16	Easton Lane Gypsy and Traveller Site	Private
17	Ernies Yard	Private
18	Former Glenville Nurseries	Private
19	Frampton Farm	Private
20	Greenacres Mobile Park (adj West Wilts Crem)	Private
21	Hedgerow Stables	Private
22	Hicks Leaze	Private
23	Jacob Manor	Private
24	Land adjacent B4040	Private
25	Land adjacent Hisomley Farmhouse	Private
26	Land Adjacent Old Telephone Exchange	Private
27	Land adjoining Swindon & Cricklade Railway	Private
28	Land at A361 (Blossom Hill)	Private
29	Land at Capps Lane	Private
30	Land at Four Oaks	Private
31	Land at Greenfield View	Private
32	Land at Lower Westbury Road	Private
33	Land at Orchard Paddock	Private
34	Land at west side of B3092 Mapperton Hill	Private
35	Land at White Horse View	Private
36	Land opposite 6 Hawkeridge Road	Private
37	Land south of Old Farm, Grittenham	Private
38	Land south west of Bonnie Farm	Private
39	Land west of Bushton Road	Private
40	Land west of Penn Farm	Private
41	Lansdowne	Private
42	Little Acre	Private
43	Littleton Stables	Private
44	Llamedos	Private
45	Melbourne View	Private
46	Oak Tree Field Gypsy Site	Private
47	Pudding Brook	Private
48	Purdys Farm	Private
49	Rose Field Caravan Site	Private
50	Sambourne Park (Field 7920)	Private
51	Specks Caravan Site	Private
52	Sunnyside, Yarnbrook Road	Private

53	Thatado Barn, Leigh	Private
54	The Lodge, Calcutt	Private
55	The Paddock, Hook	Private
56	The Paddock, Startley	Private
57	The Poplars, Sand Pit Lane	Private
58	Tricky's Paddock	Private
59	Valley View	Private
60	Blandford Road	Tolerated
61	Hatt Hill	Tolerated
62	Viny Ridge	Tolerated
63	Hillbilly Acre	Unauthorised
64	Land adjacent 27 Restrop Road	Unauthorised
65	Land adjacent to Electricity Sub Station	Unauthorised
66	Land at Brewers Pit	Unauthorised
67	Nials Yard	Unauthorised
68	Sunnyside, Yarnbrook Road	Unauthorised
69	The Old Dairy Yard	Unauthorised
70	The Paddock, Bromham	Unauthorised
71	The Poplars Residential Park, Poplar Tree Lane	Unauthorised
72	Land opposite The Laurels	TSP
73	Petersfinger Business Park, Southampton Road	TSP
74	Porton Road	TSP
75	Land adj, Nursteed Park	TSP - Tolerated
76	The Caravan, Wootton Basset	TSP - Tolerated

5. Stakeholder Engagement

Introduction

5.1 ORS undertook a stakeholder engagement programme as part of the 2020 GTAA to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. Given that this report is an update of the 2020 GTAA no formal stakeholder engagement programme was completed. However, there were extensive discussions with Council Officers in relation the any changes of circumstances on sites that were included in the baseline for the 2020 GTAA, and to determine any new planning activity relating to new permissions and the outcomes of planning appeals, as well as details on short-term encampments.

5.2 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to short-term encampments; transit provision; and cross-border issues, ORS interviewed a Planning Officer from fourteen neighbouring local authorities to support the 2020 GTAA.

- Bath and North East Somerset Council
- Cotswold District Council
- Dorset County Council
- East and North Dorset District Councils
- Mendip District Council
- New Forest District Council
- New Forest National Park Authority
- Oxfordshire County Council
- South Gloucestershire Council
- South Somerset District Council
- Swindon Borough Council
- Test Valley Borough Council
- Vale of White Horse District Council
- West Berkshire District Council

5.3 Whilst no further interviews have been completed to support this study, the outcomes form the 2020 interviews are set out below.

5.4 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Wiltshire

Accommodation Needs

5.5 In 2014, Wiltshire council started work on a Gypsy & Traveller Development Plan Document (DPD) designed to meet the identified needs in the 2014 GTAA. However, due to the change to the Traveller definition in 2015 and the inability to source enough suitable and available land, Wiltshire Council planned to review the DPD and include it in the scheduled Local Plan review, which will conclude by 2021. However, the latest Local Development Scheme (2020) now proposed a standalone DPD in order to preserve the evidence base.

5.6 Since the last GTAA, Wiltshire Council has disposed of two public sites (Oak Tree Field/Odstock, and Dairyhouse Bridge), due to funding issues impacting the ability to upgrade the sites and have undertaken refurbishment of three public sites. The Fairhaven, Thingley and Lode Hill sites have been fully refurbished, increasing the number of pitches available on those sites by 7.

5.7 The cross departmental group within Wiltshire Council, called the Traveller Reference Group, has developed a strategy and action plan that looks to engage with Travellers on private and public sites. This is regarding areas such as accommodation needs, health and education, in order to improve the engagement between council services and Travellers.

5.8 Wiltshire Council have had their Emergency Stopping Places Strategy approved by Cabinet in July 2018 and have been working to identify three sites in the council area that could potentially become emergency stopping sites.

5.9 Any Travellers currently living in bricks and mortar accommodation who wish to move back onto a site can apply and be put on a waiting list. Conversely, any Travellers who wish to live in bricks and mortar accommodation have the opportunity join the register and are supported throughout the process.

Short-term Encampments and Transit Provision

5.10 Wiltshire have a year-round issue with short-term unauthorised encampments. The majority of the population are New Age Travellers and are a constant presence on the roadside around Wiltshire. The more traditional Gypsy & Traveller population tend to stop over the summer months, primarily for employment opportunities.

5.11 Wilshire currently has no transit provision as the only permitted transit site at Odstock is closed.

5.12 It was suggested that transit provision in the area could be improved. The preferred option would be to provide multiple (around three) temporary stopping places spread across the County. Given the size of the County, it was put forward 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. Multiple smaller stopping places should provide an agreeable alternative to both the issue of driving long distances and of stopping roadside.

5.13 It was hoped that improvements to transit provision would help when enforcement need to relocate any unaccepted unauthorised sites within the region.

Cross Border Issues

5.14 Wiltshire have received requests from families residing in neighbouring authorities who wish to find a site or yard. However, no issues were raised concerning need from neighbouring authorities impacting upon Wiltshire.

5.15 Wiltshire Council work closely with neighbouring authorities through information gathering and sharing concerning Travellers who cross-over borders. Close working relationships with neighbouring authorities is important to Wiltshire due to its status as a landlocked County.

Future Priorities and Any Further Issues

5.16 The chief future priority highlighted was to address site availability and to improve the availability of education and health services, to improve the lives of Travellers.

5.17 Furthermore, it was hoped that Wiltshire will continue to ensure that services are fit for purpose in regard to tackling inequality. This includes taking into account issues of literacy to ensure that there are alternative formats to support Gypsies & Travellers to access any of the services Wiltshire have, while also continuing with the work that has already been undertaken by the local authority to tackle stigma and prejudice of the Traveller community. The work aims to allow council staff and councillors to understand more about the cultures and traditions of Gypsies & Travellers, and to understand the contribution they make to the community.

Neighbouring Authorities

Bath & North East Somerset Council

5.18 With regard to **overall accommodation need** in Bath and North East Somerset, the views of the officer interviewed were as follows:

- Since the last GTAA, Bath & North East Somerset (B&NES) Council have provided direct provision through developing and delivering a new public site at Carrswood View. The site provides 8 permanent pitches and 5 transit pitches.
- In order to understand whether current provision is meeting the needs of Travellers living in the area an update of the Council's GTAA was completed in 2021.
- Currently, the only tolerated site in B&NES is on Stoney Lane on the western edge of Bath.
- Short-term unauthorised encampments in B&NES mainly occurring during the summer months. The needs of encampments are met through the provision of 5 transit pitches that are available on a daily basis.

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

- The other authorities in the West of England were suggested to be meeting their own need. However, it was acknowledged there is a need for updated and consistent assessments of need to be undertaken across the area. Wiltshire were suggested to be meeting their own need, including in areas most closely linked to Bath.
- B&NES engage in cross-border joint working on planning and housing issues across the West of England. There has also been an assessment of need across the sub-region on a consistent basis, deriving individual figures for each Unitary Authority.

Cotswold District Council

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

- Since the last GTAA, Cotswold District Council adopted the Local Plan 2011-2031 in August 2018. There is an identified need for up to 11 additional Traveller pitches in Cotswold District from households that meet the PPTS planning definition. There is no requirement for Travelling Showpeople sites. The needs of Travellers who do not meet the PPTS definition are met within the overall assessed housing need for 8,400 homes, over the plan period.
- The Local Plan has a strategy to deliver the required Traveller pitches through the intensification of an existing site (7 pitches at Shorncote) and the allocation of one new site (4 pitches at Meadowview, Bourton-on-the-Water). The Local Plan then includes a sequential approach for the consideration of any further site opportunities.
- Cotswold experience a very small number of short-term unauthorised encampments. The Enforcement Team have not been required to attend any unauthorised encampments for several years. Anecdotally, incidents were thought occur due to Travellers 'stopping over' to break-up their journey on an established traveller route from Fishguard to the South East, which passes through Cotswold District on the A40. Cotswold also have the Stow Fair which attracts seasonal Travellers.

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

- Several of the Gloucestershire district authorities have substantial unmet need for Traveller pitches and they will be looking to Duty to Cooperate partners to help meet those needs. The unmet need from Duty to Cooperate partners may affect Cotswold District, although meeting those needs in Cotswold will be difficult due to the highly sensitive Cotswold landscape.
- Several instances of cross-border joint working were identified by the officer interviewed. These include Gloucestershire County Council and the six Gloucestershire district councils currently working together to create a 'Joint Protocol for Managing

Unauthorised Encampments', Cotswold Council working with Gloucestershire County Council and the six other Gloucestershire district councils in preparation for an update of the Gloucestershire GTAA, and Cotswold council also working with neighbouring authorities under the Duty to Cooperate.

» No Duty to Cooperate issues were raised through the examination of the Cotswold District Local Plan 2011-2031. Cotswold seek to work proactively with neighbouring authorities to find solutions to issues and have also entered into several Statements of Common Ground with neighbouring authorities, where such issues are encountered.

Dorset County Council[10]

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

» Since the last GTAA, Dorset County Council have achieved planning permission for 6 new pitches on the public site at Piddlehinton and now need to bid for funds.

» More permanent pitches are needed for local Gypsies & Travellers, and New Age Travellers.

» There are currently 8 unauthorised sites in Dorset, 4 of which are tolerated. One of the tolerated sites have been given license to stay for two years.

» Shot-term unauthorised encampments in Dorset mainly occur during the summer months and numbers peak during events such as the Great Dorset Steam Fair. The needs of encampments are met through the provision of a transit site that can be opened from April to August, at the discretion of the Council. There is also a transit site which is operational during the Great Dorset Steam Fair event.

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

» No specific issues concerning Wiltshire were identified.

» Poole and Bournemouth were suggested to not be meeting their identified accommodation need.

East and North Dorset District Council

5.24 With regard to **overall accommodation needs** in East and North Dorset District, the views of the officer interviewed were as follows:

» Since the last GTAA, the Council has been reviewing all permissions that have been granted since the last GTAA was published, such as one for the public site at Piddlehinton for 6 pitches.

[10] In April 2021 the former districts in Dorset and Dorset Country Council were restructured to create 2 new unitary authorities – Dorset and Bournemouth, Christchurch & Poole.

» It was acknowledged that the GTAA identifies a need to be met. The Council will consider Gypsy & Traveller matters, including the potential of allocating sites, as part of the Dorset Council Local Plan, which is currently at an early stage of production.

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

» Need figures were currently considered to be fairly low in neighbouring authorities so it was not anticipated that there would be any issue concerning neighbouring authorities being able be to meet their needs.

» Dorset Council has, and continues to, work closely with neighbouring authorities. This includes in respect of issues relating to the town of Shaftsbury, which is on the border between Dorset and Wiltshire.

Mendip District Council

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

» Since the last GTAA, there has been limited progress on a Gypsy & Traveller DPD or identification of sites.

» There are around 35 authorised sites across the district which are mainly small private sites (1 – 5 pitches).

» There is an acknowledged significant shortfall in provision and a need for more authorised sites in the district. Mendip's situation is unusual with a high proportion of New Age Travellers who are not seeking traditional built Traveller site provision or 'travel', in the traditional sense. In recent years the picture has become more complex with evidence of encampments/unauthorised roadside caravans being taken up as alternative accommodation to housing

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

» The officer interviewed was aware of Gypsy & Traveller groups who move through Mendip from Wiltshire and to other parts of the Southwest. However, there is no collated information to know whether these are regular patterns or associated with events.

» There are substantial joint working ventures between the Somerset authorities and a joint GTAA is expected to be re-commissioned in Autumn 2019. Mendip have liaised with Wiltshire on previous Gypsy & Traveller work and would be open to do so in the future.

New Forest District Council

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

- Since the last GTAA (2017), the Local Plan 2016-2036 Part 1: Planning Strategy has now been through examination and is anticipated to be adopted in July 2020.
- The Local Plan will put in place a criteria-based policy (HOU4: Gypsies, Travellers and Travelling Showpeople), which will enable suitable sites to come forward in appropriate locations. Planning Inspectors did not raise any concerns with the policy or the approach to meet the need identified in the 2017 GTAA.
- Identified traveller needs in the 2017 GTAA can be met on an allocated site with planning permission. Land at Little Testwood Farm has capacity for around eight new pitches.

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

- No specific cross-border issues were raised.
- With regard to cross-border joint working, the 2017 GTAA was undertaken by several Hampshire local authorities and included consultation beyond the assessment area. Going forward, cross-border issues would likely be picked up through the ongoing Duty to Cooperate meetings that take place with neighbouring authorities.

New Forest National Park Authority

5.30 With regard to **overall accommodation need** in New Forest Authority, the views of the officer interviewed were as follows:

- Since the last GTAA, New Forest National Park Authority (NFPA) have witnessed a successful application from an unauthorised site in the Wiltshire area of the National Park. The site was granted temporary personal permission for five years and leaves New Forest National Park Authority with 3 authorised Traveller sites.
- The last GTAA identified the need for 1 pitch which has been allocated in the recently adopted Local Plan. However, there remains a high level of need for Travelling Showpeople plots and there is currently no site allocation for this. The need arises from one yard which is overcrowded and contains concealed households.
- NFPA will most commonly experience a small number of short-term unauthorised encampments over the summer months.

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

- No issues were identified regarding the ability of neighbouring authorities to meet their individual need.

» NFP work closely with Wiltshire Council to assist with housing need aspects. The Authority have also collaborated with Wiltshire on work concerning Gypsy and Traveller studies.

Oxfordshire County Council

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

» There are 6 public sites in Oxfordshire with 89 pitches and they are owned and managed by the County Council. The District Councils in Oxfordshire have no public sites of their own and rely on the County Council to provide public pitches. It is felt that the District Councils in Oxfordshire could be doing more to assist less affluent Gypsies & Travellers by providing public sites.

» Many of the private sites have issues of overcrowding and are also increasingly experiencing non-Travellers occupying the sites.

» Oxfordshire County Council are aware of several sites that come under the category of either unauthorised, tolerated or temporary.

» There are three arterial routes within Oxfordshire that run through the county (i.e. M40, A34 and A41). These routes bring many Gypsies & Travellers through the county as they look to rest, visit family or stop for employment opportunities.

» There are no transit sites, emergency stopping places or agreed areas to stop in the county. However, there are selected places where encampments will be tolerated for a week or so. Many Gypsies & Travellers who habitually visit Oxfordshire know where these places are which helps in maintaining enforcement actions. There are no plans in place to provide transit provision in the future.

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

» All cross-boundary issues are left to the four housing/planning authorities within Oxfordshire.

South Gloucestershire Council

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

» Since the last GTAA, a number of applications have been granted permission. These applications equate to 15 additional Gypsy and Traveller pitches, and 7 additional plots for Travelling Showpeople.

» Based on the last GTAA, there is a high level of need for additional provision in South Gloucestershire. The Council are at an early stage of preparing its new Local Plan and will be opening a call for sites in the coming months, in order to identify potentially

suitable land. The Council will consider the findings from the updated GTAA and consider options for whether it is able to allocate additional sites for Gypsy and Traveller and Travelling Showpeople use to meet the level of need identified.

- The accommodation needs of Travellers currently living in bricks and mortar accommodation will be met through the same process of site allocation (through the new Local Plan) as those currently living on Gypsy and Traveller sites and Travelling Showpeople's yards.
- Historically, South Gloucestershire has experienced high volumes of seasonal unauthorised encampments across the district. The Council will also be considering options for whether sites can potentially be allocated as new transit and/or negotiated/ temporary stopping provision, through the Local Plan.

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

- The other authorities in the West of England were believed to be meeting their own needs.
- Through the process of preparing the Local Plan, South Gloucestershire Council are confident that, through working with their neighbouring authorities, they will satisfy the requirements of the Duty to Cooperate.

South Somerset District Council

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

- Since the last GTAA (2011 and update 2013), South Somerset Council now have an enabling policy within the adopted Local Plan.
- South Somerset have delivered in excess of the number of residential sites that were identified as being needed. However, there is still an outstanding need for transit and Travelling Showpeople provision.
- The officer interviewed was not aware of any instances of overcrowding or concealed households.
- It was felt that there is a need for transit provision within Somerset as there is currently no formal transit site.

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

- Unaware of any issues concerning the potential overflow of Travellers from Wiltshire.
- South Somerset maintain close cross-border working relationships and worked jointly with the other Somerset authorities on the joint GTAA 2011 and update in 2013. The Councils are currently in the process of preparing to commission a new joint GTAA.

South Somerset converse with other local authorities on local plan work and issues concerning the Travelling community in the area.

Swindon Borough Council

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

- Since the last GTAA, the local authority now has a criteria-based policy in its current Local Plan (Policy HA8) which supports development of Gypsy & Traveller accommodation in appropriate locations.
- Accommodation need in Swindon over the period 2019-35 stands at 23 Gypsy & Traveller pitches (based on the ethnic identify definition), 20 pitches (based on PPTS 2015), or 11 pitches (based on the work interpretation). There is also a need for 14 additional Travelling Showpeople plots over the same period.
- The Council have not identified any Council-owned land that could be suitable for accommodating the identified need. Therefore, it is likely that Swindon Borough Council will be in a position of having unmet need for Gypsy & Traveller accommodation.
- Swindon Borough Council recorded 21 unauthorised encampments taking place in the Borough between March 2016 and November 2017. The average length of stay for encampments was four days. In most instances, the local authority or police took action to remove the unauthorised encampment.

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

- The Borough Council is currently undertaking a call for sites to meet the need identified in their latest GTAA and to date no sites have been put forward. Meetings with the Council's Property Department have not identified any Council-owned land that could be suitable for accommodating the need. Therefore, it is likely that Swindon Borough Council will be in a position of having unmet need for gypsy and traveller accommodation and will need to consider whether or not any residual need could be met in neighbouring authorities.

Test Valley Borough Council

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

- Since the last GTAA, Test Valley Borough Council has undertaken a scoping report ready for the publication of a Gypsy & Traveller DPD.
- There currently remains a deficit of authorised pitches in Test Valley which is possibly contributing to instances of overcrowding and concealed households.

- Test Valley Borough Council are aware of short-term unauthorised encampments occurring in the area. Encampments were thought to mainly be stopping for family visiting and special occasions.
- There is no transit provision available to meet the needs of those in short-tern encampments. It was felt that the issue of transit provision should become a joint approach across a wider strategic area rather than individual authorities working separately.

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

- The officer interviewed was unaware of whether neighbouring local authorities are meeting their own individual need.
- Successful cross-border joint working is evidenced through the Hampshire GTAA which was undertaken with six other Local Planning Authorities.
- It was felt that more could be done regarding a cross-boundary strategic approach towards the issue of providing transit provision across Hampshire.

Vale of White Horse District Council

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

- Vale of White Horse has identified a need for 13 pitches required in the plan period to successfully meet the needs of Gypsies, Travellers and Travelling Showpeople.
- Vale of White Horses' Local Plan Part 2 does not allocate a site to meet the need for 1 plot identified in the latest updated GTAA. The council considers that this additional requirement can be delivered through windfall sites.
- Short-term unauthorised encampments fall outside the Council's area of responsibility and are dealt with by Oxfordshire County Council.

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

- Vale of white Horse consider that neighbouring local authorities are meeting their own need satisfactorily.
- Vale of White Horse have an established relationship with its neighbouring authorities which has allowed for the development of a Joint GTAAs with Cherwell District Council, Oxford City Council and South Oxfordshire District Council. There is also an established relationship with Wiltshire, who have previously provided the opportunity to comment on the Gypsy & Traveller DPD.

West Berkshire District Council

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

- Since the last GTAA, West Berkshire District Council have allocated sites in their Core Strategy and Housing Sites Allocation DPD.
- Current provision is of 35 pitches. However, additional supply of 17 pitches is needed over the next plan period (2019 – 2036).
- Gypsies, Travellers and Travelling Showpeople living in bricks and mortar were Included in the latest GTAA (2019).
- West Berkshire Council are aware of short-term unauthorised encampments occurring in the district. These encampments were believed to be mainly stopping for employment opportunities and to visit family members. To meet the needs of Travellers in those unauthorised encampments new transit provision should be provided in new Local Plan.

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

- Aside from Reading, it was suggested that all other neighbouring authorities are able to meet their individual accommodation need.
- West Berkshire Council engage in cross-border joint working ventures through attending monthly meetings with planning policy colleagues from neighbouring authorities. These authorities also share a Gypsy Liaison Officer.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community. Through the desk-based research and stakeholder interviews ORS identified 3 public sites; 56 private sites with permanent planning permission; 3 tolerated sites; 9 unauthorised sites; and 5 Travelling Showmen's Yards. The table below sets out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed.

6.2 The table also includes interviews with households living in bricks and mortar and households currently living on the roadside whilst trying to seek planning permission for sites on land that they own in Wiltshire.

6.3 During the period between commencing the GTAA and reporting no further transient households were identified to interview other than those who were interviewed.

Figure 6 – Interviews completed in Wiltshire

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Fairhaven Gypsy Site	7	7	-
Lode Hill Gypsy Site	12	12	-
Thingley Gypsy Site	31	31	-
Private Sites			
79 Southampton Road (The Piggaries)	2	2	-
Badgers Rest	1	0	1 x refusal
Bonnie Farm	10	1	9 x non travellers
Bournelake	15	2	1 x refusal, 1 x pitch does not exist, 1 x non-Traveller, 8 x vacant, 2 x no contact
Braemar	2	2	-
Braemar (2)	1	5	-
Bridge Paddocks	6	4	2 x unimplemented
Broken Cross, Winterbourne	3	3	-
Calcutt Stables	14	7	6 x refusals, 1 x no contact
Christian Place	3	3	-
Dairyhouse Bridge Gypsy Site	18	7	5 x vacant, 1 x refusal, 5 x no contact
Dillons Farm	1	1	-

Easton Lane Gypsy and Traveller Site	5	5	-
Ernies Yard	2	2	-
Former Glenville Nurseries	11	1	3 x refusals, 4 x no contact, 3 x vacant
Frampton Farm	15	3	1 x refusal, 6 x no contact, 2 x vacant, 3 x non-Travellers
Greenacres Mobile Park (adj West Wilts Crem)	14	5	9 x non-Travellers
Hedgerow Stables	1	1	-
Hicks Leaze	1	0	1 x no contact
Jacob Manor, Land Adjacent to 40 Marlborough Road	3	3	-
Land adjacent B4040	2	0	2 x under construction
Land adjacent Hisomley Farmhouse	1	1	-
Land Adjacent Old Telephone Exchange	1	0	1 x no contact
Land adjoining Swindon & Cricklade Railway	2	0	2 x no contact
Land at A361, Seend (Blossom Hill)	2	2	-
Land at Capps Lane	1	1	-
Land at Four Oaks	12	4	2 x vacant, 6 x non-Travellers
Land at Greenfield View	2	2	-
Land at Lower Westbury Road	1	0	1 x no contact
Land at Orchard Paddock	1	1	-
Land at west side of B3092, Mapperton Hill	1	0	1 x no contact
Land at White Horse View	2	2	-
Land opposite 6 Hawkeridge Road	2	2	-
Land south of Old Farm, Grittenham	1	0	1 x no contact
Land south west of Bonnie Farm	1	0	1 x non-Travellers
Land west of Bushton Road	1	1	-
Land west of Penn Farm	1	0	1 x no contact
Lansdowne	7	3	4 x unimplemented
Little Acre, Winterbourne Earls	1	1	-
Littleton Stables	1	1	-
Llamedos	1	1	-
Melbourne View	4	4	-
Oak Tree Field Gypsy Site	32	16	7 x vacant, 11 x no contact, 2 x doubled-up
Pudding Brook	2	2	-
Purdys Farm	2	2	-
Rose Field Caravan Site	6	1	5 x refusals
Sambourne Park (Field 7920)	16	9	5 x vacant, 2 x no contact
Specks Caravan Site	1	1	-

Sunnyside, Yarnbrook Road	4	4	-
Thatado Barn, Leigh	2	2	-
The Lodge, Calcutt	5	1	4 x no contact
The Paddock, Hook	6	6	-
The Paddock, Startley	5	5	-
The Poplars, Dilton Marsh	2	2	-
Tricky's Paddock	1	1	-
Valley View	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
Blandford Road	1	0	1 x refusal
Hatt Hill	2	0	2 x no contact
Viny Ridge	1	1	
Unauthorised Sites/Roadside			
Hillbilly Acre	2	1	1 x vacant
Land adjacent 27 Restrop Road	1	0	1 x no contact
Land adjacent to Electricity Sub Station, A350	3	3	-
Land at Brewers Pit, Hilmarton	1	1	-
Nials Yard, Clanville	1	1	-
Sunnyside, Yarnbrook Road	2	2	-
The Old Dairy Yard, Barford St Martin	1	1	-
The Paddock, Bromham	3	3	-
The Poplars Residential Park, Poplar Tree Lane	5	5	-
Roadside (Wynn's Paddock, Whaddon)	1	1	-
Roadside (Land off Shop Lane, Wingfield)	1	1	-
Transit Sites			
None	-	-	-
Bricks and Mortar			
79 Southampton Road (The Piggaries)	2	2	-
Dean Road	1	1	-
Hill View	1	1	-
Little Acre	1	1	-
Salisbury - various	6	6	-
The Battery, Coombe Bisset	1	0	1 x no contact
The Paddock, Hook	1	1	-
Travelling Showpeople			
Land opposite The Laurels	5	5	-
Petersfinger Business Park, Southampton Road	1	2	-
Porton Road	1	0	1 x no contact

Land adj, Nursteed Park - Tolerated	5	5	-
The Caravan, Wootton Bassett - Tolerated	1	1	-
Travelling Showpeople – B&M			
Petersfinger Business Park, Southampton Road	1	1	-
TOTAL	**363**	**232**	

Interviews with Gypsies and Travellers in Bricks and Mortar

6.4 Following all of the efforts that were made[11] it was possible to identify and interview 13 households living in bricks and mortar in Wiltshire.

[11] See Chapter 3 for details.

7. Current and Future Pitch Provision

Introduction

7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2038. This includes both current unmet need and need which is likely to arise in the future[12]. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.

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

7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

7.4 Nationally, a household formation and growth rate of 3.00% net per annum[13] 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 F**.

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

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

[12] See Paragraphs 3.41 and 3.42 for details of components on current and future need.
[13] Page 25, *Gypsy and Traveller Accommodation Assessments – Guidance (DCLG – 2007)* Now withdrawn.

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 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 GTAA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.*

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

7.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot),

as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution, and in-/out-migration.

7.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been 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). In Wiltshire this approach has been taken to determine the new household formation rate for Gypsy and Traveller households that met the planning definition and for Gypsies and Travellers that did not meet the planning definition.

7.13 For households that met the planning definition 44% of residents were aged under 18. This demographic evidence is slightly higher than the ORS national growth rate of 1.50% (which is based on 36% aged under 18). Therefore, an adjusted rate of 1.85% has been used based on the proportion of those aged under 18 in households that met the planning definition in Wiltshire.

7.14 For households that did not meet the planning definition 40% of residents were aged under 18. This demographic evidence is slightly higher than the ORS national growth rate of 1.50% (which is based on 36% aged under 18). Therefore, an adjusted rate of 1.70% has been used based on the proportion of those aged under 18 in households that did not meet the planning definition in Wiltshire.

7.15 In certain circumstances where the numbers of households and children are low, or the population age structure is 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 GTAAs that ORS have completed across England and Wales. This approach has been taken to determine levels of new household formation for Travelling Showpeople in Wiltshire.

7.16 The ORS national formation rate of 1.50% has been used to model new household formation for undetermined households. This has been used as as the demographics of residents are unknown.

7.17 Overall new household formation for those that met and did not meet the planning definition has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

7.18 In addition to tables which set out the overall need for Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015), as well as including a split to 2038 to cover the full period assessed in the GTAA. 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 Planning Definition

7.19 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition or those who demonstrated that they have ceased to travel temporarily (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. 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.

7.20 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 for the Wiltshire 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	4	39	0
Private Sites	99	76	60
Tolerated Sites	0	1	3
Unauthorised Sites	19	2	1
In-migration/Roadside	7	1	0
Bricks and Mortar	11	2	0
Sub-Total	**140**	**121**	**64**
Travelling Showpeople			
Private Yards	8	1	1
Tolerated Yards	8	3	0
Bricks and Mortar	1	0	0
Sub-Total	**17**	**4**	**1**
TOTAL	**157**	**125**	**65**

7.21 Figure 7 shows that for Gypsies and Travellers, 140 households met the planning definition of a Traveller, and for Travelling Showpeople 17 households met the planning definition in that ORS were able to determine 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.

7.22 A total of 121 Gypsy and Traveller households and 4 Travelling Showpeople households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently.

7.23 In addition, it was not possible to complete interview with a total of 64 Gypsy and Traveller Households and 1 Travelling Showmen's household either because contact could not be made, or households refused to complete an interview. These households are included in the GTAA as undetermined households.

Interviews with Gypsies and Travellers in Bricks and Mortar

7.24 Following all of the efforts that were made[14], it was possible to identify and interview 12 Gypsy and Traveller households and 1 Travelling Showmen's household living in bricks and mortar in Wiltshire. A total of 10 Gypsy and Traveller households and 1 Travelling Showmen's household met the planning definition, and 2 Gypsy and Traveller households did not meet the planning definition. Need from these households in included in the tables below.

Migration/Roadside

7.25 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.

7.26 The study also sought to identify 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.

7.27 In addition, the study sought to identify any households who have undetermined planning applications or are awaiting appeals following a refusal of planning permission who are currently living on the roadside in Wiltshire.

7.28 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 2 households living in other local authorities and 3 households living on the roadside in Wiltshire who have a need to move to a family site in Wiltshire.

7.29 The household interviews also identified a total of 2 family groups who are currently living on the roadside in Wiltshire who are either awaiting the determination of planning permission for a site on

[14] See Chapter 3 for details (paragraphs 3.19 - 3.21).

land they own, or who are awaiting the outcomes of an appeal following the refusal of planning permission by the Council.

7.30 ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to Wiltshire. Therefore, apart from the potential need of 5 set out 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.

7.31 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 will not contribute towards meeting need identified in the GTAA and the 5-year supply. They can be dealt with by a Criteria-Based Local Plan Policy.

Waiting List for Public Sites

7.32 There are now 3 public sites in Wiltshire following the recent sale of 2 sites. Discussions with the Site Managers and Officers responsible for managing the waiting list for these sites identified that there were a total of 22 households on the waiting list in February 2022 – 3 for Fairhaven, 8 for Lode Hill, and 11 for Thingley.

7.33 A detailed review of the current circumstances of households on the waiting list has determined that only 2 should be considered as being in immediate need for a pitch in Wiltshire for the purposes of this GTAA – both do not meet the planning definition. Reasons for not considering the remaining 20 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 whose needs have already been met who should have been removed from the waiting list.
- Households living in other local authorities.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.34 The 140 households that met the planning definition were found on public sites, private sites, unauthorised sites, from in-migration/roadside, and in bricks and mortar in Wiltshire.

7.35 Analysis of the household interviews indicated that there is a current need from 16 unauthorised pitches; for 29 pitches from concealed or doubled-up households or adults; and from 6 households living in bricks and mortar. Future need has been identified for 23 pitches for teenage children who are in need of a pitch of their own in the next 5 years; 5 from in-migration/roadside; and for 41 pitches as a result of new household formation, using a rate of 1.85% derived from the demographics of the residents.

7.36 Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **120 pitches** over the GTAA period.

Figure 8 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition (2022-38)

Gypsies and Travellers - 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	16
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	29
Movement from bricks and mortar	6
Households on waiting lists for public sites	0
Total Current Need	**51**
Future Need	
5 year need from teenage children	23
Households on sites with temporary planning permission	0
In-migration/Roadside	5
New household formation	41
(Household base 167 and formation rate 1.85%)	
Total Future Needs	**69**
Net Pitch Need = (Current and Future Need – Total Supply)	**120**

Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	79	18	19	4	**120**

Pitch Needs – Undetermined Gypsies and Travellers

7.37 Whilst it was not possible to determine the planning status of a total of 64 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.

7.38 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.

7.39 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the planning definition.

7.40 This would suggest that it is likely that only a proportion of the potential need identified from these undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other Local Plan policies (as now required by the NPPF).

7.41 There were 64 Gypsy and Traveller households where it was not possible to complete an interview. Need for **up to 18 pitches** has been identified from these households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is made up of 1 unauthorised pitch and 17 from new household formation using the ORS national formation rate of 1.50%[15]. As set out in above, it is likely that only a proportion of the 64 households will meet the planning definition. If the ORS national average of 30% were to be applied the need identified from undetermined households could be for 5 pitches. If the locally derived proportion of households that met the planning definition (54%) were to be applied this could rise to 10 pitches.

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

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

7.43 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 to help fulfil the requirements of the Housing Act (1985)[16] and the NPPF (2021) and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.

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

[16] See Paragraph 3.34 for details.

7.44 On this basis, it is evident that whilst the needs of the 121 households who did not meet the planning definition will represent only a small proportion of the overall housing need in Wiltshire, 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.

7.45 Analysis of the household interviews indicated that there is a current need from 2 unauthorised pitches; from 11 concealed or doubled-up households or single adults; and from 2 households in immediate need from the waiting list for public sites. The future need identified is for 15 from teenagers who will need a pitch of their own in the next 5 years; from 2 in-migration/roadside; and 29 from new household formation, using a rate of 1.70% derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **61 pitches** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

7.46 There are 5 small Travelling Showmen's yard in Wiltshire. It was possible to complete 13 interviews with households on 4 of the yards and 9 met the planning definition and 4 did not.

7.47 The GTAA identifies a need for **13 plots for households that met the planning definition**. This is made up of 7 concealed or doubled-up households or single adults; 3 teenagers in need of a plot of their own in the next 5 years; and 3 from new household formation derived from the household demographics.

7.48 The GTAA identifies a need for **no plots for undetermined households or for households that did not meet the planning definition** as all of the households are now retired.

Figure 10 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition (2022-38)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available supply from pitches 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	7
Movement from bricks and mortar	0
Total Current Need	**7**
Future Need	
5 year need from teenage children	3
Households on yards with temporary planning permission	0
In-migration	0
New household formation	3
(Formation from household demographics)	
Total Future Needs	**6**
Net Plot Need = (Current and Future Need – Total Supply)	**13**

Figure 11 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	10	2	1	0	**13**

Transit Requirements

7.49 When determining the potential need for transit provision the assessment has looked at data from the DLUHC Traveller Caravan Count, the outcomes of the 2020 stakeholder interviews, and records on numbers of unauthorised encampments. As a result of the lockdown and travel restriction due to COVID-19 records of numbers of unauthorised encampments from 2020 and 2021 are felt to be unrepresentative, as it data from the Traveller Caravan Count and is therefore not appropriate to use in the determination of transit requirements.

DLUHC Traveller Caravan Count

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

7.51 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 – 20 in 2016, 30 in 2017, 37 in 2018 and 6 in 2019.

Stakeholder Interviews and Local Data

7.52 The 2020 stakeholder interviews identified that Wiltshire has a year-round issue with short-term unauthorised encampments, and in particular from New Age Travellers 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.

7.53 Information held by the Council recorded a total of 155 encampments in 2016, 296 encampments in 2017, 225 encampments in 2018 and 161 encampments in 2019.

7.54 Further analysis has been undertaken where the number of caravans at each encampment have been recorded. This shows that the vast majority of encampments (81%) in Wiltshire are made of 5 or less caravans and that only 4% 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.

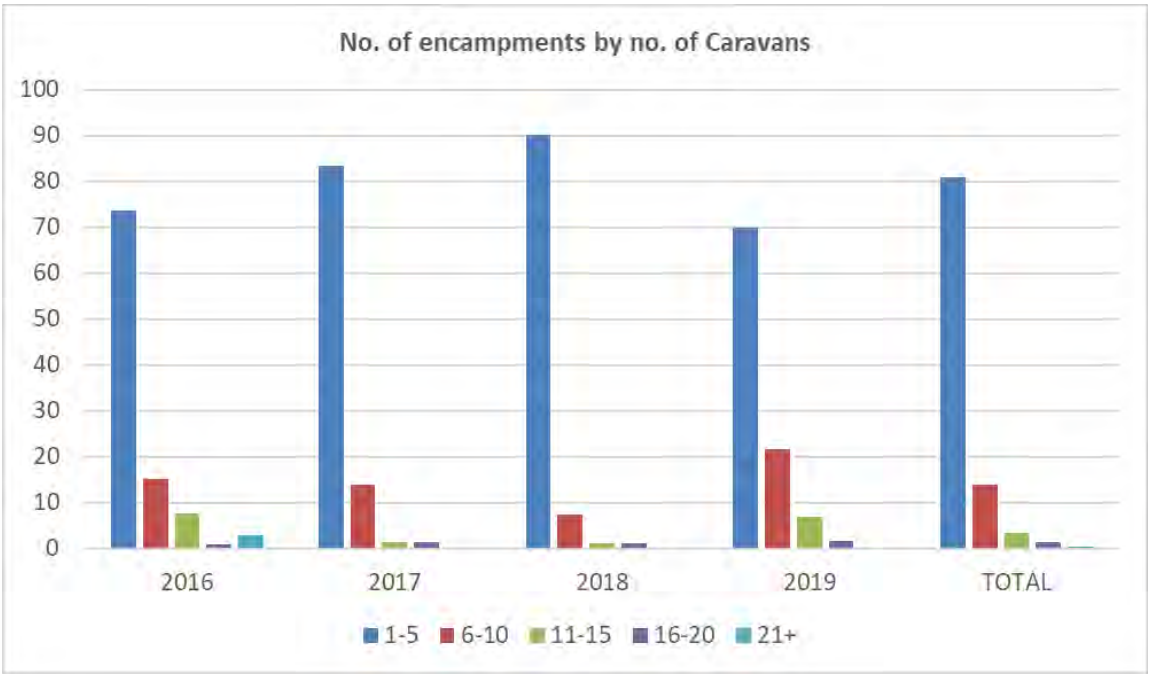
Figure 12 – Number of encampments by number of caravans

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**
TOTAL	**496**	**85**	**21**	**8**	**3**	**613**

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%**
TOTAL	**81**	**14**	**3**	**1**	**0**	**100%**

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

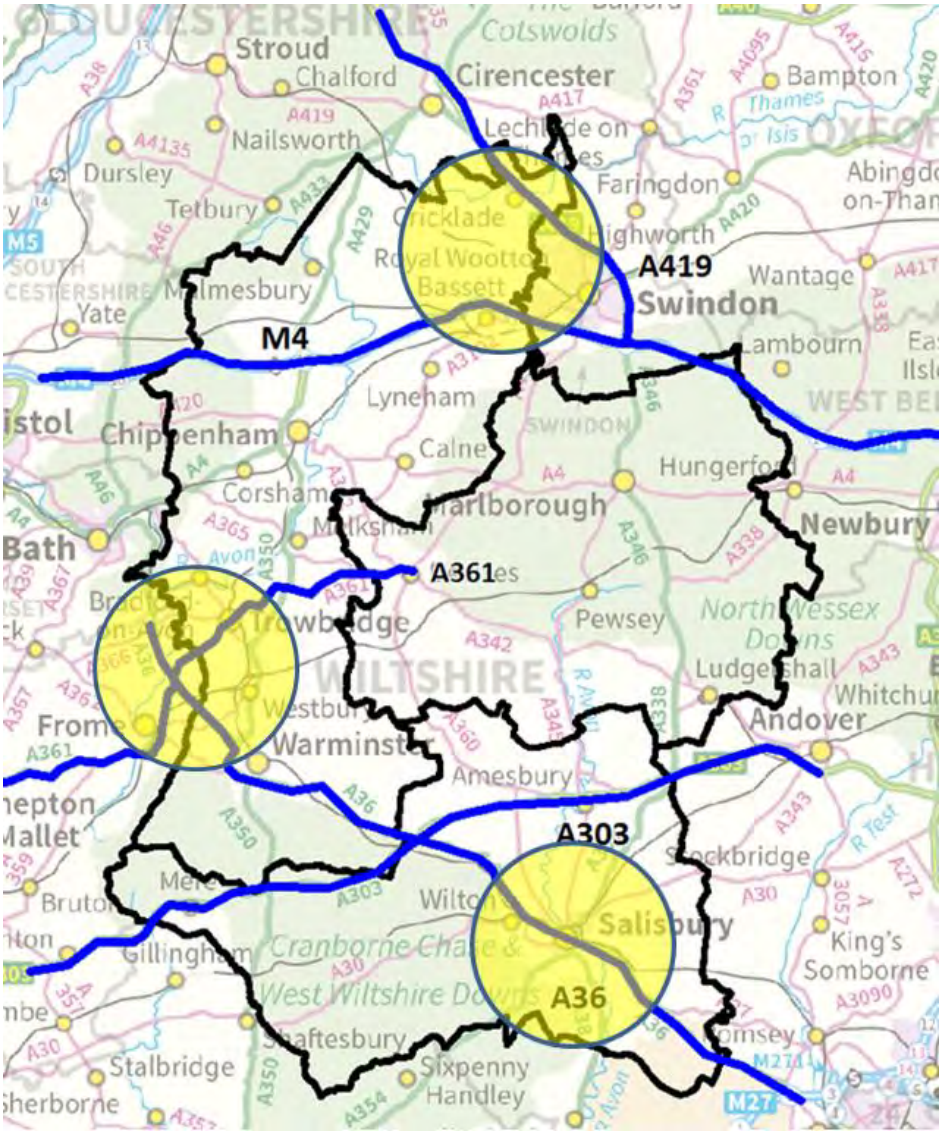


7.55 Wilshire currently has no transit provision as the public transit site at Odstock is now closed. It was suggested that transit provision in the area could be improved and that the preferred option would be to provide a network of temporary stopping places spread across the County. Given the size of the County, it was put forward 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. Multiple, smaller, stopping places could provide an agreeable alternative to both the issue of driving long distances and of stopping roadside.

Transit Recommendations

7.56 The GTAA that was published in 2014 recommended that additional transit provision was needed and that, due to the size of Wiltshire, a single site would not meet this need. It went 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.

7.57 As no formal transit provision has been made available since the last 2020 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. Further analysis should be completed of locally held data on unauthorised 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.



7.58 ORS also recommend, 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. Unauthorised 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.

7.59 The situation relating to levels of unauthorised 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).

7.60 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.

7.61 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.

7.62 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.

8. Conclusions

8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

8.2 Whilst the need evidenced at individual sites is not included in this report due to data protection requirements, additional evidence has been provided to the Council to enable them to allocate pitches and to investigate opportunities for the intensification or expansion of sites.

Gypsies and Travellers

8.3 In summary there is a need for:

- 120 pitches in Wiltshire over the GTAA period to 2038 for Gypsy and Traveller households that met the planning definition.
- 18 pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- 61 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.4 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

8.5 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.

8.6 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.

8.7 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common

for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.

8.8 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites. As set out in Paragraph 8.2 the Council have been provided with additional information that will allow them to consider sites that are suitable for intensification or expansion.

8.9 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Wiltshire (in-migration/windfall), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

8.10 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN). This is reflected in the revised NPPF (2021).

8.11 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. 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 enable accurate Local Plan allocation to be made.

Travelling Showpeople

8.12 In summary there is a need for:

- 13 plots in Wiltshire over the GTAA period to 2038 for Travelling Showpeople households that met the 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

8.13 As no formal transit provision has been made available since the last GTAA was published it is recommended that the Council develop a network of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county. Further analysis should be completed of locally held data on unauthorised 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.

8.14 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

8.15 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the Council's Housing Need Assessment (HNA) process and through separate Local Plan Policies.

8.16 Total need from Gypsy and Traveller households that met the planning definition, from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 199 pitches.

8.17 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 54% (the locally derived proportion that met the planning definition);
- The number that did not meet the planning definition; and
- The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 46% (the locally derived proportion that did not met the planning definition);

8.18 Need from households that meet or are likely to meet the planning definition will need to be addressed through Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy.

8.19 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 %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	120	-	**120**
30% Undetermined Need	5	-	**5**
Do Not Meet Planning Definition	-	61	**61**
70% Undetermined Need	-	13	**13**
TOTAL	**125**	**74**	**199**

Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Wiltshire %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	120	-	**120**
49% Undetermined Need	10	-	**10**
Do Not Meet Planning Definition	-	61	**61**
51% Undetermined Need	-	8	**8**
TOTAL	**130**	**69**	**199**

List of Figures

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2022-38) 8
Figure 2 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods 8
Figure 3 – Need for Travelling Showpeople households in Wiltshire (2022-2038) 9
Figure 4 – Need for Travelling Showpeople households in Wiltshire that meet the Planning Definition by year periods 9
Figure 5 - Total amount of provision in Wiltshire (March 2022) 30
Figure 6 – Interviews completed in Wiltshire 46
Figure 7 – Planning status of households in Wiltshire 53
Figure 8 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition (2022-38) 56
Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by 5-year periods 56
Figure 10 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition (2022-38) 59
Figure 11 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by 5-year periods 59
Figure 12 – Number of encampments by number of caravans 61
Figure 13 – Number of encampments by number of caravans (%) 61
Figure 14 – Number of encampments by number of caravans (%) 61
Figure 15 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National % 67
Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Wiltshire % 67
Figure 17 - Need for undetermined Gypsy and Traveller households in Wiltshire (2022-38) 72
Figure 18 – Need for undetermined Gypsy and Traveller households in Wiltshire by 5-year periods 72
Figure 19 - Need for undetermined Travelling Showpeople households in Wiltshire (2022-38) 73
Figure 20 – Need for undetermined Travelling Showpeople households in Wiltshire by 5-year periods 73
Figure 21 - Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition (2022-38) 74
Figure 22 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by 5-year periods 74

Figure 23 - Need for Travelling Showpeople households in Wiltshire that did not meet the planning definition (2022-38) 75
Figure 24 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition by 5-year periods 75

Appendix A: Glossary of Terms / Acronyms used

Amenity block	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement of households into a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople. The Local Plan for an area can include one or more development plan documents, which are used to determine planning applications.
Out-migration	Movement from one region or community in order to settle in another.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

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

GTAA	Gypsy and Traveller Accommodation Assessment
GTANA	Gypsy and Traveller Accommodation Needs Assessment
LPA	Local Planning Authority
DLUHC	Department for Levelling Up, Housing and Communities
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites

Appendix B: Undetermined Households

Figure 17 - Need for undetermined Gypsy and Traveller households in Wiltshire (2022-38)

Gypsies and Travellers – Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**1**
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	17
(Household base 64 and formation rate 1.50%)	
Total Future Needs	**17**
Net Pitch Need = (Current and Future Need – Total Supply)	**18**

Figure 18 – Need for undetermined Gypsy and Traveller households in Wiltshire by 5-year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	6	5	6	1	**18**

Figure 19 - Need for undetermined Travelling Showpeople households in Wiltshire (2022-38)

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

Figure 20 – Need for undetermined Travelling Showpeople households in Wiltshire by 5-year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	0	0	0	0	**0**

Appendix C: 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 (2022-38)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	11
Movement from bricks and mortar	0
Households on waiting lists for public sites	2
Total Current Need	**15**
Future Need	
5 year need from teenage children	15
Households on sites with temporary planning permission	0
In-migration/Roadside	2
New household formation	29
(Household base 131 and formation rate 1.70%)	
Total Future Needs	**46**
Net Pitch Need = (Current and Future Need – Total Supply)	**61**

Figure 22 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	32	12	14	3	**61**

Figure 23 - Need for Travelling Showpeople households in Wiltshire that did not meet the planning definition (2022-38)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
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
Movement from bricks and mortar	0
Total Current Need	**0**
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
(No formation from 4 households)	
Total Future Needs	**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 5-year periods

Years	0-5	6-10	11-15	16	Total
	2022-27	2027-32	2032-37	2037-38	
	0	0	0	0	**0**

Appendix D: Site and Yard List (March 2022)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Fairhaven Gypsy Site	7	-
Lode Hill Gypsy Site	12	-
Thingley Gypsy Site	31	-
Private Sites with Permanent Permission		
79 Southampton Road (The Piggaries)	2	-
Badgers Rest	1	-
Bonnie Farm	10	-
Bournelake	15	-
Braemar	2	-
Braemar (2)	1	-
Bridge Paddocks	6	-
Broken Cross, Bridge Road, Winterbourne	3	-
Calcutt Stables	14	-
Christian Place	3	-
Dairyhouse Bridge Gypsy Site	18	-
Dillons Farm	1	-
Easton Lane Gypsy and Traveller Site	5	-
Ernies Yard	2	-
Former Glenville Nurseries	11	-
Frampton Farm	15	-
Greenacres Mobile Park (adj West Wilts Crem)	14	-
Hedgerow Stables	1	-
Hicks Leaze	1	-
Jacob Manor, Land Adjacent to 40 Marlborough Road	3	-
Land adjacent B4040	2	-
Land adjacent Hisomley Farmhouse	1	-
Land Adjacent Old Telephone Exchange	1	-
Land adjoining Swindon & Cricklade Railway	2	-
Land at A361, Seend (Blossom Hill)	2	-
Land at Capps Lane	1	-
Land at Four Oaks	12	-
Land at Greenfield View	2	-
Land at Lower Westbury Road	1	-
Land at Orchard Paddock	1	-
Land at west side of B3092, Mapperton Hill	1	-
Land at White Horse View	2	-
Land opposite 6 Hawkeridge Road	2	-
Land south of Old Farm, Grittenham	1	-
Land south west of Bonnie Farm	1	-
Land west of Bushton Road	1	-
Land west of Penn Farm	1	-
Lansdowne	7	-
Little Acre, Winterbourne Earls	1	-
Littleton Stables	1	-
Llamedos	1	-

Melbourne View	4	-
Oak Tree Field Gypsy Site	32	-
Pudding Brook	2	-
Purdys Farm	2	-
Rose Field Caravan Site	6	-
Sambourne Park (Field 7920)	16	-
Specks Caravan Site	1	-
Sunnyside, Yarnbrook Road	4	-
Thatado Barn, Leigh	2	-
The Lodge, Calcutt	5	-
The Paddock, Hook	6	-
The Paddock, Startley	5	-
The Poplars, Sand Pit Lane, Dilton Marsh	2	-
Tricky's Paddock	1	-
Valley View	1	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites-Long-term without Planning Permission		
Blandford Road	-	1
Hatt Hill	-	2
Viny Ridge	-	1
Unauthorised Developments/Roadside		
Hillbilly Acre/Avonview	-	2
Land adjacent 27 Restrop Road	-	1
Land adjacent to Electricity Sub Station, A350	-	3
Land at Brewers Pit, Hilmarton	-	1
Nials Yard, Roundaway Lane, Clanville	-	1
Sunnyside, Yarnbrook Road	-	2
The Old Dairy Yard, Barford St Martin	-	1
The Paddock, New Road, Bromham	-	3
The Poplars Residential Park, Poplar Tree Lane	-	5
Roadside (Wynn's Paddock, Whaddon)	-	1
Roadside (Land off Shop Lane, Wingfield)	-	1
Hillbilly Acre/Avonview		2
TOTAL PITCHES	**311**	**25**
Travelling Showpeople Yards		
Land opposite The Laurels	5	-
Petersfinger Business Park, Southampton Road	1	-
Porton Road	1	-
Land adj, Nursteed Park - Tolerated	-	5
The Caravan, Wootton Bassett - Tolerated	-	1
TOTAL PLOTS	**7**	**6**
TOTAL	**319**	**32**

Appendix E: Household Interview Questions

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 Showpeople accommodation needs assessment in this area. This is needed to make sure that accommodation needs are properly assessed and to get a better understanding of the needs of the Travelling Community.

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

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

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 Showpeople households.

A: General Information

Q1. Name of planning authority

Please write in

Q2. Address & pitch number

Please write in

Q3. Date of visit

Please write in

Q4. Time of visit

Please write in

Q5. Type of accommodation?

Council ☐

Private rented ☐

Private owned ☐

Unauthorised ☐

Bricks & mortar ☐

Q6. Name of family

Please write in

Q7. Ethnicity of family

Please tick ONE box only

Romany Gypsy ☐

Irish Traveller ☐

Scots Gypsy or Traveller ☐

Show person ☐

New Traveller ☐

English Traveller ☐

Welsh Gypsy ☐

Non-Traveller ☐

Other ☐

Please write in

Q8. Number of units on the pitch?

Please write a number in each box

Mobile homes

Touring caravans

Day Rooms

Other (please specify)

Q9 Is this site your main place of residence?

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?

Choice	☐	**ANSWER Q14**
No other option	☐	**SKIP TO Q15**

Q14. Why do you feel there is no other choice?

Please write in

Q15 Is this site suitable for your household?

Yes	☐	**SKIP TO Q17**
No	☐	**ANSWER Q16**

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

B: HOUSEHOLD DEMOGRAPHICS

Q18. Please tell me about the members of your household

Please complete below for ONE household only. An additional form should be completed for each household on the pitch

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

F	7
Daughter	

Person 1		Person 2	
GENDER	AGE	GENDER	AGE
Interviewee			

Person 3		Person 4	
GENDER	AGE	GENDER	AGE

Person 5		Person 6	
GENDER	AGE	GENDER	AGE

Person 7		Person 8	
GENDER	AGE	GENDER	AGE

Person 9		Person 10	
GENDER	AGE	GENDER	AGE

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 16+

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 children 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: WAITING LIST

Q24 Is anyone here on the waiting list for a pitch in this area?

Yes ☐ **SKIP TO Q28**

No ☐ **GO TO Q25**

Q25. How many people living here are on the waiting list for this area?

Please write a number

Don't know ☐

Q26. How long have they been on the waiting list?

0 – 3 months ☐

3 – 6 months ☐

6 – 12 months ☐

1 – 2 years ☐

2 or more years ☐

Don't know ☐

Q27. Can you provide any more detail about the people on the waiting list?

Please write in

Q28 Does anyone here want to be on the waiting list?

Yes ☐ **GO TO Q29**

No ☐ **SKIP TO Q31**

Q29. How many people would like to go on the waiting list? Please write a number

Q30. Can you give me contact details for people wanting to be on the waiting list?

Please write in

E: FUTURE ACCOMMODATION NEEDS

Q31, do you plan to move from this site in the next five years?

Yes ☐ **GO TO Q32**

No ☐ **SKIP TO Q36**

Q32. Why do you plan to move?

Please write in

Q33. 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

Q34. Would you prefer to buy a site or rent on a public or private site?

Private buy ☐

Private rent ☐

Public rent ☐

Q35. Can you afford to buy a private pitch or site?

Yes ☐

No ☐

Don't know ☐

Q36 Are you aware of, or do you own any land that has potential for new pitches

Yes ☐ **GO TO Q37**

No ☐ **SKIP TO Q38**

Q37. Where is the site and who owns it?

Please write in

F: Travelling

Q38 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+ ☐

Q39. Which family members travelled?

All the family ☐

Adult males ☐

Other ☐

Please write in

Q40. What were the reason for travelling?

Work ☐

Holidays ☐

Visiting family ☐

Fairs ☐

Other ☐

Please write in

Q41. At what time of year do you or family members usually travel?

All year ☐

Summer ☐

Winter ☐

Q42. How long do you usually travel for?

Please write in

Q43. 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

IF BEEN TRAVELLING - GO TO Q49

NON-TRAVELLING ANSWER Q44 - 48

Q44. Are there any reasons you don't travel at the moment?

Please write in

Q45 Have you or family members ever travelled

Yes ☐ **GO TO Q46**

No ☐ **SKIP TO Q49**

Q46. When did you or family members last travel?

Please write in

Q47. What were the reason for travelling?

Work ☐

Holidays ☐

Visiting family ☐

Fairs ☐

Other ☐

Please write in

Q48. 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

Q49 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**

Q50. When and why do you / they plan to travel?

Please write in

Q51. Is there anything else you'd like to tell us about your travelling patterns?

Please write in

F: Contact information

Q52. Is there anything else you'd like to tell us about this site and your accommodation needs?

Please write in

Q53 Would you like the Council to contact you about your accommodation needs

Yes ☐ **GO TO Q##**

No ☐ **GO TO Q##**

Q54. Can I confirm the details they should us to contact you?

We cannot guarantee if and when they will make contact

Name

Phone number

Email address

Q55. Are you able to provide the contact details of anyone living in Bricks and Mortar who we should contact for our study?

Please write in

Site Map sketch

Interviewer: please provide a rough sketch of site / pitch: include written comments as appropriate

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 F: Technical Note on Gypsy and Traveller Household Formation and Growth Rates

Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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

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

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Contents

Contents **3**

Household Growth Rates **4**

Abstract and Conclusions 4

Introduction 4

Modelling Population and Household Growth Rates 4

Migration Effects 4

Population Profile 5

Birth and Fertility Rates 5

Death Rates 6

Modelling Outputs 6

Household Growth 6

Summary Conclusions 8

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 GTAAs that ORS have completed across England and Wales involving over 4,300 household interviews.

Wiltshire Council

Gypsy and Traveller Accommodation Assessment

Final Report

June 2020



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Contents

1. Executive Summary 6
Introduction and Methodology 6
Key Findings 6
Pitch Needs – Gypsies and Travellers 6
Plot Needs - Travelling Showpeople 8
Transit Recommendations 9

2. Introduction 12
Definitions 12
The Planning Definition in PPTS (2015) 12
Definition of Travelling 13
Legislation and Guidance for Gypsies and Travellers 15
PPTS (2015) 15
Revised National Planning Policy Framework (2019) 17

3. Methodology 18
Background 18
Glossary of Terms/Acronyms 19
Desk-Based Review 19
Stakeholder Engagement 19
Working Collaboratively with Neighbouring Planning Authorities 19
Survey of Travelling Communities 19
Engagement with Bricks and Mortar Households 21
Timing of the Fieldwork 21
Applying the Planning Definition 21
Undetermined Households 22
Households that Do Not Meet the Planning Definition 23
Calculating Current and Future Need 24
Supply of Pitches 24
Current Need 24
Future Need 25
Pitch Turnover 25
Transit Provision 26

4. Gypsy, Traveller & Travelling Showpeople Sites & Population 27
Introduction 27
Sites and Yards in Wiltshire 28
MHCLG Traveller Caravan Count 28

5. Stakeholder Engagement 32
Introduction 32
Views of Key Stakeholders and Council Officers in Wiltshire 32
Accommodation Needs 32
Short-term Encampments and Transit Provision 33
Cross Border Issues 33
Future Priorities and Any Further Issues 34
Neighbouring Authorities 34

6. Survey of Travelling Communities 43
Interviews with Gypsies and Travellers 43
Interviews with Gypsies and Travellers in Bricks and Mortar 45

7. Current and Future Pitch Provision 46
Introduction 46
New Household Formation Rates 46
Breakdown by 5 Year Bands 48
Applying the Planning Definition 48
Interviews with Gypsies and Travellers in Bricks and Mortar 49
Migration 49
Pitch Needs – Gypsies and Travellers that meet the Planning Definition 51
Pitch Needs – Undetermined Gypsies and Travellers 52
Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition 52
Travelling Showpeople Needs 53
Plot Needs – Travelling Showpeople 53
Transit Requirements 54
MHCLG Traveller Caravan Count 54
Stakeholder Interviews and Local Data 54
Potential Implications of PPTS (2015) 55
Transit Recommendations 56

8. Conclusions 58
Gypsies and Travellers 58
Travelling Showpeople 59
Transit Provision 59
Summary of Need to be Addressed 59

List of Figures 61

Appendix A: Glossary of Terms / Acronyms used 62

Appendix B: Undetermined Households 64

Appendix C: Households that did not meet the Planning Definition 66

Appendix D: Site and Yard List (December 2019) 68

Appendix E: Household Interview Questions 70

Appendix F: Technical Note on Household Formation and Growth Rates 79

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 (the Council).

1.2 As well as updating previous GTAAs, another reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term "*persons…who have ceased to travel permanently*", meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.7 for the full definition).

1.3 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 2019 to 2036 to cover the new Wiltshire Local Plan period and the 15-year requirements set out in PPTS. The outcomes of this study supersede the outcomes of any previous GTAAs for Wiltshire Council.

1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Wiltshire through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards and encampments. A total of 184 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Wiltshire; a total of 11 interviews were completed with Travelling Showpeople; and a total of 7 interviews were completed with households living in bricks and mortar. In addition, a total of 19 stakeholder interviews were completed.

1.5 The fieldwork for the study was completed in December 2019 and this is also the baseline date for the study.

Key Findings

Pitch Needs – Gypsies and Travellers

1.6 Overall, the pitch needs for Gypsies and Travellers for the period 2019 to 2036 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller; for any undetermined households[1] where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite up to three visits to each

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

site) who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.

1.7 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA.

1.8 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies as appropriate.

1.9 The Council will need to carefully consider how to address any need associated with undetermined Travellers as it is unlikely that all this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.

1.10 An example of a robust Criteria-Based Policy that has recently been through Examination can be found in the East Herts District Plan 2018. This was subject to an Examination in Public between October 2017 and January 2018 followed by a period of public consultation on the Main Modifications agreed through the Examination between February and March 2018. Following this, the Inspector issued her Final Report on the Examination of the East Herts District Plan 2018 in July 2018. The policy to refer to is *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.

1.11 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies.

1.12 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*.'

1.13 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. 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 enable accurate Local Plan allocation to be made.

1.14 As an example, it is again useful to look at the East Herts District Plan 2018 that was found to be sound in an Inspectors Report that was issued in July 2018. The Local Plan contains *Policy HOU10 New Park Home Sites for Non-Nomadic (i.e. households that do not meet the planning definition of a Traveller) Gypsies and Travellers and Travelling Showpeople*. This sets out that any applications for planning permission for park homes for Gypsies and Travellers and Travelling

Showpeople that do not meet the planning definition must be in accordance with the NPPF and PPTS and the criteria set out in Policy HOU10, and not under the criteria set out in *Policy HOU9 Gypsies and Travellers and Travelling Showpeople*.

1.15 There were 108 Gypsy or Traveller households identified in Wiltshire that met the planning definition; 71 undetermined households that may meet the planning definition; and 111 households that did not meet the planning definition[2].

1.16 There is a need identified for **132 pitches from the 108 Gypsy and Traveller households that met the planning definition**. This is made up of 11 unauthorised pitches; 23 concealed or doubled-up households or single adults; 6 movement from bricks and mortar; 7 from in-migration/roadside; 29 teenagers in need of a pitch in the next 5 years; and 56 from new household formation, derived from the household demographics.

1.17 There is a need identified for **up to 29 pitches from the 71 undetermined Gypsy and Traveller households**. This is made up of 8 unauthorised pitches, and new household formation of 21 from a maximum of 71 households (using the ORS national formation rate of 1.50%). If the ORS national average[3] of 30% were applied this could result in a need for 9 pitches. If the locally derived proportion of households that met the planning definition (48%) were applied this could result in a need for 14 pitches.

1.18 Whilst not now a requirement to include in a GTAA, there is a need identified for **78 pitches from the 111 Gypsy and Traveller households that did not meet the planning definition**. This is made up of 9 concealed or doubled-up households or single adults; 11 teenagers in need of a pitch in the next 5 years; 1 from in-migration/roadside; and 57 from new household formation, derived from the household demographics.

1.19 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2019-36)

Status	2019-36
Meet Planning Definition	**132**
Undetermined	**0-29**
Do not meet Planning Definition	**78**

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

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	76	22	21	13	**132**

Plot Needs - Travelling Showpeople

1.20 Overall the plot needs for Travelling Showpeople from 2019-2036 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may

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

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

meet the planning definition; and for those households that did not meet the planning definition (although this is no longer a requirement for a GTAA).

1.21 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.

1.22 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.

1.23 The Council will need to carefully consider how to address the needs associated with undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots.

1.24 The need for those households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.10-1.13 for further details.

1.25 There are 5 Travelling Showperson yards in Wiltshire. Of the households interviewed on 3 of the yards, 12 met the planning definition; there were 2 undetermined households; and 4 households did not meet the planning definition.

1.26 There is a need identified for **12 plots from the 12 Travelling Showpeople households that met the planning definition**. This is made up of 1 household on an unauthorised development; 5 concealed or doubled-up households or single adults; 4 teenagers in need of a plot of their own in the next 5 years; and 2 from new household formation derived from the household demographics.

1.27 There is a need identified for **up to 2 plots from the 2 undetermined Travelling Showpeople households** and this is all from new household formation. Given that a much higher proportion of Travelling Showpeople meet the planning definition it is likely that all of the need from undetermined Showpeople will come from households that meet the planning definition.

1.28 There is a need identified for **no plots from the 4 Travelling Showpeople households that did not meet the planning definition** as there are no households with children.

Figure 3 – Need for Travelling Showpeople households in Wiltshire (2019-2036)

Status	2019-36
Meet Planning Definition	**12**
Undetermined	**2**
Do not meet Planning Definition	**0**

Figure 4 – Need for Travelling Showpeople households in Wiltshire that meet the Planning Definition by year periods

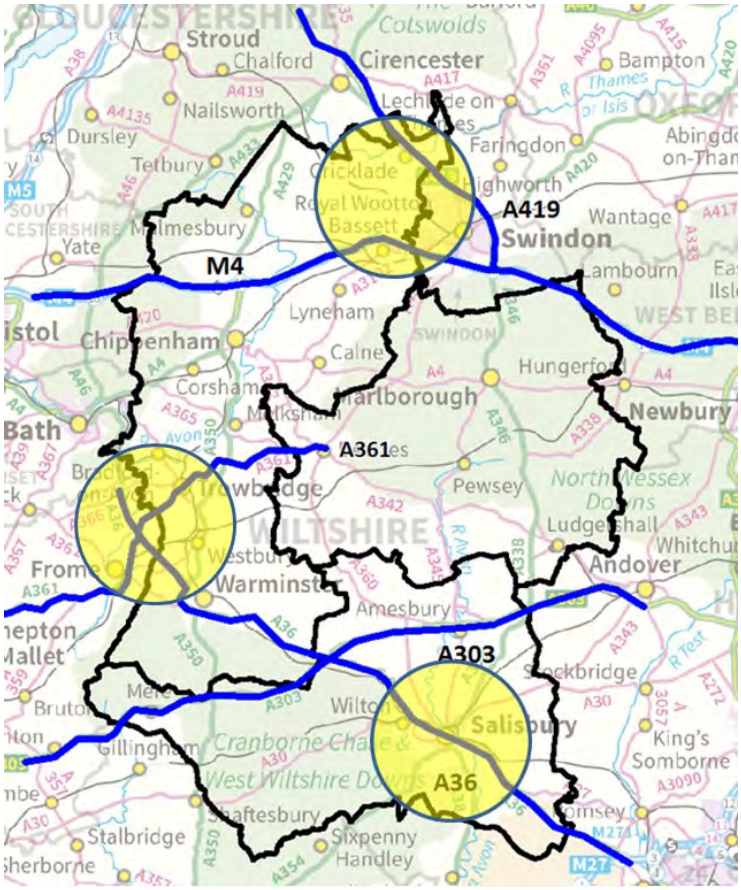
Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	10	1	0	1	**12**

Transit Recommendations

1.29 The previous GTAA that was published in December 2014 recommended that additional transit provision was needed and that, due to the size of Wiltshire, a single site would not meet this need. It went on to recommend that the Council seek to provide a network of temporary stopping

places at strategic locations across Wiltshire, and also to explore how best to meet the short-term needs of those travelling to specific events and festivals.

1.30 As no formal transit provision has been made available since the last GTAA was published, it is 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. Further analysis should be completed of locally held data on unauthorised 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.



1.31 ORS also recommend, 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 transit need. Unauthorised 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 local authority boundary are not being considered in isolation.

1.32 The situation relating to levels of unauthorised encampments should 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).

1.33 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.

1.34 The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leedsgate.co.uk for further information.

1.35 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Wiltshire, the Council should still be aware of temporary arrangements that could be put in place if required.

2. Introduction

2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Wiltshire. The outcomes of the study will supersede the outcomes of the previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Wiltshire.

2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the revised National Planning Policy Framework (NPPF) 2019, and the revised Planning Practice Guidance (PPG) 2019.

2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2019 to 2036 to meet the new Wiltshire Local Plan period and the 15-year requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.

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

2.5 The baseline date for the study is December 2019 which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

> *For the purposes of this planning policy "gypsies and travellers" means:*
>
> *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
>
> *In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

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

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

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

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

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

Definition of Travelling

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

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

2.11 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.

2.12 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.

2.13 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

2.14 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated

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

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

2.16 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).

2.17 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances the household unit would be defined as travelling under the planning definition.

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

2.19 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

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

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

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

Legislation and Guidance for Gypsies and Travellers

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

- The Housing Act, 1985
- Planning Policy for Traveller Sites (PPTS), 2015
- The Housing and Planning Act, 2016
- National Planning Policy Framework (NPPF), 2019
- Planning Practice Guidance[4] (PPG), 2019

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

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

PPTS (2015)

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

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

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

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

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

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

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

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

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

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

Revised National Planning Policy Framework (2019)

2.28 The most recent version of the revised National Planning Policy Framework was issued in February 2019. Paragraph 60 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

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

2.30 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

2.31 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to Paragraph 61 of the revised NPPF that:

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

3. Methodology

Background

3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016), the revised NPPF (2019) and the revised PPG in 2019. It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.

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

3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Cheltenham, Cotswold, East Hertfordshire, Gloucester, Hart, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, Tewkesbury and Waverley.

3.4 A recent Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:

> *'…whilst there have been some queries in previous appeal decisions over the conclusions of other 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 2018 also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:

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

Glossary of Terms/Acronyms

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

Desk-Based Review

3.7 ORS collated a range of secondary data that was used to support the study. This included:

- Census data.
- Traveller Caravan Count data.
- Records of unauthorised sites/encampments.
- Information on planning applications/appeals.
- Information on enforcement actions.
- Existing Needs Assessments and other relevant local studies.
- Existing national and local policy, guidance and best practice.

Stakeholder Engagement

3.8 Engagement was undertaken with key Council Officers from Wiltshire through telephone interviews. Five interviews were completed with Council Officers from the study area

Working Collaboratively with Neighbouring Planning Authorities

3.9 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below.

- Bath & North East Somerset Council
- Cotswold District Council
- Dorset County Council
- East and North Dorset District Councils
- Mendip District Council
- New Forest District Council
- New Forest National Park Authority
- Oxfordshire County Council
- South Gloucestershire Council
- South Somerset District Council
- Swindon Borough Council
- Test Valley Borough Council
- Vale of White Horse District Council
- West Berkshire District Council

Survey of Travelling Communities

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

3.11 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.

3.12 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All sites and yards were visited by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

3.13 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.

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

3.15 Researchers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.

Figure 5 – Friends, Families and Traveller Leaflet





Engagement with Bricks and Mortar Households

3.16 The 2011 Census recorded 168 households that were identified as either Gypsies or Irish Travellers who lived in a house in Wiltshire.

3.17 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.

3.18 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

3.19 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. The fieldwork was completed over an extended 9-month period between April 2019 and December 2019.

Applying the Planning Definition

3.20 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. Even though the revised PPTS was issued in 2015, only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.

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

- Whether any household members have travelled in the past 12 months.
- Whether household members have ever travelled.
- The main reasons for travelling.
- Where household members travelled to.
- The times of the year that household members travelled.

- Where household members stay when they are away travelling.
- When household members stopped travelling.
- The reasons why household members stopped travelling.
- Whether household members intend to travel again in the future.
- When and the reasons why household members plan to travel again in the future.

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

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

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

3.24 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2019).

Undetermined Households

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

3.26 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50% has been used as the demographics of residents are unknown.

3.27 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.

3.28 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.

3.29 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 30% of households who have been interviewed meet the planning definition. There are some local authorities where significantly higher numbers of households meet the planning definition, and some where no households meet the definition. This figure rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed.

3.30 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

3.31 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.

3.32 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

> 150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that Do Not Meet the Planning Definition

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

stationed, or places on inland waterways where houseboats can be moored. Draft Guidance[5] related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (February 2019).

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

Calculating Current and Future Need

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

Supply of Pitches

3.36 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).

3.37 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

3.38 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:

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

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

Future Need

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

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

3.40 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.

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

Pitch Turnover

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

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

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

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

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

Transit Provision

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

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

3.46 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry of Housing Communities and Local Government (MHCLG)[6] Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

[6] Formerly the Department for Communities and Local Government (DCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size[7]. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.

4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).

4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.

4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

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

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

Sites and Yards in Wiltshire

4.6 In Wiltshire, at the base date for the GTAA, there were 3 public sites (50 pitches); 54 private sites (256 pitches); no temporary sites; 5 sites that are tolerated for planning purposes (6 pitches); and 8 unauthorised sites (20 pitches). There were 5 Travelling Showmen's yards (13 plots). There was also 1 transit site (12 pitches) that was closed during the fieldwork period. The map overleaf shows the geographical spread of sites across Wiltshire. See **Appendix D** for further details.

Figure 6 - Total amount of provision in Wiltshire (December 2019)

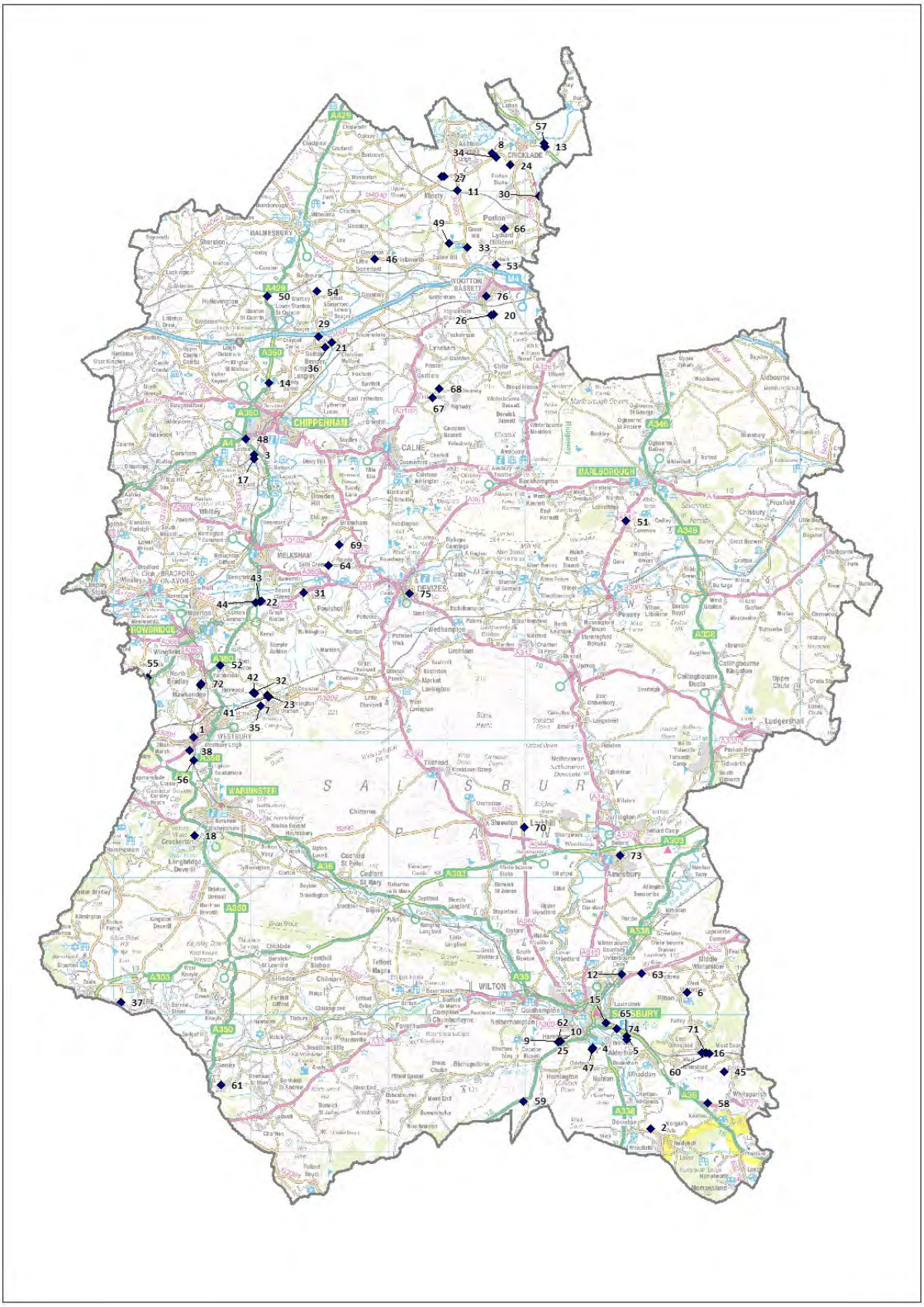
Category	Sites/Yards	Pitches/Plots
Public sites	3	50
Private with permanent planning permission	54	256
Private with temporary planning permission	0	0
Tolerated sites	5	6
Unauthorised sites	8	20
Transit sites[8]	1	12
Travelling Showpeople yards	5	13
TOTAL	**76**	**357**

MHCLG Traveller Caravan Count

4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013 it was renamed the Traveller Caravan Count due to the inclusion of data on Travelling Showpeople.

4.8 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.

[8] The transit site is currently closed.



1	Fairhaven Gypsy Site	Public
2	Lode Hill Gypsy Site	Public
3	Thingley Gypsy Site	Public
4	Odstock Transit Site	Transit (currently closed)
5	79 Southampton Road (The Piggaries)	Private
6	Badgers Rest	Private

7	Bonnie Farm	Private
8	Bournelake	Private
9	Braemar	Private
10	Braemar (2)	Private
11	Bridge Paddocks	Private
12	Broken Cross Bridge	Private
13	Calcutt Stables	Private
14	Christian Place	Private
15	Dairyhouse Bridge Gypsy Site	Private
16	Dillons Farm	Private
17	Easton Lane Gypsy and Traveller Site	Private
18	Ernies Yard	Private
19	Field 7920 - Sandbourne Park	Private
20	Former Glenville Nurseries	Private
21	Frampton Farm	Private
22	Greenacres Mobile Park	Private
23	Hedgerow Stables	Private
24	Hicks Leaze	Private
25	Hill View	Private
26	Jacob Manor, Land Adjacent to 40 Marlborough Road	Private
27	Land adjacent B4040	Private
28	Land adjacent Hisomley Farmhouse	Private
29	Land Adjacent Old Telephone Exchange	Private
30	Land adjoining Swindon & Cricklade Railway	Private
31	Land at A361 Blossom Hill	Private
32	Land at Capps Lane	Private
33	Land at Four Oaks	Private
34	Land at Greenfield View	Private
35	Land at Lower Westbury Road	Private
36	Land at Orchard Paddock	Private
37	Land at west side of B3092 Mapperton Hill	Private
38	Land at White Horse View	Private
39	Land opposite 6 Hawkeridge Road	Private
40	Land rear of The Paddock	Private
41	Land south west of Bonnie Farm	Private
42	Land west of Penn Farm	Private
43	Lansdowne	Private
44	Littleton Stables	Private
45	Llamedos	Private
46	Melbourne View	Private
47	Oak Tree Field Gypsy Site	Private
48	Pudding Brook	Private
49	Purdys Farm	Private
50	Rose Field Caravan Site	Private
51	Speck Caravan Site	Private
52	Sunnyside, Yarnbrook Road	Private
53	The Paddock, Hook	Private
54	The Paddock, Startley	Private
56	The Poplars, Sand Pit Lane, Dilton Marsh	Private
57	The Stables	Private
58	Tricky's Paddock	Private
71	Valley View, Dillons Farm	Private
59	Blandford Road	Tolerated
60	Dean Road	Tolerated
61	Hatt Hill	Tolerated
62	Little Acre	Tolerated
63	Viny Ridge	Tolerated

64	9 Berhills Lane	Unauthorised
65	Hillbilly Acre	Unauthorised
66	Land adjacent 27 Restrop Road	Unauthorised
67	Land at Brewers Pit	Unauthorised
68	Land west of Bushton Road	Unauthorised
69	New Road, Bromham	Unauthorised
70	Stonehenge Byway 12	Unauthorised
55	The Poplars Residential Park, Poplar Tree Lane	Unauthorised
72	Land opposite The Laurels	Showpeople
73	Porton Road	Showpeople
74	Southampton Road	Showpeople
75	Land adjacent Nursteed Park	Showpeople - Tolerated
76	The Caravan, Wootton Basset	Showpeople - Unauthorised

5. Stakeholder Engagement

Introduction

5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.

5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

5.3 Five interviews were undertaken with Council Officers from the study area.

5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from fourteen neighbouring local authorities.

- Bath and North East Somerset Council
- Cotswold District Council
- Dorset County Council
- East and North Dorset District Councils
- Mendip District Council
- New Forest District Council
- New Forest National Park Authority
- Oxfordshire County Council
- South Gloucestershire Council
- South Somerset District Council
- Swindon Borough Council
- Test Valley Borough Council
- Vale of White Horse District Council
- West Berkshire District Council

5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Wiltshire

Accommodation Needs

5.6 In 2014, Wiltshire council started work on a Gypsy & Traveller Development Plan Document (DPD) designed to meet the identified needs in the 2014 GTAA. However, due to the change to the Traveller definition in 2015 and the inability to source enough suitable and available land, Wiltshire Council planned to review the DPD and include it in the scheduled Local Plan review, which will conclude by 2021. However, the latest Local Development Scheme (2020) now proposed a standalone DPD in order to preserve the evidence base.

5.7 Since the last GTAA, Wiltshire Council has disposed of two public sites due to funding issues impacting the ability to upgrade the sites and have undertaken refurbishment of three public sites. The Fairhaven, Thingley and Lode Hill sites have been fully refurbished, increasing the amount of pitches available on those sites by 7.

5.8 The cross departmental group within Wiltshire Council, called the Traveller Reference Group, has developed a strategy and action plan that looks to engage with Travellers on private and public sites. This is regarding areas such as accommodation needs, health and education, in order to improve the engagement between council services and Travellers.

5.9 Wiltshire Council have had their Emergency Stopping Places Strategy approved by Cabinet in July 2018 and have been working to identify three sites in the council area that could potentially become emergency stopping sites.

5.10 Any Travellers currently living in bricks and mortar accommodation who wish to move back onto a site can apply and be put on a waiting list. Conversely, any Travellers who wish to live in bricks and mortar accommodation have the opportunity join the register and are supported throughout the process.

Short-term Encampments and Transit Provision

5.11 Wiltshire have a year-round issue with short-term unauthorised encampments. The majority of the population are New Age Travellers and are a constant presence on the roadside around Wiltshire. The more traditional Gypsy & Traveller population tend to stop over the summer months, primarily for employment opportunities.

5.12 Wilshire currently has no transit provision as the only permitted transit site at Odstock is currently closed.

5.13 It was suggested that transit provision in the area could be improved. The preferred option would be to provide multiple (around three) temporary stopping places spread across the County. Given the size of the County, it was put forward 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. Multiple smaller stopping places should provide an agreeable alternative to both the issue of driving long distances and of stopping roadside.

5.14 It was hoped that improvements to transit provision would help when enforcement need to relocate any unaccepted unauthorised sites within the region.

Cross Border Issues

5.15 Wiltshire have received requests from families residing in neighbouring authorities who wish to find a site or yard. However, no issues were raised concerning need from neighbouring authorities impacting upon Wiltshire.

5.16 Wiltshire Council work closely with neighbouring authorities through information gathering and sharing concerning Travellers who cross-over borders. Close working relationships with neighbouring authorities is important to Wiltshire due to its status as a landlocked County.

Future Priorities and Any Further Issues

5.17 The chief future priority highlighted was to address site availability and to improve the availability of education and health services, to improve the lives of Travellers.

5.18 Furthermore, it was hoped that Wiltshire will continue to ensure that services are fit for purpose in regard to tackling inequality. This includes taking into account issues of literacy to ensure that there are alternative formats to support Gypsies & Travellers to access any of the services Wiltshire have, while also continuing with the work that has already been undertaken by the local authority to tackle stigma and prejudice of the Traveller community. The work aims to allow council staff and councillors to understand more about the cultures and traditions of Gypsies & Travellers, and to understand the contribution they make to the community.

Neighbouring Authorities

Bath & North East Somerset Council

5.19 With regard to **overall accommodation need** in Bath and North East Somerset, the views of the officer interviewed were as follows:

- Since the last GTAA, Bath & North East Somerset (B&NES) Council have provided direct provision through developing and delivering a new public site at Carrswood View. The site provides 8 permanent pitches and 5 transit pitches.
- In order to understand whether current provision is meeting the needs of Travellers living in the area an update of the Council's GTAA is being completed and is due to be completed in 2020.
- Currently, the only tolerated site in B&NES is on Stoney Lane on the western edge of Bath.
- Short-term unauthorised encampments in B&NES mainly occurring during the summer months. The needs of encampments are met through the provision of 5 transit pitches that are available on a daily basis.

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

- The other authorities in the West of England were suggested to be meeting their own need. However, it was acknowledged there is a need for updated and consistent assessments of need to be undertaken across the area. Wiltshire were suggested to be meeting their own need, including in areas most closely linked to Bath.
- B&NES engage in cross-border joint working on planning and housing issues across the West of England. There has also been an assessment of need across the sub-region on a consistent basis, deriving individual figures for each Unitary Authority.

Cotswold District Council

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

» Since the last GTAA, Cotswold District Council adopted the Local Plan 2011-2031 in August 2018. There is an identified need for up to 11 additional Traveller pitches in Cotswold District from households that meet the PPTS planning definition. There is no requirement for Travelling Showpeople sites. The needs of Travellers who do not meet the PPTS definition are met within the overall assessed housing need for 8,400 homes, over the plan period.

» The Local Plan has a strategy to deliver the required Traveller pitches through the intensification of an existing site (7 pitches at Shorncote) and the allocation of one new site (4 pitches at Meadowview, Bourton-on-the-Water). The Local Plan then includes a sequential approach for the consideration of any further site opportunities.

» Cotswold experience a very small number of short-term unauthorised encampments. The Enforcement Team have not been required to attend any unauthorised encampments for several years. Anecdotally, incidents were thought occur due to Travellers 'stopping over' to break-up their journey on an established traveller route from Fishguard to the South East, which passes through Cotswold District on the A40. Cotswold also have the Stow Fair which attracts seasonal Travellers.

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

» Several of the Gloucestershire district authorities have substantial unmet need for Traveller pitches and they will be looking to Duty to Cooperate partners to help meet those needs. The unmet need from Duty to Cooperate partners may affect Cotswold District, although meeting those needs in Cotswold will be difficult due to the highly sensitive Cotswold landscape.

» Several instances of cross-border joint working were identified by the officer interviewed. These include Gloucestershire County Council and the six Gloucestershire district councils currently working together to create a 'Joint Protocol for Managing Unauthorised Encampments', Cotswold Council working with Gloucestershire County Council and the six other Gloucestershire district councils in preparation for an update of the Gloucestershire GTAA, and Cotswold council also working with neighbouring authorities under the Duty to Cooperate.

» No Duty to Cooperate issues were raised through the examination of the Cotswold District Local Plan 2011-2031. Cotswold seek to work proactively with neighbouring authorities to find solutions to issues and have also entered into several Statements of Common Ground with neighbouring authorities, where such issues are encountered.

Dorset County Council

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

» Since the last GTAA, Dorset County Council have achieved planning permission for 6 new pitches on the public site at Piddlehinton and now need to bid for funds.

- More permanent pitches are needed for local Gypsies & Travellers, and New Age Travellers.
- There are currently 8 unauthorised sites in Dorset, 4 of which are tolerated. One of the tolerated sites have been given license to stay for two years.
- Shot-term unauthorised encampments in Dorset mainly occur during the summer months and numbers peak during events such as the Great Dorset Steam Fair. The needs of encampments are met through the provision of a transit site that can be opened from April to August, at the discretion of the Council. There is also a transit site which is operational during the Great Dorset Steam Fair event.

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

- No specific issues concerning Wiltshire were identified.
- Poole and Bournemouth were suggested to not be meeting their identified accommodation need.

East and North Dorset District Council

5.25 With regard to **overall accommodation needs** in East and North Dorset District, the views of the officer interviewed were as follows:

- Since the last GTAA, the Council has been reviewing all permissions that have been granted since the last GTAA was published, such as one for the public site at Piddlehinton for 6 pitches.
- It was acknowledged that the GTAA identifies a need to be met. The Council will consider Gypsy & Traveller matters, including the potential of allocating sites, as part of the Dorset Council Local Plan, which is currently at an early stage of production.

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

- Need figures were currently considered to be fairly low in neighbouring authorities so it was not anticipated that there would be any issue concerning neighbouring authorities being able be to meet their needs.
- Dorset Council has, and continues to, work closely with neighbouring authorities. This includes in respect of issues relating to the town of Shaftsbury, which is on the border between Dorset and Wiltshire.

Mendip District Council

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

- Since the last GTAA, there has been limited progress on a Gypsy & Traveller DPD or identification of sites.

- There are around 35 authorised sites across the district which are mainly small private sites (1 – 5 pitches).
- There is an acknowledged significant shortfall in provision and a need for more authorised sites in the district. Mendip's situation is unusual with a high proportion of New Age Travellers who are not seeking traditional built Traveller site provision or 'travel', in the traditional sense. In recent years the picture has become more complex with evidence of encampments/unauthorised roadside caravans being taken up as alternative accommodation to housing

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

- The officer interviewed was aware of Gypsy & Traveller groups who move through Mendip from Wiltshire and to other parts of the Southwest. However, there is no collated information to know whether these are regular patterns or associated with events.
- There are substantial joint working ventures between the Somerset authorities and a joint GTAA is expected to be re-commissioned in Autumn 2019. Mendip have liaised with Wiltshire on previous Gypsy & Traveller work and would be open to do so in the future.

New Forest District Council

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

- Since the last GTAA (2017), the Local Plan 2016-2036 Part 1: Planning Strategy has now been through examination and is anticipated to be adopted in July 2020.
- The Local Plan will put in place a criteria-based policy (HOU4: Gypsies, Travellers and Travelling Showpeople), which will enable suitable sites to come forward in appropriate locations. Planning Inspectors did not raise any concerns with the policy or the approach to meet the need identified in the 2017 GTAA.
- Identified traveller needs in the 2017 GTAA can be met on an allocated site with planning permission. Land at Little Testwood Farm has capacity for around eight new pitches.

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

- No specific cross-border issues were raised.
- With regard to cross-border joint working, the 2017 GTAA was undertaken by several Hampshire local authorities and included consultation beyond the assessment area. Going forward, cross-border issues would likely be picked up through the ongoing Duty to Cooperate meetings that take place with neighbouring authorities.

New Forest National Park Authority

5.31 With regard to **overall accommodation need** in New Forest Authority, the views of the officer interviewed were as follows:

- Since the last GTAA, New Forest National Park Authority (NFPA) have witnessed a successful application from an unauthorised site in the Wiltshire area of the National Park. The site was granted temporary personal permission for five years and leaves New Forest National Park Authority with 3 authorised Traveller sites.
- The last GTAA identified the need for 1 pitch which has been allocated in the recently adopted Local Plan. However, there remains a high level of need for Travelling Showpeople plots and there is currently no site allocation for this. The need arises from one yard which is overcrowded and contains concealed households.
- NFPA will most commonly experience a small number of short-term unauthorised encampments over the summer months.

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

- No issues were identified regarding the ability of neighbouring authorities to meet their individual need.
- NFP work closely with Wiltshire Council to assist with housing need aspects. The Authority have also collaborated with Wiltshire on work concerning Gypsy and Traveller studies.

Oxfordshire County Council

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

- There are 6 public sites in Oxfordshire with 89 pitches and they are owned and managed by the County Council. The District Councils in Oxfordshire have no public sites of their own and rely on the County Council to provide public pitches. It is felt that the District Councils in Oxfordshire could be doing more to assist less affluent Gypsies & Travellers by providing public sites.
- Many of the private sites have issues of overcrowding and are also increasingly experiencing Non-Travellers occupying the sites.
- Oxfordshire County Council are aware of several sites that come under the category of either unauthorised, tolerated or temporary.
- There are three arterial routes within Oxfordshire that run through the county (i.e. M40, A34 and A41). These routes bring many Gypsies & Travellers through the county as they look to rest, visit family or stop for employment opportunities.
- There are no transit sites, emergency stopping places or agreed areas to stop in the county. However, there are selected places where encampments will be tolerated for a week or so. Many Gypsies & Travellers who habitually visit Oxfordshire know

where these places are which helps in maintaining enforcement actions. There are no plans in place to provide transit provision in the future.

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

» All cross-boundary issues are left to the four housing/planning authorities within Oxfordshire.

South Gloucestershire Council

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

» Since the last GTAA, a number of applications have been granted permission. These applications equate to 15 additional Gypsy and Traveller pitches, and 7 additional plots for Travelling Showpeople.

» Based on the last GTAA, there is a high level of need for additional provision in South Gloucestershire. The Council are at an early stage of preparing its new Local Plan and will be opening a call for sites in the coming months, in order to identify potentially suitable land. The Council will consider the findings from the updated GTAA and consider options for whether it is able to allocate additional sites for Gypsy and Traveller and Travelling Showpeople use to meet the level of need identified.

» The accommodation needs of Travellers currently living in bricks and mortar accommodation will be met through the same process of site allocation (through the new Local Plan) as those currently living on Gypsy and Traveller sites and Travelling Showpeople's yards.

» Historically, South Gloucestershire has experienced high volumes of seasonal unauthorised encampments across the district. The Council will also be considering options for whether sites can potentially be allocated as new transit and/or negotiated/ temporary stopping provision, through the Local Plan.

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

» The other authorities in the West of England were believed to be meeting their own needs.

» Through the process of preparing the Local Plan, South Gloucestershire Council are confident that, through working with their neighbouring authorities, they will satisfy the requirements of the Duty to Cooperate.

South Somerset District Council

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

» Since the last GTAA (2011 and update 2013), South Somerset Council now have an enabling policy within the adopted Local Plan.

- South Somerset have delivered in excess of the number of residential sites that were identified as being needed. However, there is still an outstanding need for transit and Travelling Showpeople provision.
- The officer interviewed was not aware of any instances of overcrowding or concealed households.
- It was felt that there is a need for transit provision within Somerset as there is currently no formal transit site.

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

- Unaware of any issues concerning the potential overflow of Travellers from Wiltshire.
- South Somerset maintain close cross-border working relationships and worked jointly with the other Somerset authorities on the joint GTAA 2011 and update in 2013. The Councils are currently in the process of preparing to commission a new joint GTAA. South Somerset converse with other local authorities on local plan work and issues concerning the Travelling community in the area.

Swindon Borough Council

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

- Since the last GTAA, the local authority now has a criteria-based policy in its current Local Plan (Policy HA8) which supports development of Gypsy & Traveller accommodation in appropriate locations.
- Accommodation need in Swindon over the period 2019-35 stands at 23 Gypsy & Traveller pitches (based on the ethnic identify definition), 20 pitches (based on PPTS 2015), or 11 pitches (based on the work interpretation). There is also a need for 14 additional Travelling Showpeople plots over the same period.
- The Council have not identified any Council-owned land that could be suitable for accommodating the identified need. Therefore, it is likely that Swindon Borough Council will be in a position of having unmet need for Gypsy & Traveller accommodation.
- Swindon Borough Council recorded 21 unauthorised encampments taking place in the Borough between March 2016 and November 2017. The average length of stay for encampments was four days. In most instances, the local authority or police took action to remove the unauthorised encampment.

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

- The Borough Council is currently undertaking a call for sites to meet the need identified in their latest GTAA and to date no sites have been put forward. Meetings with the Council's Property Department have not identified any Council-owned land that could be suitable for accommodating the need. Therefore, it is likely that Swindon Borough Council will be in a position of having unmet need for gypsy and

traveller accommodation and will need to consider whether or not any residual need could be met in neighbouring authorities.

Test Valley Borough Council

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

- Since the last GTAA, Test Valley Borough Council has undertaken a scoping report ready for the publication of a Gypsy & Traveller DPD.
- There currently remains a deficit of authorised pitches in Test Valley which is possibly contributing to instances of overcrowding and concealed households.
- Test Valley Borough Council are aware of short-term unauthorised encampments occurring in the area. Encampments were thought to mainly be stopping for family visiting and special occasions.
- There is no transit provision available to meet the needs of those in short-tern encampments. It was felt that the issue of transit provision should become a joint approach across a wider strategic area rather than individual authorities working separately.

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

- The officer interviewed was unaware of whether neighbouring local authorities are meeting their own individual need.
- Successful cross-border joint working is evidenced through the Hampshire GTAA which was undertaken with six other Local Planning Authorities.
- It was felt that more could be done regarding a cross-boundary strategic approach towards the issue of providing transit provision across Hampshire.

Vale of White Horse District Council

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

- Vale of White Horse has identified a need for 13 pitches required in the plan period to successfully meet the needs of Gypsies, Travellers and Travelling Showpeople.
- Vale of White Horses' Local Plan Part 2 does not allocate a site to meet the need for 1 plot identified in the latest updated GTAA. The council considers that this additional requirement can be delivered through windfall sites.
- Short-tern unauthorised encampments fall outside the Council's area of responsibility and are dealt with by Oxfordshire County Council.

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

- Vale of white Horse consider that neighbouring local authorities are meeting their own need satisfactorily.

» Vale of White Horse have an established relationship with its neighbouring authorities which has allowed for the development of a Joint GTAAs with Cherwell District Council, Oxford City Council and South Oxfordshire District Council. There is also an established relationship with Wiltshire, who have previously provided the opportunity to comment on the Gypsy & Traveller DPD.

West Berkshire District Council

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

» Since the last GTAA, West Berkshire District Council have allocated sites in their Core Strategy and Housing Sites Allocation DPD.

» Current provision is of 35 pitches. However, additional supply of 17 pitches is needed over the next plan period (2019 – 2036).

» Gypsies, Travellers and Travelling Showpeople living in bricks and mortar were Included in the latest GTAA (2019).

» West Berkshire Council are aware of short-term unauthorised encampments occurring in the district. These encampments were believed to be mainly stopping for employment opportunities and to visit family members. To meet the needs of Travellers in those unauthorised encampments new transit provision should be provided in new Local Plan.

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

» Aside from Reading, it was suggested that all other neighbouring authorities are able to meet their individual accommodation need.

» West Berkshire Council engage in cross-border joint working ventures through attending monthly meetings with planning policy colleagues from neighbouring authorities. These authorities also share a Gypsy Liaison Officer.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.

6.2 Through the desk-based research and stakeholder interviews ORS identified 3 public sites; 54 private sites with permanent planning permission; no private sites with temporary planning permission; 5 sites that are tolerated for planning purposes; and 8 unauthorised sites. There are also 5 Travelling Showmen's yards.

6.3 The table below sets out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed.

6.4 It should be noted that there were 63 vacant or unimplemented pitches and 27 pitches that were not occupied by Gypsies or Travellers. This gives a statistically robust adjusted response rate of 74% and an adjusted contact rate of 85% when refusals are taken into account.

6.5 During the period between commencing the GTAA and reporting no further transient households were identified to interview other than those who were interviewed.

Figure 7 - Sites and yards visited in Wiltshire

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
Fairhaven Gypsy Site	7	7	-
Lode Hill Gypsy Site	12	12	-
Thingley Gypsy Site	31	31	-
Private Sites			
79 Southampton Road (The Piggaries)	2	2	-
Badgers Rest	1	0	1 x refusal
Bonnie Farm	10	1	9 x non-travellers
Bournelake	15	1	1 x refusal, 1 x pitch does not exist, 1 x non-Traveller, 8 x vacant, 3 x no contact
Braemer	2	2	-
Braemer (2)	1	5	-
Bridge Paddocks	5	4	1 x vacant
Broken Cross Bridge	3	1	2 x unimplemented
Calcutt Stables	14	7	6 x refusals, 1 x no contact
Christian Place	3	3	-
Dairyhouse Bridge Gypsy Site	18	7	5 x vacant, 1 x refusal, 5 x no contact
Dillons Farm	1	1	-
Easton Lane Traveller Site	5	5	-
Ernies Yard	2	2	-

Field 7920 - Sandbourne Park	16	9	5 x vacant, 2 x no contact
Former Glenville Nurseries	11	1	3 x refusals, 4 x no contact, 3 x vacant
Frampton Farm	15	3	1 x refusal, 6 x no contact, 2 x vacant, 3 x non-Travellers
Greenacres Mobile Park	14	5	9 x non travellers
Hedgerow Stables	1	1	-
Hicks Leaze	1	0	1 x no contact
Hillview	1	2	2 x households on 1 pitch
Jacob Manor (land adjacent 40 Marlborough Road)	3	3	-
Land adjacent B4040	2	0	2 x unimplemented
Land adjacent Hisomley Farmhouse	1	1	-
Land adjacent Old Telephone Exchange	1	0	1 x no contact
Land adjoining Swindon & Cricklade Railway	2	0	2 x no contact
Land at A361 Blossom Hill	1	0	1 x no contact
Land at Capps Lane (Shellbrook View)	1	1	-
Land at Four Oaks	12	4	6 x non-Travellers, 2 x vacant
Land at Greenfield View	6	2	1 x refusal, 3 x pitch does not exist
Land at Lower Westbury Road	1	0	1 x no contact
Land at Orchard Paddock	1	1	-
Land at west side of B3092 Mapperton Hill	1	0	1 x no contact
Land at White Horse View	2	2	-
Land opposite 6 Hawkeridge Rd	2	2	-
Land rear of The Paddock	3	3	-
Land south west of Bonnie Farm	1	0	1 x non-Travellers
Land west of Penn Farm	1	0	1 x no contact
Lansdowne	7	3	4 x unimplemented
Littleton Stables	1	1	-
Llamedos	1	1	-
Melbourne View	11	4	7 x unimplemented
Oak Tree Field Gypsy Site	32	16	7 x vacant, 11 x no contact
Pudding Brook	2	2	-
Purdys Farm	2	2	-
Rose Field Caravan Site	6	0	6 x refusals
Specks Caravan Site	1	1	-
Sunnyside	2	1	1 x vacant
The Paddock, Hook	2	2	-
The Paddock, Startley	2	2	-
The Poplars, Dilton Marsh	2	2	-
The Stables	1	0	1 x not implemented
Tricky's Paddock	1	1	-
Valley View, Dillons Farm	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
Blandford Road	1	0	1 x refusal

Dean Road	1	1	-
Hatt Hill	2	0	2 x no contact
Little Acre	1	1	-
Viny Ridge	1	1	-
Unauthorised Sites/Roadside			
9 Berhills Lane	6	0	6 x site inaccessible
Avonview / Hillbilly Acre	2	1	1 x vacant
Land adjacent 27 Restrop Road	1	0	1 x no contact
Land at Brewers Pit	1	1	-
Land west of Bushton Road	2	2	-
New Road, Bromham	1	1	-
Stonehenge Byway 12	2	1	1 x no contact
The Poplars Residential Park	5	5	-
Transit Sites			
Odstock Transit Site	12	0	Transit site currently closed
Travelling Showpeople			
Land opposite The Laurels	5	5	-
Porton Road	1	0	1 x no contact
Southampton Road	1	0	1 x no contact
Land adjacent Nursteed Park (Tolerated)	5	5	-
The Caravan, Wootton Bassett (Unauthorised)	1	1	-
TOTAL	**357**	**195**	

Interviews with Gypsies and Travellers in Bricks and Mortar

6.6 Following all of the efforts that were made a total of 7 households living in bricks and mortar were interviewed.

7. Current and Future Pitch Provision

Introduction

7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2036. This includes both current unmet need and need which is likely to arise in the future[9]. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficultly in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.

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

7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

7.4 Nationally, a household formation and growth rate of 3.00% net per annum[10] 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 has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.

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

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

7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

[9] See Paragraphs 3.41 and 3.42 for details of components on current and future need.
[10] Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

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

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

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

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

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

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

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

7.12 In many GTAAs the household growth rate used for the assessment of future needs is informed by local evidence, and this demographic evidence is been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).

7.13 However, in certain circumstances where the numbers of households and children are high or low, or the population age structure is skewed by certain age groups, it is not be 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 GTAAs that ORS have completed across England and Wales. In Wiltshire for both households that met the planning definition and for households that did not meet the planning definition, there were significantly higher numbers of children aged under 18 living on sites. As such this approach has been taken to determine levels of new household formation.

7.14 The ORS national formation rate of 1.50% has been applied to undetermined households in the absence of any demographic data for these households.

7.15 Overall new household formation for those that met and did not meet the planning definition has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

7.16 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 (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTAA period based on the compound rate of growth that was applied rather than being split equally over time. There is also a split to provide need figures for the new Wiltshire Local Plan period.

Applying the Planning Definition

7.17 As set out in Chapter 3, the outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition form the baseline of need in the GTAA. Need from undetermined households where an interview was not completed have been included as a potential additional component of need. Need from households that did not meet the planning definition has also been assessed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

7.18 The table below sets out the planning status of households that were interviewed for the Wiltshire GTAA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults, in-migration and households living in bricks and mortar.

Figure 8 – Planning status of households in Wiltshire

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	5	39	0
Private Sites	82	71	60
Temporary	0	0	0
Tolerated	2	1	3
Unauthorised	13	0	8
Bricks and Mortar	6	0	0
Sub-Total	**108 (49%)**	**111 (51%)**	**71**
Travelling Showpeople			
Private Yards	4	1	2
Tolerated Yards	5	3	0
Unauthorised Yards	3	0	0
Sub-Total	**12 (75%)**	**4 (25%)**	**2**
TOTAL	**120 (51%)**	**115 (49%)**	**73**

7.19 Figure 8 shows that for Gypsies and Travellers 108 households (49%), and for Travelling Showpeople 12 households (75%) met the planning definition of a Traveller in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.

7.20 A total of 111 Gypsy and Traveller households (51%) and 4 Travelling Showpeople households (25%) did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

7.21 It was not possible to make contact with 71 Gypsy and Traveller households and with 2 Travelling Showpeople households as they either refused to be interviewed or were not present during the extended fieldwork period.

Interviews with Gypsies and Travellers in Bricks and Mortar

7.22 Following all of the efforts that were made it was possible to complete an interview with a total of 7 households living in bricks and mortar and all met the planning definition. One household were happy living in bricks and mortar and 6 said that they needed to move back to live on an extended family site in Wiltshire.

Migration

7.23 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.

7.24 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 a total of 8 households that have been displaced from Wiltshire who are seeking to move back to family sites. ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to Wiltshire. Therefore, apart from the identified in-migration, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of Wiltshire wish to develop a new site the proposal will need to be considered by a criteria-based Local Plan Policy.

7.25 It is important to note that any future demand for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by a criteria-based development management policy. This additional need should not be assessed against levels of need identified in the GTAA or to contribute towards supply to meet this need.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

7.26 The 103 households that met the planning definition were found on the public, private, tolerated and unauthorised sites. Analysis of the household interviews indicated that there is a current need for 23 pitches from concealed or doubled-up households or adults; 11 pitches from households on unauthorised sites; and 6 movement from bricks and mortar. The future need identified is for 29 pitches for teenage children living on site who are in need of a pitch of their own in the next 5 years; 7 in-migration or roadside; and 56 pitches as a result of new household formation, derived from the demographics of the residents. Therefore, the overall level of need identified for those households who met the planning definition of a Gypsy or Traveller is for **132 pitches** over the GTAA period.

Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition (2019-36)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	11
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	23
Movement from bricks and mortar	6
Households on waiting lists for public sites	0
Total Current Need	**40**
Future Need	
5 year need from teenage children - Sites	29
Households on sites with temporary planning permission	0
In-migration/roadside	7
New household formation	56
(Formation from household demographics	
Total Future Needs	**92**
Net Pitch Need = (Current and Future Need – Total Supply)	**132**

Figure 10 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-036	
	76	22	21	13	**132**

Pitch Needs – Undetermined Gypsies and Travellers

7.27 Whilst it was not possible to determine the planning status of a total of 71 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.

7.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.

7.29 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the planning definition.

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

7.31 There were 71 occupied Gypsy and Traveller households where it was not possible to complete an interview. **Need for up to 29 pitches** has been identified from these households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is made up of 8 pitches on sites that are unauthorised and 21 from new household formation using the ORS national formation rate of 1.50%[11]. As set out in above, it is likely that only a proportion of the 71 households will meet the planning definition. If the ORS national average of 30% were to be applied the need identified from undetermined households could be for 9 pitches. If the locally derived proportion of households that met the planning definition (48%) were to be applied this could rise to 14 pitches.

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

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

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 and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies. On this basis, it is evident that whilst the needs of the 112 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.

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

7.34 Analysis of the household interviews indicated that there is a need from 9 concealed or doubled-up households or single adults; 11 from teenagers who will need a pitch of their own in the next 5 years; 1 from in-migration/roadside; and 57 from new household formation derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **78 pitches** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

7.35 There were 5 Travelling Showperson yards identified in Wiltshire and interviews or proxy interviews were completed with all but 2 of the households.

7.36 Analysis of the household interviews for households that met the planning definition indicated that there is a need for 1 plot for a household on an unauthorised development; a need for 5 plots from concealed or doubled-up households or adults; a need for 4 plots for teenagers in need of a plot of their own in the next 5 years; and a need for 2 plots from new household formation derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson is for **12 plots** over the GTAA period.

Figure 11 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition (2019-36)

Travelling Showpeople - Meeting Planning Definition	Pitches
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5
Movement from bricks and mortar	0
Total Current Need	**6**
Future Need	
5 year need from teenage children	4
Households on yards with temporary planning permission	0
In-migration/roadside	0
New household formation	2
(Formation from household demographics)	
Total Future Needs	**6**
Net Plot Need = (Current and Future Need – Total Supply)	**12**

Figure 12 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	10	1	0	1	**12**

Transit Requirements

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

MHCLG Traveller Caravan Count

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

7.39 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 – 20 in 2016, 30 in 2017, 37 in 2018 and 3 in 2019

Stakeholder Interviews and Local Data

7.40 The stakeholder interviews identified that Wiltshire has a year-round issue with short-term unauthorised encampments, and in particular from New Age Travellers 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.

7.41 Information held by the Council recorded a total of 155 encampments in 2016, 296 encampments in 2017, 225 encampments in 2018 and 161 encampments between January and September 2019.

7.42 Further analysis has been undertaken where the number of caravans at each encampment have been recorded. This shows that the vast majority of encampments (81%) in Wiltshire are made of 5 or less caravans and that only 4% 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.

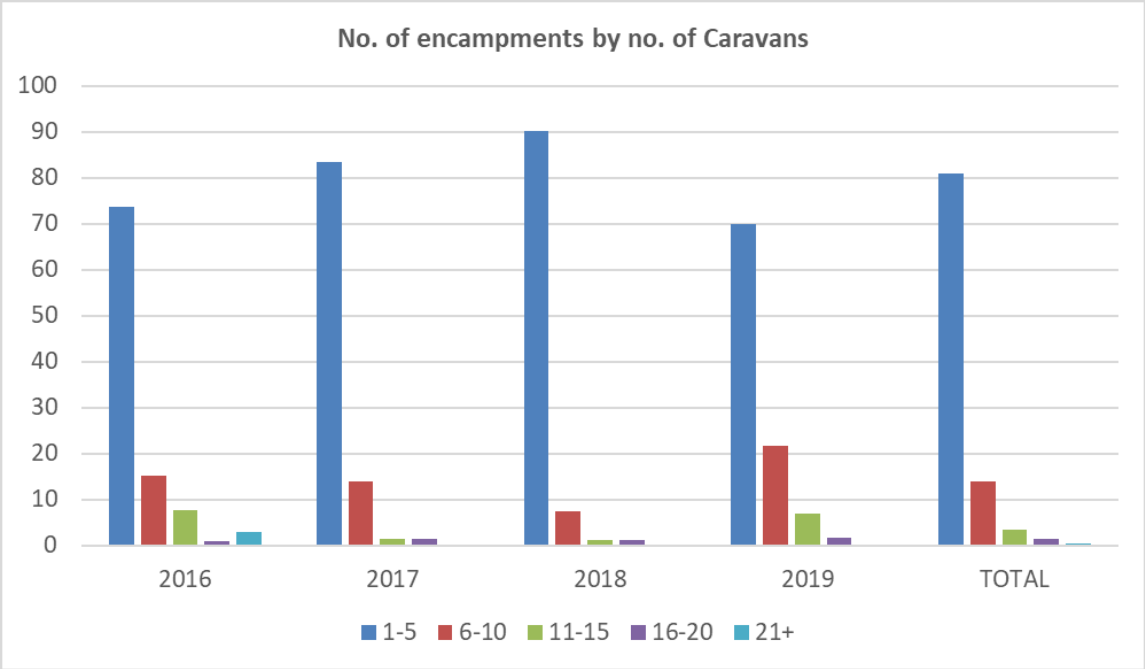
Figure 13 – Number of encampments by number of caravans

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 (part)	81	25	8	2	0	**116**
TOTAL	**496**	**85**	**21**	**8**	**3**	**613**

Figure 14 – 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 (part)	70	22	7	2	0	**100%**
TOTAL	**81**	**14**	**3**	**1**	**0**	**100%**

Figure 15 – Number of encampments by number of caravans (%)



7.43 Wilshire currently has no transit provision as the only permitted transit site at Odstock is presently closed. It was suggested 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 the County. Given the size of the County, it was put forward 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. Multiple, smaller, stopping places could provide an agreeable alternative to both the issue of driving long distances and of stopping roadside.

Potential Implications of PPTS (2015)

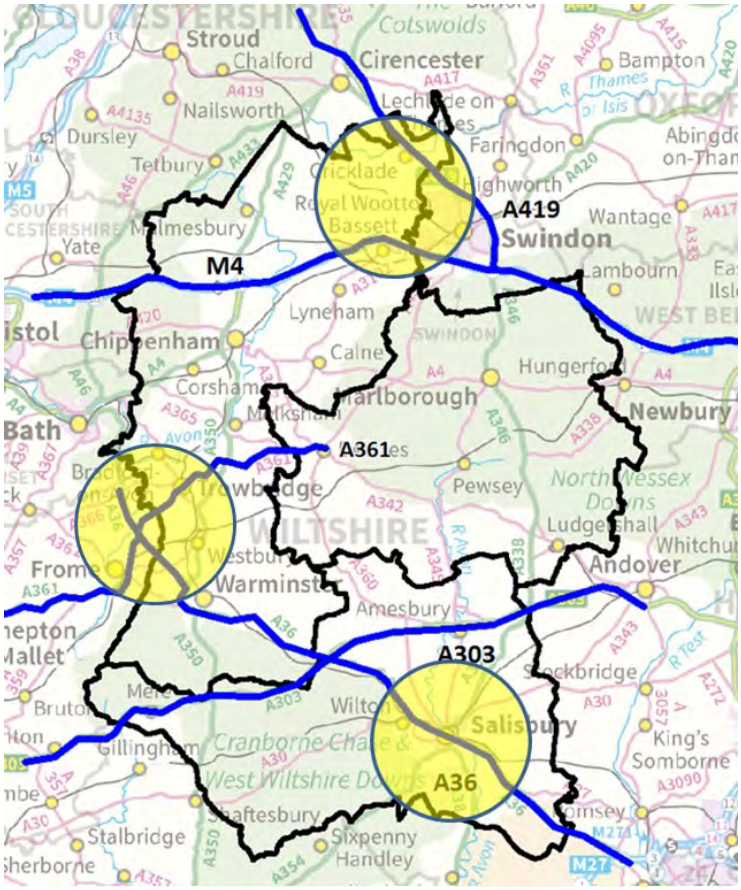
7.44 It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling. This may well be the case,

but it will take some time for any changes to become apparent. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen at this point in time.

Transit Recommendations

7.45 The previous GTAA that was published in December 2014 recommended that additional transit provision was needed and that, due to the size of Wiltshire, a single site would not meet this need. It went on to recommend that the Council 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.

7.46 As no formal transit provision has been made available since the last GTAA was published it is recommended that the Council should continue to follow this approach. The map overleaf 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. Further analysis should be completed of locally held data on unauthorised 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.



7.47 ORS also recommend, 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. Unauthorised 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.

7.48 The situation relating to levels of unauthorised encampments should 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).

7.49 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.

7.50 The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leedsgate.co.uk for further information.

7.51 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Wiltshire, the Council should still be aware of temporary arrangements that could be put in place if required.

8. Conclusions

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

Gypsies and Travellers

8.2 In summary there is a need for:

- 132 pitches in Wiltshire over the GTAA period to 2036 for Gypsy and Traveller households that met the planning definition;
- 29 pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and
- 78 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.3 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.

8.4 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.

8.5 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.

8.6 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.

8.7 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering

some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites. As set out in Paragraph 8.1 the Council have been provided with additional information that will allow them to consider sites that are suitable for intensification or expansion.

8.8 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Wiltshire (in-migration/windfall), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).

8.9 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Objectively Assessed Need (OAN). This is reflected in the revised NPPF (2019).

8.10 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. 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 enable accurate Local Plan allocation to be made.

Travelling Showpeople

8.11 The GTAA identifies a need for 12 plots for households that met the planning definition and 2 plots from undermined households. There was no need identified for the households that do not meet the definition.

Transit Provision

8.12 As no formal transit provision has been made available since the last GTAA was published it is recommended that the Council develop a network of temporary stopping places at locations surrounding Trowbridge, Salisbury and to the north of the county. Further analysis should be completed of locally held data on unauthorised 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.

8.13 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

8.14 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed

either as a result of the GTAA, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.

8.15 Total need from Gypsy and Traveller households that met the planning definition, from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 239 pitches.

8.16 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 49% (the locally derived proportion that met the planning definition);
- The number that did not meet the planning definition; and
- The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 51% (the locally derived proportion that did not met the planning definition);

8.17 Need from households that meet or are likely to meet the planning definition will need to be addressed through Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy.

8.18 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	132	-	**132**
30% Undetermined Need	9	-	**9**
Do Not Meet Planning Definition	-	78	**78**
70% Undetermined Need	-	20	**20**
TOTAL	**141**	**98**	**239**

Figure 17 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Wiltshire %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	132	-	**132**
49% Undetermined Need	14	-	**14**
Do Not Meet Planning Definition	-	78	**78**
51% Undetermined Need	-	15	**15**
TOTAL	**146**	**93**	**239**

List of Figures

Figure 1 – Need for Gypsy and Traveller households in Wiltshire (2019-36) 8
Figure 2 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by year periods 8
Figure 3 – Need for Travelling Showpeople households in Wiltshire (2019-2036) 9
Figure 4 – Need for Travelling Showpeople households in Wiltshire that meet the Planning Definition by year periods 9
Figure 5 – Friends, Families and Traveller Leaflet 20
Figure 6 - Total amount of provision in Wiltshire (December 2019) 28
Figure 7 - Sites and yards visited in Wiltshire 43
Figure 8 – Planning status of households in Wiltshire 49
Figure 9 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition (2019-36) 51
Figure 10 – Need for Gypsy and Traveller households in Wiltshire that met the Planning Definition by 5-year periods 51
Figure 11 – Need for Travelling Showpeople households in new & Sherwood that met the Planning Definition (2019-36) 53
Figure 12 – Need for Travelling Showpeople households in Wiltshire that met the Planning Definition by 5-year periods 54
Figure 13 – Number of encampments by number of caravans 55
Figure 14 – Number of encampments by number of caravans (%) 55
Figure 15 – Number of encampments by number of caravans (%) 55
Figure 16 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS Nation % 60
Figure 17 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Wiltshire % .. 60
Figure 18 - Need for undetermined Gypsy and Traveller households in Wiltshire (2019-36) 64
Figure 19 – Need for undetermined Gypsy and Traveller households in Wiltshire by 5-year periods 64
Figure 20 - Need for undetermined Travelling Showpeople households in Wiltshire (2019-36) 65
Figure 21 – Need for undetermined Travelling Showpeople households in Wiltshire by 5-year periods 65
Figure 22 - Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition (2019-36) 66
Figure 23 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by 5-year periods 66
Figure 24 - Need for Travelling Showpeople households in Wiltshire that did not meet the planning definition (2019-36) 67
Figure 25 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition by 5-year periods 67

Appendix A: Glossary of Terms / Acronyms used

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

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

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

Appendix B: Undetermined Households

Figure 18 - Need for undetermined Gypsy and Traveller households in Wiltshire (2019-36)

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	8
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**8**
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/roadside	0
New household formation	21
(Household base 71 and formation rate 1.50%)	
Total Future Needs	**21**
Net Pitch Need = (Current and Future Need – Total Supply)	**29**

Figure 19 – Need for undetermined Gypsy and Traveller households in Wiltshire by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	20343	
	14	6	6	3	**29**

Figure 20 - Need for undetermined Travelling Showpeople households in Wiltshire (2019-36)

Travelling Showpeople - Undetermined	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration/roadside	0
New household formation	2
(Household base 2 and formation rate 1.50%)	
Total Future Needs	**2**
Net Plot Need = (Current and Future Need – Total Supply)	**2**

Figure 21 – Need for undetermined Travelling Showpeople households in Wiltshire by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	0	1	0	1	**2**

Appendix C: Households that did not meet the Planning Definition

Figure 22 - Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition (2019-36)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	9
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**9**
Future Need	
5 year need from teenage children	11
Households on sites with temporary planning permission	0
In-migration/roadside	1
New household formation	57
(Formation from Household Demographics)	
Total Future Needs	**69**
Net Pitch Need = (Current and Future Need – Total Supply)	**78**

Figure 23 – Need for Gypsy and Traveller households in Wiltshire that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	21	23	26	8	**78**

Figure 24 - Need for Travelling Showpeople households in Wiltshire that did not meet the planning definition (2019-36)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	**0**
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration/roadside	0
New household formation	0
(No formation from 4 households)	
Total Future Needs	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 25 – Need for Travelling Showpeople households in Wiltshire that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2019-23	2024-28	2029-33	2034-36	
	0	0	0	0	**0**

Appendix D: Site and Yard List (December 2019)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Fairhaven Gypsy Site	7	-
Lode Hill Gypsy Site	12	-
Thingley Gypsy Site	31	-
Private Sites with Permanent Permission		
79 Southampton Road (The Piggaries)	2	-
Badgers Rest	1	-
Bonnie Farm	10	-
Bournelake	15	-
Braemer	2	-
Braemer (2)	1	-
Bridge Paddocks	5	-
Broken Cross Bridge	3	-
Calcutt Stables	14	-
Christian Place	3	-
Dairyhouse Bridge Gypsy Site	18	-
Dillons Farm	1	-
Easton Lane Gypsy and Traveller Site	5	-
Ernies Yard	2	-
Field 7920 – Sandbourne Park	16	-
Former Glenville Nurseries	11	-
Frampton Farm	15	-
Greenacres Mobile Park	14	-
Hedgerow Stables	1	-
Hicks Leaze	1	-
Hillview (Formerly part of Braemar)	1	-
Jacob Manor (land adjacent to 40 Marlborough Road)	3	-
Land adjacent B4040	2	-
Land adjacent Hisomley Farmhouse	1	-
Land adjacent Old Telephone Exchange	1	-
Land adjoining Swindon & Cricklade Railway	2	-
Land at A361 Blossom Hill	1	-
Land at Capps Lane (Shellbrook View)	1	-
Land at Four Oaks	12	-
Land at Greenfield View	6	-
Land at Lower Westbury Road	1	-
Land at Orchard Paddock	1	-
Land at west side of B3092 Mapperton Hill	1	-

Land at White Horse View	2	-
Land opposite 6 Hawkeridge Road	2	-
Land rear of The Paddock	3	
Land south west of Bonnie Farm	1	-
Land west of Penn Farm	1	-
Lansdowne	7	-
Littleton Stables	1	-
Llamedos	1	-
Melbourne View	11	-
Oak Tree Field Gypsy Site	32	-
Pudding Brook	2	-
Purdys Farm	2	-
Rose Field Caravan Site	6	-
Specks Caravan Site	1	-
Sunnyside, Yarnbrook Road	2	-
The Paddock, Hook	2	-
The Paddock, Startley	2	-
The Poplars, Dilton March	2	-
The Stables	1	-
Tricky's Paddock	1	-
Valley View, Dillons Farm	1	-
Private Sites with Temporary Permission		
Lawful Sites – Long-term without Planning Permission		
Blandford Road	-	1
Dean Road	-	1
Hatt Hill	-	2
Little Acre, Shaftsbury Drove	-	1
Viny Ridge	-	1
Unauthorised Developments		
9 Berhills Lane	-	6
Avonview / Hillbilly Acre	-	2
Land adjacent 27 Restrop Road	-	1
Land at Brewers Pit	-	1
Land west of Bushton Road	-	2
New Road, Bromham	-	1
Stonehenge Byway 12	-	2
The Poplars Residential Park	-	5
Transit Sites		
Odstock Transit Site (currently closed)	12	-
TOTAL PITCHES	**318**	**26**
Travelling Showpeople Yards		
Land opposite The Laurels	5	-
Porton Road	1	-
Southampton Road	1	-
Land adjacent to Nursteed Park (tolerated)	-	5
The Caravan, Wotton Bassett (unauthorised)	-	1
TOTAL PLOTS	**7**	**6**

Appendix E: Household Interview Questions

GTAA Questionnaire 2019

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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s): DD/MM/YY | TIME
INTERVIEWER please write in

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation: *INTERVIEWER please cross one box only*

Council	Private rented	Private owned	Unauthorised	Bricks and Mortar
☐	☐	☐	☐	☐

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
☐	☐	☐	☐
New Traveller	**English Traveller**	**Welsh Gypsy**	**Non-Traveller**
☐	☐	☐	☐

Other *(please specify)*

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

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

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

Yes ☐ No ☐ If not main place of residence where is (please specify)

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

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

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

Choice ☐ No option ☐ If no option, why?

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

Yes ☐ No ☐ Reasons (please specify)

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

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

B Demographics

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

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

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

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

Other *Please specify*

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

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

Other *Please specify*

Details (Please specify)

D Waiting List

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

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

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

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

Other *(Please specify)*

Details (Please specify)

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

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

Other (Please specify)

Details (Please specify)

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

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

No ☐

Other *(Please specify)*

Details (Please specify) and take contact details)

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E Future Accommodation Needs

E1 Do you plan to move from this site in the next 5 years? If so, why?

INTERVIEWER: Please cross one box only

Yes ☐ *If yes* → *Continue to E2*

No ☐ *If no* → *Go to E5*

If so, why? (please specify)

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

Another site in this area *(specify where)*	A site in another council area *(specify where)*	Bricks and mortar in this area *(specify where)*	Bricks and mortar in another council area *(specify where)*	Other (e.g. land they own elsewhere) *(Please specify)*
☐	☐	☐	☐	☐

Please specify where they would move to

If they own land elsewhere - probe for details

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

Private buy	Private rent	Public rent
☐	☐	☐

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

Yes	No
☐	☐

E5 Are you aware of, or do you own any land that could have potential for new pitches? *INTERVIEWER: Please cross one box only*

Yes	No
☐	☐

Please ask for details on where land/site is located and who owns the land/site?

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F Travelling

F1 **How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?**
INTERVIEWER: Please cross one box only

0 ☐ → *Go to F6a*
1 ☐ 2 ☐ 3 ☐ 4 ☐ 5+ ☐ → *Continue to F2*

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

All the family ☐ Adult males ☐ Other ☐ If other, please specify

F3 **What were the reasons for travelling?** *INTERVIEWER: Please cross all that apply*

Work ☐ Holidays ☐ Visiting family ☐ Fairs ☐ Other ☐

Details / specify if necessary. If fairs—probe for whether this is involves work

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

All year ☐ Summer ☐ Winter ☐

And for how long?

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

LA transit sites ☐ Private transit sites ☐ Roadside ☐ Friends/ family ☐ Other ☐ If other, please specify

INTERVIEWER: Ask F6a — F8 ONLY if F1 = 0. Otherwise, go to F9

F6a **Are there any reasons why you don't you travel at the moment?**

Details

F6b **Have you or family members ever travelled?** *INTERVIEWER: Please cross one box only*

Yes ☐ → *Continue to F7*
No ☐ → *Go to F9*

F7a **When did you or family members last travel?** *INTERVIEWER: Please write in*

Details

F7b **What were the reasons for travelling?** *INTERVIEWER: Please cross all that apply*

Work ☐ Holidays ☐ Visiting family ☐ Fairs ☐ Other ☐

Details / specify if necessary. If fairs—probe for whether this is involves work

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

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G Any other information

G1 **Any other information about this site or your accommodation needs?** *INTERVIEWER: Please write in*

Details (e.g. can current and future needs be met by expanding or intensifying the existing site?

G2 **Site/Pitch plan? Any concerns?** *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently

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H Bricks & Mortar Contacts

H1 Contacts for Bricks and Mortar interviews? *INTERVIEWER: Please write in*

Details

Council contact?

Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?

INTERVIEWER: Please cross one box only

Yes ☐ No ☐

INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.

Respondent's Name……

Respondent's Telephone……

Respondent's Email……

Interview log

INTERVIEWER: Please record the date and time that the interview was carried out

Date……

Time of interview……

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Appendix F: Technical Note on Household Formation and Growth Rates

Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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

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Contents

Contents **3**

Household Growth Rates **4**

Abstract and Conclusions 4

Introduction 4

Modelling Population and Household Growth Rates 4

Migration Effects 4

Population Profile 5

Birth and Fertility Rates 5

Death Rates 6

Modelling Outputs 6

Household Growth 6

Summary Conclusions 8

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 GTAAs that ORS have completed across England and Wales involving over 4,300 household interviews.

Wiltshire

Gypsy and Traveller Accommodation Assessment



Final Report

December 2014



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Contents

1. Introduction 7
The Survey 7
Definitions 7
Legislation and Guidance for Gypsies and Travellers 8
Planning Policy for Traveller Sites 9
Tackling Inequalities for Gypsy and Traveller Communities 11
Funding 12
2. Methodology 14
Stage 1: Desk-Based Research 14
Stage 2: Stakeholder Engagement 15
Stage 3: Working Collaboratively with Neighbouring Planning Authorities 15
Stage 4: Survey of Travelling Communities 16
Stage 5: Bricks and Mortar Households 18
Stage 6: Current and Future Pitch/Plot Requirements 19
Stage 7: Conclusions 20
3. Gypsy, Traveller and Travelling Showpeople Sites and Population 21
Background 21
Sites and Yards in Wiltshire 22
Sites and Yards in North and West HMA 24
Sites and Yards in East HMA 24
Sites and Yards in South HMA 24
Travelling Community Characteristics 25
Caravan Count 27
4. Stakeholder Engagement 29
Introduction 29
Discussion Agenda 31
Reporting Engagement with Stakeholders 31
Key Findings 32
Current Accommodation 32
Public Sites 32
Private Sites 32

Travelling Showpeople Sites 32
Geographical Distribution 32
Bricks and Mortar 33
Management of Unauthorised Encampments 33
Future Provision 34
Local Governance 34
Cross Border Movement and Working 35
Neighbouring Areas 35
Basingstoke and Deane Borough Council 35
Bath and North East Somerset Council (BANES) 36
Christchurch Borough Council and East Dorset District Council 36
Cotswold District Council 36
Dorset County Council 37
Gloucestershire County Council 37
New Forest District Council 37
South Gloucestershire Council 37
South Somerset District Council 38
Swindon Borough Council 38
Test Valley Borough Council 38
Vale of the White Horse District Council 39
West Berkshire Council 39
Meeting the Duty to Cooperate 39
Travelling Patterns and Stopping Places 40
Transit Provision 41
Additional Findings 42
Parish Council Responses 42
Conclusions and Areas of Consideration 43
5. Survey of Travelling Communities 44
Interviews with Gypsies and Travellers and Travelling Showpeople 44
North and West HMA 46
East HMA 53
South HMA 53
Summary of Site Demographics - Wiltshire 57
Summary of Site Demographics – North and West HMA 59

Summary of Site Demographics – South HMA 60
Bricks and Mortar Interview 61
6. Current and Future Pitch Provision 62
Pitch Provision 62
Supply of Pitches 62
Current Need 62
Future Need 63
Current Gypsy and Traveller Site Provision – Wiltshire 63
Additional Pitch Provision: Current Need 64
Current Unauthorised Developments 64
Concealed Households 65
Bricks and Mortar 65
Waiting Lists 65
Additional Pitch Provision: Future Need 66
Temporary Planning Permissions 66
New Household Formation 66
In-migration from outside Wiltshire 67
Overall Needs for Wiltshire 69
Split to 2031 in 5 year Time Periods 69
Overall Needs for North and West HMA 70
Split to 2031 in 5 year Time Periods 70
Overall Needs for South HMA 71
Split to 2031 in 5 year Time Periods 71
Needs for Plots for Travelling Showpeople 72
Transit/Emergency Stopping Site Provision 72
7. Conclusions 77
Introduction 77
Gypsy and Traveller Future Pitch Provision 77
Transit Sites 77
Travelling Showpeople Requirements 78
Stakeholder Engagement 78
Appendix A: Gypsy and Traveller Sites in Wiltshire (July 2014) 80
Appendix B: Travelling Showpeople Yards in Wiltshire (July 2014) 82
Appendix C: Site Record Form 83

Appendix D: Bricks & Mortar Adverts 85

Friends, Families of Travellers – May 2014 85

World's Fair – May 2014 86

Appendix E: Additional Stakeholder Comments 87

Community Cohesion 87

Site Criteria 87

Employment 87

Education 87

Health 88

1. Introduction

The Survey

1.1 Opinion Research Services (ORS) were commissioned by Wiltshire Council in March 2014 to undertake a Gypsy, Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).

1.2 The study seeks to provide an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012 and Planning Policy for Traveller Sites (PPTS) 2012.

1.3 The primary objective of the 2014 GTAA is to provide a robust assessment of need and deficiencies in Gypsy, Traveller and Travelling Showpeople accommodation in Wiltshire, upon which a review of Core Policy 47 in the Wiltshire Core Strategy can be based. This GTAA should be seen as a robust and credible evidence base which can be used to aid the implementation of development plan policies and the provision of traveller pitches and plots for the 15 year period to 2029. As well as identifying current and future permanent accommodation needs, it will also seek to identify whether or not the Council needs to plan for the provision of transit sites or emergency stopping places.

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

1.5 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions across the study area.

Definitions

1.6 For the purposes of the planning system, 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.* (Planning Policy for Traveller Sites, Department for Communities and Local Government (CLG), March 2012).

1.7 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:

- Romany Gypsies
- Irish Travellers
- New (Age) Travellers.

1.8 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

1.9 Alongside Gypsies and Travellers, a further group to be considered is Travelling Showpeople. They are defined as:

> *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 family's or dependant's 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, CLG, March 2012).

Legislation and Guidance for Gypsies and Travellers

1.10 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 pieces of legislation and guidance are relevant when constructing policies relating to Gypsies, Travellers and Travelling Showpeople:

- Planning Policy for Traveller Sites (PPTS), 2012
- National Planning Policy Framework (NPPF), 2012
- National Planning Policy Guidance (NNPG), 2012
- Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007
- The Human Rights Act 1998 (when making decisions and welfare assessments)
- The Town and Country Planning Act, 1990 (as subsequently amended)
- Criminal Justice and Public Order Act, 1994
- Anti-social Behaviour Act, 2003 (both as victims and perpetrators of anti-social behaviour)
- Planning and Compulsory Purchase Act, 2004
- Housing Act, 2004 (which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance)
- Housing Act, 1996 (in respect of homelessness).

1.11 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of Local Authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers. However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

1.12 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged Local Authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires Local Authorities to identify the need for Gypsy

and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all Local Authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

1.13 Local Authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central Government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.

1.14 The Coalition Government announced that the previous Government's guidance contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) and Planning for Travelling Showpeople (Circular 04/07) was to be repealed, along with the Regional Spatial Strategies (RSS) which were used to allocate pitch provision to Local Authorities. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's planning policy for Traveller sites. It should be read in conjunction with the National Planning Policy Framework.

1.15 More recently additional changes have been set out in a letter from the Planning Minister in March 2014. This clarified the Government's position on household formation rates and stated:

'Following the recent consolidation of planning guidance we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.'

'I can confirm that the annual growth rate figure of 3% does not represent national planning policy. The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'

1.16 The Council should also note that CLG launched a consultation on new policy guidance for Gypsies and Travellers in September 2014. This is seeking views on potential changes to policy relating to developments in the Green Belt, unauthorised developments, and areas with large unauthorised sites and encampments. The consultation also seeks views on a potential change to the definition of a Gypsy, Traveller or Travelling Showperson and if this is introduced it could have a significant impact for local planning authorities. Whilst these proposals are only at a consultation stage at present the Council do need to be aware of potential changes that may be introduced, and the implications of these changes for future planning purposes.

Planning Policy for Traveller Sites

1.17 Planning Policy for Traveller Sites, which came into force in March 2012, sets out the direction of Government policy. Planning Policy for Traveller Sites is closely linked to the National Planning Policy Framework, but is to be viewed as a *separate document*. ORS have sought clarification of this relationship from CLG and have been told that Planning Policy for Traveller Sites should be viewed as effectively a separate document with little overlap. In particular, ORS queried paragraphs 47 and 159 of the National Planning Policy Framework.

1.18 Paragraph 47 states that local authorities should:

> *Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.*

1.19 While paragraph 159 states local authorities should:

> *Prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries.*

1.20 We were informed by CLG that there was no requirement to implement these paragraphs in Gypsy and Traveller Accommodation Assessments because they are not in Planning Policy for Traveller Sites. Similarly a Planning Inspector at a hearing in Wokingham has ruled that the requirement to have a buffer for land supply contained in paragraph 47 of the National Planning Policy Framework does not apply to Gypsy and Traveller sites because it is not in Planning Policy for Traveller Sites. Therefore, it is clear that Planning Policy for Traveller Sites is best considered largely in isolation from the wider requirements set out in the National Planning Policy Framework.

1.21 Among other objectives, the aims of the policy in respect of Traveller sites are (Planning Policy for Traveller Sites Pages 1-2):

- Local planning authorities should make their own assessment of need for the purposes of planning.
- To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.
- To encourage local planning authorities to plan for sites over a reasonable timescale.
- That plan-making and decision-taking should protect Green Belt from inappropriate development.
- To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.
- That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.
- For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.
- To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.

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

1.22 In practice, the document states that (Planning Policy for Traveller Sites Page 3):

> *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.*

1.23 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.

1.24 A key element to the new policies is a continuation of previous Government policies. Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Pages 3-4 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.*

Tackling Inequalities for Gypsy and Traveller Communities

1.25 In April 2012 the Government issued a further document relating to Gypsies and Travellers titled 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (CLG April 2012).

1.26 The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children.
- Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS.
- Encouraging appropriate site provision; building on £60 million Traveller Pitch Funding and New Homes Bonus incentives.
- Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system.
- Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities, and working with the financial services industry to improve access to financial products and services.
- Sharing good practice in engagement between Gypsies and Travellers and public service providers.

Funding

1.27 The Coalition Government policies also involved financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new pitches on Local Authority or Registered Provider-owned and managed sites, Local Authorities received a New Homes Bonus equivalent to Council Tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equated to around £8,000 per pitch.

1.28 Direct grant funding was also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3 million in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. The HCA welcomed bids from Local Authorities, Housing Associations and Traveller community groups working with Registered Providers.

1.29 The HCA has now confirmed allocations for all of its £60 million of future funding which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. For the HCA 2015-18 Affordable Housing Programme there is no ring-fenced funding, but proposals for Gypsy and Traveller pitches will be considered within the programme. The table below shows the current allocation outside of London.

1.30 While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Local authorities and Registered Providers are advised to continue to work closely with HCA area teams to develop their proposals should any further funding become available as a result of some funded schemes not proceeding.

Figure 1 - HCA Grant Allocations for New Pitches (Source: HCA)

Local Authority	Amount of money	Number of new pitches
East and South East	£6,218,381	91
Midlands	£14,126,576	216
North East, Yorkshire and The Humber	£15,328,694	375
North West	£3,850,763	108
South and South West	£16,713,954	309
Total	**£56,238,368**	**1,099**

1.31 It is accepted that individual local authorities are likely to find it very difficult financially to provide the new sites that are identified in this study and other sources of funding should be considered, for example S106 funding that has been identified to fund the provision of new pitches in other local authorities, working closely with Registered Providers, and encouraging the development or expansion of other private sites or yards.

1.32 The Council has also informed ORS that they are to become a Community Infrastructure Levy (CIL) charging authority. This allows a local authority to use CIL receipts to fund the provision, improvement, replacement, operation or maintenance of infrastructure; or anything else that is concerned with addressing the demands that development places on an area. This could apply to infrastructure related to providing for the needs of Gypsies, Travellers and Travelling Showpeople. However in the case of CIL the government are very clear that CIL is unlikely to pay for all the infrastructure required to support development and growth, and it is estimated that CIL could account for between 10 and 30 percent of estimated infrastructure costs.

1.33 Consequently it is very important for the Council to consider CIL as one part of a wider funding package that needs to be brought together and managed in order to facilitate growth. The diversity of funding is recognised in the new CIL guidance.

1.34 ORS therefore recommends that the Council explore the use of CIL receipts to contribute towards the provision of infrastructure to support meeting the accommodation needs of Gypsies, Travellers and Travelling Showpeople in Wiltshire and considers whether it would appropriate to include the provision of new sites and yards in its Infrastructure Delivery Plan.

2. Methodology

2.1 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS has developed a methodology which provides the required outputs from a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites, as well as recent changes set out by the Planning Minister in March 2014, with particular reference to new household formation rates (see paragraph 1.15). This is an evolving methodology that has been adaptive to recent changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals that ORS have been involved in. The methodology used by ORS has been challenged on several occasions and at both Examinations and Appeals and whilst Planning Inspectors have ruled against the outcomes of previous GTAA Studies at times, the methodology itself has not been called into question. More recently ORS were approached by the Welsh Government to provide advice to support the development of new Gypsy and Traveller Policy for Wales on the basis of our considerable experience in undertaking GTAA studies across the UK, having completed studies for over 120 local authorities since the PPTS was published in 2012.

2.2 The stages below provide a summary of the revised methodology that was used by ORS to complete the new study. More information on each stage is provided in the appropriate sections of this report.

Stage 1: Desk-Based Research

2.3 At the outset of the project ORS sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in Wiltshire and surrounding areas. This comprised the collation of a range of important secondary data from the following available sources:

- Census data.
- Details of all authorised public and private sites and yards.
- Site management records.
- Waiting lists.
- Biannual Traveller Caravan Counts.
- Records of any unauthorised sites and encampments.
- Relevant information from planning, housing, education, community safety, environmental health and health services.
- Information on planning applications and appeals – including those that have recently been refused and those awaiting determination.
- Information on any other current enforcement actions.
- Existing GTAAs and other relevant local studies.
- Existing policy, guidance and best practice.

2.4 This data has been used to inform the stakeholder interviews and fieldwork and has also been analysed in conjunction with the outcomes of the other elements of the study to allow ORS to complete a thorough review of the needs of travelling communities in Wiltshire and surrounding areas.

Stage 2: Stakeholder Engagement

2.5 This study included extensive local stakeholder engagement. This involved a series of telephone depth-interviews with Council officers from Planning; Housing; Highways; Public Health; Traveller Support Services; and Enforcement. A selection of Councillors were also interviewed.

2.6 In addition interviews were conducted with 2 of the Registered Providers responsible for the provision of housing in the area - Selwood Housing Society and Greensquare Group, and information was provided by email by Aster. In addition ORS conducted telephone interviews with representative groups of the Gypsy and Traveller community, including the Showmen's Guild and the Association of Independent Showmen as part of the stakeholder consultation process.

2.7 The stakeholder interviews covered the following key topics:

- What dealings or relationships people have with Gypsies and Travellers;
- Experiences of any particular issues in relation to Gypsies and Travellers;
- Awareness of any Gypsy and Traveller sites either with or without planning permission and whether this varies over the course of a year;
- Any trends people may be experiencing with regard to Gypsies and Travellers (e.g. increase in privately owned sites or temporary sites);
- What attracts Gypsies & Travellers to an area;
- Identification of any seasonal fluctuations that may occur;
- Awareness of any occurrences of temporary stopping by travellers;
- Identifying the relationship between the settled and travelling communities;
- Awareness of any travellers currently residing in bricks and mortar accommodation;
- Awareness of any cross boundary issues; and
- Any other comments on the Gypsy and Traveller community in the study area.

Stage 3: Working Collaboratively with Neighbouring Planning Authorities

2.8 Given the duty to cooperate, interviews were also conducted with officers from neighbouring authorities and any other authorities where we identified a direct link with the needs of the study area – for example wider travelling routes etc. These interviews ensure that the GTAA addresses wider issues that may impact on the outcomes of the study. These stakeholders were identified as part of the desk-based review and in conjunction with officers from the Council. Interviews were conducted with officers from the following neighbouring authorities and covered the same broad issues as the local stakeholder interviews:

- Basingstoke and Dean;
- Bath and North East Somerset;
- Cotswold District Council;
- Dorset;
- East Dorset;
- Gloucestershire;
- Hampshire;
- New Forest National Park;
- South Somerset;
- Swindon;
- Test Valley;
- The Vale of White Horse; and
- West Berkshire.

Stage 4: Survey of Travelling Communities

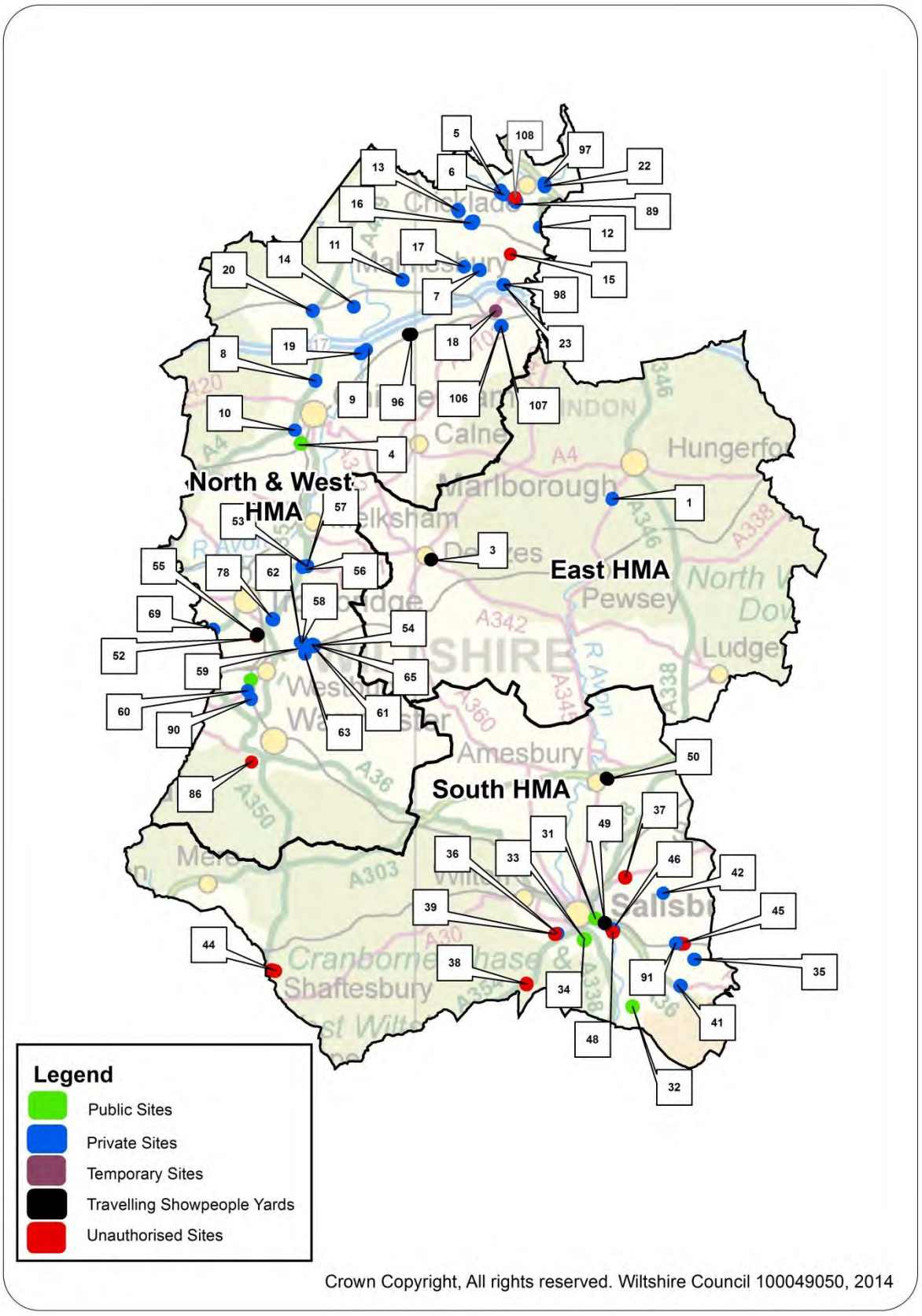
2.9 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in Wiltshire. This work identified 5 public sites, a total of 38 private sites with permanent planning permission, 4 private sites with temporary planning permission and 11 unauthorised sites – 6 of which are tolerated. 4 private Travelling Showpeople yards with permanent planning permission was also identified, along with one tolerated unauthorised yard. The location of these sites and yards is shown on the map and table overleaf, and full details can be found in **Appendix A** and **Appendix B**.

2.10 ORS sought to undertake a full demographic study of all pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. All pitches (including those on current unauthorised sites that were present at the time of the study) were visited by experienced ORS researchers who conducted interviews with residents on as many pitches as possible to determine their current demographic characteristics, whether they have any current or likely future accommodation needs and how these may be addressed, and whether there are any concealed households or doubling-up. The interview was based around an approach that was agreed with the Council. A copy of the Site/Yard Visit Record Form can be found in **Appendix C**. This approach also allowed the interviewers to identify information about the sites and pitches that could help support any future work on possible site expansion by undertaking an overall assessment of each pitch/site.

2.11 Where it was not possible to undertake an interview, our researchers captured as much information as possible about the site from site management or from residents on adjacent sites or pitches.

2.12 All of the site fieldwork was undertaken during April and May 2014 and researchers were able to conduct interviews, or obtain information, for households on the majority of the 67 sites and yards that were identified, including interviews with the unauthorised sites and encampments. A small number of sites were granted planning permission after the fieldwork had finished and no interviews were undertaken with these households although ORS did seek to obtain basic demographic information from Officers in the Council and additional information from the Planning Application documentation.

Map 1 – Wiltshire GTAA Indicative Location of Sites and Yards (July 2014)



Site ID	Site Name
	Public Sites
31	Dairyhouse Bridge Gypsy Site
52	Fairhaven Gypsy Site
32	Lode Hill Gypsy Site
33	Oak Tree Field Gypsy Site
4	Thingley Gypsy Site
	Private Sites with Permanent Permission
54	Bonnie Farm
5	Bournelake Park
36	Braemar
16	Bridge Paddocks
22	Calcutt Stables
8	Christian Place
91	Dillions Farm
13	Field 7920, Minety
23	Former Glenville Nurseries
19	Frampton Farm
89	Hicks Leaze
60	Land adjacent to Hisomly Farmhouse
56	Land adjacent to West Wiltshire Crematorium
65	Hedgerow Stables
12	Land adjoining Swindon and Cricklade Railway
62	Land at Capps Lane
7	Land at Four Oaks
6	Land at Greenfield View
69	Land at junction Frome Road and Poplar Tree Lane
63	Land at Lower Westbury Road
9	Land at Orchard Paddock
78	Land south of Four Winds
61	Land south west of Bonnie Farm
58	Land west of Penn Farm
53	Lansdowne
57	Littleton Stables
35	Llamedos
11	Melbourne View
10	Pudding Brook
17	Purdys Farm
20	Rose Field Caravan Site
90	Sand Pit Lane
1	Specks Caravan Park
14	The Paddock
98	The Paddocks
97	The Stables
41	Trickey's Paddock

Site ID	Site Name
	Sites with Temporary Planning Permission
46	79 Southampton Road
42	Badgers Rest
55	Land opposite 6 Hawkridge Road
18	The Caravan
	Unauthorised Sites
108	Adjacent to 46 Chelworth Road
38	Blandford Road
45	Dean Road
91	Dillions Farm
86	Ernies Yard
44	Hart Hill
48	Hillbilly Acre (formerly Avonview)
15	Land adjacent to 27 Restrop Road
39	Little Acre
11	Melbourne View
37	Viney Ridge
	Travelling Showpeople Yards
3	Land adjacent to Nursteed Park
49	Southampton Road
50	Porton Road
59	Land opposite The Laurels
96	The Old Station Yard
	Transit Site
34	Odstock

Stage 5: Bricks and Mortar Households

2.13 In our experience many Planning Inspectors and Appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. ORS feel that the only practical approach is to go to **disproportionate** lengths to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch in the study area.

2.14 Contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on existing sites to identify any friends or family living in bricks and mortar who may wish to move to a site, intelligence from the Council and other local stakeholders. In addition contacts were sough during the stakeholder interviews with Registered Housing Providers. Adverts were also place on the Friends, Families and Travellers Community Website and in the World's Fair publication.[1]

2.15 Officers and Registered Providers were also asked to provide information regarding Gypsies, Travellers or Travelling Showpeople who may be living in bricks and mortar accommodation and who may wish to move into the Wiltshire area. A letter from ORS was given to the local authority to pass to any other contacts that they were aware of to request them to contact ORS independently to be interviewed.

2.16 Through our approach we endeavoured to do everything within our means to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.

2.17 As a rule we do not extrapolate the findings from our fieldwork with Gypsies and Travellers living in bricks and mortar households up to the estimated Gypsy and Traveller bricks and mortar population as a whole, and work on the assumption that those wishing to move will make their views known to us based on the wide range of publicity that we put in place.

Stage 6: Current and Future Pitch/Plot Requirements

2.18 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.

2.19 To identify need Planning Policy for Traveller Sites 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 for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below and will be set out in more detail in the relevant chapter of this report:

[1] Copies of these adverts can be found in **Appendix D** of this report

Supply of Pitches

- Current vacant pitches.
- Pitches currently with planning consent due to be developed within the study period.
- Pitches vacated by people moving to housing.
- Pitches vacated by people moving from the study area.
- Pitches vacated due to the dissolution of households.

Current Need

2.20 Total current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting:

- Households on unauthorised sites for which planning permission is not expected.
- Concealed households.
- Households in B&M wishing to move to sites.
- Households on waiting lists for public sites.

Future Need

2.21 Total future need is the sum of the following three components:

- Households living on sites with temporary planning permissions.
- New household formation.
- In-migration.

2.22 Household formation rates are often the subject of challenge at appeals or examinations. While many GTAA studies undertaken by other companies have continued to use a net growth figure of 3.00%, we agree with the position now being taken by CLG (as set out in the Introduction to this report) and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.

2.23 All of these components of supply and need are presented in easy to understand tables which identify the overall net requirements for current and future accommodation for both Gypsies and Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2029.

Stage 7: Conclusions

2.24 This stage of the study will draw together the evidence from Stages 1 to 6 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in Wiltshire.

3. Gypsy, Traveller and Travelling Showpeople Sites and Population

Background

3.1 A Strategic Housing Market Assessment (SHMA) focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.

3.2 One of the main considerations of this study is the provision of pitches and sites for Gypsies and Travellers and Travelling Showpeople. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in Wiltshire.

3.3 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 site preference list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).

3.4 The alternative to public residential sites are private residential sites for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally the majority of Travelling Showpeople yards are privately owned and managed.

3.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency 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.

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

Sites and Yards in Wiltshire

3.7 Overall in Wiltshire there are 5 public residential sites; 38 private residential sites with permanent planning permission; and 4 private residential sites with temporary planning permission. There is currently no public transit provision as the Council owned transit site at Odstock has recently closed for refurbishment works to be undertaken. A total of 11 unauthorised sites were identified during the study period, 6 of which are classified by the Council as tolerated. Overall these provide a total of **269 residential pitches** in Wiltshire as of July 2014. 4 private Travelling Showpeople yards with permanent planning permission and 1 tolerated unauthorised yard were also identified.

Figure 2 - Sites in Wiltshire

Category	Sites	Pitches
Private with permanent planning permission	38	148
Private sites with temporary planning permission	4	4
Total Private Sites	**42**	**152**
Public Sites (Council and Registered Providers)	5	90
Unauthorised Sites (6 sites and 12 pitches tolerated)	11	27
TOTAL (Excluding Travelling Showpeople yards)	**58**	**269**

3.8 Also the Council have 3 defined Housing Market Areas (HMA's) and have requested that, where possible, the outcomes of the GTAA are broken down by the HMA's. The map over the page and box below illustrate and describe the 3 HMA's in Wiltshire

Wiltshire Housing Market Areas (HMA's)

South –The South of Wiltshire is the area to the south of Salisbury Plain, largely rural in nature and centred on the principal settlement of Salisbury. There is the market town of Amesbury and a number of local service centres; Downton, Mere, Tisbury and Wilton. The remainder of the area is made up of small villages and open countryside which is sparsely populated. The Southern housing market area (HMA) 'looks' south and has strong relationships with the bordering counties of Dorset, Hampshire and the New Forest.

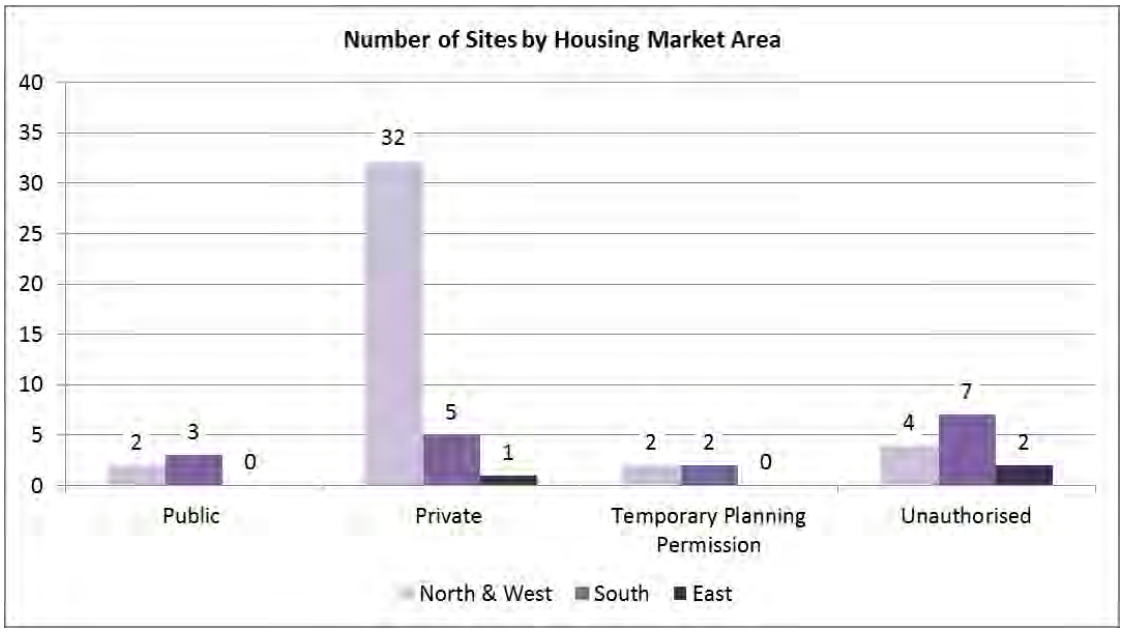
North and West –The North and West HMA is the area North of Calne and West of Devizes, it includes the community areas of Malmesbury, Chippenham, Royal Wootton Bassett and Cricklade, Calne, Corsham, Bradford-on-Avon, Melksham, Trowbridge, Westbury and Warminster. The North and West housing market area (HMA) 'looks' West and has strong relationships with the City of Bath and the major regional centre of Bristol. The M4 and links to the M5 have influences on this area.

East –The East of Wiltshire is the area to the East of Devizes and Calne. It is made up of the community areas of Marlborough, Pewsey, Devizes and Tidworth. The area 'looks' East towards the towns of Reading and Newbury and even further away to Oxford and London.



3.9 The chart below shows that the majority (40 of 59) of sites are located in the North and West HMA, with only a very small number (3 of 59) located in the East HMA, and the remainder (16 of 59) in the South HMA.

Figure 3
Sites in Wiltshire



Sites and Yards in North and West HMA

3.10 Overall in the North and West HMA there are 2 public residential sites; 32 private residential sites with permanent planning permission; and 2 private residential sites with temporary planning permission. There is currently no public transit provision. A total of 4 unauthorised sites were identified during the study period, 1 of which is classified by the Council as tolerated. These provide a total of **182 residential pitches** in the North and West HMA as of July 2014. 2 private Travelling Showpeople yards with permanent planning permission and no unauthorised yards were also identified.

Figure 4
Sites in North and West HMA

Category	Sites	Pitches
Private with permanent planning permission	32	140
Private sites with temporary planning permission	2	2
Total Private Sites	**34**	**142**
Public Sites (Council and Registered Providers)	2	30
Unauthorised Sites (1 pitch tolerated)	4	10
TOTAL (Excluding Travelling Showpeople yard)	**40**	**182**

Sites and Yards in East HMA

3.11 Overall in the East HMA there are no public residential sites; 1 private residential site with permanent planning permission; and no private residential sites with temporary planning permission. There is currently no public transit provision. No unauthorised sites were identified during the study period. These provide a total of **1 residential pitch** in the East HMA as of July 2014. No private Travelling Showpeople yards with permanent planning permission and 1 tolerated unauthorised yard was also identified.

Figure 5
Sites in East HMA

Category	Sites	Pitches
Private with permanent planning permission	1	1
Private sites with temporary planning permission	0	0
Total Private Sites	**1**	**1**
Public Sites (Council and Registered Providers)	0	0
Unauthorised Sites (both tolerated)	0	0
TOTAL (Excluding Travelling Showpeople yard)	**1**	**1**

Sites and Yards in South HMA

3.12 Overall in the South HMA there are 3 public residential sites; 5 private residential sites with permanent planning permission; and 2 private residential sites with temporary planning permission. There is currently no public transit provision as the Council owned transit site at Odstock has recently closed for refurbishment works to be undertaken. A total of 7 unauthorised sites were identified during the study period, 5 of which are classified by the Council as tolerated. These provide a total of **86 residential pitches**

in the South HMA as of July 2014. 2 private Travelling Showpeople yards with permanent planning permission and no unauthorised yards were also identified.

Figure 6
Sites in South HMA

Category	Sites	Pitches
Private with permanent planning permission	5	7
Private sites with temporary planning permission	2	2
Total Private Sites	**7**	**9**
Public Sites (Council and Registered Providers)	3	60
Unauthorised Sites (8 pitches tolerated)	7	17
TOTAL (Excluding Travelling Showpeople yard)	**17**	**86**

Travelling Community Characteristics

3.13 The fieldwork element of the study sought to identify the gender, age and ethnicity of members of the Travelling Community living in Wiltshire. This is broken down where appropriate by the 3 Housing Market Areas – North & West, East and South.

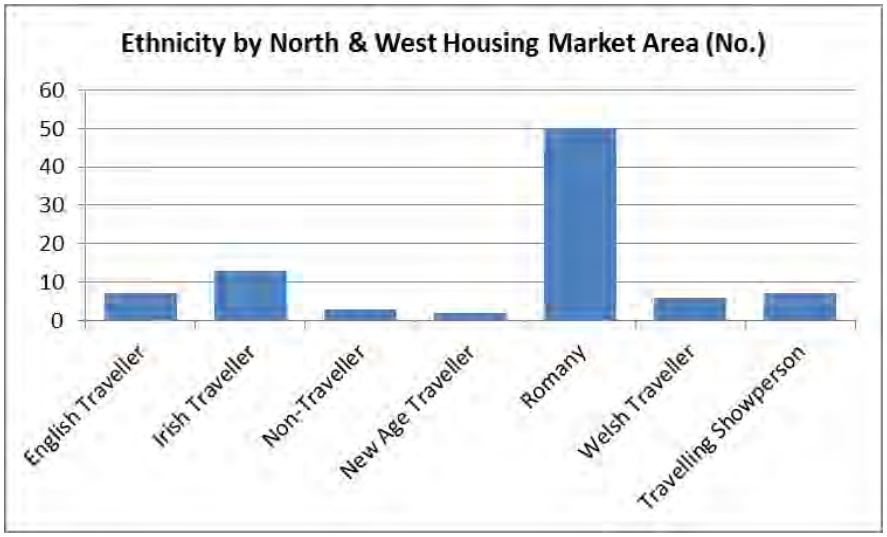
3.14 The charts overleaf show the breakdown of ethnicity of household members and show in particular that far higher numbers of English Gypsies and Travellers live in the South Housing Market Area and far more Romany Gypsies and Travellers live in the North and West Housing Market Area.

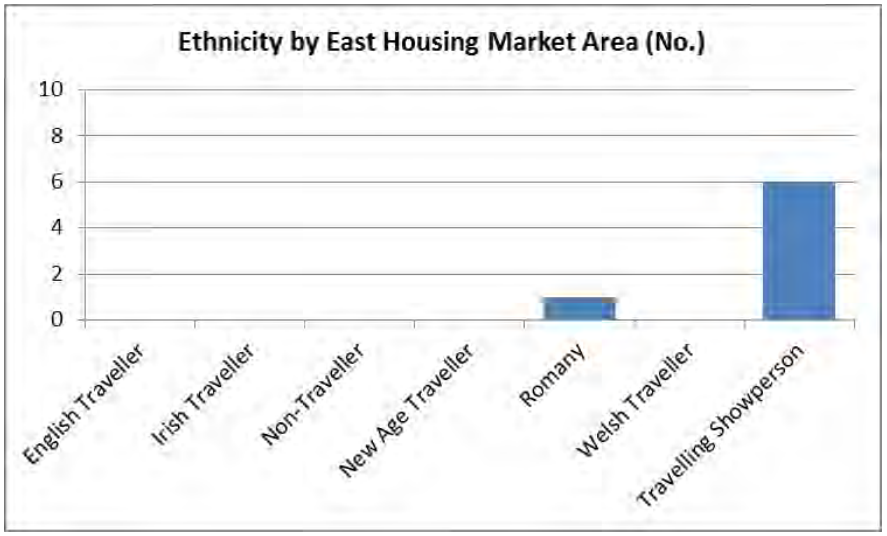
3.15 Households surveyed showed a mixed range of ages across their members, though (as with other studies carried out by ORS elsewhere) a significant proportion of the population were younger and female. However, we would note that it is typical for Gypsy and Traveller studies to record relatively fewer males aged 18-60 years, many of whom travel on a more regular basis, or are in prison[2]. There are also instances where it is apparent to interviewers that there are men present on sites but that they do not want to be recorded as being resident. This is likely to be the case in Wiltshire so the share of adults in the population is almost certainly higher than shown by the household survey.

3.16 There were too few respondents in the East Housing Market Area to produce a detailed breakdown by age of resident.

[2] A report released in March by HM Inspectorate of Prisons revealed that around 5% of prisoners (approximately 4,200) in England and Wales consider themselves to be Gypsy, Romany or Traveller.

Figure 7
Ethnicity by Housing Market Area HMA





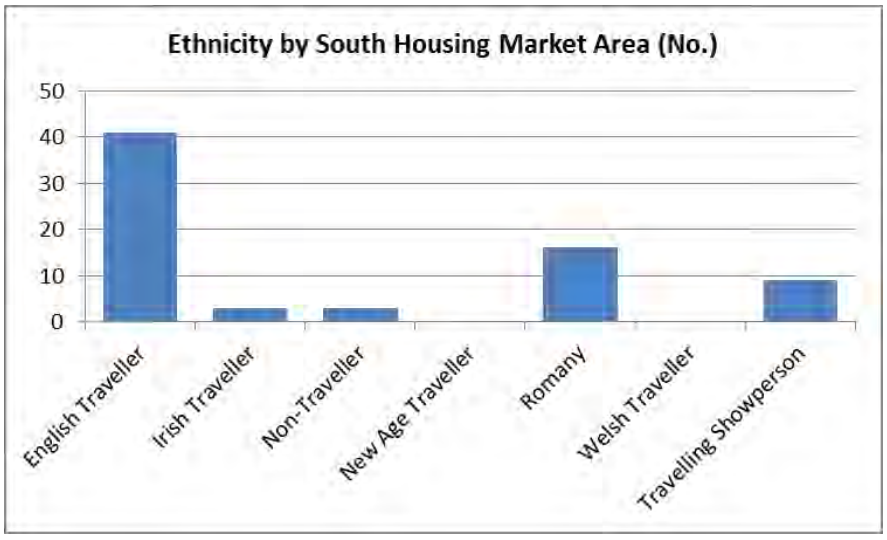
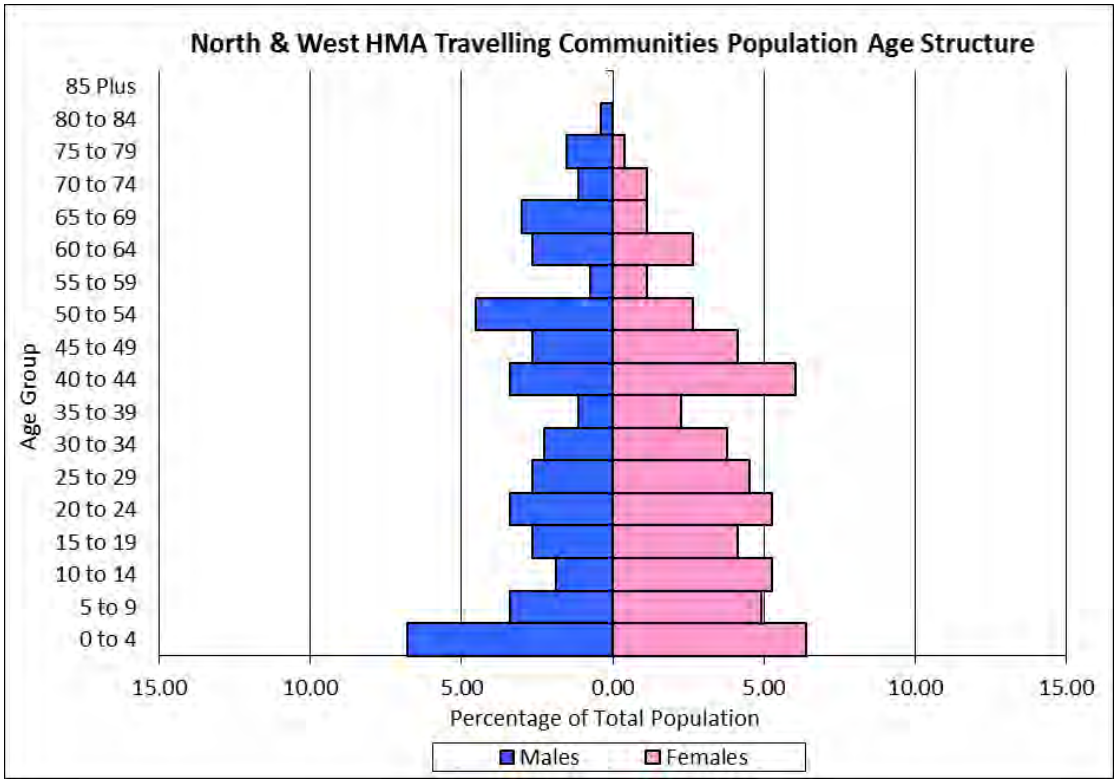
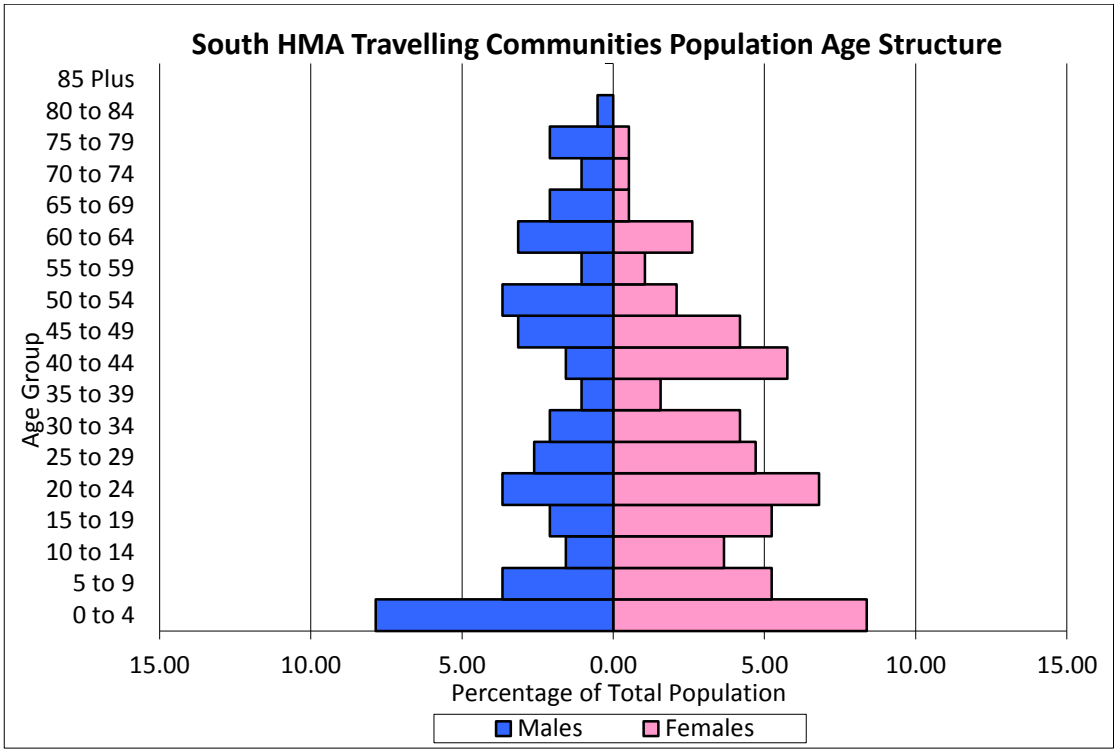


Figure 8
Age by Housing Market Area HMA





Caravan Count

3.17 One source of information available on the Gypsy and Traveller population derives from the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January

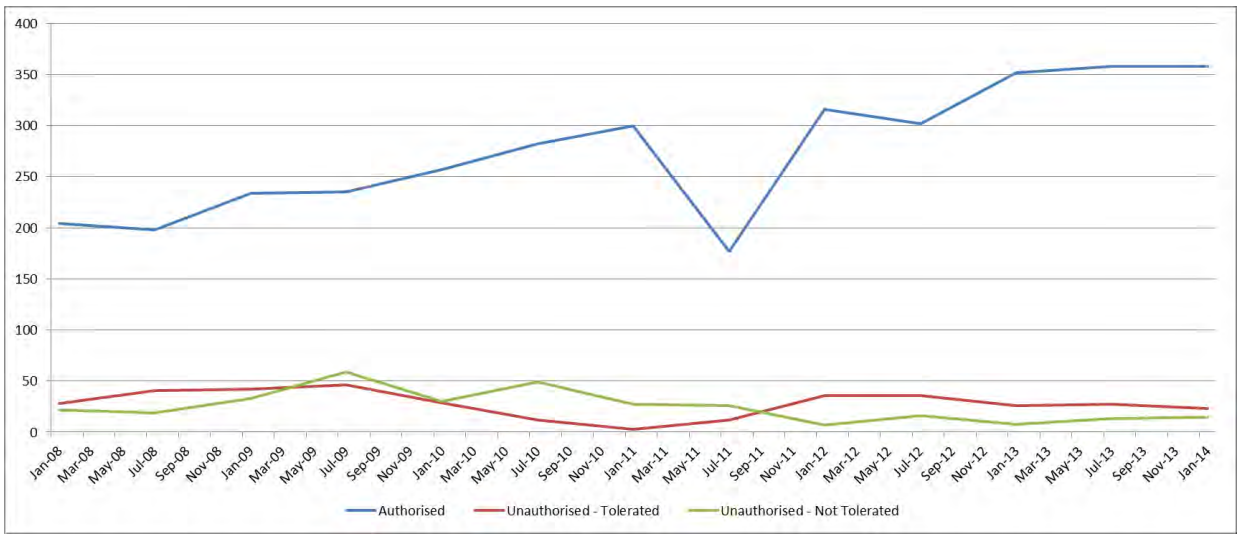
and July of each year, and reported to CLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, CLG has renamed the 'Gypsy and Traveller Caravan Count' as the 'Traveller Caravan Count.' This does not reflect any changes to the coverage of the count but brings its title into line with the terminology used for planning policy purposes. It is also consistent with the fact that its scope is wider than caravans lived in by ethnic gypsies and travellers, but also includes non-traditional travellers.

3.18 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. It must also be remembered that the count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and that any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included.

3.19 The chart below shows the number of unauthorised and authorised caravans in Wiltshire at the time of the counts in January and July each year between 2008 to 2014. Please note the figures are provided for illustrative purposes to demonstrate the relative size of the populations and are not used in any modelling of future pitch requirements. A count has also been completed of Travelling Showpeople caravans each January since 2011 (this group are usually travelling in July). This identified 42 authorised caravans and 13 unauthorised caravans in 2014; 38 authorised caravans and 13 unauthorised caravans in 2013; and 38 authorised caravans and 13 unauthorised caravans in 2012.

3.20 It can be seen from the chart that the number of unauthorised and not tolerated caravans has gradually decreased significantly from a peak of 59 in July 2009 to a recorded figure of 15 in January 2014. Conversely the number of authorised caravans has steadily increased over the same period of time. It should be noted that the count in July 2011 did not include private caravans on sites with permanent planning permission.

Figure 9
Gypsy Caravan Count for Wiltshire: Jan 2008 – Jan 2014. (Source: CLG Traveller Caravan Count)



4. Stakeholder Engagement

Introduction

4.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites and the methodology used in other GTAA studies that ORS have completed, a process of stakeholder engagement was undertaken. The purpose of this was to provide thoughtful consideration of the issues by a wide range of key stakeholders using in-depth telephone interviews. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the information gathered during visits to Gypsy, Traveller and Travelling Showpeople sites in Wiltshire.

4.2 To enable ORS to identify key stakeholders, the Council were asked to identify contacts which included Registered Providers, Gypsy and Traveller and Travelling Showpeople representatives, Gypsy and Traveller Support Services, and relevant Council officers from Planning, Housing, Highways, Public Health, and Enforcement. A number of local Councillors were also interviewed.

4.3 ORS reviewed this list for consistency with other studies to ensure that it was comprehensive and fair. Each stakeholder received an email outlining the study aims, objectives and timetable, which was followed up with a telephone call to arrange a suitable time to undertake the interview.

4.4 Representatives from neighbouring authorities were also interviewed to satisfy the Duty to Co-operate and to identify any migration between districts, what routes may be travelled, background information on the framework within which the authorities operate and any perceptions they may have regarding Gypsy, Traveller and Travelling Showpeople communities within their own areas.

4.5 Similar to the guidance given to other Local Authorities that ORS have worked with; the project lead was advised to notify the Gypsy Council that the GTAA was being carried out and invited them to take part and make a contribution to the study. Similarly to the experience of other Local Authorities the Gypsy Council did not respond to the aforementioned invitation.

4.6 In addition to the telephone interviews ORS also sought the views from members of 263 Parish Councils across Wiltshire. Email contacts for the Parish Clerks were obtained from the Council and a link to a short online survey was sent to them, as well as PDF of a written version of the survey. The response was significantly higher than ORS would have expected based on experience of engaging with Parish Councils in other parts of the country and a total of 87 online and 5 written responses were received, representing a response rate of 35%. A summary of the responses can be found at the end of this chapter.

4.7 Overall, ORS achieved 34 telephone interviews with stakeholders:

- Twelve Council officers representing the study area:

  Estates and Valuation; New Housing; Highways; Business Analysis; Enforcement; Area Development; News, Information and Reputation; Legal; Public Health; Traveller Support Service; and Gypsy and Traveller Liaison

» Fourteen officers representing the following neighbouring areas:

Basingstoke and Deane Borough Council; Bath and North East Somerset Council; Christchurch Borough Council and East Dorset District Council; Cotswold District Council; Dorset County Council; Gloucestershire County Council; Hampshire County Council; New Forest District Council; South Gloucestershire Council; South Somerset District Council; Swindon Borough Council; Test Valley Borough Council; Vale of White Horse District Council and West Berkshire Council.

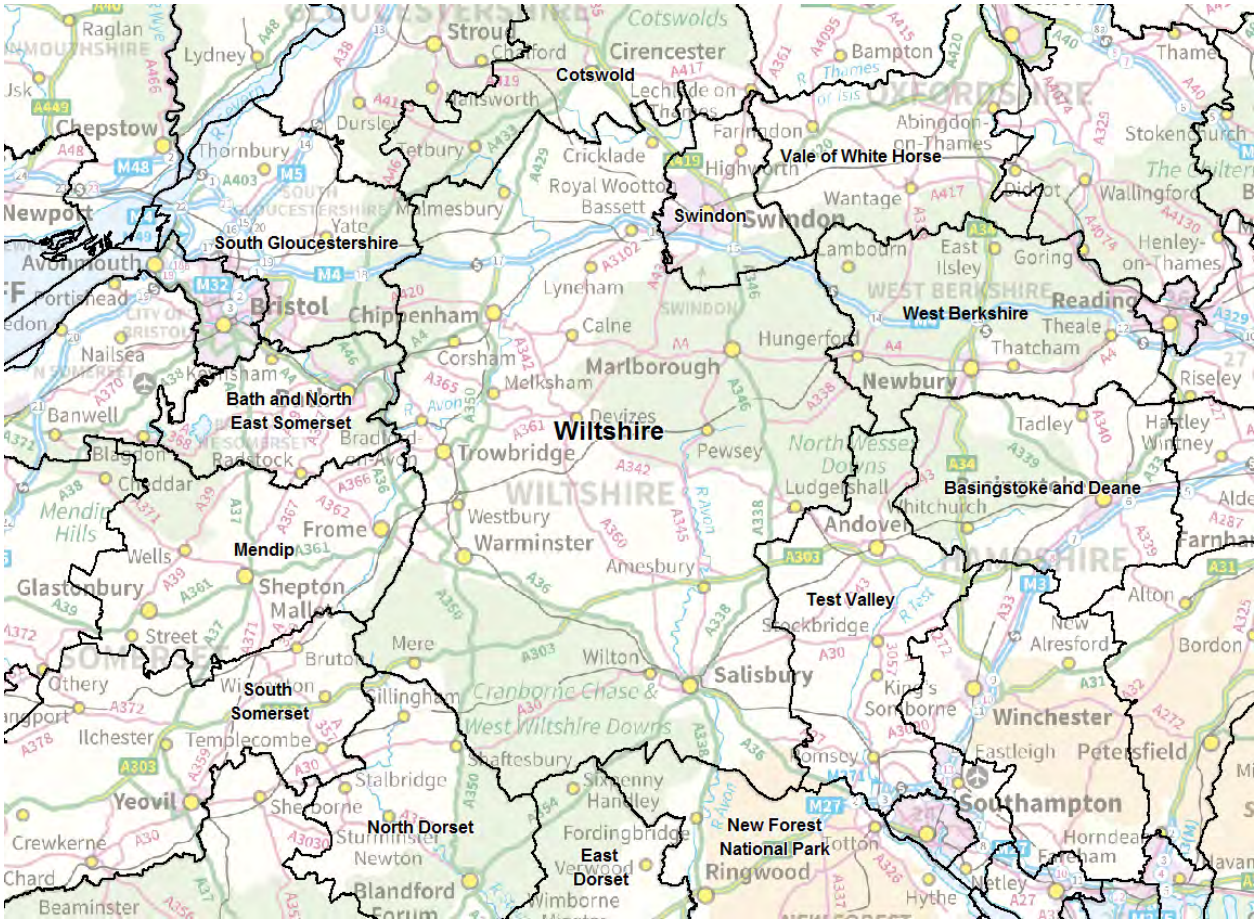
» Four Elected Members

» Two Housing Associations

» Two representatives of the South West Alliance of Nomads.

4.8 The number and range of stakeholders interviewed is viewed to be satisfactory and consistent with similar GTAA's that ORS have completed.

4.9 The map below shows the local authorities that were interviewed.



Discussion Agenda

4.10 The format for the interviews covered the following themes:

- Trends and history
- Meeting the current and future needs of the Gypsy and Traveller community
- Meeting the current and future needs of the Travelling Showpeople community
- Awareness of Travellers living in bricks and mortar accommodation
- Short-term roadside encampments and requirement for a transit site
- Meeting future accommodation needs
- Engaging the communities
- Cross boundary issues and the Duty to Cooperate
- Future priorities
- Any further issues and next steps.

4.11 In addition to wider information all interviewees were asked whether they could identify or knew of any Gypsies, Travellers or Travelling Showpeople living in bricks and mortar accommodation and if so, could they give a letter from ORS to them asking if they would like to be involved in the study.

4.12 The majority were unable to provide much data through their monitoring systems on Gypsies and Travellers and Travelling Showpeople living in bricks and mortar. The reasons given for not being able to identify households were due to people not self-declaring their ethnicity during the housing application process or that it was not possible to identify this information from administrative records.

Reporting Engagement with Stakeholders

4.13 The key findings in this section of the report represent a balanced summary of the views expressed by the wide range of stakeholders that took part in the engagement programme. In all cases they reflect the views of the individual concerned, rather than the official policy of their Council.

4.14 Due to issues around data protection and in order to protect the confidentiality of those who took part, this chapter does not include verbatim comments and it aims to represent a summary of the views and responses expressed by Officers and other stakeholders during the interviews.

4.15 The comments may, in some places, be representative of personal views and opinions and not necessarily the views of the organisation the interviewee works for. Some respondents also noted that at times their reply is based on a Wiltshire-wide experience and not specifically to Wiltshire but note is made of this.

4.16 ***The chapter is based on information provided during the interview process and may not have a direct correlation to the factual information passed to ORS from the local authority e.g. number and names of sites.***

Key Findings

Current Accommodation

Public Sites

4.17 Within Wiltshire there are five public sites consisting of a total of 90 pitches. Most officers acknowledged that the sites were in a poor condition. Positively, officers referred to the planned refurbishment of all the public sites, which has been funded by the HCA, and were confident that the sites would be of a high standard once the work is completed by the end of December 2015 (the sites in the north of the area were nearing completion at the time of interview).

4.18 One officer was aware of concealed households on the public sites and these were identified during the fieldwork. Thingley and Lode Hill sites were considered to be compact and overcrowded but, as a result of the HCA funding, the size of the pitches were being increased and eight new pitches were being created at the Thingley site.

4.19 Site allocations are open to all Travellers, but predominantly the sites are occupied by Romany Gypsy and Irish Travellers.

Private Sites

4.20 Positively, an officer explained that when purchasing land to develop a site, many families have bought land which can accommodate the future growth of their family. Therefore, overcrowding is not considered to be an issue on the majority of the private sites. One officer was aware that, on occasions, some of the private sites can become overcrowded if they have family to stay, but that is a temporary situation.

4.21 Standards of the private sites are said to be variable and smaller family sites are thought to be of a better standard than the larger private sites.

Travelling Showpeople Sites

4.22 One elected member referred to a site for Travelling Showpeople and was not aware of any issues relating to the site and explained that it is long established and has been there for many years.

Geographical Distribution

4.23 Most officers acknowledged that there is more provision in the north of the County and explained that this is predominantly because the north of Wiltshire has better transport links and Travellers tend to come off the M4 around Chippenham. Two officers explained that there had been a lot of activity in the north of the County around two years ago, when a number of Gypsy and Travellers bought pieces of land and moved onto it without permission, hence the number of sites in the north have increased as a result of granting planning permission to unauthorised sites.

Bricks and Mortar

4.24 Most officers and elected members were aware of anecdotal evidence that there are Travellers living in bricks and mortar and explained that, although many have moved into bricks and mortar because of the lack of sites, some had moved into bricks and mortar out of choice, for instance the elderly or those with physical disabilities. One officer was of the view that many young Gypsy and Travellers have opted for bricks and mortar. However, a wider stakeholder was of the view that many had moved into bricks and mortar because of the poor conditions on sites.

4.25 ORS also spoke to three Housing Associations who provide accommodation across Wiltshire. They record Gypsy and Traveller ethnicity but were unable to assist ORS to contact anyone living in their properties.

Management of Unauthorised Encampments

4.26 Most officers and elected members were of the view that there has been a decrease in the numbers of unauthorised encampments. One officer explained that in the past most encampments occurred in the summer period, whereas now they occur at any time of the year and referred to a recent large encampment which occurred during the winter time

4.27 The Highways Department recorded 80-90 encampments per year. The majority of these are described as being short-term. Traveller ethnicity and the size and location of the encampments vary: New Age Travellers are said to be small in size and will park up on the side of the road for 1-2 days and Irish Traveller encampments tend to be larger (up to 40 caravans at a time). Larger encampments are more likely to camp on council car parks, council land and public parks as opposed to highways land. Where they are on highways land it is usually deemed as unsafe and the police will look to move them on.

4.28 Officers and elected members agreed that the A4 is a major route which is used by the Travelling community and also identified the following:

- A419
- A303
- A27
- A36
- A30
- A361

4.29 New Age Travellers are said to be attracted to the area to visit landmarks such as Stonehenge and events such as the Summer Solstice. Other reasons include:

- En route to fairs and festivals – Glastonbury; Marlborough; Stowe Fair and Dorset Steam Fair
- Employment opportunities – seasonal work like tarmacking
- Holiday
- Family events – weddings and funerals.

4.30 Officers and an elected member offered the following examples of areas/places where Travellers regularly stop:

- Industrial and retail estates in Salisbury (Solstice Park)
- Devizes
- Cricklade.

4.31 Officers supported the work of the enforcement team who are said to mobilise quickly, and are usually able to deal with encampments within three days. The team carry out a need assessment which takes account of health and education needs.

4.32 The majority of officers and wider stakeholders referred to the temporary closure of the transit site at Salisbury. One wider stakeholder reported that the closure of this site has led to problems for Travellers who have travelled into the area because they have assumed that it was still open. The stakeholder complained that it is still not clear when the site will reopen. Officers and wider stakeholders supported the provision of a transit site and felt that this provision should be provided on the main arterial roads. Some officers suggested that the north of the area is an ideal place for a transit site given that this area is particularly popular for Travellers.

4.33 Two officers felt that the Council should look to provide a network of temporary stopping sites for Travellers who want somewhere to stop, sometimes for just 24 hours, without police interference but without the facilities and cost of a transit site. A networked approach suggests cross boundary working with other authorities on the M4 to develop stopping places on this key route.

Future Provision

4.34 When asked if there is a need for additional provision most officers referred to the fact that there are a number of unauthorised sites and there are people on the waiting list for public sites, suggesting that more pitches are required, particularly in the south of the area.

4.35 Officers and a wider stakeholder strongly felt that the Travelling community should be given the opportunity to develop their own sites, and preferably develop a network of small private sites. Two officers referred to the Community Land Trust model which is an affordable private ownership model. One elected member felt that the Council should try and expand public sites as this is a 'quicker' option. While a wider stakeholder felt there should be a mixture of provision.

4.36 A few officers and wider stakeholders acknowledged that identifying suitable pieces of land can be problematic and felt the Council should try and assist the community in sourcing appropriate sites.

Local Governance

4.37 In 2010 Wiltshire developed a Gypsy and Traveller Strategy Group which aimed to bring together a wide range of services and responsibilities that engage with Gypsies and Travellers. Members of the group include strategic and frontline officer from across Wiltshire County Council, with representatives from Wiltshire Fire and Rescue Service, Wiltshire Police and Wiltshire Primary Care Trust.

4.38 The overall objective of Gypsy and Traveller Strategy is to strengthen and coordinate service provision and engagement with Gypsy and Traveller communities. An officer explained that the Group are due to revisit the strategy.

4.39 A wider stakeholder felt that more could be done by the Council to communicate with representatives from the community.

Cross Border Movement and Working

4.40 Officers were aware of movement between Wiltshire and neighbouring areas including the New Forest, Berkshire, Dorset, Gloucestershire, Oxfordshire and West Berkshire. Many of those interviewed suggested that there is movement between Wiltshire and Hampshire.

4.41 However, the only example that was of a family moving to Wiltshire from Bath and North East Somerset because they couldn't obtain planning permission in that area. Bath is developing a new site and some Travellers who were moved out of the Devizes area are now residing on that site.

4.42 Most officers were of the opinion that Wiltshire Council is complying with the Duty to Cooperate and is working with its neighbours. The following examples were provided to highlight cross boundary working:

> A benchmarking group which is attended by neighbouring authorities and discussed Gypsy and Traveller issues has part of a wider remit.
>
> Enforcement officers in Wiltshire will alert neighbouring areas if there are large scale encampments which are being moved on.
>
> Work with Bristol, Cotswold District, Dorset, Hampshire, Mendip, Somerset, South Gloucestershire and Swindon and the border counties.

Neighbouring Areas

4.43 Almost all officers in neighbouring areas reported that their authorities had either recently conducted a Gypsy and Traveller Needs assessment, or were due to undertake one shortly. The majority of the neighbouring authorities will have to provide additional pitches as a result of the GTAA findings and are struggling to identify suitable land.

4.44 The accommodation situations of Wiltshire's surrounding authorities (as reported by their respective officers) and information obtained through completion of its GTAA is summarised below:

Basingstoke and Deane Borough Council

- Basingstoke and Deane Borough Council completed a GTAA which covers the period up until 2017. The Study found a need of seven pitches. Since the Study was completed the Council has given permission for two sites since and the decision was pending on another two (at the time of interview). The Council will be looking to update its GTAA before 2017.
- The Council has in place a criteria based policy to assess any new planning applications and as sought to meet need through this approach.

Bath and North East Somerset Council (BANES)

» ORS undertook the GTAA in 2012. The Study found a need for an additional 23 Gypsy and Traveller pitches, five transit pitches and 40 Travelling Showpeople plots over a 15 year period.

» Until recently BANES had no authorised sites. At the end of 2013 the Council granted permission for two sites with personal permission. They are both in the greenbelt and are exceptional circumstances. The Council is now applying for permission for a ten pitched site near Bath. However, this will still not meet the identified need and as a result there are a number of unauthorised encampments which are tolerated by the Council due to the lack of authorised provision.

» There are a number of small Travelling Showpeople sites that the Council is looking to regularise.

» Two fifths of BANES is green belt and this is a barrier to identifying suitable land for sites. There have been two calls for sites which have yielded a limited number of sites with potential.

» The Officer felt there is a need for a Gypsy and Traveller Liaison Officer who could be the main contact between the Council and the Travelling community.

Christchurch Borough Council and East Dorset District Council

» ORS completed the GTAA for Bournemouth, Dorset and Poole in 2013. The total requirement (2013 -2028) for Christchurch was 14 pitches for Gypsy and Travellers and in East Dorset the need was 19.

» There are 8 Gypsy and Traveller pitches in Christchurch and 17 in East Dorset. There is one yard for Travelling Showpeople in East Dorset.

» Dorset County Council are working to produce a county-wide site allocation DPD that looks at the needs for Gypsies and Traveller and Travelling Showpeople, permanent accommodation and transit provision, and at the time of the interview were about to start on site consultation.

» The demand for future provision mainly seems to be for small private sites.

» At the time of interview Dorset County Council had just granted temporary planning permission for a transit site in West Dorset which, it was hoped, would pick up the needs of Gypsy and Travellers who are moving through the area.

Cotswold District Council

» ORS completed the Gloucestershire-wide GTAA 2013. The total requirement was five Gypsy and Traveller pitches up to 2017 and a total of 26 up to 2031. The Council is currently in the process of making a decision on an application for four pitches near Stow-on-the-Wold.

Dorset County Council

» ORS undertook the Bournemouth, Dorset and Poole GTAA in 2013. The estimated extra pitch provision that is required for Gypsies and Travellers in the next 15 years in the area is 150 pitches. An eight pitched New Age Traveller site has just been provided.

» There are currently four public sites in the area and there is a waiting list for all the sites. The remaining sites are privately owned.

Gloucestershire County Council

» ORS undertook the Gloucestershire wide GTAA in 2013.

» Gloucestershire County Council owns and manages four sites of various sizes (46, 19, 10 and 4 pitches). There are overcrowding issues on the large site which is located on the outskirts of Gloucester.

» The County also deals with issues concerning unauthorised encampments on County owned land which amounts to an average of six unauthorised encampments per year.

New Forest District Council

» New Forest was part of the Hampshire wide GTAA which was completed by Forest Bus in 2013.

» Within the New Forest, there are three sites which provide 45 pitches for Gypsies and Travellers. One is a public site which consists of twenty pitches. The GTAA identified a requirement of 10 additional pitches up to 2017 and the representative referred to an allocation in the Local Plan that will meet a good proportion of this need.

» The GTAA found a low need for Travelling Showpeople and concluded that one further plot will be required up to 2017. In view of the small number the representative explained that the District will not be making any allocations to meet the need for the single plot.

» There was an appeal pending a decision on a piece of land between Fordingbridge and Ashford which has been bought by an Irish Traveller family who, it was claimed, do have permanent accommodation in other parts of the country. The arrival of Irish Travellers is said to be new as most of the community are Romany Gypsy or English Travellers.

» There is said to be a large housed Traveller community at Calshot.

South Gloucestershire Council

» ORS completed the South Gloucestershire Council and Bristol GTAA in 2013. The study found a need for 46 additional pitches for Gypsies and Travellers in the period 2013-2028.

» Over the past five to eight years the Council is said to have been more proactive and have decreased the number of unauthorised encampments by authorising more pitches.

South Somerset District Council

» South Somerset District Council were part of a Somerset wide GTAA in 2011 and an updated the Study in 2013. The study found that between 2016 and 2020 the Council needs to provide eight additional pitches; between 2021 and 2025 a further nine; and between 2026 and 2030 eleven.

» At the time of the study, there were a total of 37 pitches (3 unauthorised, 21 public and 13 private pitches).

» The Council is said to have taken a positive approach to granting planning applications and have approved two more than the target for 2015.

» The Council has not been able to achieve the 10 transit pitches that are required and that issue is to be carried forward.

» There are two yards for Travelling Showpeople and the GTAA identified a need for 22 Travelling Showpeople plots over the whole county and six plots in South Somerset over the plan period up until 2028.

Swindon Borough Council

» ORS completed the GTAA for Swindon in 2013 and found that 13 additional pitches for Gypsy and Travellers are required up to 2028. The Study also identified that there was a group of eight Travelling Showpeople who are looking for a site in the area.

» There is one public site with 37 pitches and the officer explained that the Council will be looking for possible funding opportunities to enhance the standard of the site.

» The officer was not aware of any unauthorised encampments and, when they do arise they are moved onto the 18 pitch publically owned transit site.

» In order to meet the identified need the officer explained that the Council was hopeful that some private sites would come forward.

Test Valley Borough Council

» There are a total of nine private pitches in the area, one pitch has temporary planning permission. At the time of interview a planning application for an additional four pitches was being determined.

» The representative was of the opinion that the current authorised provision doesn't meet the need of Travellers in the area.

» There are a number of short-term encampments, some are said to be local Travellers and other more transient groups.

» There is said to have been an increase in the numbers of Gypsies and Travellers and planning applications in recent years, including an increase in those living in bricks and mortar who want to move to a caravan on a site in the countryside. There is also said to be in-migration from groups outside of Test Valley, and also Showpeople from the Sussex area.

Vale of White Horse District Council

» ORS completed the GTAA Oxford City, South Oxfordshire the District and Vale of White Horse in 2013. The study concluded that the Vale of White Horse District needs to provide an additional 13 pitches up to 2026.

» There are currently 48 public pitches and 8 private pitches, the latter being granted in February 2013, which will meet the short-term need. An additional 5 will need to be identified in the remainder of the Local Plan.

» The GTAA did not identify a need for a transit site.

West Berkshire Council

» At the time of interview, ORS were conducting West Berkshire's GTAA.

» There is one public site of 18 pitches, a private site with 24 permanent pitches and 15 transit pitches. There are a number of smaller private sites.

4.45 As part of the interviews, Officers from the neighbouring authorities were asked about cross boundary issues and the Duty to Cooperate. The following key themes emerged.

Meeting the Duty to Cooperate

4.46 When asked if they were meeting their Duty to Cooperate all Officers felt that the Local Authority they were representing and Wiltshire were meeting the Duty to Cooperate.

4.47 When asked about cross boundary working, the majority of officers referred to the production of joint GTAA's and work with other Local Authorities. Many Local Authorities will work collaboratively as a County or with neighbours which have sites in close proximity to each other. Some examples are presented below:

» **Bath and North East Somerset** are working with Bristol, South Gloucestershire and North Somerset to ensure that accommodation need has been addressed in a consistent way across the west of England and to examine whether there's any strategic in which the areas can respond to the need regionally.

» The nine authorities that makes up **Dorset County** are said to be working together to identify future sites and are having discussions with their neighbours in Hampshire.

» **Gloucestershire County** has commissioned a joint GTAA.

» **Test Valley Borough Council** has worked with the 11 Hampshire authorities to produce a joint GTAA and have links with Winchester, Southampton and Eastleigh.

» **West Berkshire Council** attends a Gypsy and Traveller Liaison group for all six Berkshire authorities.

» The **Vale of the White Horse** referred to the joint GTAA with Oxford City and South Oxfordshire.

4.48 When asked about cross border working specifically with Wiltshire, the officer representing Bath and North East Somerset claimed to regularly meet with Wiltshire to share good practice. The officer representing Swindon was of the view that there is a close working relationship on all housing issues and explained that

Swindon has had particular difficulties attempting to find land for a Travelling Showpeople Site and was of the view that this could be an issue that then authority discusses with Wiltshire.

4.49 Dorset County have been able to use Wiltshire's transit site in the past, although they have not done so recently because it has been closed. The officer also has meetings with the Gypsy Liaison Officer in Wiltshire to discuss what is happening within their areas. However, the officer representing Christchurch and East Dorset felt that there was no need to work with Wiltshire as there were no sites or cross border movement in the area.

4.50 Despite little movement between the areas and no sites on the border, Gloucestershire County including the Cotswold District are said to meet with Wiltshire

4.51 The officers representing of Gloucestershire, South Gloucestershire, South Somerset and West Berkshire felt that there was no need to work with Wiltshire as there were no sites or cross border movement in the area but the representative of Gloucestershire had attended a few meetings.

4.52 Despite officers within Wiltshire saying that there is cross boundary movement into Hampshire and vice versa, the officer for Hampshire County did not confirm this. However, the officer did caveat this by explaining that many Travellers will not reveal where they have been or where they are going. On a few occasions the officer said that they have directed people to the transit site in Salisbury. Overall the officer revealed that there had been limited cross boundary work with Wiltshire.

4.53 Christchurch and East Dorset and West Berkshire were of the view that more work needed to be done with Wiltshire on a cross boundary basis.

Travelling Patterns and Stopping Places

4.54 Officers in neighbouring local authorities were asked about the movement of Travellers in their area and the travelling routes, the number of unauthorised encampments that occur in their area and how they are currently managed and recorded. Clearly some of Wiltshire's neighbouring authorities are popular areas for Travellers. Bath and North East Somerset is considered to be a common place for Travellers who have a particular interest in the Bristol area and the various fairs and shows in the South West.

4.55 Officers noted the following travelling routes, which are similar to those identified in Wiltshire:

- M4
- M5
- M27
- A30
- A31
- A34
- A35
- A303

4.56 Dorset is a destination for Travellers who move along the south coast between April and October. The main travelling routes are the A31 and A35 from the east and they head west through the county. Encampments occur in car parks and recreation grounds off the A31.

4.57 Encampments occur for a variety of reasons: visiting family, travelling through, work and the Dorset Steam Fair which is held at the end of August/beginning of September.

4.58 During the Steam Fair a transit site is provided and caters for between 70-100 caravans. During the summer 2014 Dorset has also provided a temporary transit site for 25 pitches.

4.59 An officer did note that the prevalence of incursions seems to have decreased in Christchurch and East Dorset over the last couple of years and it seems to have focused more on Bournemouth and Poole.

4.60 In Gloucestershire there are a number of New Age Travellers who move around the County, particularly in the Cotswolds.

4.61 In South Gloucestershire the officer reported a decrease in the numbers of unauthorised encampments.

4.62 Officers in neighbouring areas were not aware of particular cross border movement, for instance the officer for Swindon claimed that the movement tends to be east to west rather than north to south and avoids movement from Swindon into Wiltshire. The officer representing West Berkshire explained that elected members are under the impression that when encampments occur during the summer months they have moved from Wiltshire, they stop in West Berkshire, before moving onto London, although the officer was not aware of any evidence to verify this claim.

4.63 The officer for Test Valley explained that Travellers tend to circulate South Hampshire. Test Valley is described as having a very long border which stretches all the way down from Southampton all the way up to the Berkshire border. There are said to be distinct travelling patterns, importantly, towards the southern end of the borough close towards Southampton and Eastleigh and around the M27 corridor. There is also a smaller group that move along the A303 trunk road which runs through Test Valley, the top end of Hampshire, going down towards the West Country. The officer was not aware of any unauthorised encampments which occur along the A303 en route from north-east Hampshire down through to Wiltshire.

4.64 The officer for New Forest claimed that Hampshire County Council has logged where families are coming from and where they are travelling to and the data shows a lot of movement from North Hampshire down to the Southwest area, particularly quite a few fairs and festivals that travellers head to down in the Southwest.

Transit Provision

4.65 When asked about provision, a number of officers in the neighbouring areas were in the process of considering providing a transit site. As aforementioned, within the region there are areas which are popular stopping places for Travellers. The officers representing Christchurch Borough Council and East Dorset District Council and Dorset Council thought there was a need for a transit site in the Eastern side of the county as well as the Western side of the county. They referred to the temporary site for 25 pitches over the summer 2014, but were of the view that this has been a temporary solution and felt that a permanent

transit site is required. The officer for Bath and North East Somerset was of the view that a transit site would be useful and referred to the DPD work that is ongoing to identify a site.

4.66 The officer representing the New Forest revealed that the Council is in the process of working with Hampshire authorities to discuss the idea of having a network of small transit sites in North Hampshire, East Hampshire, South Hampshire and West Hampshire. The officer representing Test Valley Borough Council felt that there needs to be a greater understanding of the wider travelling patterns and sites should be jointly provided by authorities. The officer felt that it would be sensible if a site was located to the north of the Borough including Basingstoke and Deane, Rushmoor and Hart and another to the south of the county including Southampton, Eastleigh and New Forest District for example and referred to the M27 corridor down to the south and the A303 trunk road.

4.67 The officer for Gloucestershire County Council and the Vale of the White Horse explained that there was no identified need for a transit site in the areas and the officer for Basingstoke and Deane explained that, although they have had discussion with neighbouring authorities about the possibility of transit sites, the Council has a resolution not to have any temporary or permanent sites.

Additional Findings

4.68 A range of other issues were also discussed during the interviews including Community Cohesion, Health and Wellbeing, Education, Employment and Consultation Activities. The outcome of these discussions can be found in **Appendix E** of this report.

Parish Council Responses

4.69 The majority of Parish Councils reported that they were either unaware of any issues with Gypsies, Travellers and Travelling Showpeople in their areas, or that there were no problems or issues to report. A total of 12 Parish Councils did raise some issues in relation to the Travelling Community.

4.70 There was a certain degree of scepticism raised in some of the responses:

- Some Parish Councils reported concerned about incidents of theft of metal being attributed to Gypsies and Travellers.
- There were concerns raised about the impact that the development of new sites would have on local property prices, and levels of crime and anti-social behaviour.
- Issues were raised in relation to the mess left behind when unauthorised encampments were moved on.
- Concerns were made about door-to-door cold calling that was through to be undertaken by members of the Travelling Community, and concerns about these being linked to an increase in thefts and break-ins.

4.71 However some of the Parish Councils did respond positively in relation to the local Travelling Community in their areas:

- Some Parish Councils reported that Gypsies and Travellers do not cause any problems and that the children integrate well in local schools.

» One Parish Council reported that the households living on one of the Councils public sites are no bother at all and appear to be living a happy and consistent lifestyle.

4.72 None of the Parish Councils that responded were able to identify and sites or encampments that were not already known to the Council. Whilst a handful of Parish Councils reported that they were aware of Gypsies and Travellers living in bricks and mortar accommodation, none were able to provide contact details. However the response from Royal Wootton Bassett stated that there were several families living in bricks and mortar know to the respondent and as a result further work was undertaken to try and contact these families.

Conclusions and Areas of Consideration

4.73 Overall, the majority of those interviewed within Wiltshire felt that more provision is required, particularly in the south of the area. When asked about the types of sites that should be provided most supported the development of smaller private sites as opposed to larger private or public sites.

4.74 Wiltshire officers and wider stakeholders supported the provision of smaller transit sites or temporary stopping places. Information gathered through the stakeholder interviews suggests there is a lot of cross boundary movement, particularly with Hampshire. However, due to the lack of data offered by individual authorities and the absence of any data that has been collated using a 'joined-up' methodology, it is difficult to provide any conclusions, other than anecdotal evidence, on wider travelling patterns. Therefore, individual authorities continue to deal with transit issues in isolation to their neighbours.

4.75 It would be helpful if more cross boundary work was done to: share information on unauthorised encampments; develop a common protocol and methodology on collecting data on unauthorised encampments; track families travelling patterns across borders; develop and maintain a central database; and also record the extent to which unauthorised encampments require transit or permanent accommodation.

4.76 The majority of the neighbouring areas have completed a GTAA and at the time of interview were working towards meeting the identified pitch and plot requirements. The majority of the authorities are experiencing difficulties trying to provide accommodation and have other general issues. This presents a good opportunity to share methodologies and findings from their respective GTAAs and it would be useful to identify a platform in which to do so. Indeed, there are a number of cross border issues which could be explored, including:

» Sharing best practice on site management.

» Exploring the distribution of need across the region.

5. Survey of Travelling Communities

Interviews with Gypsies and Travellers and Travelling Showpeople

5.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller and Travelling Showpeople population in Wiltshire. This aimed to identify current households with housing needs and to assess likely future household formation from within existing households, to help judge the need for any future site provision. As noted in the introduction, "Gypsy and Traveller" refers to:

> *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* (Planning Policy for Traveller Sites, CLG, March 2012).

5.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in the study area. This identified 5 public sites; 38 private sites with permanent planning permission; 4 private sites with temporary planning permission; and 11 unauthorised sites – 6 of which are tolerated. 5 Travelling Showpeople Yards were also identified. In addition one interview was completed with a member of the Gypsy and Traveller community who is currently living in bricks and mortar accommodation. The table below identifies the sites that ORS staff visited during the course of the fieldwork:

Figure 10
Sites Visited in Wiltshire

Public Sites
Dairyhouse Bridge Gypsy Site, Salisbury
Fairhaven Gypsy Site, Westbury
Lode Hill Gypsy Site, Downton
Oak Tree Field Gypsy Site, Odstock Road
Thingley Gypsy Site, Chippenham
Private Sites
Bonnie Farm, Bratton
Bournelake Park, Cricklade
Braemar, Coombe Bissett
Bridge Paddocks, Minety
Calcutt Stables, Calcutt
Christian Place, Kington Langley
Dillions Farm, East Grimstead

Field 7920, Minety
Former Glenville Nurseries, Royal Wootton Bassett
Frampton Farm, Sutton Benger
Hicks Leaze, Cricklade
Land adjacent to Hisomly Farmhouse, Dilton Marsh
Land adjacent to West Wiltshire Crematorium, Semington
Hedgerow Stables, Bratton
Land adjoining Swindon and Cricklade Railway, Blunsdon
Land at Capps Lane, Bratton
Land at Four Oaks, Lydiard Millicent
Land at Greenfield View, Leigh
Land at junction Frome Road and Poplar Tree Lane, Southwick
Land at Lower Westbury Road, Bratton
Land at Orchard Paddock, Christian Malford
Land south of Four Winds, West Ashton
Land south west of Bonnie Farm, Bratton
Land west of Penn Farm, Bratton
Lansdowne, Semington
Littleton Stables, Littleton Semington
Llamedos, West Dean
Melbourne View, Brinkworth
Pudding Brook, Chippenham
Purdys Farm, Braydon
Rose Field Caravan Site, Hullavington
Sand Pit Lane, Dilton Marsh
Specks Caravan Park, Clench Common
The Paddock, Startley
The Paddocks, Hook
The Stables, Calcutt
Trickey's Paddock, Whiteparish
79 Southampton Road, Salisbury
Temporary Sites
79 Southampton Road, Salisbury
Badgers Rest, Salisbury
Land opposite 6 Hawkridge Road, Heywood
The Caravan, Wootton Bassett
Unauthorised Sites - Tolerated
Blandford Road, Coombe Bissett
Dean Road, East Grimstead
Ernies Yard, Warminster
Hart Hill, Semley
Little Acre, Coombe Bassett
Viney Ridge
Unauthorised Sites – Not Tolerated
Adjacent to 46 Chelworth Road, Cricklade

Dillions Farm, East Grimstead
Hillbilly Acre (formerly Avonview), Alderbury
Land adjacent to 27 Restrop Road, Purton
Melbourne View, Brinkworth
Travelling Showpeople Yards
Land opposite The Laurels, North Bradley
Porton Road, Amesbury
Southampton Road, Salisbury
The Old Station Yard, Dauntsey Lock
Travelling Showpeople Yards - Tolerated
Land adjacent to Nursteed Park, Devises

5.3 ORS sought to undertake a full demographic study of all pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. A summary of the findings from each site can be found under the headings below, split by Housing Market Areas.

North and West HMA

Public Sites

Fairhaven Gypsy Site

5.4 Staff from ORS visited the Fairhaven Gypsy Site in April/May 2014. At the time of fieldwork there were 7 households living on the site comprising 9 adults and 3 teenage children. Only 1 resident was interviewed but he provided information on all households. There was no evidence of concealed households or over-crowding on the site.

Thingley Gypsy Site

5.5 Staff from ORS visited the Thingley Gypsy Site in April/May 2014. At the time of fieldwork there were 22 households on the site comprising 32 adults, 4 teenage children and 42 young children. Two households weren't interviewed but a neighbour provided all relevant information. Four residents spoke of there being transport issues, the main problems being that there is no bus stop nearby and taxis won't enter the site. There was evidence of 2 concealed households on the site. There were also three non-Gypsy and Traveller households on the site.

Private Sites with Permanent Permission

Bonnie Farm

5.6 Staff from ORS visited the Bonnie Farm site in April/May 2014. At the time of fieldwork there was 1 vacant pitch. There were 10 households on the site comprising 13 adults, 3 teenage children and 3 young children. There was no evidence of concealed households or over-crowding on the site.

Bournelake Park

5.7 Staff from ORS visited the Bournelake Park site in April/May 2014. At the time of the fieldwork there was evidence of some vacant pitches, whilst other pitches were used to store vans and commercial vehicles. Only 5 households were interviewed and they comprised 9 adults, 4 young children and 2 teenage children. One of the adults reported being in a poor state of health. A follow-up site visit identified that the owners of the pitches being used for storage do occupy them during winter months. There was no evidence of concealed households or over-crowding on the site.

Bridge Paddocks

5.8 Staff from ORS visited the Bridge Paddocks site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 7 adults and 3 young children. There was evidence of 2 concealed households on the site, and a follow-up site visit indicated that there is plenty of room on the current site for new pitches to accommodate family members.

Calcutt Stables

5.9 Staff from ORS visited the Calcutt Stables site in April/May 2014. At the time of the fieldwork there was evidence of some vacant pitches and 'pitch sitting'. Only 5 families were interviewed and they comprised 12 adults, 10 young children and 1 teenage child. There was no evidence of concealed households or over-crowding on the site.

Christian Place

5.10 Staff from ORS visited the Christian Place site in April/May 2014. At the time of the fieldwork the site was occupied by an extended family group living in 5 caravans with dayrooms. There were 5 adults and 3 children living on the site. There was no evidence of concealed households or over-crowding.

Field 7920

5.11 Staff from ORS visited the Field 7920 site in April/May 2014. At the time of the fieldwork there were 2 vacant pitches. There were 14 households on the site comprising 25 adults and 14 children. Three households mentioned the need for more pitches in the future due to family expansion. There was no evidence of concealed households or over-crowding on the site.

Former Glenville Nurseries

5.12 Staff from ORS visited the Former Glenville Nurseries site in April/May 2014. At the time of fieldwork there were 7 households on the site comprising 14 adults, 8 teenage children and 18 young children. Five households weren't interviewed but a neighbour provided all relevant information. There is room for a further 6 or 7 pitches at the front of the site. There was no evidence of concealed households or over-crowding on the site.

Frampton Farm

5.13 Staff from ORS visited the Frampton Farm site in April/May 2014. At the time of fieldwork there were 3 households on the site comprising 6 adults, 5 teenage children and 3 young children. Further site visits and discussions with planning agents confirmed that the remaining 8 pitches which have planning permission will be implemented within the required timescales. There was no evidence of concealed households or over-crowding on the site.

Hicks Leaze

5.14 Staff from ORS visited the Hicks Leaze site in April/May 2014. At the time of fieldwork the site was vacant and were no signs of recent occupation. The site has permission for 1 pitch and 1 caravan.

Land adjacent to Hisomley Farmhouse

5.15 Staff from ORS visited the Land adjacent to Hisomley Farmhouse site in April/May 2014. At the time of fieldwork there was 1 family living on the site comprising 3 adults and no children. The owner wants 2 additional pitches on the site for his son and daughter and there is room to accommodate this. There was no evidence of concealed households or over-crowding on the site.

Land adjacent to West Wiltshire Crematorium

5.16 Staff from ORS visited the Land adjacent to West Wiltshire Crematorium site in April/May 2014 but were unable to speak with all of the residents living on the site. A follow-up visit was made which identified that in addition to the 3 permitted households, there were a further 6 households living on the site. In total these comprised 15 adults, 13 young children and 7 teenage children. In addition it was identified that an additional family member living in bricks and mortar is seeking to move to the site to receive care from family members. Although there was evidence of concealed households and doubling up on the site there was no evidence of over-crowding, the site is large enough to accommodate the additional units. The site visit also identified the need for up to 4 additional pitches for older teenage children who are likely to get married during the first 5 years of the study period.

Hedgerow Stables

5.17 Staff from ORS visited the Hedgerow Stables site in April/May 2014. At the time of fieldwork there was 1 adult living on the site and no children. There was no evidence of concealed households or over-crowding on the site.

Land adjoining Swindon and Cricklade Railway

5.18 Staff from ORS visited the Land adjoining Swindon and Cricklade site in April/May 2014. However no contact was made with the residents of the site and interviewers were unable to ascertain details of the occupiers from other sources.

Land at Capps Lane

5.19 Staff from ORS visited the Land at Capps Lane site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 2 adults and no children. They currently have no electricity and a drainage problem which they're trying to resolve. There was no evidence of concealed households or over-crowding on the site.

Land at Four Oaks

5.20 Staff from ORS visited the Land at Four Oaks site in April/May 2014. At the time of fieldwork there were 2 families on the site comprising 9 adults and 2 young children. The owner of the site has planning permission for an additional 10 pitches for his family to move onto in the future. There was no evidence of concealed households or over-crowding on the site.

Land at Greenfield View

5.21 Staff from ORS visited the Land at Greenfield View site in April/May 2014. At the time of fieldwork there were 2 households on the site comprising 7 adults and 4 young children. One of the residents expressed a desire to live in a bungalow on the site due to ill health. There was no evidence of concealed households or over-crowding on the site.

Land at junction of Frome Road and Poplar Tree Lane

5.22 Staff from ORS visited the Land at junction of Frome Road and Poplar Tree Lane site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 5 adults, 6 young children and 2 teenage children. There was evidence of 2 concealed households on the site and planning permission has been submitted for an additional 2 pitches to accommodate this need. There was also evidence of extended family living on the site but as planning permission has recently been submitted for additional pitches it has been assumed that this is sufficient to meet medium term need.

Land at Lower Westbury Road

5.23 Staff from ORS visited the Land at Lower Westbury Road site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 2 adults and 2 teenage children. The owner wants 2 additional pitches on the site for his son and daughter and there is room to accommodate this. There was no evidence of concealed households or over-crowding on the site.

Land at Orchard Paddock

5.24 Staff from ORS visited the Land at Orchard Paddock site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 4 adults and 2 young children. There was no evidence of concealed households or over-crowding on the site.

Land South of Four Winds, 81 Yarnbrook Road

5.25 Staff from ORS visited the Land South of Four Winds, 81 Yarnbrook Road site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 2 adults and no children. The owner of the site would like planning permission for an additional 2 pitches and dayrooms. There was no evidence of concealed households or over-crowding on the site.

Land South West of Bonnie Farm

5.26 Staff from ORS visited the Land South West of Bonnie Farm site in April/May 2014. At the time of fieldwork there was 1 adult living on the site and no children. The resident has 2 relatives who are currently travelling and expressed a wish for them to live permanently with him on the site. At this stage it has not been possible to establish the Traveller status of these relatives. There was no evidence of concealed households or over-crowding on the site and therefore no identified need for additional pitches.

Land West of Penn Farm

5.27 Staff from ORS visited the Penn Farm site in April/May 2014. At the time of fieldwork there was 1 family living on the site comprising 4 adults and 1 young child, whilst there was also 1 tourer on the site. There was evidence of 1 concealed household on the site and a need for 2 new pitches for the resident's expanding family.

Lansdowne

5.28 Staff from ORS visited the Lansdowne site in April/May 2014. At the time of fieldwork there was 1 family living on the site comprising 6 adults, 5 young children and 1 teenage child. There was no evidence of concealed households or over-crowding on the site but there is plenty of room for expansion.

Littleton Stables

5.29 Staff from ORS visited the Littleton Stables site in April/May 2014. At the time of fieldwork there was 1 family living on the site comprising 2 adults and no children. The owners are looking to extend the site and put on an extra unit. There was no evidence of concealed households or over-crowding on the site.

Melbourne View

5.30 Staff from ORS visited the Melbourne View site in April/May 2014. At the time of fieldwork there were 5 families on the site living in 11 caravans and 1 chalet and comprising 16 adults and 8 children. The site is over-crowded with little room for expansion. The site has permission for 10 caravans on 10 pitches so is also included under unauthorised sites.

Pudding Brook

5.31 Staff from ORS visited the Pudding Brook site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 2 adults and no children. Their daughter-in-law cares for but doesn't live with them. There was no evidence of concealed households or over-crowding on the site.

Purdys Farm

5.32 Staff from ORS visited the Purdys Farm site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 4 adults and 5 young children. There was no evidence of concealed households or over-crowding on the site.

Rose Field Caravan Site

5.33 The planning permission for the Rose Field Caravan Site had not been implemented at the time of the site interviews. However the Council have indicated that they have received no information to suggest that the site will not be in operation within the required time periods.

Sand Pit Lane Dilton Marsh

5.34 The Sand Pit Lane Dilton Marsh site was vacant at the time of the site interviews.

The Paddock

5.35 Staff from ORS visited The Paddock site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 1 adult and 2 teenage children. There was no evidence of concealed households or over-crowding on the site.

The Paddocks

5.36 Staff from ORS visited The Paddocks site in April/May 2014. However no contact was made with the residents of the site and interviewers were unable to ascertain details of the occupiers from other sources.

The Stables

5.37 Staff from ORS visited The Stables site in April/May 2014. However no contact was made with the residents of the site and interviewers were unable to ascertain details of the occupiers from other sources.

Private Sites with Temporary Permission

Land opposite 6 Hawkridge Road

5.38 Staff from ORS visited the Land opposite 6 Hawkridge Road site in April/May 2014. However no contact was made with the residents of the site and interviewers were unable to ascertain details of the occupiers from other sources.

The Caravan

5.39 Staff from ORS visited The Caravan site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 1 adult, 2 teenage children and 1 young child. There was no evidence of concealed households or over-crowding on the site.

Tolerated Sites – Long-Term without Planning Permission

Ernies Yard

5.40 Staff from ORS visited the Ernies Yard site in April/May 2014. At the time of fieldwork there were 2 households on the site comprising 2 adults and no children. The owner of the site would like planning permission for an additional 2 permanent pitches. There was no evidence of concealed households or over-crowding on the site. There was also one non-Gypsy and Traveller household on the site.

Unauthorised Sites

Adjacent to 46 Chelworth Road

5.41 Staff from ORS visited the Chelworth Road site in April/May 2014. At the time of fieldwork there were 6 households on the site comprising 10 adults, 3 young children and 2 teenage children. Only the owner of the site was interviewed but he provided information on all households.

Land adjacent to 27 Restrop Road

5.42 The Land adjacent to 27 Restrop Road site was vacant at the time of the site interviews. However the July 2014 Caravan Count showed there to be one occupied caravan on the site.

Melbourne View (also authorised pitches)

5.43 Staff from ORS visited the Melbourne View site in April/May 2014. At the time of fieldwork there were 5 households on the site living in 11 caravans and 1 chalet and comprising 16 adults and 8 children. The site only has permission for 10 caravans and is overcrowded.

Travelling Showpeople

Private Yards with Permanent Permission

Land opposite the Laurels

5.44 Staff from ORS visited the Land opposite the Laurels yard in April/May 2014. At the time of fieldwork there were 7 households on the yard comprising 13 adults and 4 young children. There was evidence of 2 concealed households on the yard.

The Old Station Yard

5.45 The Old Station Yard was vacant at the time of the site interviews, and had been for some time according to occupiers of neighbouring properties.

East HMA

Private Sites with Permanent Permission

Specks Caravan Site

5.46 Staff from ORS visited the Specks Caravan Site in April/May 2014. At the time of fieldwork there was 1 family on the site comprising 3 adults and 2 young children. They currently live in a wooden chalet but would like to upgrade to a brick bungalow in the future. There was no evidence of concealed households or over-crowding on the site.

Travelling Showpeople

Tolerated Yards – Long-Term without Planning Permission

Land adjacent Nursteed Park

5.47 Staff from ORS visited the Land adjacent Nursteed Park yard in April/May 2014. At the time of fieldwork there were 2 families on the yard comprising 9 adults, 5 young children and 3 teenage children. There are concerns that the yard owners may wish to sell the land which would mean the residents would have nowhere to go. There was no evidence of concealed households or over-crowding on the yard.

South HMA

Public Sites

Dairyhouse Bridge Gypsy Site

5.48 Staff from ORS visited the Dairyhouse Bridge Gypsy Site in April/May 2014. At the time of fieldwork there were 4 vacant pitches as a result of site improvement works that were being undertaken. There were 15 households on the site comprising 17 adults and 8 young children. One household wasn't interviewed but a neighbour provided all relevant information. Some households mentioned that the site needs improving and that there are issues surrounding rats and rubbish. There was no evidence of concealed households or over-crowding on the site. There was also one non-Gypsy and Traveller household on the site and one resident who would like to move to bricks and mortar.

Lode Hill Gypsy Site

5.49 Staff from ORS visited the Lode Hill Gypsy Site in April/May 2014. At the time of fieldwork there were 4 vacant pitches as a result of site improvement works that were being undertaken. There were 5 households on the site comprising 9 adults, 4 young children and 3 teenage children. One of the families wishes to move into bricks and mortar accommodation. There was no evidence of concealed households or over-crowding on the site.

Oak Tree Field Gypsy Site

5.50 Staff from ORS visited the Oak Tree Field Gypsy Site in April/May 2014. At the time of fieldwork there were 3 vacant pitches as a result of site improvement works that were being undertaken. There were 27 households on the site comprising 34 adults, 18 young children and 7 teenage children. Many households mentioned that the site needs improving and that there are issues surrounding rats and rubbish. There was evidence of 2 concealed households on the site. There was also one non-Gypsy and Traveller household on the site.

Private Sites with Permanent Permission

Braemar

5.51 Staff from ORS visited the Braemar site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 7 adults and 2 young children. They want more space in the future to take into consideration their expanding family. There was evidence of 1 concealed household on the site. The owners would like planning permission to replace their chalet with a brick bungalow.

Dillions Farm

5.52 Staff from ORS visited the Dillions Farm site in April/May 2014. At the time of the fieldwork there were 2 families living on the site comprising 4 adults and 4 young children. There was no evidence of concealed households or over-crowding on the site. The site only has permission for 1 pitch and 1 caravan so is also included under unauthorised sites.

Llamedos

5.53 Staff from ORS visited the Llamedos site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 3 adults, 2 teenage children and 1 young child. The family reported that they are occasionally harassed by locals and have no electricity. There was no evidence of concealed households or over-crowding on the site.

Tricky's Paddock

5.54 Staff from ORS visited the Tricky's Paddock site in April/May 2014. At the time of the fieldwork there was 1 adult living on the site and no children. There was no evidence of concealed households or over-crowding on the site.

79 Southampton Road (also temporary pitches)

5.55 Staff from ORS visited the 79 Southampton Road site in April/May 2014. However no contact was made with the residents of the site and interviewers were unable to ascertain details of the occupiers from other sources.

Private Sites with Temporary Permission

79 Southampton Road

5.56 Staff from ORS visited the 79 Southampton Road site in April/May 2014. However no contact was made with the residents of the site and interviewers were unable to ascertain details of the occupiers from other sources.

Badgers Rest

5.57 Staff from ORS visited the Badgers Rest site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 2 adults and no children. There was no evidence of concealed households or over-crowding on the site.

Tolerated Sites – Long-Term without Planning Permission

Blandford Road

5.58 Staff from ORS visited the Blandford Road site in April/May 2014. At the time of the fieldwork there was 1 adult living on the site and no children. There was no evidence of concealed households or over-crowding on the site.

Dean Road

5.59 Staff from ORS visited the Dean Road site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 4 adults and 4 young children. There was no evidence of concealed households or over-crowding on the site.

Hart Hill

5.60 The Hart Hill site was vacant at the time of the site interviews.

Little Acre

5.61 Staff from ORS visited the Little Acre site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 4 adults and 1 young child. There was no evidence of concealed households or over-crowding on the site.

Viney Ridge

5.62 Staff from ORS visited the Viney Ridge site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 3 adults and no children. The family do not want to be classed as travellers and they live in a bungalow. There was no evidence of concealed households or over-crowding on the site.

Unauthorised Sites

Dillions Farm (also authorised pitches)

5.63 Staff from ORS visited the Dillions Farm site in April/May 2014. At the time of the fieldwork there were 2 families living on the site comprising 4 adults and 4 young children. There was no evidence of concealed households or over-crowding on the site.

Hillbilly Acre (formerly Avonview)

5.64 Staff from ORS visited the Hillbilly Acre site in April/May 2014. At the time of the fieldwork there was 1 family living on the site comprising 9 adults, 3 teenage children and 2 young children. There was evidence of 1 concealed household on the site. It is understood from the Council that a notice has been served on the occupiers of the site to clear the site of all caravans and structures with a final date of February 2015.

Travelling Showpeople

Private Yards with Permanent Permission

Porton Road

5.65 Staff from ORS visited the Porton Road yard in April/May 2014. At the time of the fieldwork there were 6 households living on the yard comprising 11 adults, 7 young children and 2 teenage children. One of the family's in particular is growing and will require more plots in the future. Whilst there was no evidence of concealed households or over-crowding, a review of planning conditions for the yard indicates that it only has permission for one mobile home to be occupied on a permanent basis. As such there is a breach of planning conditions and evidence of 5 additional households that are occupying the yard on a permanent basis.

Southampton Road

5.66 Staff from ORS visited the Southampton Road yard in April/May 2014. At the time of the fieldwork there was 1 family living on the yard comprising 8 adults and 3 young children. There was no evidence of concealed households or over-crowding on the yard.

Summary of Site Demographics - Wiltshire

5.67 The table below provides a summary of the site resident demographics for Wiltshire as a whole that were identified during the site visits. For those sites where it was possible to record demographics of residents there were a total of 203 families, 377 adults, 213 young children and 66 teenage children. This equates to 57% adults and 43% children and teenagers.

Figure 11
Sites Demographics in Wiltshire

Site	Families	Adults	Young Children	Teenagers
Public Sites				
Dairyhouse Bridge Gypsy Site, Salisbury	14	17	8	0
Fairhaven Gypsy Site, Westbury	7	9	0	3
Lode Hill Gypsy Site, Downton	6	9	4	3
Oak Tree Field Gypsy Site, Odstock Road	24	34	18	7
Thingley Gypsy Site, Chippenham	22	32	42	4
Private Sites				
Bonnie Farm, Bratton	10	13	3	3
Bournelake Park, Cricklade	5	9	4	2
Braemar, Coombe Bissett	3	8	2	0
Bridge Paddocks, Minety	2	7	3	0
Calcutt Stables, Calcutt	2	12	10	1
Christian Place, Kington Langley	5	5	3	0
Dillions Farm, East Grimstead	3	6	4	0
Field 7920, Minety	8	23	12	2
Former Glenville Nurseries, Royal Wootton Bassett	7	14	18	8
Frampton Farm, Sutton Benger	3	6	3	5
Hicks Leaze, Cricklade	0	0	0	0
Land adjacent to Hisomly Farmhouse, Dilton Marsh	1	3	0	0
Land adjacent to West Wiltshire Crematorium, Semington	9	15	13	7
Hedgerow Atables, Bratton	1	1	0	0
Land adjoining Swindon and Cricklade Railway, Blunsdon				
Land at Capps Lane, Bratton	1	2	0	0
Land at Four Oaks, Lydiard Millicent	2	9	2	0
Land at Greenfield View, Leigh	2	7	4	0
Land at junction Frome Road and Poplar Tree Lane, Southwick	1	5	6	2
Land at Lower Westbury Road, Bratton	1	2	0	2
Land at Orchard Paddock, Christian Malford	1	4	2	0
Land south of Four Winds, West Ashton	1	2	0	0
Land south west of Bonnie Farm, Bratton	1	1	0	0
Land west of Penn Farm, Bratton	1	4	1	0

Lansdowne, Semington	1	6	5	1
Littleton Stables, Littleton Semington	1	2	0	0
Llamedos, West Dean	1	3	1	2
Melbourne View, Brinkworth	11	16	8	0
Pudding Brook, Chippenham	1	2	0	0
Purdys Farm, Braydon	2	4	5	0
Rose Field Caravan Site, Hullavington				
Sand Pit Lane, Dilton Marsh				
Specks Caravan Park, Clench Common	1	3	2	0
The Paddock, Startley	2	1	0	2
The Paddocks, Hook				
The Stables, Calcutt				
Trickey's Paddock, Whiteparish	1	1	0	0
79 Southampton Road, Salisbury				
Private Sites with Temporary Planning Permission				
79 Southampton Road, Salisbury				
Badgers Rest, Salisbury	1	2	0	0
Land opposite 61 Hawkridge Road, Heywood				
The Caravan, Wootton Bassett	1	1	1	2
Unauthorised Sites - Tolerated				
Blandford Road, Coombe Bissett	1	1	0	0
Dean Road, East Grimstead	3	5	4	0
Ernies Yard, Warminster	1	4	4	0
Hart Hill, Semley				
Little Acre, Coombe Bassett	1	4	1	0
Viney Ridge	1	3	0	0
Unauthorised Sites – Not Tolerated				
Adjacent to 46 Chelworth Road, Cricklade	6	10	3	2
Dillions Farm, East Grimstead	See Above			
Hillbilly Acre (formerly Avonview), Alderbury	5	9	2	3
Land adjacent to 27 Restrop Road, Purton				
Melbourne View, Brinkworth	See Above			
Travelling Showpeople Yards				
Land opposite The Laurels, North Bradley	7	13	4	0
Porton Road, Amesbury	6	11	7	2
Southampton Road, Salisbury	4	8	4	0
The Old Station Yard, Dauntsey Lock	0	0	0	0
Land adjacent to Nursteed Park, Devises	2	9	5	3
TOTAL	**203**	**377**	**213**	**66**

Summary of Site Demographics – North and West HMA

5.68 The table below provides a summary of the site resident demographics for the North and West HMA that were identified during the site visits. For those sites where it was possible to record demographics of residents there were a total of 126 families, 244 adults, 151 young children and 46 teenage children. This equates to 55% adults and 45% children and teenagers.

Figure 12
Sites Demographics in North and West HMA

Site	Families	Adults	Young Children	Teenagers
Public Sites				
Fairhaven Gypsy Site, Westbury	7	9	0	3
Thingley Gypsy Site, Chippenham	22	32	42	4
Private Sites				
Bonnie Farm, Bratton	10	13	3	3
Bournelake Park, Cricklade	5	9	4	2
Bridge Paddocks, Minety	2	7	3	0
Calcutt Stables, Calcutt	2	12	10	1
Christian Place, Kington Langley	5	5	3	0
Field 7920, Minety	8	23	12	2
Former Glenville Nurseries, Royal Wootton Bassett	7	14	18	8
Frampton Farm, Sutton Benger	3	6	3	5
Hicks Leaze, Cricklade	0	0	0	0
Land adjacent to Hisomly Farmhouse, Dilton Marsh	1	3	0	0
Land adjacent to West Wiltshire Crematorium, Semington	9	15	13	7
Hedgerow Stables, Bratton	1	1	0	0
Land adjoining Swindon and Cricklade Railway, Blunsdon				
Land at Capps Lane, Bratton	1	2	0	0
Land at Four Oaks, Lydiard Millicent	2	9	2	0
Land at Greenfield View, Leigh	2	7	4	0
Land at junction Frome Road and Poplar Tree Lane, Southwick	1	5	6	2
Land at Lower Westbury Road, Bratton	1	2	0	2
Land at Orchard Paddock, Christian Malford	1	4	2	0
Land south of Four Winds, West Ashton	1	2	0	0
Land south west of Bonnie Farm, Bratton	1	1	0	0
Land west of Penn Farm, Bratton	1	4	1	0
Lansdowne, Semington	1	6	5	1
Littleton Stables, Littleton Semington	1	2	0	0
Melbourne View, Brinkworth	11	16	8	0
Pudding Brook, Chippenham	1	2	0	0

Purdys Farm, Braydon	2	4	5	0
Rose Field Caravan Site, Hullavington				
Sand Pit Lane, Dilton Marsh				
The Paddock, Startley	2	1	0	2
The Paddocks, Hook				
The Stables, Calcutt				
Private Sites with Temporary Planning Permission				
Land opposite 61 Hawkridge Road, Heywood				
The Caravan, Wootton Bassett	1	1	1	2
Unauthorised Sites - Tolerated				
Ernies Yard, Warminster	1	4	4	0
Unauthorised Sites – Not Tolerated				
Adjacent to 46 Chelworth Road, Cricklade	6	10	3	2
Land adjacent to 27 Restrop Road, Purton				
Melbourne View, Brinkworth	See Above			
Travelling Showpeople Yards				
Land opposite The Laurels, North Bradley	7	13	4	0
The Old Station Yard, Dauntsey Lock	0	0	0	0
TOTAL	**126**	**244**	**151**	**46**

Summary of Site Demographics – East HMA

5.69 Due to the small number of sites in the East HMA it is not possible to provide a breakdown of site demographics due to confidentiality thresholds. However in summary there are 55% adults and 45% children.

Summary of Site Demographics – South HMA

5.70 The table below provides a summary of the site resident demographics for the South HMA that were identified during the site visits. For those sites where it was possible to record demographics of residents there were a total of 74 families, 121 adults, 55 young children and 17 teenage children. This equates to 63% adults and 37% children and teenagers.

Figure 13
Sites Demographics in South HMA

Site	Families	Adults	Young Children	Teenagers
Public Sites				
Dairyhouse Bridge Gypsy Site, Salisbury	14	17	8	0
Lode Hill Gypsy Site, Downton	6	9	4	3
Oak Tree Field Gypsy Site, Odstock Road	24	34	18	7
Private Sites				
Braemar, Coombe Bissett	3	8	2	0
Dillions Farm, East Grimstead	3	6	4	0

Llamedos, West Dean	1	3	1	2
Trickey's Paddock, Whiteparish	1	1	0	0
79 Southampton Road, Salisbury				
Private Sites with Temporary Planning Permission				
79 Southampton Road, Salisbury				
Badgers Rest, Salisbury	1	2	0	0
Unauthorised Sites - Tolerated				
Blandford Road, Coombe Bissett	1	1	0	0
Dean Road, East Grimstead	3	5	4	0
Hart Hill, Semley				
Little Acre, Coombe Bassett	1	4	1	0
Viney Ridge	1	3	0	0
Unauthorised Sites – Not Tolerated				
Dillions Farm, East Grimstead	See Above			
Hillbilly Acre (formerly Avonview), Alderbury	5	9	2	3
Travelling Showpeople Yards				
Porton Road, Amesbury	6	11	7	2
Southampton Road, Salisbury	4	8	4	0
TOTAL	**74**	**121**	**55**	**17**

Bricks and Mortar Interview

5.71 Staff from ORS conducted a telephone interview with a member of the Gypsy and Traveller community currently living in bricks and mortar accommodation. The responded stated that they currently live in private rented accommodation that it not felt as suitable and meeting their accommodation needs due to support that is needed for health problems, and regularly stays with friends and family on sites to get the support that is needed.

5.72 As far as permanent accommodation needs are concerned the respondent stated that they would like a permanent pitch, as well as an additional pitch for family members to use over the winter months when they are not travelling, and to provide additional support for health problems. The respondent used to live on a pitch but was forced to sell it for due to personal circumstances.

6. Current and Future Pitch Provision

Pitch Provision

6.1 This section focuses on the extra pitch provision which is required by Wiltshire Council currently and to 2029. This includes both current unmet needs and needs which are likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources.

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

6.3 This section concentrates not only upon the total extra provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

6.4 To identify current and future need, the March 2012 CLG guidance 'Planning Policy for Traveller Sites' requires an assessment for current and future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. 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 for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below. The calculations will be completed for Wiltshire as a whole and then broken down by Housing Market Area. Separate calculations will also be completed for Gypsies and Travellers and for Travelling Showpeople.

Supply of Pitches

- Current vacant pitches.
- Pitches currently with planning consent due to be developed within the study period.
- Pitches vacated by people moving to housing.
- Pitches vacated by people moving from the study area.
- Pitches vacated due to the dissolution of households.

Current Need

6.5 Total current need, which is not necessarily the need for additional pitches because it may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting. For example potential in-migrants may already be included on a waiting lists, or households on a waiting list may already be living as a concealed household on a permitted site or on an unauthorised encampment in the area:

- Households on unauthorised sites for which planning permission is not expected.
- Concealed households.
- Households in B&M wishing to move to sites.
- Households on waiting lists for public sites.

Future Need

6.6 Total future need is the sum of the following three components. Again it is important to address issues of double counting as, for example, potential in-migrants may already be on a waiting list:

- Households living on sites with temporary planning permissions.
- New household formation.
- In-migration.

6.7 ORS will firstly provide the model as set out above for Gypsies and Travellers in Wiltshire and will then separately analyse the needs for the North and West HMA and the South HMA. Due to the very small number of sites and pitches it is not possible to provide a breakdown by the East HMA. A separate set of needs will be set out for Travelling Showpeople in Wiltshire as well as the possible need for additional transit provision in the study area.

Current Gypsy and Traveller Site Provision – Wiltshire

6.8 Planning records indicate that there are 90 authorised public pitches; 148 authorised private pitches; and 4 pitches with temporary planning permission in Wiltshire. In addition there are 27 pitches on unauthorised sites, 12 of which are tolerated.

Figure 14
Sites and Pitches in Wiltshire

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

6.9 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways of finding this is through:

- Current empty pitches
- New sites or site extensions which have already been granted permission, or are likely to gain planning permission in the foreseeable future, or sites which are likely to come back into use following refurbishment
- Pitches vacated by people moving to housing.

- Pitches vacated by people moving from the study area.
- Pitches vacated due to the dissolution of households.

6.10 Currently there are a total of 11 vacant pitches on public sites in Wiltshire – 4 at Lode Hill, 4 at Dairyhouse Bridge and 3 at Oak Tree Field. Planning permission has also been granted to provide an additional 8 pitches at Thingley Gypsy Site, 4 additional pitches at Oak Tree Field Gypsy site and 4 additional pitches at Odstock – whilst the pitches at Odstock will not be implemented until new transit provision has been identified, the Council are confident that this supply will be made available during the first 5 years of the study period so they are counted as supply. In addition there are 14 pitches on private sites which have been granted planning permission but have not yet been implemented at Rose Field and Frampton Park. This gives a potential **supply of 41 pitches** during the first 5 years of the study.

6.11 The site visits did identify a number of vacant pitches on private sites, but as these were on small family sites as opposed to larger commercial sites they cannot be counted as available supply.

6.12 There were 2 households identified on the public sites who said that they want to move to bricks and mortar accommodation and no evidence of pitches likely to be vacated by people moving from the study area.

Additional Pitch Provision: Current Need

6.13 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:

- Households on unauthorised developments for which planning permission is not expected.
- Concealed households.
- Households in bricks and mortar wishing to move to sites.
- Gypsy and Traveller households on waiting lists for public sites.

Current Unauthorised Developments

6.14 The study has identified 27 pitches on unauthorised developments in Wiltshire. Of these 12 are classified by the Council as tolerated (from a planning perspective) so do not therefore make up a component of current need. As such there are a **total of 15 pitches** on unauthorised developments that do make up a component of current need. Some are on sites with planning permission where planning conditions for the number of pitches or caravans have been breached.

6.15 A problem with many Gypsy and Traveller Accommodation Assessments is that they count all caravans on unauthorised sites as requiring a pitch in the area when in practice many are simply visiting or passing through, and some may be on sites that are tolerated for planning purposes. In order to remedy this, ORS' approach is to treat need as only those households on unauthorised sites already in the planning system (i.e. sites/pitches for which a planning application has been made), those otherwise known to the Local Authorities as being resident in the area or those identified through the household survey as requiring pitches.

6.16 Staff visited all 5 unauthorised sites and identified a total of 15 household groups who considered Wiltshire as their permanent place of residence and expressed a wish to move to a permanent pitch in Wiltshire. Whilst staff also visited pitches on tolerated sites, these are excluded from future need requirements (but included in calculations for new household formation).

Concealed Households

6.17 The household survey also sought to identify concealed households on authorised sites that require a pitch immediately. A concealed household is one who is living within another household and would wish to form their own separate family unit, but is unable to do so because of a lack of space on public or private sites. Site interviews identified a **total of 15 concealed or doubled households** in Wiltshire. Note also that concealed households on unauthorised sites are included as current need under that component of the study.

Bricks and Mortar

6.18 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of 278 Gypsy and Traveller households in Wiltshire.

6.19 As noted earlier, ORS went to **disproportionate** lengths to identify gypsies and travellers living in bricks and mortar and worked with stakeholders, Council officers and on-site interviewees to identify households to interview. This process has resulted in 1 contact to interview at the time of this report. In addition the site interviews identified 2 households from outside Wiltshire who would like to move to a site due to family connections in the area, although no contact details were forthcoming. A response received from the Town Council in Royal Wootton Bassett indicated that the respondent was aware of Gypsy and Traveller families living in bricks and mortar but when this was followed up it did not result in any households to interview. A follow-up visit to one of the sites also identified one household needing to move to a site to receive medical care from relatives. As such the study identifies 2 households wishing to move from bricks and mortar. Given that the study also identified 2 households who wish to move back to bricks and mortar from a site the **net movement is therefore nil**.

6.20 ORS would also note that in a number of recent studies undertaken, ORS has worked with national Gypsy and Traveller representatives to identify households in bricks and mortar. For a number of recent studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. The actual number who eventually took part in the surveys ranged from zero to six households per area, and a very small proportion of these wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing, most appear to be content to remain there and when provided with the opportunity by national representatives to register an interest in returning to sites, few choose to do so.

Waiting Lists

6.21 Wiltshire Council currently own and manage 5 permanent public sites. There is currently a refurbishment programme underway to rebuild these 5 sites and increase the capacity. The nature of this work has required the council to suspend allocations to pitches for the duration of these works to allow any vacated

pitches to become available to enable internal moves and phasing work to be completed with the minimum amount of disruption for the current residents. ORS have been advised by the Council that all of the additional pitches and current vacant pitches will be available for occupation within the first five years that this GTAA covers. There are currently 22 households on the waiting list for the public sites. Of these 10 have already been included as concealed/doubled-up households or as living on unauthorised sites. A further 5 households are living in properties or on sites outside of Wiltshire and are not in immediate need for a pitch. Of the 7 remaining households ORS were not made aware of any personal circumstances that would warrant immediate need for accommodation on a site in Wiltshire. This study therefore acknowledges that there are households on the waiting lists for public sites in Wiltshire, and that these households need to stay on the lists and wait for a pitch to become available.

Additional Pitch Provision: Future Need

6.22 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. There are three key components of future need. Total future need is the sum of the following:

- Households living on sites with temporary planning permissions.
- New household formation expected during the study period.
- Migration to sites from outside the study area.

Temporary Planning Permissions

6.23 There are currently 4 pitches on 4 sites in Wiltshire with temporary planning permission. This will be counted as additional need when calculating current and future pitch requirements.

New Household Formation

6.24 It is recognised that an important group for future pitch provision will be children and young adults from existing households who will wish to form their own households in future years. Historically studies of Gypsy and Traveller population have assumed a net growth in the population of 3.00% per annum. However, long-term trends indicate that the number of Gypsy and Traveller **caravans** on site has grown by 134% nationally in the past 34 years, which equates to a net growth of around 2.50% per annum. Unfortunately, no specific figures are available for Gypsy and Traveller **households**. However, the UK Census of Population 2011 and ORS' own national survey data both indicate the **population** of Gypsies and Travellers grows at a rate between 1.50% and 2.50% per annum.

6.25 More recently in a letter dated 26th March 2014 Brandon Lewis MP, the Parliamentary Under Secretary of State for the Department for Communities and Local Government, clarified the Government's position on household formation rates and stated:

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

3% growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'

6.26 While many GTAA studies undertaken by other companies have continued to use a net growth figure of 3.00%, we agree with the position being taken by CLG and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent.

6.27 The household survey for Gypsies and Travellers in Wiltshire indicates **43%** of the on-site population are children and teenagers. This is similar to the percentage of children and teenagers for the Gypsy and Traveller population in Wiltshire as a whole in the 2011 Census which was 42%, and higher that the percentage of children and teenagers for the population of Wiltshire as a whole from the 2011 Census which was 24%.

6.28 In the 2011 based interim ONS Population Projections the projected growth rate for the whole population of England is 0.83% per annum. A population where 35% are children a gives a new household formation rate of 1.50%. As such ORS considers it appropriate to allow for future projected household growth for the Gypsy and Traveller population in Wiltshire to occur at a rate proportionally higher than 1.50% based on the higher percentage of children that were identified during the site visits (**43%**). Therefore, an annual growth rate of **2.00%** has been used in this assessment. ORS do still consider that this is a generous rate that this will provide enough new pitches to accommodate all newly-forming households in Wiltshire, as well as any concealed households and those living in bricks and mortar, who may not have been identified in the survey, to have their future needs met.

6.29 Based on a new household formation rate of **2.00%** we estimate that a total of **97 additional pitches** will be required during the study period as a result of new household formation, assuming that each forming household will requires a pitch of its own. The private site with residents who have expressed a desire to move to bricks and mortar has not been included in the base for the calculation of new household formation.

6.30 Note that the base population for the calculation of new household formation excludes 4 pitches that were found to be occupied by non-Travellers. If these were to be occupied by Gypsies or Travellers the number of new household formations would rise by 1 to 98.

In-migration from outside Wiltshire

6.31 The most complicated area for a study such as this is to estimate how many households will require accommodation from outside the area. Potentially, Gypsies and Travellers could move to the Wiltshire area from anywhere in the country, or further afield. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration, which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.

6.32 Typically, ORS allow for a balanced level of migration. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identifies too low or too high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need.

6.33 This issue has been raised at a number of planning appeals and ORS have demonstrated that in order to include a component for net in-migration need there is also the requirement to identify where out-migration will occur from.

6.34 There are three main sources of out-migration. Historically, London has seen a loss of Gypsy and Traveller sites and this has seen population displaced to areas across the country. However, ORS are currently working with a number of London Boroughs including Camden, Lambeth, Bexley and also the London Legacy Development Corporation to undertake their GTAA's. In all cases the authorities have been advised by their Planning Inspectors to undertake these studies and to meet the needs identified before their Local Plans can be found to be sound. Therefore, the Planning Inspectorate is requiring London Boroughs to assess needs and provide sites, which should prevent, or significantly limit any future out-migration

6.35 The second potential source of out-migration is from local authorities with significant areas of green belt. A Ministerial Statement in July 2013 reaffirmed that:

> *'The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the green belt and other harm to constitute the 'very special circumstances' justifying inappropriate development in the green belt.'*

6.36 However, while this reaffirmation of policy states that green belt development is likely to be inappropriate, it does not remove the requirement for local authorities with green belt to assess their needs and to provide pitches. There is a requirement for local authorities who have difficulties in meeting their own local need in their own area to work with neighbouring authorities through the Duty to Cooperate process to have these needs met. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume a particular authority will meet the needs of another and instead any authority unable to meet their own needs should work with neighbours to meet these. This process is already well established in general housing provision.

6.37 The final main source of out-migration is from the closure of unauthorised sites and encampments. There are several well documented cased of large-scale movement of gypsies and travellers following enforcement action against unauthorised sites – Dale Farm being a good example.

6.38 In Wiltshire 2 households living on sites outside Wiltshire contacted ORS following the advert that was placed in Worlds Fair. Both expressed a wish to move to a site in Wiltshire due to a number of reasons including family connections. ORS understand that these households are not currently on a waiting list for a public site in Wiltshire, and as they are currently living on sites we do not identify them as in need for a pitch. Also as there are a number of vacant pitches on public sites ORS have **assumed nil net migration** for the purpose of this study. Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, ORS would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for the Council to have clear criteria-based planning policies in place for any new potential sites which do arise.

Overall Needs for Wiltshire

6.39 The estimated extra provision that is required now and for the plan period to 2029 will be **90 additional pitches** to address the needs of all identifiable households. This includes the existing households on unauthorised sites, sites with temporary planning permission, concealed households, movement from bricks and mortar and growth in household numbers due to new household formation.

Figure 15
Extra Pitches which are required in Wiltshire from 2014-2029

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty public pitches	-	11	-
Additional supply from unimplemented sites	-	14	-
Additional supply new sites	-	16	-
Total Supply		**41**	
Current Need			
Pitches on unauthorised developments	15	-	-
Concealed households	15	-	-
Net movement from bricks and mortar	0	-	-
Total Current Need	**30**		
Future Needs			
Pitches with temporary planning permission	4	-	-
Net migration	0	-	-
New household formation (2.00%)	97	-	-
Total Future Needs	**101**	-	
Total	**131**	**41**	**90**

Split to 2031 in 5 year Time Periods

6.40 In terms of providing results by 5 year time periods, ORS has assumed that all unauthorised pitches, those with temporary planning permissions and concealed households are addressed in the first 5 years. In addition new household formation is apportioned over time based on a compound net annual rate of 2.00%. The figure for 2014-19 is made up of 34 from concealed households, unauthorised sites and temporary planning permissions, and 29 from the new household formations, less the supply of 41 pitches.

Figure 16
Extra pitch provision in Wiltshire in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
Wiltshire	22	32	36	**90**

Overall Needs for North and West HMA

6.41 The estimated extra provision that is required now and for the plan period to 2029 in the North and West HMA will be **68 additional pitches** to address the needs of all identifiable households. This includes the existing households on unauthorised sites, sites with temporary planning permission, concealed households and growth in household numbers due to new household formation.

Figure 17
Extra Pitches which are required in North and West HMA from 2014-2029

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty public pitches	-	0	-
Additional supply from unimplemented sites	-	14	-
Additional supply new sites	-	8	-
Total Supply		**22**	
Current Need			
Pitches on unauthorised developments	8	-	-
Concealed households	13	-	-
Net movement from bricks and mortar	0	-	-
Total Current Need	**21**		
Future Needs			
Pitches with temporary planning permission	2	-	-
Net migration	0	-	-
New household formation (2.00%)	67	-	-
Total Future Needs	**69**	-	
Total	**90**	**22**	**68**

Split to 2031 in 5 year Time Periods

6.42 In terms of providing results by 5 year time periods, ORS has assumed that all unauthorised sites, those with temporary planning permissions and concealed households are addressed in the first 5 years. In addition new household formation is apportioned over time based on a compound net annual rate of 2.00%. The figure for 2014-19 is made up of 23 from concealed households, unauthorised sites and temporary planning permissions and 20 from the new household formations, less the supply of 22 pitches.

Figure 18
Extra pitch provision in the North and West HMA in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
North & West HMA	21	22	25	**68**

Overall Needs for South HMA

6.43 The estimated extra provision that is required now and for the plan period to 2029 in the South HMA will be **22 additional pitches** to address the needs of all identifiable households. This includes the existing households on unauthorised sites, sites with temporary planning permission, concealed households and growth in household numbers due to new household formation.

Figure 19
Extra Pitches which are required in South HMA from 2014-2029

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty public pitches	-	11	-
Additional supply from unimplemented sites	-	0	-
Additional supply new sites	-	8	-
Total Supply		19	
Current Need			
Pitches on unauthorised developments	7	-	-
Concealed households	2	-	-
Net movement from bricks and mortar	0	-	-
Total Current Need	9		
Future Needs			
Pitches with temporary planning permission	2	-	-
Net migration	0	-	-
New household formation (2.00%)	30	-	-
Total Future Needs	32	-	
Total	**41**	**19**	**22**

Split to 2031 in 5 year Time Periods

6.44 In terms of providing results by 5 year time periods, ORS has assumed that all unauthorised sites, those with temporary planning permissions and concealed households are addressed in the first 5 years. In addition new household formation is apportioned over time based on a compound net annual rate of 2.00%. The figure for 2014-19 is made up of 11 from concealed households, unauthorised sites and temporary planning permissions, and 9 from the new household formations, less the supply of 19 pitches.

Figure 20
Extra pitch provision in South HMA in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
South HMA	1	10	11	**22**

Overall Needs for East HMA

6.45 The estimated extra provision that is required now and for the plan period to 2029 in the East HMA will be for **no additional pitches** to address the needs of all identifiable households.

Needs for Plots for Travelling Showpeople

6.46 Planning records indicate that there are 4 Travelling Showpeople yards in Wiltshire with planning permission and 1 long-term tolerated unauthorised yard. Staff from ORS visited all of the yards during the fieldwork period. One yard had been abandoned – The Old Station Yard at Dauntsey Lock. However the advice provided by the Councils Planning Officers is that as the principle in law is that a planning permission cannot be abandoned and in the absence of any other permitted use, on the basis that the original permission was implemented (as appears to be the case according to aerial photos), this land would still retain its permitted use as a Travelling Showpeople yard.

6.47 There was evidence at Porton Road of unauthorised households living permanently on the yard. The yard only has planning permission for 1 unit to be occupied on a permanent basis but the yard visit identified that there were an additional 5 households from the extended family living permanently on the yard. In addition there was evidence of 2 concealed households from the extended family on the yard at The Laurels.

6.48 Due to the small number of yards and plots in Wiltshire, and also the specific family related circumstance of the yards where additional need has been identified, ORS would recommend that a formal calculation of current and future need for Travelling Showpeople is not appropriate for this purpose of this study. The reason for this is that it is unlikely that the current and future need from existing yards can be met from the potential supply at The Old Station Yard, even if this could be brought back into use.

Meeting the Needs of Travelling Showpeople by HMA

6.49 As set out in the above paragraphs due to the current circumstances for Travelling Showpeople that have been identified in this study, ORS recommend that the Council will need to address this need within each individual Housing Market Area in Wiltshire rather than relying on the supply of pitches at The Old Station Yard.

6.50 The main issue in the North and West HMA relates to addressing 2 concealed households at The Laurels. As the concealed households are part of a wider family unit it is felt unlikely that their need can be met at The Old Station Yard, should this be brought back in to use, and the Council should therefore consider whether expansion or intensification of The Laurels would be appropriate to meet this need. The Council do still need to consider bringing the plots at The Old Station Yard back into use should any future need from new Travelling Showpeople be identified in Wiltshire. The Council will also need to take into consideration any need that may arise from new household formation at this yard over the period covered by this study.

6.51 The main issue in the South HMA is addressing the needs of the 5 unauthorised households at Porton Road. Again as these unauthorised plots are occupied by members of a wider family group it is felt unlikely that this need can be met at The Old Station Yard and the Council should again consider whether expansion or intensification of the Porton Road yard would be appropriate to meet this need. The Council will also need

to take into consideration any need that may arise from new household formation at this yard over the period covered by this study.

6.52 As a note of advice from ORS in the East HMA the Council do need to be aware of the situation at the tolerated yard at Nursteed Park in Devises. Whilst there was no need identified, other than through new household formation, the residents currently rent their plots and do not own them. There were concerns raised about what would happen to the plots should the land be sold. This is a situation that the Council needs to monitor and may potentially need to address in future years. The Council will also need to take into consideration any need that may arise from new household formation at this yard over the period covered by this study.

Transit Site/Temporary Stopping Place Provision

6.53 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. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks.

6.54 An alternative to a transit site is a temporary stopping place. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.

6.55 The difference in services and facilities that need to be provided between a transit site and a temporary stopping place are set out in detail in the CLG publication *Designing Gypsy and Traveller Sites – Good Practice Guide*. In summary the services and facilities and other considerations for a transit site are very similar to planning and delivering a permanent site. For an temporary stopping place the Council needs to address the following key issues:

- Markings or barriers to encourage residents to park safely, allow access for emergency vehicles, and enable maximum use of the site in accordance with its intended capacity and fire safety standards.
- Regard must be given to the need to ensure a safe distance between trailers/caravans and other structures made of combustible materials. The advice of the Local Fire Officer must be sought during the planning of temporary topping places;
- The road to and from the site must be of sufficient quality and size to enable access onto and off the site by heavy vehicles such as trailers. There must be a clear barrier around the emergency stopping place to discourage unauthorised expansion of the site;
- It is essential for a cold water supply to be provided for the use of site residents which may be by use of water standpipe or bowser;
- Portaloos must be provided for the use of residents, with separate provision for men and women. There must be at least one portaloo for every four households on the site;
- It is essential for a sewerage disposal point to be provided; and
- Refuse disposal facilities should be provided.

6.56 Local Authorities and the Police have a number of powers available to them to deal with unauthorised encampments. These are set out in the CLG publication *Dealing with illegal and unauthorised encampments - A summary of available powers* that was published in August 2013.

6.57 Should trespassers refuse to adhere to a request to leave the land, sections 61- 62 of Criminal Justice and Public Order Act 1994 gives the police discretionary powers to direct trespassers to leave and remove any property or vehicles they have with them. Section 62A of the Act also allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan or transit site is available within the same Local Authority area (or within the county in two-tier Local Authority areas).

6.58 A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan and bricks and mortar housing is not a suitable alternative to a pitch.

6.59 Powers that are available to local authorities to deal with unauthorised encampments are set out in detail in the CLG publication and include:

- Temporary Stop Notices.
- Injunctions to protect private land.
- Licensing of caravan sites.
- Tent site licensing.
- Possession Orders.
- Interim Possession Orders.
- Local Byelaws.
- Power of local authority to direct unauthorised campers to leave land.
- Addressing obstructions to the Public Highway.
- Planning contravention notices.
- Enforcement Notices and Retrospective Planning.
- Stop Notices.
- Breach of Condition Notices.
- Powers of entry onto land.

6.60 Therefore, a public transit site both provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments.

6.61 Until recently the Council operated a transit site at Odstock, south of Salisbury which had 12 pitches. This recently closed for the refurbishment of the adjacent Oak Tree Field public site as part of the programme of works to improve Gypsy and Traveller provision in Wiltshire. Once the refurbishment is complete the Odstock transit site will reopen. However it is understood that the 12 pitches at the Odstock Transit Site have been included in the Wiltshire Core Strategy with a view to exploring options for a new site(s)

elsewhere in Wiltshire due to problems associated with having a transit site adjacent to a permanent site. Planning permission has already been granted to replace the 12 transit pitches with 4 permanent pitches when the new provision is identified.

6.62 Evidence provided by stakeholders and data from the Council showed that, whilst there has been a decrease in the number of unauthorised encampments, the Council's Highways Department still records between 80-90 each year, with the majority of these being described as short term and during the summer months. A large number of these are said to be New Travellers and Irish Travellers.

6.63 The Council keeps records of all unauthorised encampments reported to their Highways Team. From the period April 2012 – January 2014 there were 61 unauthorised encampments in the South HMA, 53 in the East HMA, and 35 in the North and West HMA. The majority of these encampments were recorded as being short term and on vacant land and car parks.

6.64 Wiltshire is on a major travelling route for Gypsies and Travellers visiting landmarks such as Stonehenge and events and festivals such as the Summer Solstice, Glastonbury, Stowe Fair and the Dorset Steam Fair. Stakeholders also agreed that main routes off the M4 and A4 are also used by Gypsies and Travellers when travelling to and from the south west of England.

6.65 Officers and wider stakeholders supported the need for the Council to explore options for transit provision of some kind and felt that this provision should be provided on the main arterial roads in a number of locations around the county. Some officers suggested that the north of the area is an ideal place for a transit site given that this area is particularly popular for Travellers.

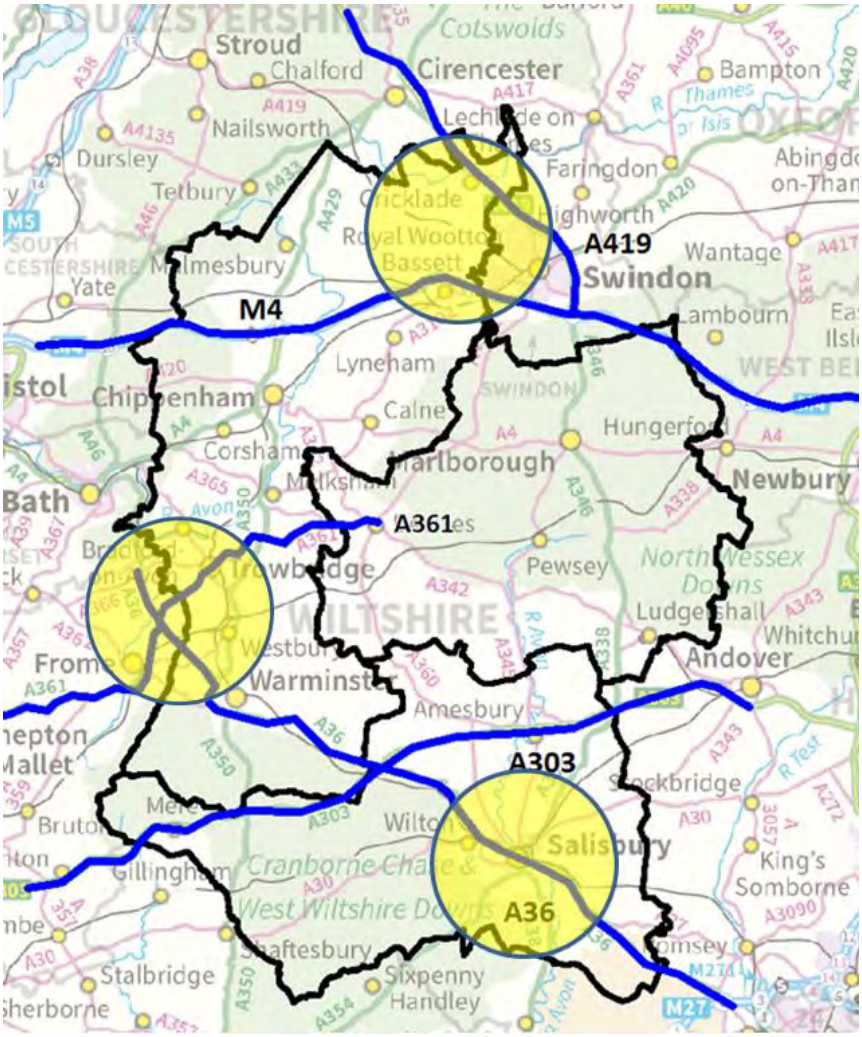
6.66 Some stakeholders felt that the Council should look to provide a network of temporary stopping places for Travellers who want somewhere to stop, sometimes for just 24 hours, without police interference but without the facilities and cost of a transit site. It was discussed whether a networked approach should involve cross boundary working with other authorities on the M4 to develop stopping places on this key route. However ORS feel that this is an issue that Wiltshire need to address as this is a Wiltshire issue. Under Section 62A of the Criminal Justice and Public Order Act 1994 the police can only move travellers on from unauthorised encampments if there are alternative pitches available within that local authority area. Therefore Wiltshire need to have transit provision in place to enable the police to use these powers.

6.67 Based on the evidence from the stakeholder interviews and the information on roadside encampments that is recorded by the Council the view of ORS is that transit provision is required in a number of areas in Wiltshire as in our view a single site would not meet this need and would result in ongoing problems with encampments. We would therefore recommend that the Council seek to provide a number of shorter-term temporary stopping places at locations across Wiltshire, and also to explore how best to meet the very short-term needs of those travelling to specific events and festivals.

6.68 The map overleaf shows the main travelling routes that were identified during the stakeholder interviews. 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.

6.69 ORS would also recommend, 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. Unauthorised 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.



7. Conclusions

Introduction

7.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Wiltshire. It focuses upon the key issues of current and future site provision for Gypsies and Travellers and also Travelling Showpeople.

Gypsy and Traveller Future Pitch Provision

7.2 Based upon the evidence presented in this study the estimated extra pitch provision required for Gypsies and Travellers to 2029 in Wiltshire is **90 additional pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area.

7.3 The table below shows the provision required by type of site in 5 year time periods to 2029. This is based upon addressing any current backlog of need where it arises in the next 5 years and then projecting forward household growth based upon a compound net annual rate of 2.00%.

Figure 23
Extra pitch provision in Wiltshire in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
Wiltshire	22	32	36	**90**

Transit Sites

7.4 A public transit site or emergency stopping places both provide a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments.

7.5 Based on evidence provided by stakeholders and data from the Council the view of ORS is that it would not be economically feasible for the Council to provide and manage more than one permanent Transit Site in Wiltshire. The evidence also shows that as transit provision is required in a number of areas and suggests that a single transit site would not meet this need and would result in ongoing problems with encampments elsewhere in Wiltshire. We would therefore recommend that the Council seek to provide a number of shorter-term stopping places at locations across Wiltshire, and also to explore how best to meet the very short-term needs of those travelling to specific events and festivals. As such it recommended that the Council to consider the provision of Emergency Stopping Places at locations near to Trowbridge, Salisbury and to the north of the county.

7.6 ORS would also recommend, 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. Unauthorised 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.

Travelling Showpeople Requirements

7.7 Due to the small number of yards and plots in Wiltshire, and also the specific family related circumstance of the yards where additional need has been identified, ORS recommend that a formal calculation of current and future need for Travelling Showpeople is not appropriate for this purpose of this study. The reason for this is that it is unlikely that the current and future need from existing yards can be met from the potential supply at The Old Station Yard, even if this could be brought back into use.

7.8 The main issue in the North and West HMA relates to addressing 2 concealed households at The Laurels. As the concealed households are part of a wider family unit it is felt unlikely that their need can be met at The Old Station Yard, should this be brought back in to use, and the Council should therefore consider whether expansion or intensification of The Laurels would be appropriate to meet this need. The Council do still need to consider bringing the plots at The Old Station Yard back into use should any future need from new Travelling Showpeople be identified in Wiltshire.

7.09 The main issue in the South HMA is addressing the needs of the 5 unauthorised households at Porton Road. Again as these unauthorised plots are occupied by members of a wider family group it is felt unlikely that this need can be met at The Old Station Yard and the Council should again consider whether expansion or intensification of the Porton Road yard would be appropriate to meet this need.

7.10 As a note of advice from ORS in the East HMA the Council do need to be aware of the situation at the tolerated yard at Nursteed Park in Devises. Whilst there was no need identified, other than through new household formation, the residents currently rent their plots and do not own them. There were concerns raised about what would happen to the plots should the land be sold. This is a situation that the Council needs to monitor and may potentially need to address in future years.

Stakeholder Engagement

7.11 As a result of the outcomes of the interviews with stakeholders ORS would recommend that the Council explore a range of opportunities in relation to Gypsies, Travellers and Travelling Showpeople.

7.12 Overall, the majority of those interviewed within Wiltshire felt that more provision is required, particularly in the south of the area. When asked about the types of sites that should be provided most supported the development of smaller private sites as opposed to larger private or public sites.

7.13 Wiltshire officers and wider stakeholders supported the provision of smaller transit sites or temporary stopping places. Information gathered through the stakeholder interviews suggests there is a lot of cross boundary movement, particularly with Hampshire. However, due to the lack of data offered by individual authorities and the absence of any data that has been collated using a 'joined-up' methodology, it is difficult to provide any conclusions, other than anecdotal evidence, on wider travelling patterns. Therefore, individual authorities continue to deal with transit issues in isolation to their neighbours.

7.14 It would be helpful if more cross boundary work was done to: share information on unauthorised encampments; develop a common protocol and methodology on collecting data on unauthorised encampments; track families travelling patterns across borders; develop and maintain a central database; and also record the extent to which unauthorised encampments require transit or permanent accommodation.

7.15 The majority of the neighbouring areas have completed a GTAA and at the time of interview were working towards meeting the identified pitch and plot requirements. The majority of the authorities are experiencing difficulties trying to provide accommodation and have other general issues. This presents a good opportunity to share methodologies and findings from their respective GTAAs and it would be useful to identify a platform in which to do so. Indeed, there are a number of cross border issues which could be explored, including:

- Sharing best practice on site management.
- Exploring the distribution of need across the region.

Appendix A: Gypsy and Traveller Sites in Wiltshire (July 2014)

Site	Site Reference	Number of G&T Pitches	Total Permitted Pitches
Public Sites			
Dairyhouse Bridge Gypsy Site, Salisbury	31	13	14
Fairhaven Gypsy Site, Westbury	52	7	7
Lode Hill Gypsy Site, Downton	32	10	10
Oak Tree Field Gypsy Site, Odstock Road	33	36	36
Thingley Gypsy Site, Chippenham	4	20	23
TOTAL PITCHES ON PUBLIC SITES		**86**	**90**
Private Sites with Permanent Permission			
Bonnie Farm, Bratton	54	10	10
Bournelake Park, Cricklade	5	15	15
Braemar, Coombe Bissett	36	2	2
Bridge Paddocks, Minety	16	2	2
Calcutt Stables, Calcutt	22	14	14
Christian Place, Kington Langley	8	4	4
Dillions Farm, East Grimstead	91	1	1
Field 7920, Minety	13	16	16
Former Glenville Nurseries, Royal Wootton Bassett	23	7	7
Frampton Farm, Sutton Benger	19	11	11
Hicks Leaze, Cricklade	89	1	1
Land adjacent to Hisomly Farmhouse, Dilton Marsh	60	1	1
Land adjacent to West Wiltshire Crematorium	56	3	3
Hedgerow Stables, Bratton	65	1	1
Land adjoining Swindon and Cricklade Railway	12	2	2
Land at Capps Lane, Bratton	62	1	1
Land at Four Oaks, Lydiard Millicent	7	11	11
Land at Greenfield View, Leigh	6	6	6
Land at junction Frome Road and Poplar Tree Lane	69	1	1
Land at Lower Westbury Road, Bratton	63	1	1
Land at Orchard Paddock, Christian Malford	9	1	1
Land south of Four Winds, West Ashton	78	1	1
Land south west of Bonnie Farm, Bratton	61	1	1
Land west of Penn Farm, Bratton	58	1	1
Lansdowne, Semington	53	1	1

Littleton Stables, Littleton Semington	57	1	1
Llamedos, West Dean	35	1	1
Melbourne View, Brinkworth	11	10	10
Pudding Brook, Chippenham	10	2	2
Purdys Farm, Braydon	17	2	2
Rose Field Caravan Site, Hullavington	20	6	6
Sand Pit Lane, Dilton Marsh	90	2	2
Specks Caravan Park, Clench Common	1	1	1
The Paddock, Startley	14	2	2
The Paddocks, Hook	98	2	2
The Stables, Calcutt	97	1	1
Trickey's Paddock, Whiteparish	41	1	1
79 Southampton Road, Salisbury	46	2	2
TOTAL PRIVATE PITCHES WITH PERMANENT PERMISSION		**148**	**148**
Private Sites with Temporary Permission			
79 Southampton Road, Salisbury	46	1	1
Badgers Rest, Salisbury	42	1	1
Land opposite 6 Hawkridge Road, Heywood	55	1	1
The Caravan, Wootton Bassett	18	1	1
TOTAL PRIVATE PITCHES WITH TEMPORARY PERMISSION		**4**	**4**
Tolerated Sites – Long-term without planning permission			
Blandford Road, Coombe Bissett	38	1	0
Dean Road, East Grimstead	45	3	0
Ernies Yard, Warminster	86	2	0
Hart Hill, Semley	44	2	0
Little Acre, Coombe Bassett	39	3	0
Viney Ridge, Figsbury	37	1	0
TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES		**12**	**0**
Unauthorised Developments			
Adjacent to 46 Chelworth Road, Cricklade	108	6	0
Dillions Farm, East Grimstead	91	5	0
Hillbilly Acre (formerly Avonview), Alderbury	48	2	0
Land adjacent to 27 Restrop Road, Purton	15	1	0
Melbourne View, Brinkworth	11	1	0
TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS		**15**	**0**
TOTAL PITCHES		**265**	**242**
NEW HOUSEHOLD FORMATION BASE (INCLUDING CONCEALED HOUSEHOLDS)		**280**	

Appendix B: Travelling Showpeople Yards in Wiltshire (July 2014)

Yard	Site Reference	Number of TSP Plots
Public Yards		
None		0
TOTAL PLOTS ON PUBLIC SITES		**0**
Private Yards with Permanent Permission		
Land opposite The Laurels, North Bradley	59	5
Porton Road, Amesbury	50	1
Southampton Road, Salisbury	49	1
The Old Station Yard, Dauntsey Lock	96	0[3]
TOTAL PRIVATE PLOTS WITH PERMANENT PERMISSION		**7**
Private Yards with Temporary Permission		
None		0
TOTAL PRIVATE PLOTS WITH TEMPORARY PERMISSION		**0**
Tolerated Yards – Long-term without planning permission		
Land adjacent to Nursteed Park, Devises	3	6
TOTAL PLOTS ON LONG-TERM TOLERATED PRIVATE YARDS		**6**
Unauthorised Developments		
None		0
TOTAL PLOTS ON UNAUTHORISED DEVELOPMENTS		**0**
TOTAL PLOTS		**13**

[3] There are 5 plots but the yard has been vacant for a number of years

Appendix C: Site Record Form

Gypsy & Traveller Accommodation Assessment – Site/Pitch Record *(Use an additional form if more than 4 caravans present on the pitch)*															
General Information															
Name of Local Authority	Wiltshire														
Date of Site Visit															
Time of Site Visit															
Name of Interviewer(s)															
Name/Address of Site/Yard															
Type of Site	Council / Social / Private / Unauthorised														
Plot/Pitch Number (if applicable)															
Planning Status	Full Permission / Temporary Permission / Unauthorised														
Number of Caravans on Pitch															
Number of other Buildings (include details)															
Family Demographics															
Caravan 1															
Name of Family	*If family not present note who provided the information*														
Ethnicity of Family	Romany Gypsy / Irish Traveller / Scots Gypsy or Traveller / Show Person / New Traveller / English Traveller / Welsh Gypsy / Non Traveller (specify)														
How long have they lived here?															
Person 1		Person 2		Person 3		Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age
Concealed Households?	Yes / No Detail (including assessment of over-crowding):														
Any future needs?															
Why do you like living here?															

Site/Pitch Plan	*Sketch of Site/Pitch – any concerns?*

Appendix D: Bricks & Mortar Adverts

Friends, Families of Travellers – May 2014



Opinion Research Services (ORS) is an independent research company with experience in carrying out **Gypsy and Traveller Accommodation Needs Assessments** across the country. These assessments must be carried out by every local authority to inform how many new pitches and sites will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site/yard or live in bricks and mortar and would prefer to live on a site/yard in any of the following areas: Birmingham; Bracknell Forest; the Fylde Coast (Blackpool, Fylde and Wyre); Hambleton, Hinckley and Bosworth; North Herts South Norfolk; Eastleigh and Southampton; Hyndburn; South Norfolk; Wiltshire; Wokingham; Windsor and Maidenhead; Reading and West Berkshire.

If you would like to speak to ORS about your accommodation needs, please contact Claire Thomas on (01792) 535337 or email Claire.Thomas@ors.org.uk.

World's Fair – May 2014

WORLD'S FAIR

Market Trader

Traders slam van ban

Market square fountain of foam

INSIDE

No. 5719 www.worldsfair.co.uk May 16 - 22, 2014 • £1.10



PAGE 7

Funfairs
Two from Gloucestershire



PAGE 24

Circus
Russell's Circus - Viva Latino



PAGE 29

Preservation
Ackworth Scammell spectacular

Stormy weather at Beaconsfield but the show goes on

By Desmond FitzGerald

This year's Beaconsfield Charter Fair, the 744th holding of the Buckinghamshire's Old Town event, took place on May 10, which this year fell on a Saturday. Once more there were some surprises, with several new rides, shows and kiosks across the fair's four 'Ends' (roads) that radiate from the central roundabout.

However, once again there were gaps across the fair, especially in the London and Aylesbury Ends, with both the forecast stormy weather, with gusting winds, and the fear of losing a better weekend's business elsewhere due to steadier business in recent years at Beaconsfield.

Nonetheless, there were showmen who showed confidence in the historic fair by returning, including Robert & Alf Smith who brought their very rare Eyerly Loop O Plane, a small but neat direct-drive version of the Dive Bomber, to the Wycombe End, near the roundabout.

This position has seen several varied rides over the years and the Loop O Plane proved as capable as any and surprisingly quicker than most. That it was lower in height than the traditional Dive Bombers and significantly lower than the newer Booster types worked to its advantage here.

The windy conditions that swept the country on Friday and were set to continue throughout the weekend meant that Bridget Burton's Booster was unable to pull on. It was standing by in the nearby Borough Green showmen's yard awaiting the wind to die down. It never did and the ride had to be replaced on its position in the London End, the highest point of the Buckinghamshire town, by James Burton's play centre.

While the wind did not physically curtail other rides at the fair, the many flags on John Irvin's Pit Stop kiosk and pick & mix sweet stall were flapping dramatically near the roundabout of the Aylesbury End all day. The wind did keep the rain away, except for intermittent showers, but also kept the teenagers away in the evening, with the families shortening their stay during the day.

The pull on, from Friday at 6.3pm, had otherwise run smoothly and almost like clockwork once again under chief steward for the Showmen's Guild London Section, David Amer, with his colleague stewards in hi-visibility uniform, Bill Pettigrove, Phillip Searle and London Section Vice Chairman John Edwards among them.

The later pull on of rides and attractions, with some arriving on the morning of Saturday's fair day, helped, but as ever there were still some locals' parked cars on ride positions that had to be moved.

As part of the legal and logistical duties of holding the fair, special road closure and diversionary signs were placed across the fair. It's an important consideration, with the adjacent M40 having its alternative route in an emergency through the roads used by the fair, so an extra diversionary route is needed.

The numbers of local residents of all ages who gather to witness the pull on grows annually, their ranks swelled by fairground enthusiasts drawn from across the country, along with Glos Paddison, as the official from Hall Barn Estates, the Charter Trustees, and Town Crier Dick Smith in full regalia. The Town Crier officially read out the Charter proclamation at each of the four Ends, ahead of the official possession of the streets from 6.30pm.

Harry Hebborn returned with his build up Dodgems in the London End for a second year, (where John Parish's Extreme and Reuben Bond's Wheel are usually seen). They arrived drawn by a new Foden 8-wheeler, shortly to be christened 'The Governor'

Continued on page 2



John Bomber Smith's Calypso back at Beaconsfield

Travelling Showpeople Accomodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out regular **Travelling Showpeople Accommodation Assessments**. We work for Councils across the UK to undertake this work to inform them how many new yards and plots may be needed in the future to meet the needs of Travelling Showpeople.

As part of this work ORS would like to speak to any Travelling Showpeople who are looking to move to a new yard, or who are currently living in bricks and mortar and would prefer to live on a yard. We are particularly interested in speaking with Showpeople from the following areas:

Birmingham, Blackpool, Bracknell, Eastleigh, Fylde, Maidenhead, Reading, Southampton, South Norfolk, West Berkshire, Wiltshire, Windsor and Wokingham.

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact **Claire Thomas** on **01792 535337** or email claire.thomas@ors.org.uk

Appendix E: Additional Stakeholder Comments

Community Cohesion

Most officers were of the view that the settled community will express concern over the development of a new site, however small. However, long established sites are said to be well integrated. Two officers felt that the settled community's negative stereotypes are reinforced by the media. In order to combat these negative perceptions and stereotypes the Traveller Support Service undertakes cultural training in schools, colleges and Universities. An officer praised the work of the liaison officers who have reportedly built up a good relationship with the Gypsy and Traveller community.

However, two officers noted that some Travellers want to separate themselves from the rest of the community and have erected high fencing and walls – which doesn't help aid integration and can lead to mistrust within the settled community.

Site Criteria

Three officers commented on site criteria and were of the view that when determining the outcome of a site application – they would look at sustainability issues such as proximity to schools, GP surgeries shops, schools and road networks.

Officers acknowledged that this criterion does not always reflect the wish of Travellers to be located away from the settled community. Therefore, it is felt that the edge of a village/town could be a compromise.

Employment

No major employment issues were raised. Gypsy and Travellers are said to be self-reliant and are either self-employed or working with other Travellers.

Education

Wiltshire has a Traveller Support Service which has responsibility for ensuring children from the Traveller community accesses education. Unfortunately, but similar to other areas of the country, the staffing numbers have been cut from twelve to six.

An officer explained that being made aware of children in the area is extremely important as parents will not necessarily know about the service and many will be content to home school their children. On the Council sites the Service are kept up to date by the site warden if there are any children present. However, an officer explained that this can be more difficult on private sites. Fortunately, the officer was not aware of problems accessing private sites.

The Traveller Support Service works with Swindon and will share information with education services in Hampshire and has recently been in touch with Berkshire, Surrey, Hampshire and Gloucestershire.

A representative of the travelling community and an elected member were of the view that educating the settled community about the nomadic lifestyle and the different cultures that exist within the community would be beneficial as many peoples view is based upon the negative portrayal of the travelling community in the media.

Health

There is a body of research which shows the health outcomes for Gypsies and Travellers are lower than that of the settled community. Poor accommodation, lifestyle and access to health services are contributory factors.

As aforementioned, the standard of accommodation in Wiltshire is variable and an officer referred to issues relating to damp caravans/mobile homes, insufficient heating, and lighting and bathroom facilities. Clearly, the investment in the public sites will improve accommodation and will result in improved health outcomes.

Access to health services continues to be an issue and an officer explained that although many Gypsy and Travellers are registered with their local GP they continue to visit the Accident and Emergency unit when in need. In the event that they do not visit or register with a GP they don't access preventative care such as immunisation programmes, screening programmes and health promotions which could actually improve their health rather than just responding to an episode of illness. For example, they don't access information about how to stop smoking, or how to access and use contraception.

Currently, nurses visit sites periodically and will also respond to particular incidents or issues such as the measles outbreak in late 2013. Public health worked with local surgeries to go into the community to offer vaccinations to those children and parents who hadn't had the vaccination.

A community organisation also runs the 'Blue Bus' which visits sites, particularly in the north of the county, to do health promotions.

Going forward, public health has developed a plan with health trainers who are going to be working with the Gypsy and Traveller community to provide health information, signposting, and will work with individuals over a period of time to look at their health protection needs and how to promote better health for them, such as how to tackle alcohol dependency.

1 EXECUTIVE SUMMARY

1.1 Aims & Objectives

1.1.1 Wiltshire County, North Wiltshire, West Wiltshire, Salisbury, Kennet and Swindon Councils formally commissioned David Couttie Associates (DCA) in February 2006 to carry out a Sub-Regional study of the accommodation needs and aspirations of Gypsies and Travellers who were housed in bricks and mortar housing or living on authorised or unauthorised sites within the study area.

1.1.2 The methodology developed for the Wiltshire and Swindon study was based on draft guidance for Gypsy and Traveller accommodation assessments, issued by ODPM in February 2006 and has built on DCA's experience of carrying out Gypsy and Traveller accommodation needs assessments in other areas.

1.1.3 The introduction to the Guidance states: "*The guidance aims to provide advice on carrying out an Accommodation Assessment of the accommodation needs of Gypsies and Travellers. It is not exhaustive or prescriptive. While it is recommended that the basic principles outlined here should be followed, the exact approach will need to be adapted to local circumstances.*"

1.1.4 This study was commissioned jointly by Swindon Borough and the five Wiltshire local authorities including the County Council. Guidance clearly recommends that Gypsy and Traveller Accommodation Assessments be carried out at a sub regional level in order to achieve:-

- A bigger sample and hence more accurate results, and a better understanding of needs across administrative boundaries;
- A better understanding of travelling patterns, particularly where they cross administrative boundaries;
- A common approach and consistency across the study area;
- Economies of cost and scale;
- Reduce the risk of double counting;
- Opportunities for local authorities to work together to devise a strategic approach to Gypsy and Traveller accommodation shortages and enforcement against unauthorised sites.

1.2 Methodology

1.2.1 The aim of the study was to conduct between 150 and 200 interviews with Gypsy and Traveller households across the study area. After consultation with the steering group and examination of the July 2006 Caravan Count, it was decided to set a quota for each local authority area based on the caravan count.

1.2.2 Community consultation was a key part of the methodology, ensuring that DCA gained the confidence of the community in both the process and results of the survey. Consultation included:

- Consultation with key community representatives, liaison officers and site staff on the questionnaire design;
- A Community liaison meeting a couple of weeks before interviews started to explain the purpose of the survey and enlist the support of community leaders and local staff in passing the word around;
- One to one contact between Mill Field Services, DCA's fieldwork partners, and local site mangers and Gypsy and Traveller liaison officers to arrange access to sites and introduce the interviewers on site;
- Letters and flyers distributed by local staff to all authorised sites in the week before the interviews started;
- Letters delivered to households in bricks and mortar accommodation by staff who already have contact with the housed Gypsy and Traveller community, two weeks before interviews started, inviting them to take part in the study.
- Feedback of the interim findings to the Community Liaison group after the first phase of fieldwork, to test the findings and gain community in-put into the methodology for phase 2 of the fieldwork.
- Consultation on the draft final report at a meeting with 63 community representatives and front line officers at the Corn Exchange in Devizes. This included distribution of summary reports in glossy and audio format. Additional comments were received from residents on private sites in Salisbury and Hay Lane site in Swindon.
- A seminar to feed back the findings to stakeholders and the community at the end of the project.

1.2.3 After consultation with the steering group it was decided that the fieldwork should be carried out in two phases. The first phase of fieldwork for the study focused on authorised sites and took place between Monday 10th and Sunday 23rd April 2006. The second phase of fieldwork focused on unauthorised developments and encampments and Gypsies and Travellers living in permanent bricks and mortar housing and took place between Monday 26th June and Sunday 9th July 2006. In total, 170 face to face interviews were carried out with Gypsies and Traveller households throughout the one unitary and four District local authority areas across Wiltshire & Swindon, including 20 in bricks and mortar accommodation and 8 on transit sites.

1.2.4 The estimated number of Gypsy and Traveller households within the study area was calculated from the Caravan Count. For authorised sites we took the number of caravans in July 2006 and divide that by the number of living units identified in the survey. 171 households were identified, including 124 on public authorised sites and 47 on private authorised sites. The number of households on unauthorised encampments and developments was derived from the survey data and the caravan count, by applying the number of living units per household identified on unauthorised sites within the study to the average number of caravans counted on unauthorised sites over the last three July counts.

1.2.5 On this basis, the response rate on Authorised sites was 68.4%. 25 interviews were achieved on unauthorised sites compared to an estimate of 21 households based on the July Caravan Count average for the last three years; more households were found during the fieldwork period than estimated on the basis of the caravan count.

Table 1-1 Number of households and response rate

	Estimated number of households		Number of interviews achieved	
	Authorised	Unauthorised	Authorised	Unauthorised
	Nos.	Nos.	Nos.	Nos.
North Wiltshire	55	11	47	12**
Kennet	0	0	0	0
West Wiltshire	12	0	10	0
Salisbury	64	0	37*	0
Swindon	40	10	23*	13**
Total	**171**	**21**	**117**	**25**

** Excluding 3 transit interviews in Salisbury and 5 transit interviews in Swindon*

***For the number of households living on unauthorised encampments and developments in these areas more interviews were carried out than households estimated on the basis of the 3 year average Caravan Count. Therefore the number of weighted households in Appendix V has been based on the actual number of interviews undertaken.*

1.2.6 Data from the survey was weighted to reflect the estimated number of Gypsy and Traveller households in the study area, as outlined in Table 1-1 above. The Caravan Count was used as the basis for this calculation, alongside data from the survey showing the number of caravans per household on both authorised and unauthorised sites within each local authority area. Further details of the weighting methodology can be found in appendix V of this report. Analysis of the findings for households living on sites within the study area is shown in section 3 of this report, all the data in this section is expressed as "numbers implied" from the survey.

1.2.7 24 transit pitches were identified within the study area, 12 on Odstock, a Local Authority transit site in Salisbury and 12 on Chiseldon Firs a Local Authority transit site in Swindon. We interviewed 8 households living on transit sites, 3 interviews from Odstock and the remaining 5 from the Chiseldon Firs site. The key findings are detailed in section 4 of this report, this data is not weighted. At the time of the study the Chiseldon Firs site was temporarily closed for normal transit occupation because of a group of tolerated trespassers on the site.

1.2.8 Mill Field Services achieved 20 interviews with households in bricks and mortar accommodation in the Wiltshire & Swindon study area. 11 interviews were carried out in Swindon, 4 in West Wiltshire, 3 in Salisbury and 2 in North Wiltshire. The findings relating to households living in bricks and mortar accommodation are found in section 6 of this report, this data is not weighted as there us no credible baseline from which to work.

1.2.9 Planning issues are addressed in section 7 of the report, following a review of the guidance on site search criteria and analysis of the survey findings.

1.2.10 The Gypsy and Traveller Accommodation model is detailed in section 8. The model follows Guidance and outlines the existing stock of pitches, the flow of vacancies and new planning approvals available to meet need, and the need arising from the backlog of overcrowded and new forming households, along with the need arising from those on unauthorised sites, and newly arising need from future family formation and temporary permissions due to expire by 2011.

1.2.11 Section 1 sets out the full recommendations from the survey.

1.3 Key Findings from the Survey

1.3.1 DCA asked about current accommodation circumstances:

1.3.1.1 DCA asked households living on sites where they currently live:

- 34.2% are in North Wiltshire, 32.7% in Salisbury, 27.0% in Swindon, and 6.1% in West Wiltshire;
- 117 interviews were achieved on authorised sites and 25 on unauthorised encampments and developments. A further 8 interviews were carried out with households living on authorised transit sites. (The 5 interviews on Chiseldon Firs transit site were with tolerated trespassers occupying the site);
- The survey data was then weighted to reflect the total known population of Gypsy and Traveller households living on permanent authorised and unauthorised sites within the study area. The total weighted household population, (excluding those on transit sites) was 196 households.

1.3.2 DCA asked households how many living units they have per household:

- This was generally higher on authorised than unauthorised sites (1.5 on authorised sites compared to 1.6 on unauthorised).

1.3.3 DCA asked whether this was the main base for the family:

- 97.6% of those on authorised sites, and 76.0% on unauthorised sites said this was their main base. Data suggested 6 households on unauthorised sites were not on their main base, and of those 1 said they were permanently travelling and 4 had no permanent stopping place elsewhere.

1.3.4 DCA asked about overcrowding and whether the home was adequate for the needs of the family:

- A detailed assessment of the level of overcrowding was not possible on the basis of the data received. However, the survey data did allow a comparison of the number of beds with the number of people in the household; and further secondary data analysis allowed an assessment of the pitch capacity on local authority sites. DCA have recommended further work, and a feasibility study to further examine the extent of overcrowding and possible solutions on existing sites.
- A basic over occupation calculation revealed that 21.0% (39 implied) of those living on sites were overcrowded;
- However, only 19 implied households indicated that their accommodation was inadequate because it was too small;
- Levels of adequacy overall were far higher on authorised sites (81.5%) than unauthorised sites (28.0%);
- In terms of inadequacy, problems focused on the lack of facilities on site, that the accommodation / site being too small, and poor facilities on sites.

1.3.5 DCA asked how well sites met the needs of households:

1.3.6 DCA asked about access to amenities on site:

- 86.2% have sole access to water supply and 88.6% to a WC. 8.7% had no access to water supply, and 36.8% have no Council rubbish collection service. All those without access to a water supply were living on unauthorised sites.

1.3.7 DCA asked about health and safety worries:

- Overall, 27.9% of households had health and safety worries (37.5% on unauthorised sites);
- Concerns focused on rats / vermin, lack of basic amenities and fire prevention issues.

1.3.8 DCA asked about general levels of satisfaction with the site:

- 47.4% said they were very satisfied, although this rose to 51.2% on authorised sites and was as low as 20.8% on unauthorised sites.

1.3.9 DCA asked about the good and bad things about where people lived:

- People could think of more good than bad things. The quality of the site and neighbours / other people living on the site were the most positive aspects. The bad things focused on the temporary nature of the accommodation, access to shops and access to doctors.

1.3.10 DCA asked about access to health and education services and facilities locally:

- 20 implied households living on sites were identified as having school age children not in school (27.0% of households with school age children). Over half of the children missing school lived on unauthorised sites. Overall site based children were more likely to be missing school than those in bricks and mortar accommodation;
- Problems focused on disrupted schooling because of mobility, problems getting a school place, and local hostility;
- 87.1% of site based households were registered with a doctor, compared to all of those in bricks and mortar accommodation. However 96.4% of those on authorised sites were registered compared to just 24.0% on unauthorised sites;
- 59.8% of site based respondents were registered with a dentist. However 66.3% of those living on an authorised site were registered with a dentist compared to only 16.0% of those living on an unauthorised site.

1.3.11 DCA asked about the needs of people with a disability:

- 30.4% of households included someone with a chronic illness and 12.1% had someone with a disability or long term illness (around 15% is typical in general housing needs assessments);
- Walking difficulties, mental health problems and asthmatic / respiratory problems were the main issues;

- 4 implied households identified themselves as needing adaptations to the home. Bath / toilet/ shower adaptations were the main needs identified;
- Only 2 implied households said they had adaptations to their home, the local authority had carried these out.

1.3.12 DCA asked about income and the affordability of site accommodation:

- Levels of declared income were low, 98.0% earned below £10,000. However only 25.0% of households responded to the income question;
- 60.4% of households said they receive financial support and 62% of households on authorised local authority sites receive housing benefit;
- 96.8% of households paid less than £50 per week for their site. About a quarter would be prepared to pay more for improved facilities on site.

1.3.13 DCA asked about travel patterns:

- 51.9% of the sample had lived in their current accommodation more than 5 years, all being on authorised sites;
- Only 20.1% of households had travelled in the last 12 months;
- Eviction / enforcement action accounted for 40.5% of movement and 29.7% of households travelled when work dried up (11 implied);
- Most households did not travel in large groups; 40.0% travelled as a single household and on average households travelled with 4.5 vehicles;
- The main reasons given for travelling included way of life, nowhere to settle and work;
- Those who had lived anywhere other than their current location were asked where they had previously lived. Nearly half had moved within the study area and could be considered "local".

1.3.14 DCA asked about future accommodation needs

1.3.15 DCA asked about the needs of existing households currently living on sites:

- 30 implied households had plans to move. The site not being permanent and eviction / enforcement action were the main reasons for moving;
- 5 implied households wanted to move but could not do so;
- Planned movement was not generally "local", i.e. only 29.9% (7 implied moving households) plan to remain in the study area;
- 5 implied movers planed to move to bricks and mortar accommodation.

1.3.16 We asked about the needs of concealed households currently living on sites:

- 27 implied individuals were identified, living within 20 implied existing households but needing independent accommodation;
- There was demand from 1 concealed household for bricks and mortar accommodation. 42.1% of concealed households want a local authority site;
- 73.3% of demand was for accommodation within the study area, with most planning to remain in the local authority area where they currently live.

1.3.17 DCA asked for views on ideal sites:

- Preference from respondents, living in site accommodation, was for smaller sites. 63.6% would prefer transit sites with less than 15 pitches and 67.4% would prefer permanent sites with less than 20 pitches. Whilst those households living in bricks and mortar accommodation would still prefer smaller transit sites (55% preferred less than 15 pitches), there was a preference for larger permanent sites with 57.8% preferring sites with over 20 pitches.

- 64.9% of Gypsy and Traveller households would prefer to live in the rural areas; a further 27.2% would prefer to live in a village;

- Preference is for mobile home accommodation (88.4%);

- Preference was for private site provision (81.6%);

- Preferences were for a location within the study area, with a high correlation between existing and ideal locations.

1.3.18 The need for transit sites:

- Transit sites are used to accommodate families moving through the district, to manage unauthorised camping in order to accommodate move on of vulnerable households following eviction;

- There are 24 authorised transit pitches in the study area; and 8 households were interviewed on transit pitches during the study;

- 4 households living on a transit site in Swindon had been there for more than a year and 3 households had no plans to move in the next 12 months; these families were tolerated trespassers and the site had been closed for normal transit use because of their occupation;

- All those living on a transit site described it as their main home although 1 had a base elsewhere;

- 4 households felt their accommodation was inadequate; 6 households had health and safety concerns;

- There is a need for around 24 households to be accommodated on transit pitches over a 12 month period. This would include households moving through the area and vulnerable households needing temporary accommodation following eviction;

- As there are already 24 transit pitches in the study area, the data suggests no need for additional provision. However, data on unauthorised camping suggests a concentration in North Wiltshire, while local staff report limited use of the Odstock transit site in Salisbury;

- The ability of existing transit sites to meet identified need will depend on turnover of pitches as existing households move on; the quality of site accommodation offered and management standards.

1.3.19 DCA asked about the needs of households living in bricks and mortar accommodation

- 20 households were interviewed in bricks and mortar accommodation. The data for this group has not been weighted, as the total number of households in bricks and mortar accommodation is not known;
- The majority of those interviewed were well settled, living in permanent accommodation, 50% (10) were renting from a social landlord, 30% (6) were owner-occupiers;
- Family size was marginally larger amongst families living in bricks and mortar accommodation (3.4) compared to those living on sites (3.0). 12 households (60%) in the sample included at least one member with a disability or long term illness, far higher than the site based sample;
- Only 1 household had travelled in the last 12 months, and none had any plans to move from their current home;
- 6 (30%) existing households from the bricks and mortar sample included a member needing independent accommodation in the next 3 years. 5 wanted to remain in bricks and mortar accommodation; one would prefer a site.

1.4 Key Recommendations and Action Plan

Recommendation	Action Points	Targets
New permanent pitch provision	Provide accommodation for 47 households across the Wiltshire and Swindon study area	By 2011
	Provide accommodation for 24 households in North Wiltshire, including 16 households currently living on Minety	By 2011
	Provide accommodation for 9 households in Salisbury	By 2011
	Provide accommodation for 7 households in West Wiltshire, including 6 currently living on Bonnie Park	By 2011
	Provide accommodation for 7 households in Swindon	By 2011
	Provide 82% of new pitches on private authorised sites	By 2011
	All new pitch approvals to accommodate 2 living units, where possible, plus space for an additional vehicles	On going 2006 – 2011
	Consideration to planning approvals that allow expansion of sites to accommodate growing families	On going 2006 – 2011

Recommendation	Action Points	Targets
Planning Policy	Make provision for identified needs through Local Development Frameworks	2007
	Develop site search criteria alongside a proactive approach to identifying suitable land for site development	2007
	Develop new sites with reference to Draft Guidance on Site Design (May 2007) and in consultation with the community	On going 2006 – 2011
	Monitor the level of new planning approvals against the recommendations of this report	Ongoing 2006 – 2011
	Develop a policy to provide support to Gypsy and Traveller households accessing the Planning System	2011
	Put in place systems to monitor the number of Gypsy and Traveller households in bricks and mortar accommodation	2007
	Carry out future Gypsy and Traveller Accommodation Assessments every 5 years	2011
Overcrowded and Concealed Households	Undertake a feasibility study to assess the options available to address overcrowding on individual sites	2008
Partnership working	Develop plans to ensure the Gypsy and Traveller community is part of future plans and strategies affecting them	2011
	Develop a Gypsy and Traveller strategy for the Wiltshire Districts, and separately for Swindon	2011
	Continue to develop links between the Gypsy and Traveller community and the education service	2011
	Develop a code of guidance to enable Gypsy and Traveller households to access adaptations to their homes	2011
	Develop financial options to enable Gypsy and Traveller households to access finance for site development in partnership with local RSLs	2011
Site management	Continue to support the existing site management structure led by a senior manager	2011
	Establish consistent monitoring of site management information across the study area	2007

1.5 Conclusions:

1.5.1 From the survey and from data collected from the local authorities within the study area, a need is emerging for additional new permanent site pitches across the study area. The survey results indicate that:

- There is a high level of turnover of pitches on authorised local authority sites, with local site management data showing noticeable peaks on Bonnie Park (West Wiltshire) and Oak Tree Fields (Salisbury); no new pitches are planned and there is a low level of new pitches approved through the planning system each year;
- There are waiting lists for sites across the study area and there is a backlog of need from households currently living on unauthorised developments or encampments within the study area;
- The survey data suggests there is some overcrowding within the study area, although Wiltshire County Council has no recorded complaints of overcrowding on the sites for which it is responsible, and further work is recommended to assess the extent of overcrowding and possible solutions on individual sites;
- The survey data also showed a backlog of concealed households seeking independent accommodation within the area;
- New family formation at 3.8% over the next 5 years is likely to continue adding pressure to demand.