



Dorset and Bournemouth, Christchurch & Poole (BCP)

Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report
August 2022



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Dorset Council, and Bournemouth, Christchurch and Poole Council (BCP) - The Councils.
- 1.2 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15-year period between 2022 and 2037, as required by the PPTS, and to 2038 to meet Local Plan Periods. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community living on all identified sites and yards. A total of 144 interviews were completed with Gypsies and Travellers (119 in Dorset and 26 in BCP), and 7 interviews were completed with Travelling Showpeople (all in Dorset) living on authorised and unauthorised sites and yards. Following efforts to identify households living in bricks and mortar it was possible to identify 6 households to interview (5 in Dorset and 1 in BCP). In addition, stakeholder engagement was undertaken and total of 10 telephone interviews were completed.
- 1.4 The fieldwork for the study was completed between June 2021 and January 2022. The baseline date for the study is January 2022 which was when the site interviews were completed¹.
- 1.5 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.6 Overall, the pitch needs for Gypsies and Travellers from 2022-2038 are set out below. Needs are set out for:
 - » Households that met the PPTS planning definition of a Gypsy or Traveller².
 - » Undetermined households³ where it was not possible to complete an interview (either due to site owners refusing access on to sites, individual households refusing to be interviewed, or households not being present despite 3 visits to each site or yard) who may meet the planning definition.

¹ Since the site baseline 2 sites in BCP have been granted a Certificate of Lawfulness, and 1 has been granted permanent planning permission – all were previously tolerated for planning purposes.

² See Chapters 2 and 3 for further details on the PPTS Planning Definition.

³ See Paragraph 3.28 for further information on undetermined households.

- » 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 may subsequently demonstrate that they meet it should be considered as need arising from the GTAA. Despite this, councils also have a responsibility to plan for the housing needs of their communities. This includes those people who identify as Travellers but do not meet the terms of the planning definition.
- 1.8 The need arising from households that met the planning definition may be addressed through site allocation/intensification/expansion Local Plan Policies.
- 1.9 The Councils will need to carefully consider how to address the needs associated with undetermined Travellers as this need may not have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Councils may 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 The Councils will need to decide how the needs from those households who did not meet the planning definition are addressed. Paragraph 61 of the National Planning Policy Framework (NPPF) July 2021 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.’*
- 1.11 It is recognised that the Councils are in the process of reviewing their Local Plans. As the plans are reviewed 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 each local authority due to data protection issues, the Councils have more detailed data to enable accurate Local Plan allocations to be made.

i) Dorset

- 1.12 There were 97 Gypsy or Traveller households identified in Dorset that met the planning definition; 64 households that did not meet the planning definition; and 10 undetermined households that may meet the planning definition.
- 1.13 The GTAA identifies a need for **113 pitches** for households that met the planning definition. This is made up of 48 unauthorised pitches; 11 concealed or doubled-up households or single adults; 3 movement from bricks and mortar; 25 from teenagers who will need a pitch of their own in the next 5 years; 5 from in-migration or roadside encampments; and for 29 from new household formation, using a formation

rate of 1.60% derived from the household demographics⁴. There is also supply from 3 vacant pitches on the public sites, and from 6 new pitches with planning permission at the Piddlehinton public site.

- 1.14 The GTAA identifies a need for **up to 4 pitches** for undetermined households. This is made up of 2 households on unauthorised developments; and 2 from new household formation using the ORS national formation rate of 1.50%.
- 1.15 Whilst not now a requirement to include in a GTAA, there is **a need for 36 households that did not meet the planning definition**. This is made up of 2 unauthorised pitches; 2 concealed or doubled-up households or single adults; 8 from teenagers who will need a pitch of their own in the next 5 years; 7 from households on sites with temporary planning permission; 1 from in-migration or roadside; and for 16 from new household formation, using a formation rate of 1.60% derived from the household demographics.

Figure 1 – Need for Gypsy and Traveller households in Dorset 2022-2038

Status	2022-2038
Meet Planning Definition	113
Undetermined	0-4
Do not meet Planning Definition	36

ii) Bournemouth, Christchurch and Poole

- 1.16 There were 16 Gypsy or Traveller households identified in Bournemouth, Christchurch and Poole that met the planning definition; 12 households that did not meet the planning definition; and 4 undetermined households that may meet the planning definition.
- 1.17 The GTAA identifies a need for **19 pitches** for households that met the planning definition. This is made up of 1 concealed or doubled-up household or single adult; 5 pitches from teenagers who will need a pitch of their own in the next 5 years; 5 from in-migration or roadside; and 8 pitches from new household formation, using a formation rate of 2.15% derived from the household demographics.
- 1.18 The GTAA identifies a need for **up to 2 pitches** for undetermined households. This is made up of 1 household on the waiting list for the public site in Poole and 1 household from new household formation using the ORS national formation rate of 1.50%.
- 1.19 Whilst not now a requirement to include in a GTAA, there is **a need for 8 households that did not meet the planning definition**. This is made up of 1 movement from bricks and mortar; 2 from teenagers who will need a pitch of their own in the next 5 years; and 5 from new household formation derived from the household demographics.

Figure 2 – Need for Gypsy and Traveller households in Bournemouth, Christchurch and Poole 2022-2038

Status	2022-2038
Meet Planning Definition	19
Undetermined	0-2
Do not meet Planning Definition	8

⁴ Further information of how new household formation rates have been calculated can be found in Chapter 5.

Plot Needs - Travelling Showpeople

- 1.20 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.
- 1.21 The need arising from households that met the planning definition may be addressed through yard allocation/intensification/expansion Local Plan Policies.
- 1.22 The Councils 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. In terms of Local Plan Policies, the Councils should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households that do provide evidence that they meet the planning definition.
- 1.23 Any need for households who did not meet the planning definition will need to be considered as part of general housing need. Despite this, councils also have a responsibility to plan for the housing needs of their communities. This includes those people who identify as Travellers but do not meet the terms of the planning definition. See Paragraph 1.10 for further details.

i) Dorset

- 1.24 There are 3 Travelling Showpeople yards in Dorset. It was possible to complete interviews with households on all of the yards. It was also possible to complete an interview with 1 household living in bricks and mortar. Overall, 10 households met the planning definition, 2 households did not meet the planning definition, and 2 households were undetermined.
- 1.25 The GTAA identifies a need for **13 plots** for households that met the planning definition, and this is made up of 2 concealed or doubled-up households or adults; 3 from teenagers who will be in need of a plot of their own in the next 5 years; 5 from households on yards with temporary planning permission; and 3 plots from new household formation, derived from the household demographics.
- 1.26 There was no need identified from the 2 households that did not meet the planning definition. However for the 2 households whose needs were undetermined, the GTAA identifies a need for **up to 3 plots** for households, and this is made up of 2 plots from households on yards with temporary planning permission, and 1 plot from new household formation.

Figure 3 – Need for Travelling Showpeople households in Dorset 2022-2038

Status	2022-2038
Meet Planning Definition	13
Undetermined	0-3
Do not meet Planning Definition	0

ii) Bournemouth, Christchurch and Poole

- 1.27 There are no Travelling Showpeople yards in Bournemouth, Christchurch and Poole so there is no current or future need for plots.

Figure 4 – Need for Travelling Showpeople households in Bournemouth, Christchurch and Poole 2022-2038

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

Transit Recommendations

- 1.28 There are currently 2 public transit sites in Dorset. The site at Piddlehinton has temporary permission for 25 transit pitches which expires in August 2023 (although it is currently closed due to COVID). There is also a seasonal transit site that operates for the Great Dorset Steam Fair which has 100 pitches.
- 1.29 As a result of the permanent and seasonal transit provision that is already in place in Dorset, the existence of private transit pitches on some sites in Dorset, and historically low numbers of encampments, it is not recommended that there is a need for any additional transit provision in Dorset at this time.
- 1.30 Whilst there are no transit sites in BCP, it is understood that these sites can be used by all Travellers, although the police cannot use their Section 62A powers to move people on from BCP to sites in Dorset.
- 1.31 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).
- 1.32 It is recommended that an annual review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken for both Dorset and BCP. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 1.33 In the short-term the Councils should continue to use their current approaches 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.negotiatedstopping.co.uk for further information.
- 1.35 Temporary stopping places can be made available at times of increased demand due to other fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

2. Introduction

The Study

- 2.1 The primary objective of 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 local planning authority areas of Dorset Council and Bournemouth, Christchurch and Poole Council. The outcomes of this study supersede the outcomes of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 2.2 The study provides an evidence base to enable the Councils 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) 2021, and the revised Planning Practice Guidance (PPG) 2021.
- 2.3 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2022 to 2038. As well as identifying current and future permanent accommodation needs, it also seeks to assess any need for the provision of new 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 Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **January 2022** which was when the household interviews were completed.

Definitions

- 2.6 The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous housing 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, or for seeking 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 will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.18 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their families' or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled for work in the past. In addition, households will have to provide information that they plan to travel again for work in the future.
- 2.19 This approach was endorsed by a Planning Inspector in a 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
- » The National Planning Policy Framework (NPPF), 2021
- » Planning Practice Guidance⁵ (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 and NPPF make provision for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the PPTS 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 including 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.*
- » *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.*

⁵ With particular reference to the sections on *Housing Needs of Different Groups* (May 2021).

- » *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, 'Planning Policy for Traveller Sites' 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 (NPPF) 2021

^{2.28} The most recent version of the revised 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 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 i.e. through a Strategic Housing Market Assessment.
- ^{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.

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 could be addressed through separate Local Plan policies to the Gypsy and Traveller Policy.

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, 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 A**.

Desk-Based Review

^{3.8} ORS collated a range of secondary data that was used to support the study. This included:

- » Census data.
- » Site records.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on local enforcement actions.
- » Existing needs assessments and other relevant local studies.
- » Existing national and local policy.

Stakeholder Engagement

^{3.9} Engagement was undertaken with key Council Officers through telephone interviews. A total of 6 interviews were completed with Council Officers from the commissioning local planning authorities. A Topic Guide was agreed with the Councils prior to the interviews commencing. In addition, ORS engaged with Kushti Bok – an organisation that works with Dorset Police, Dorset Council and Bournemouth, Christchurch and Poole Council, in order to help them better understand the Gypsy and Traveller way of life and provide advocacy and expertise in dealing with these sensitive matters, and with the local Chaplain for Gypsies and Travellers in Dorset.

Working Collaboratively with Neighbouring Planning Authorities

^{3.10} To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed Topic Guide was agreed with the Councils.

- » New Forest District Council
- » Wiltshire Council
- » South Somerset District Council
- » East Devon District Council

Survey of Travelling Communities

- 3.11 As a result of travel and social distancing restrictions due to COVID-19 a 2-stage methodology was used to complete the site and yard fieldwork.
- 3.12 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 attempts were made to interview households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.13 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.
- 3.14 ORS worked closely with the Councils to ensure that the interviews would collect all the necessary information to support the study. The site interview questions that were used (see **Appendix D**) 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 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.
- 3.15 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.
- 3.16 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 1 – Telephone Interviews

- 3.17 The first phase of the fieldwork involved Researchers from ORS attempting to complete interviews over the telephone with residents living on sites and yards. This is an approach that ORS have followed in all of our GTAAs that have been completed since the COVID-19 restrictions were introduced. Contact details were sought through local stakeholders including site owners; by contacting Planning agents known to operate in the local area; and by sending letters to residents asking them to contact ORS to complete an interview – including follow-up letters. The wording of the letter that ORS currently used has been agreed with members of the Travelling Community and asks households to call ORS Researchers to complete an interview over the telephone. During interviews ORS Researchers also ask households if they have family or friends living on sites in the area and ask them to pass on our contact details and to encourage them to call us.

Stage 2 – Social Distanced Engagement

^{3.18} When the initial phase of telephone interviews had been completed, ORS sought to complete social distanced engagement with households on sites where it had not been possible to complete interviews over the telephone. ORS completed a detailed COVID-19 Risk Assessment that allowed for limited fieldwork activities to resume in some parts of England. At the time of this study this was restricted to making observational visits to sites to confirm site names and occupancy levels, and to share contact details with households on sites and yards whilst observing social distancing requirements – for example hand delivering contact letters or exchanging contact details to complete interviews at a later date.

Engagement with Bricks and Mortar Households

^{3.19} The 2011 Census recorded 159 households that identified as Gypsy or Irish Traveller who live in a house or flat in Dorset and 178 in Bournemouth, Christchurch and Poole.

^{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; 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. ORS also proactively seek to identify those Traveller households living in bricks and mortar in the course of carrying out field work and conducting stakeholder interviews.

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. Fieldwork was completed between June 2021 and January 2022 and because of the end of key COVID-19 restrictions (which initially imposed limits on social contact and travel) Researchers were able to collect information on the majority of residents living on sites and yards, or to determine whether there was any current or future need on sites where it was not possible to complete full interviews.

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. The revised PPTS was issued in 2015 and 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 reasons for travelling - carefully probing reasons for travelling to determine whether for work or leisure/cultural purposes - visits to fairs for example.
- » 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 outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households need to provide sufficient information to demonstrate that household members travel for 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.

3.26 Households that need to be considered in the GTAA fall under one of 3 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 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 Councils 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 considered as part of the GTAA where they are

believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no 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%⁶ has been used as the demographics of residents are unknown.
- 3.30 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.
- 3.31 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 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.
- 3.34 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 should be addressed as part of general housing need. This does not, of course mean that these households should be allocated bricks and mortar housing. They will also need a suitable supply of caravan sites to meet their needs.
- 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 Borough 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.

⁶ See Chapter 5 for further details.

Households that do not meet the Planning Definition

^{3.36} Households who do not travel for work purposes now fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the 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 Guidance⁷ related to this section of the Housing and Planning Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be considered 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).

Calculating Current and Future Need

^{3.37} 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

^{3.38} The first stage of the assessment sought to determine the number of 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).

^{3.39} 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

^{3.40} The second stage was to identify components of current need. It is important to address issues of double counting:

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

⁷ “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar with a need to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

- 3.41 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 years⁸.
 - » Households living on sites with temporary planning permissions.
 - » New household formation (for year 6 onwards).
 - » In-migration/roadside.
- 3.42 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 5 of this report and in **Appendix E**.
- 3.43 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.
- 3.44 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 2038.

Pitch Turnover

- 3.45 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of several 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.

⁸ This is based on the outcomes of the household interviews where it is identified that there are teenagers who will be in need of a pitch of their own in the next 5 years.

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

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

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

Transit Provision

3.48 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, transit provision may be needed to provide temporary accommodation for those members of the community that 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.

3.49 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.

3.50 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.

3.51 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.

3.52 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; porta-loos; sewerage disposal point and refuse disposal facilities.

- ^{3.53} 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).
- ^{3.54} Consideration will also have to be given to the Police, Crime, Sentencing and Courts Act which come in to force on 28 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.
- ^{3.55} 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)⁹ 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.
- ^{3.56} A review of need for transit provision in Dorset and Bournemouth, Christchurch & Poole can be found in Chapter 9 of this report.

⁹ Formerly the Ministry for Housing, Communities and Local Government (MHCLG).

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size¹⁰. A site is a collection of pitches occupied by 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 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 a 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 public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of local 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 (which are more permanent in nature) 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. Encampments (which are short-term in nature) typically occur on publicly owned land but can also occur on privately owned land.

¹⁰ 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 and touring caravan, parking space for two vehicles and a small garden area. This is still an accepted definition for a standard pitch.

DLUHC Traveller Caravan Count

- ^{4.6} 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.
- ^{4.7} 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 counted. As such, it is not considered appropriate to use the outcomes from the Traveller Caravan Count to support the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out later in this report.

5. Current and Future Provision

Background

- 5.1 This section focuses on the background to the pitch and plot provision which is needed by each of the local planning authorities in the study area currently and to 2038. A summary of the outcomes of the assessment of current and future provision for each authority can be found in the next sections of this report. This includes both current unmet need and need which is likely to arise in the future. The time period for the assessment 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.
- 5.2 We would note that the assessment of current and future provision is based upon a combination of the household interviews, planning records and stakeholder interviews. In many cases, the interview data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 5.3 The assessment concentrates on the total current and future provision which is required in each area, along with an overall assessment of need for any transit provision for the study area as a whole.

New Household Formation Rates

- 5.4 Nationally, a net household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments¹¹, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates* in 2015 and updated it in June 2020. The main conclusions are set out here and the full paper is in **Appendix E**.
- 5.5 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 the Traveller Caravan Count. However, Caravan Count data is very unreliable and erratic – so the only proper way to project future population and household growth is through detailed demographic analysis.
- 5.6 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.
- 5.7 The often assumed 3.00% per annum net household growth rate is therefore unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available

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

evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices.

- 5.8 In a Decision Notice 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, the Inspector concluded:

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

- 5.9 Another more recent Decision Notice 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.

- 5.10 In addition, the Technical Note has recently been accepted as a robust academic evidence base and was published by the Social Research Association in its journal Social Research Practice in December 2017.

- 5.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site interviews, and the household base which includes all current authorised households, all households identified as in current need (including concealed households, teenagers in need of a pitch of their own in the next 5 years, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.

- 5.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence¹² has been used to adjust the national

¹² Age and gender of household members.

growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by planning status).

- 5.13 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a household base figure and percentage rate for new household formation. In these cases, a judgement has been made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 5.14 The table below sets out the approach used towards new household formation in each local authority. Three of the cells in Figure 5 have been left blank because no Travelling Showpeople were identified in the BCP area and there were no Travelling Showpeople who did not meet the planning definition in Dorset Council area.
- 5.15 The ORS national rate of 1.50% have been used to estimate growth for undetermined Gypsies and Travellers, based on the best available evidence due to lack of local demographic evidence for undetermined Traveller households.
- 5.16 New household formation has been calculated from year 6 of the GTAA period onwards as set out in Figure 5. New household formation for years 0-5 of the GTAA period is from teenagers 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.

Figure 5 – New household formation rates used

	Gypsies & Travellers			Travelling Showpeople	
	Met Planning Definition	Did not meet Planning Definition	Undetermined	Met Planning Definition	Did not meet Planning Definition
Dorset	1.60% (39% under 18)	1.60% (39% under 18)	1.50% (ORS national rate)	Demographics (Low number of children)	-
BCP	2.15% (51% under 18)	Demographics (Low number of children)	1.50% (ORS national rate)	-	-

Breakdown by 5 Year Bands

- 5.17 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5-year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission that will expire within 5 years, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is applied from year 6 onwards and split across the 5-year bands based on the compound rate of growth that was applied – as opposed to being spread evenly over time.

Applying the Planning Definition

- 5.18 The outcomes from the questions on travelling in the household survey have been 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, in that they were able to provide information during the household interview that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of 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 Councils 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.
- 5.19 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 tables in the individual analysis of need for each local authority set out the planning status of households that were interviewed. 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.

Public/Private Split

- 5.20 It will be assumed that councils will explore the opportunities for all of the need from households living on public sites to be met through the provision of public pitches and all of the need from households living on private sites to be met through the provision of private pitches. Many households living on private family sites stated that they have sufficient land on their sites to accommodate pitches or accommodation units.

Migration

- 5.21 The study has 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. The GTAA has taken into account any local migration effects on the basis of the best evidence available. These are set out below.
- 5.22 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 Dorset or Bournemouth, Christchurch and Poole. These are referred to as roadside households or displaced in-migration.
- 5.23 In addition, as a result of COVID-19, the study sought to identify any households that had been displaced from their usual place of residence due to lockdown restrictions who were currently located in Dorset or Bournemouth, Christchurch and Poole.

- 5.24 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 did not identify any households living in other local authorities who need to move back to a site in Dorset or Bournemouth, Christchurch and Poole.
- 5.25 ORS have also found no firm evidence from other local studies that have been completed recently of any additional households wishing to move in to Dorset or Bournemouth, Christchurch and Poole. Therefore, 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.
- 5.26 It is important to note that any applications for new sites or pitches as a result of in-migration should be seen as windfall need and should be dealt with by Criteria-Based Local Plan Policies.

6. GTAA Findings

- 6.1 The following sections of the report break down the findings of the GTAA by the 2 individual local planning authorities. The findings for each local planning authority include the following information:
- » Sites and Yards in the Study Area.
 - » Stakeholder Engagement.
 - » Survey of Travelling Communities.
 - » Bricks and Mortar/Waiting List Interviews.
 - » Current and Future Need.
 - » Conclusions.
- 6.2 The tables breaking down the identified need by year periods are a requirement set out in the PPTS and are to allow the councils to make appropriate allocations in their Local Plan Policies and to inform the 5-year pitch supply. Paragraph 10 of the PPTS requires local authorities to identify a supply of specific deliverable sites to provide 5 years' worth of sites. Local authorities are then required to identify sites or broad locations for growth for years 6-10 and years 11-15. In addition, the time period covered by the GTAA has been extended beyond the 15-year requirement in the PPTS to cover the councils new Local Plan periods.
- 6.3 In addition, there is a section on Transit Provision which covers all of Dorset and Bournemouth, Christchurch & Poole.
- 6.4 Due to the nature of the reporting there is unfortunately some repetition in relation to some of the introductory paragraphs for the sections on Stakeholder Engagement and Current and Future Provision.
- 6.5 In addition, the outcomes of the stakeholder engagement with neighbouring local authorities can be found in **Appendix B**.

7. Dorset Council

Sites and Yards in the Study Area

^{7.1} In Dorset, at the baseline date for this study, there were 4 Public sites (50 pitches); 16 private Gypsy and Traveller sites with permanent planning permission (33 pitches); 2 private Gypsy and Traveller sites with temporary planning permission (2 pitches); 5 tolerated Gypsy and Traveller sites (28 pitches); 17 unauthorised Gypsy and Traveller sites (65 pitches); and 3 Travelling Showpeople yards (10 pitches). There are also 2 public transit sites (125 pitches); and 6 roadside sites (6 pitches). Further details can be found in **Appendix E**.

Figure 6 - Total amount of provision in Dorset (January 2022)

Status	Sites/Yards	Pitches/Plots
Public sites with permanent planning permission	3	42
Public sites with temporary planning permission	1	8
Private sites with permanent planning permission	16	33
Private sites with temporary planning permission	2	2
Tolerated sites	5	28
Unauthorised sites	17	65
Travelling Showpeople yards	3	10
Transit sites (1 temporary and 1 seasonal)	2	125
TOTAL	49	313

Stakeholder Engagement

^{7.2} Engagement was undertaken with key Council Officers through telephone interviews. A total of 2 interviews were completed with Council Officers from Dorset. A Topic Guide was agreed with the Council prior to the interviews commencing. In addition, ORS engaged with Kushti Bok – an organisation that works with Dorset Police, Dorset Council and Bournemouth, Christchurch and Poole Council, in order to help them better understand the Gypsy and Traveller way of life and provide advocacy and expertise in dealing with these sensitive matters, and with the local Chaplain for Gypsies and Travellers in Dorset. 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.

^{7.3} 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 narrative represents a balanced summary of the views of the individuals concerned, rather than the official views of the Council.

Accommodation Needs

^{7.4} Since the previous GTAA (2017), Dorset Council has provided planning permission for additional Gypsy and Traveller pitches at the public site at Piddlehinton (6 pitches), and for a private site at Motcombe (1 pitch). An appeal for a private site in Pompey's Lane (1 pitch) was also allowed.

- 7.5 To help meet unmet need, the Council is planning to identify deliverable sites through allocations in the upcoming Dorset Council Local Plan.
- 7.6 In early 2021, Dorset Council consulted on preferred options for new sites, and the Council has since reviewed its consultation responses.

Short-term Encampments and Transit Provision

- 7.7 In order to help meet the needs of those in short-term unauthorised encampments, the Council owns and manages a 25-pitch transit site for Gypsies and Travellers at Piddlehinton that has temporary planning permission. The Council has also made specific provision for any Gypsies and Travellers visiting the Dorset Steam Fair through a season planning permission for a transit site at Tarrant Hinton.
- 7.8 Dorset Council are aware of short-term unauthorised encampments within the County. It was noted that that locations with easy access are a common location/stopping place for Gypsies and Travellers, notably sites near main arterial roads are preferable.

Cross Border Issues

- 7.9 No specific cross-boundary issues were raised.
- 7.10 Dorset Council are jointly working with Bournemouth, Christchurch and Poole Council (BCP Council) on preparing a joint GTAA. Both Councils are preparing new local plans, and Dorset Council are aware of Wiltshire preparing a DPD for Gypsies and Travellers, and Dorset Council has engaged with this process and as part of the preparation for its new Local Plan. Dorset Council has also engaged with South Somerset Council and New Forest District Council as part of the plan making process
- 7.11 Dorset Council believe they are complying with the Duty to Cooperate and they feel that, along with Bournemouth, Christchurch and Poole (BCP) Council, have successfully worked in accordance with the Duty to Cooperate with neighbouring authorities as part of the Local Plan process.

Future Priorities and Any Further Issues

- 7.12 The adoption of the new Local Plan is the main future priority for the Council.

Interviews with Gypsies and Travellers

- 7.13 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.
- 7.14 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix E**. Interviews were completed between June 2021 and January 2022. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and

also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Figure 7 - Sites and yards visited in Dorset

Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Ash Oaks, Wareham	16	15	1 x vacant
Orchid View, Shaftesbury (temporary – renewal currently being sought)	8	7	1 x vacant
Piddlehinton, Piddlehinton Enterprise Park, Dorchester	14	13	1 x vacant
Thornicombe, Blandford	12	12	-
Private Sites			
Calves Lane, Motcombe	1	0	1 x refusal
Copper Beech, Stoke Wake	1	1	-
Dovecote Farm, Child Okeford	1	0	1 x refusal
Keith Acres Farm, Three-Legged Cross	15	0	Site used for transit. Currently vacant due to COVID
King Stag, Sturminster Newton	1	0	1 x unimplemented
Land North of Lake Mead, Motcombe	1	0	1 x unimplemented
Land north of Moorway Lane, Sandford Orcas	1	0	1 x refusal
Little Acre, Wareham	3	3	-
Little Alice, Marnhull	1	1	-
Little Crate Farm, Hazelbury Bryan	2	2	-
My Tan, Hazelbury Bryan	1	1	-
Pompeys Lane, Ferndown (The Oaks)	1	0	1 x refusal
Stone Family Farm, Three-Legged Cross (White Lodge)	1	1	-
Stour Yard, Stour Provost	1	1	-
The Corner, Knapp Hill, Motcombe	1	0	1 x refusal
The Old Nursery, Rowe Hill	1	1	-
Temporary Sites			
Shady Side, Beaminster	1	0	1 x no contact
Wintergreen Barn, Beaminster	1	1	-
Tolerated Sites			
51 Wayside Road, St Leonards. Heathfield Caravan Site	2	2	6 pitches in 2017 GTAA - remaining land has now been sold
Conygar Coppice, Okeford Fitzpaine	13	0	New Travellers - can meet own needs
Knighton Lane, West Knighton	2	0	2 x no contact
Smiths Triangle, Okeford Fitzpaine	6	2	New Travellers - can meet own needs

Woodhouse Cross, Gillingham	5	0	New Travellers - can meet own needs
Unauthorised Sites/Pitches			
15 Broadmead Road	4	4	-
21 Boundary Lane, Barnsfield Road	1	1	-
Acorn Nursery, West Moors	5	5	-
Bere Road, Cold Harbour (Little Acre)	1	1	-
Five Bridges, West Stour	4	0	No longer a Traveller site
Harveys View, Bridport Road (Valley View)	2	2	-
Heathlands FC, Three-Legged Cross	4	4	-
Land between Green Acres and Travellers Lodge	1	1	-
Oakley Farm, Verwood	1	0	1 x no contact
Plot 10 North of Marlhouse, Frampton	1	0	1 x no contact
St James Common, Shaftesbury	7	0	No longer a Traveller site
The View (A), Bridport Road (Valley View)	1	1	-
The View (B), Bridport Road (Valley View)	1	1	-
Thickthorn Lane, Droop, Hazelbury Bryan (The Caravans)	1	1	-
Twin Oaks, Horton (Twin Acorn)	2	2	-
Wareham Roundabout	2	0	No longer a Traveller site
Wigbeth Farm	27	27	-
Unauthorised Encampments			
None	-	-	-
Roadside			
Various	1	1	-
Various	1	1	-
Various	1	1	-
Various	1	1	-
Various	1	1	-
Various	1	1	-
Bricks & Mortar			
4 Estate Cottages, Beaminster	1	1	-
Wigbeth House	3	3	-
Transit Sites			
Enterprise Business Park, Piddlehinton (temporary to August 2023)	25	0	Not in use due to COVID
Great Dorset Steam Fair (seasonal)	100	0	Seasonal transit for Steam Fair

Travelling Showpeople			
Harkwood Acres, Verwood (Jay Millers Circus)	1	2	Additional households
Putton Lane, Chickerell, Weymouth	2	0	2 x retired - no need
The Thorns, Cokers Frome Road (temporary)	7	5	2 x no contact
TSP - B&M			
Harkwood Acres, Verwood (Jay Millers Circus)	1	1	-
TOTAL	324	131	

Bricks and Mortar Interviews

- 7.15 The 2011 Census recorded 159 households that identified as Gypsies or Irish Travellers in Dorset.
- 7.16 Following all of the work that was undertaken to identify households living in bricks and mortar, it was possible to complete interviews with 4 Gypsy and Traveller households living in bricks and mortar in Dorset, of whom all 4 households met the planning definition. An interview was also completed with a Travelling Showmen's household living in bricks and mortar. They also met the planning definition.
- 7.17 In addition, no further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Migration/Roadside

- 7.18 The household interviews identified a total of 6 transient family groups who have been living on a number of other unauthorised encampments in Dorset in recent times. All meet the planning definition and all are in need of a permanent pitch in Dorset.

Waiting Lists for Public Sites

- 7.19 Given that there were vacant pitches on public sites identified during the household interviews, no need has been identified from the waiting list in Dorset.

Applying the Planning Definition

- 7.20 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.

- 7.21 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 identified 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. This should not be confused with the number of pitches that have been identified as in some cases there were multiple household living on pitches.

Figure 8 – Planning status of households in Dorset

Status	Met Planning Definition	Did Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public	14	38	0
Private	16	0	5
Temporary	1	0	1
Tolerated	4	22	2
Unauthorised	49	3	2
Roadside	5	1	0
Bricks & Mortar	8	0	0
Sub Total	97	64	10
Travelling Showpeople			
TSP	2	2	0
TSP - Temporary	6	0	2
TSP - B&M	2	0	0
Sub Total	10	2	2
TOTAL	107	66	12

- 7.22 Figure 8 shows that for Gypsies and Travellers 97 households, and for Travelling Showpeople 10 households met the planning definition of a Traveller in that ORS were able to determine that household members travel for work purposes and stay away from their usual place of residence when doing so or have ceased to travel temporarily.
- 7.23 A total of 64 Gypsy and Traveller households and 2 Travelling Showpeople households did not meet the planning definition as they were not able to demonstrate that household members 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.
- 7.24 It was not possible to make contact with households on all pitches and during the fieldwork period due to vacancies, refusals etc., so there are 12 total households recorded as Undetermined for the purposes of the GTAA.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

^{7.25} Analysis of the household interviews indicated that there is a need from 48 unauthorised pitches; 11 pitches from concealed or doubled-up households or single adults; 3 from movement from bricks and mortar; 25 from 5-year need from teenage children; 1 from a pitch with temporary planning permission; 5 from in-migration or roadside; and for 29 from new household formation, using a formation rate of 1.60% derived from the demographics of the residents¹³. There is also supply from 3 vacant pitches on the public sites, and 6 new pitches that have planning permission at the public site at Piddlehinton. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller in Dorset is for **113 pitches** over the GTAA period.

Figure 9 – Need for Gypsy and Traveller households in Dorset that met the Planning Definition 2022-2038

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	3
Supply from new pitches on sites	6
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	9
Current Need	
Households on unauthorised developments	48
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	11
Movement from bricks and mortar	3
Households on waiting lists for public sites	0
Total Current Need	62
Future Need	
5-year need from teenage children	25
Households on sites with temporary planning permission	1
In-migration	5
New household formation	29
<i>(Household base 127 and formation rate 1.60%)</i>	
Total Future Needs	60
Net Pitch Need = (Current and Future Need – Total Supply)	113

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

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	84	12	12	5	113

Pitch Needs – Undetermined Gypsies and Travellers

^{7.26} Analysis of the household interviews indicated that there is a need from 2 pitches on unauthorised developments, and 2 from new household formation, using the ORS national rate of 1.50%. Therefore,

¹³ See Chapter 5 for further details.

the overall level of need for those households who could meet the planning definition of a Gypsy or Traveller is for **up to 4 pitches** over the GTAA period.

Figure 11 – Need for undetermined Gypsy and Traveller households in Dorset 2022-2038

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	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	2
Future Need	
5-year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Household base 10 and formation rate 1.50%)</i>	
Total Future Needs	2
Net Pitch Need = (Current and Future Need – Total Supply)	4

Figure 12 – Need for undetermined Gypsy and Traveller households in Dorset by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	2	1	1	0	4

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

^{7.27} 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)¹⁴ and the NPPF (2021).

^{7.28} Analysis of the household interviews indicated that there is a need from 2 pitches on unauthorised developments; 2 from concealed or doubled-up households or adults; 8 from 5-year need from teenage children; 7 from households on sites with temporary planning permission; 1 from in-migration or roadside; and 16 from new household formation, using a formation rate of 1.60% derived from the demographics of the residents. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **36 pitches** over the GTAA period.

¹⁴ See Paragraph 3.34 for details.

Figure 13 – Need for Gypsy and Traveller households in Dorset that did not meet the Planning Definition 2022-2038

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	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	4
Future Need	
5-year need from teenage children	8
Households on sites with temporary planning permission	7
In-migration	1
New household formation	16
<i>(Household base 72 and formation rate 1.60%)</i>	
Total Future Needs	32
Net Pitch Need = (Current and Future Need – Total Supply)	36

Figure 14 – Need for Gypsy and Traveller households in Dorset that did not meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	20	6	7	3	36

Plot Needs – Travelling Showpeople

^{7.29} There were 3 Travelling Showperson's yards identified in Dorset, and 1 Travelling Showpeople household living in bricks and mortar. Interviews were completed with 14 households living on the yards and in bricks and mortar and 10 met the planning definition, 2 did not meet the planning definition and 2 were undetermined.

^{7.30} Analysis of the household interviews for households that met the planning definition indicated that there is a need for 2 plots for concealed or doubled-up households or single adults; a need for 3 plots from 5-year need from teenage children; 5 plots from households on yards with temporary planning permission; and 3 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 **13 plots** over the GTAA period.

Figure 15 – Need for Travelling Showpeople households in Dorset that met the Planning Definition (2022-38)

Travelling Showpeople - Meeting Planning Definition	Pitches
Supply of Plots	
Supply from vacant public and private plots	0
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	2
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	2
Future Need	
5-year need from teenage children	3
Households on yards with temporary planning permission	5
In-migration	0
New household formation	3
<i>(Formation from household demographics)</i>	
Total Future Needs	11
Net Plot Need = (Current and Future Need – Total Supply)	13

Figure 16 – Need for Travelling Showpeople households in Dorset that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	10	0	2	1	13

Pitch Needs – Undetermined Travelling Showpeople

^{7.31} It was not possible to complete interviews with all identified Travelling Showpeople living on yards and in bricks and mortar in Dorset and as a result there were 2 yards whose need is undetermined. Need has been identified for up to 3 plots – 2 plots that have temporary planning permission, and 1 from new households formation using the ORS national formation rate of 1.50%.

Figure 17 – Need for undetermined Travelling Showpeople households in Dorset (2022-38)

Travelling Showpeople - Undetermined		Pitches
Supply of Plots		
Supply from vacant public and private plots		0
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		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		2
In-migration		0
New household formation		1
<i>(Household base 2 and formation rate 1.50%)</i>		
Total Future Needs		3
Net Plot Need = (Current and Future Need – Total Supply)		3

Figure 18 – Need for undetermined Travelling Showpeople households in Dorset by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	2	0	1	0	3

Pitch Needs – Travelling Showpeople that do not meet the Planning Definition

^{7.32} Analysis of the household interviews indicated that there is a no need from the 2 households that did not meet the planning definition as both were retired.

Conclusions – Dorset Residential Pitches and Plots

^{7.33} 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.

Gypsies and Travellers

- 7.34 In summary there is a need for 113 pitches in Dorset over the GTAA period to 2038 for Gypsy and Traveller households that met the planning definition; a need for 4 pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 36 pitches for Gypsy and Traveller households who did not meet the planning definition.
- 7.35 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.
- 7.36 The need for households that met the PPTS planning definition could be addressed through a combination of intensification or expansion of existing sites, through regularising the planning permission for sites that are temporary or unauthorised. If this approach cannot address the assessed levels of need the Council may need to consider the allocation of pitches on new sites.
- 7.37 The Council will also need to carefully consider how to address any needs from households seeking to move to Dorset (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).
- 7.38 In general terms, it is the Government's intention that any need for households who do not fall within the PPTS planning definition should be met together with other general housing need.
- 7.39 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 Dorset due to data protection issues, the Council have more detailed data to support the preparation of any future Local Plan.

Travelling Showpeople

- 7.40 The GTAA identifies a need for 13 plots for households that met the planning definition. There was a need for 3 plots from the 2 undetermined households and no need from the 2 households that did not meet the planning definition.

8. Bournemouth, Christchurch and Poole Council

Sites and Yards in the Study Area

- 8.1 In Bournemouth, Christchurch and Poole, at the baseline date for this study, there was 1 public site (15 pitches); 3 private sites with permanent planning permission (9 pitches); no sites with temporary planning permission; 1 sites that is tolerated for planning purposes (1 pitch); no unauthorised sites; and no Travelling Showpeople’s yards. There were no public transit sites. Further details can be found in **Appendix C**.

Figure 19 - Total amount of provision in Bournemouth, Christchurch and Poole (January 2022)

Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	3	9
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	1	15
Public transit provision	0	0
Tolerated sites	1	1
Unauthorised sites	0	0
Travelling Showpeople yards	0	0
TOTAL	5	25

Stakeholder Engagement

- 8.2 Engagement was undertaken with key Council Officers through telephone interviews. A total of 4 interviews were completed with Council Officers from Bournemouth, Christchurch & Poole. A Topic Guide was agreed with the Council prior to the interviews commencing. In addition, ORS engaged with Kushti Bok – an organisation that works with Dorset Police, Dorset Council and Bournemouth, Christchurch and Poole Council, in order to help them better understand the Gypsy and Traveller way of life and provide advocacy and expertise in dealing with these sensitive matters, and with the local Chaplain for Gypsies and Travellers in Dorset. 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.
- 8.3 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 narrative represents a balanced summary of the views of the individuals concerned, rather than the official views of the Council.

Accommodation Needs

- 8.4 Since the GTAA undertaken in 2017, Bournemouth, Christchurch and Poole Councils have combined to form a single unitary authority, BCP Council. BCP Council and Dorset Council plan to meet the needs of Travellers in their respective local plans. BCP published its Local Plan Issues and Options Consultation in early 2022. BCP Council has managed unauthorised encampments on a temporary basis, providing basic

services, and have thus far monitored them. These unauthorised encampments are generally seasonal, appearing less so in Autumn or Winter as they are generally filled with groups visiting BCP for pleasure, passing through, or working temporarily.

- 8.5 The previous GTAA in 2017 concluded there were two private sites and three unauthorised private sites in Christchurch; one public site in Poole; and no provision in Bournemouth. BCP has confirmed that no new permissions for Travellers were granted in BCP between 2016 to February 2022, other than one approval of a certificate of lawful use for one pitch in Christchurch. There were 4 planning applications for regularisation of existing pitches in Dudmoor Farm Road outstanding (as of February 2022). Three of these have since been approved. Moreover, there is no transit site provision in BCP.
- 8.6 The updated GTAA is required to consider the full extent of need for permanent provisions and transit provisions in order for it to be addressed in BCP Council's emerging Local Plan.
- 8.7 BCP Council are aware of Gypsies, Travellers or Travelling Showpeople in the area who live in bricks and mortar and are relying on the GTAA to seek to provide any information about accommodation needs. Furthermore, BCP Council are not aware of any overcrowding or concealed households in any capacity.

Short-term Encampments and Transit Provision

- 8.8 In BCP Council, there have been a number of short-term unauthorised encampments that have been identified and when they occur, they are monitored by the Council. This monitoring has determined that the majority are short-term and transient in nature, and generally occur during the summer months.
- 8.9 BCP Council have no transit sites, however the Council provides essential services for temporary encampments where appropriate. The potential need for any transit provision in BCP is considered in Chapter 9.

Cross Border Issues

- 8.10 BCP Council is unaware of any significant issues that may be cross-border. The only notable issue has been the provision of the Piddlehinton Gypsy and Traveller site in Dorset which officers consider may have resulted in a general increase in the number of Travellers in the area. However, BCP have noted that they await the outcome of the GTAA to identify any further, or more pertinent cross-border issues. BCP Council and Dorset Council have worked closely together in terms of joint working/cross-border working, given the nature of how the council interact with each other.
- 8.11 BCP Council is unaware of how well neighbouring local authorities (excluding Dorset Council) are meeting their own need.
- 8.12 BCP Council are confident that it, and neighbouring boroughs (including Dorset Council) are complying with the Duty to Cooperate and following the creation of Dorset Council and BCP Council, both authorities have jointly commissioned the GTAA update to get a broad and consistent approach.

Future Priorities and Any Further Issues

- 8.13 The Council states that regarding Travellers, there needs to be a priority of delivering a robust and comprehensive GTAA, and development of policies in their Local Plan to deliver identified need.

Interviews with Gypsies and Travellers

- 8.14 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future pitch provision.
- 8.15 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. The site lists were agreed with the local authority and can be found in **Appendix C**. Interviews were completed between June 2021 and January 2022. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed and reasons why any additional interviews were completed.

Figure 20 - Sites and yards visited in Bournemouth, Christchurch and Poole (January 2022)

Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Yarrow Close, Poole	15	15	-
Private Sites			
Dudmoor Farm Road, Christchurch	4	4	-
Mobile Home Park, Matchams Lane, Christchurch	4	0	4 x no contact (away abroad)
Mobile Home Park, Christchurch	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
Dudmoor Farm Road, Christchurch	1	1	-
Unauthorised Sites			
None	-	-	-
Roadside			
Various	5	5	-
Bricks & Mortar			
Poole	1	1	-
TSP Yards			
None	-	-	-
TOTAL	31	27	

Bricks and Mortar Interviews

- 8.16 The 2011 Census recorded 178 households that identified as Gypsies or Irish Travellers in Bournemouth, Christchurch and Poole living in a house, bungalow, or a flat.

- 8.17 Following all of the work that was undertaken to identify households living in bricks and mortar, it was possible to complete interviews with 1 Gypsy and Traveller household living in bricks and mortar in Bournemouth, Christchurch and Poole, who did not meet the planning definition.
- 8.18 No further household in bricks and mortar are known to have approached the Council during the GTAA study period seeking a site and none have declared themselves homeless. As such it is fair to conclude that no further allowances should be made for bricks and mortar households - other than that from those that were interviewed - because no others identified themselves as being in need.

Waiting List

- 8.19 It is understood from discussions with the Council that there is no formal waiting list for the public site in Poole but the closest indication of a 'waiting list' is those expressions of interest submitted to the BCP housing team managing the site.
- 8.20 At the time of reporting there were 9 households having expressed an interest for the public site in Poole. This could broadly be considered as a 'waiting list'. Pitch turnover for the site is on average 1 per year.
- 8.21 Further analysis of the 9 households that are on the 'waiting list' indicates the following:
- » 1 household doubled-up on the site and already included in the need figures.
 - » 1 household living on a site outside of BCP so not considered as need for BCP to address.
 - » 2 households living in bricks and mortar in BCP and considered to be adequately housed.
 - » 4 households living in bricks and mortar outside of BCP so not considered as need for BCP to address.
 - » 1 household that is homeless and with no fixed abode living in BCP.
- 8.22 Therefore the GTAA concludes that of these 9 households, only the household that is homeless and of no fixed abode represents an additional need for BCP. The planning definition status of this household is unknown.

Applying the Planning Definition

- 8.23 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.
- 8.24 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 identified 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. This should not be confused with the number of pitches that have been identified as in some cases there were multiple household living on pitches.

Figure 21 – Planning status of households in Bournemouth, Christchurch and Poole

Status	Met Planning Definition	Did Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	6	9	0
Private Sites	4	2	4
Tolerated Sites	1	0	0
Unauthorised Sites	0	0	0
Roadside	5	0	0
Bricks and Mortar	0	1	0
Sub-Total	16	12	4
Travelling Showpeople			
None	0	0	0
Sub-Total	0	0	0
TOTAL	16	12	4

- ^{8.25} Figure 21 shows that for Gypsies and Travellers 16 households met the planning definition of a Traveller in that they were able to provide information that household members travel for work purposes and stay away from their usual place of residence when doing so or have ceased to travel temporarily.
- ^{8.26} A total of 12 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that household members 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.
- ^{8.27} There were a total of 4 Gypsy and Traveller households who are recorded as undetermined as it was not possible to make contact with them during the fieldwork period.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 8.28 The 16 Gypsy and Traveller households that met the planning definition were found on the public site in Poole, on private sites in Christchurch, on tolerated sites in Christchurch, and on the roadside in BCP.
- 8.29 Analysis of the household interviews indicated that there is a need for 1 pitch from concealed or doubled-up households or single adults; 5 pitches from 5-year need from teenage children; 5 pitches from households living on the roadside; and 8 pitches as a result of new household formation (for year 6 onwards), using a formation rate of 2.15% derived from the demographics of the residents¹⁵. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **19 pitches** over the GTAA period.

Figure 22 – Need for Gypsy and Traveller households in Bournemouth, Christchurch and Poole that met the Planning Definition 2022-2038

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from new pitches on 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	1
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	5
Households on sites with temporary planning permission	0
In-migration/Roadside	5
New household formation (for year 6 onwards)	8
<i>(Household base 26 and formation rate 2.15%)</i>	
Total Future Needs	18
Net Pitch Need = (Current and Future Need – Total Supply)	19

Figure 23 – Need for Gypsy and Traveller households in Bournemouth, Christchurch and Poole that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	11	3	4	1	19

¹⁵ See Chapter 5 for further details.

Pitch Needs – Undetermined Gypsies and Travellers

- 8.30 Whilst it was not possible to determine the planning status of a total of 5 households as they 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.
- 8.31 Need for **up to 2 pitches** has been identified from these households, excluding any concealed adult households or 5-year need arising from teenagers living in these households. This is made up of 1 household on the waiting list for the public site in Poole and 1 pitch from new household formation (for year 6 onwards) using the ORS national formation rate of 1.50%¹⁶.

Figure 24 – Need for undetermined Gypsy and Traveller households in Bournemouth, Christchurch and Poole 2022-2038

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	1
Total Current Need	1
Future Need	
5-year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation (for year 6 onwards)	1
<i>(Household base 5 and formation rate 1.50%)</i>	
Total Future Needs	1
Net Pitch Need = (Current and Future Need – Total Supply)	2

Figure 25 – Need for undetermined Gypsy and Traveller households in Bournemouth, Christchurch and Poole by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	1	1	0	0	2

¹⁶The ORS *Technical Note on Population and Household Growth (2020)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

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

- 8.32 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)¹⁷ and the NPPF (2021) to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.
- 8.33 There were a total of 10 households in BCP that did not meet the planning definition. Analysis of the household interviews indicated that there is a need from 1 pitch from movement from bricks and mortar; 2 pitches from 5-year need from teenage children; and 5 pitches from new household formation (for year 6 onwards), derived from the demographics of the residents. Therefore, the overall level of need for those households who do not meet the planning definition of a Gypsy or Traveller is for **8 pitches** over the GTAA period.

Figure 26 – Need for Gypsy and Traveller households in Bournemouth, Christchurch and Poole that did not meet the Planning Definition 2022-2038

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	1
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
5-year need from teenage children	2
Households on sites with temporary planning permission	0
In-migration	0
New household formation (year 6 onwards)	5
<i>(Formation from household demographics)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	8

Figure 27 – Need for Gypsy and Traveller households in Bournemouth, Christchurch and Poole that did not meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-20	Total
	2022-26	2027-31	2032-36	2037-38	
	3	2	1	2	8

¹⁷ See Paragraph 3.34 for details.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

8.34 There are no Travelling Showpeople yards in Bournemouth, Christchurch and Poole so there is no current or future need for plots.

Figure 28 – Need for Travelling Showpeople households in Bournemouth, Christchurch and Poole that met the Planning Definition 2022-38

Travelling Showpeople – 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
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5-year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 29 – Need for Travelling Showpeople households in Bournemouth, Christchurch and Poole that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	0	0	0	0	0

Conclusions – BCP Residential Pitches

8.35 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.

i) Gypsies and Travellers

- 8.36 In summary there is a need for 19 pitches in Bournemouth, Christchurch and Poole over the GTAA period to 2038 for Gypsy and Traveller households that met the planning definition; a need for 2 pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 8 pitches for Gypsy and Traveller households who did not meet the planning definition.
- 8.37 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.
- 8.38 It is recommended that need for households that met the PPTS planning definition is addressed through consideration of intensification or expansion of existing sites and pitches, and/or through consideration of identifying new sites to meet identified need.
- 8.39 The Council will also need to carefully consider how to address any needs from households seeking to move to BCP (in-migration), or from any households currently living in bricks and mortar who may wish to move to a site. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS).
- 8.40 In general terms, it is the Government's intention that any need for households who do not fall within the PPTS planning definition should be met together with other general housing need.
- 8.41 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 BCP due to data protection issues, the Council have more detailed data to support the preparation of any future Local Plan.

ii) Travelling Showpeople

- 8.42 There were no Travelling Showpeople identified in Bournemouth, Christchurch and Poole so there is no current or future need for plots.

9. Transit Requirements – Dorset and Bournemouth, Christchurch and Poole

Introduction

- 9.1 GTAA studies require the identification of demand for transit provision as many Gypsies, Travellers and Travelling Showpeople either travel permanently or for part of the year. Due to the mobile nature of this population a range of sites can be provided to accommodate Travellers as they move through different areas.
- » **Transit sites** - full facilities where Travellers can live temporarily (usually for up to a maximum of 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. Also referred to as managed approaches to dealing with encampments.
 - » **Fair and event sites** - Travelling Showpeople often stay on the sites of fairs and events that they are visiting.
- 9.2 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.
- 9.3 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 toilet disposal provided.
- 9.4 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.
- 9.5 Temporary stopping places can be made available at times of increased demand i.e. 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; porta-loos; sewerage disposal point and refuse disposal facilities.

- ^{9.6} 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). However, given that Dorset and BCP are now separate unitary authorities, the police cannot now use these powers to move Travellers from BCP to transit sites in Dorset.

Identifying Transit Requirements

- ^{9.7} It is acknowledged that it is difficult to robustly determine the need for transit provision through individual GTAA studies as transit requirements are more of a regional, if not a national issue, that need to be addressed in a more strategic manner. In addition, changes to the PPTS in 2015 are seen by many organisations that represent the Travelling Community as a catalyst that will potentially increase the number of households seeking to travel and be in need of transit provision.
- ^{9.8} When determining the potential need for transit provision the assessment looked at a range of information including data from the DLUHC Traveller Caravan Count; the outcomes of the stakeholder interviews; and records on numbers of unauthorised encampments.

Stakeholder Interviews

- ^{9.9} There are 2 transit sites in Dorset, one at Piddlehinton (with temporary planning permission to 31 August 2023 and which is currently closed due to COVID), and a temporary site for the Dorset Steam Fair. There are also a number of private transit pitches on sites in Dorset. BCP Council have no transit sites, however the Council provides essential services for temporary encampments where appropriate.
- ^{9.10} Information from the stakeholder interviews suggest that there whilst there are a number of recorded encampments across Dorset and BCP, most are seasonal, short-term and transient, and for reasons of work or visiting family and friends.
- ^{9.11} It is understood that the Councils in Dorset and BCP already have in place arrangements to complete Welfare Assessments with households on unauthorised encampments.

DLUHC Traveller Caravan Count

- ^{9.12} Whilst it is considered to be a representative national dataset on numbers of authorised and unauthorised caravans across England, it is also acknowledged that the Traveller Caravan Count has a number of failings as it is a count of caravans and not households. It also does not record the reasons for or occupiers of unauthorised caravans. This makes it very difficult to interpret in relation to assessing current and future need because it does not count pitches or resident households. The count is also only a twice yearly 'snapshot in time' conducted by local authorities on specific days in January and July, 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 solely use the outcomes from the Traveller Caravan Count in the assessment of current and future transit provision. It does however provide valuable historic and trend data on instances of unauthorised caravans in local authority areas.

- 9.13 Data from the past 9 Traveller Caravan Counts (from January 2016 to January 2020) shows that there were low numbers of unauthorised caravans recorded in local authorities in Dorset and Bournemouth, Christchurch and Poole over this time period. More recent Caravan Count data is not seen as representative due to travel restrictions put in place as a result of COVID-19.

Transit Recommendations

- 9.14 As a result of the permanent and seasonal transit provision that is already in place in Dorset, and the existence of private transit pitches on some sites in Dorset, it is not recommended that there is a need for any additional transit provision in Dorset at this time. Whilst there are no transit sites in BCP, it is understood that these sites can be used by all Travellers, although the police cannot use their Section 62A powers to move people on from BCP to sites in Dorset.
- 9.15 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).
- 9.16 It is recommended that an annual review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken for both Dorset and BCP. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 9.17 In the short-term the Councils should continue to use their current approaches when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 9.18 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.
- 9.19 Temporary stopping places can be made available at times of increased demand due to other 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.

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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: Neighbouring Authority Interviews

Wiltshire Council

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

- » Wiltshire Council published a new GTAA in October 2020 and undertook public consultation on the intention to prepare a Gypsies and Travellers Development Plan Document in January-March 2021.
- » A 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 regarding areas such as accommodation needs, health and education, in order to improve the engagement between council services and Travellers.
- » Wiltshire Council have had their Emergency Stopping Places Strategy approved by cabinet in 2018. They are working to identify three sites in the council area that could potentially become emergency stopping sites in accordance with the 2020 GTAA.

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

- » Wiltshire have received requests from families residing in neighbouring authorities who wish to find a site or yard. However, no issues have been raised concerning need from Dorset authorities impacting upon Wiltshire.
- » 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.
- » Wiltshire will continue to work with its neighbouring local authorities under the Duty to Cooperate.

New Forest District Council

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

- » Since the last GTAA (2017), the Local Plan 2016-2036 Part 1: Planning Strategy was adopted in July 2020.
- » The Local Plan put in place a criteria-based policy (HOU4: Gypsies, Travellers and Travelling Showpeople), which will enable suitable sites to come forward in appropriate locations. During the examination of the Local Plan, 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.

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 any neighbouring authorities.
- » 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.

South Somerset District Council

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.

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

- » No cross-border issues were identified.
- » South Somerset comply with the Duty to Cooperate through maintaining close cross-border working relationships. South Somerset worked jointly with the other Somerset authorities on the joint GTAA 2011 and update in 2013. The Councils have jointly commissioned an updated GTAA and the final report is anticipated to be received in spring 2022. South Somerset converse with other local authorities on local plan work and issues concerning the Travelling community in the area. Neighbouring Districts were also believed to be complying.

Appendix C: Site and Yard Lists (January 2022)

Dorset

Figure 30 – Dorset site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Ash Oaks, Wareham	16	-
Orchid View, Shaftesbury (temporary)	8	-
Piddlehinton, Piddlehinton Enterprise Park, Doncaster	14	-
Thornicombe, Blandford	12	-
Private Sites with Permanent Permission		
Calves Lane, Motcombe	1	-
Copper Beach, Stoke Wake	1	-
Dovecote Farm, Child Okeford	1	-
Keith Acres Farm, Three Legged Cross	15	-
King Stag, Copse Kings, Sturminster Newton	1	-
Land adjacent to White Lodge, Three Legged Cross	1	-
Land north of Lake Mead, Frog Lane, Motcombe	1	-
Land north of Moorway Lane, Sandford Orcas	1	-
Little Acre, Wareham	3	-
Little Alice, Todber Road, Marnhull	1	-
Little Crate Farm, Hazelbury Bryan	2	-
My Tan, Hazelburg Bryan	1	-
One Oak, Pulham	1	-
Pompey's Lane, Ferndown	1	-
Stour Yard, Stour Provost	1	-
The Corner, Knapp Hill, Motcombe	1	-
Private Sites with Temporary Permission		
Shady Side, Beaminster	1	-
Wintergreen, Beaminster	1	-
Tolerated Sites-Long-term without Planning Permission		
51 Wayside Road, St. Leonards, Heathfield	-	2
Conygar Coppice, Okeford Fitzpaine	-	13
Knighton Lane, West Knighton	-	2
Smith's Triangle, Okeford Fitzpaine	-	6
Woodhouse Cross, Gillingham	-	5
Unauthorised Sites		
15 Broadmead Road, k/a Land on south-west side of Broadmead Road	-	1
Acorn Nursery, West Moors	-	2
Bere Road, Cold Harbour	-	1
Five Bridges, West Stour	-	4
Heathlands FC, Three Legged Cross	-	3
Land between Green Acres and Travellers Lodge, Bere Road	-	1
Land fronting onto Barnsfield Road	-	1
Oakley Farm, Verwood	-	1
Plot 10 north of Marlhouse, Frampton	-	1

St. James Common, Shaftesburg	-	7
Thickthorn Lane, Droop, Hazelbury Bryan	-	1
Twin Oaks, Horton (Twin Acorn)	-	1
Valley View, Land south of Bridport Road	-	3
Wareham Roundabout	-	2
Wigbeth House	-	20
Public Transit Sites		
Dorset Steam Fair (seasonal)	100	
Enterprise Business Park, Piddlehinton (temporary)	25	
TOTAL PITCHES	210	93
Travelling Showpeople Yards		
Harkwood Acres, Verwood	1	-
Land at junction with Slyers Lane, Cokers Frome Road (temporary)	7	-
Putton Lane, Chickerell, Weymouth	2	-
TOTAL PLOTS	10	0

Bournemouth, Christchurch and Poole

Figure 31 – Bournemouth, Christchurch and Poole site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Yarrow Close, Poole	15	-
Private Sites with Permanent Permission		
Dudmoor Farm Road, Christchurch ¹⁸	4	-
Mobile Home Park, Matchams Lane, Christchurch	4	-
Mobile Home Park, Christchurch	1	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites-Long-term without Planning Permission		
Dudmoor Farm Road, Christchurch	1	-
Unauthorised Sites		
None	-	-
Unauthorised Encampments		
None	-	-
TOTAL PITCHES	25	0
Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0

¹⁸ Whilst these are separate sites in their own right, they have been grouped together for the purposes of the GTAA.

Appendix D: Household Interview Questions

GTAA Questionnaire 2019



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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s):
INTERVIEWER please write in

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

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

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

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

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

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

Yes No

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

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

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

Choice No option

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

Yes No

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

1 2 3 4 5 6 7 8 9 10

B Demographics

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

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

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

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

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 <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>
--	---	---	---	---

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?

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

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

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

H Bricks & Mortar Contacts	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>
<div style="border: 1px solid black; height: 150px; width: 100%; margin: 10px 0;"></div> <p>Details</p>	
Council contact?	
<p>Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?</p> <p><i>INTERVIEWER: Please cross one box only</i></p>	
Yes	No
<input type="checkbox"/>	<input type="checkbox"/>
<p>INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.</p>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
Interview log	
<p><i>INTERVIEWER: Please record the date and time that the interview was carried out</i></p>	
Date.....	<input type="text"/>
Time of interview.....	<input type="text"/>

Appendix E: ORS Technical Note on Household Formation



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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Household Growth Rates

Abstract and Conclusions

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

Introduction

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

Modelling Population and Household Growth Rates

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

Migration Effects

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

Population Profile

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

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

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

Birth and Fertility Rates

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

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

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

Death Rates

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

Modelling Outputs

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

Household Growth

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

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

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

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

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to

provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.

20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAAs that ORS have completed across England and Wales involving over 4,300 household interviews.