

South Gloucestershire

# LOCAL PLAN

2018-2036

## Gypsy and Traveller Accommodation Assessment (GTAA) 2017 Explanatory Note February 2018

## **South Gloucestershire Gypsy & Traveller Accommodation Assessment (GTAA) 2017 – Explanatory Note**

### **Introduction**

The Council, in its capacity as the local planning authority (LPA) is required by national policy to make their own assessment of ‘travellers’ accommodation needs for the purposes of planning.

In August 2015, the Government published revised planning guidance in [‘Planning Policy for Traveller Sites’ \(PPTS\)](#). The most significant amendment was a change to the definition of Gypsy and Travellers and Travelling Showpeople (‘travellers’). The new definition effectively regards those who have ceased to travel on a permanent basis as falling outside of the definition of what it means, for the purposes of planning, to be a Gypsy/Traveller or Travelling Showperson. The revised definition (from Annex 1) is as follows:

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

*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.”*

This change to national policy has resulted in the Council needing to update its Gypsy and Traveller evidence base (the GTAA) in progressing its Local Plan. Opinion Research Services (ORS), who also prepared the South Gloucestershire & Bristol GTAA 2013, were appointed to undertake a refresh of the GTAA. Work on the refresh commenced in January 2016, with additional interviews undertaken between February and April 2017. The final GTAA 2017 report is provided for reference at Appendix A.

### **Applying the definition**

There is currently no national guidance as to how the definition should be applied. In addition, there has been no relevant case law established since the revision to the definition and there are very few examples of best practice.

It is the Council’s view that reliance on a definition based only on those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence would place an over-reliance on the economic aspects of travelling as the determinant of constituting a Gypsy and Traveller. Moreover, this would not include those who commute to work daily or those who travel for purposes other than work such as visiting horse fairs and visiting friend or relatives.

As a result, this would exclude consideration of important social/ cultural elements associated with the ‘nomadic habit of life’. Consequently, applying such an approach would have significant

implications for the Council, both in terms of the way it carries out its planning functions (policy, development management and enforcement) and its responsibilities under the Equality Act 2010.

The Council has worked closely with its consultants (ORS) on this matter, and they have acknowledged at paras 1.28 – 1.31 of the GTAA report (see Appendix 1) that this is an important consideration and is a policy response at the discretion of the local authority.

### **Why a broader approach is needed and key factors to be considered**

The Council has a responsibility under the public sector equality duty (PSED) to, “...have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between different people when carrying out their activities”.

As a result, it is important that the Council plans for the housing needs of all its communities, including the local Gypsy/ Traveller and Travelling Showpeople communities. In doing so, regard must be had to the cultural/ social aspects associated with travelling (‘nomadic’ way of life) as the majority of the local Gypsy/ Traveller population in South Gloucestershire are Romany Gypsy and Irish or Scottish Travellers and as such continue to have characteristics protected under the Equality Act 2010. Consequently, basing an assessment of need on economic considerations alone does not fully address the Council’s responsibilities in terms of its planning and equality duties. As these groups have a legal right to ‘culturally appropriate accommodation, in practice the degree to which Gypsy and Travellers are still considered to travel should not, from the Council’s perspective, be taken as determining the actual level of demonstrable need in South Gloucestershire.

At present the Council is not currently able to demonstrate a five year supply of deliverable sites for ‘travellers’ as required under national policy and remains subject to a Direction by the Secretary of State (2006) to provide site allocations for Gypsy/ Traveller use. Both of these factors remain relevant.

### **Summary**

In terms of its role as the LPA, it is important that the Council plans to meet the needs of the Gypsy/ Traveller and Travelling Showpeople communities in South Gloucestershire. It is also important that the method in which it does so reflects the characteristics of the local ‘travelling’ community and their ‘nomadic habit of life’ whilst also providing ‘culturally appropriate’ accommodation. This will ensure that the Council is also meeting its responsibilities in relation to equalities and the PSED.

For this reason, it is recommended that the Council plans for the overall level of need identified in the GTAA 2017, as set out at Figure 1. It is considered that this is a reasonable and pragmatic approach, which recognises both the economic and cultural determinants that need to be jointly considered as part of assessing the level of need for Gypsy and Traveller families who reside in South Gloucestershire.

Furthermore, it is considered that any potential for under or over-provision could be addressed through phasing, supported by a robust monitoring framework that would meet the objectively assessed need within the first 5 years and the remaining need through future allocations.

### **Establishing the level of demonstrable need**

Based on the above and in accordance with the figures in the GTAA 2017 (at Appendix A), there is a need for 75 additional residential Gypsy/Traveller pitches by 2032 (see figure 11 of the GTAA). There

is also a need for 31 additional plots for Travelling Showpeople by 2032. The total need requirements, broken down into five year blocks, are therefore as follows:

#### Gypsy/ Travellers

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
44	15	16	75

#### Travelling Showpeople

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
17	7	7	31

#### **Current position on likely future pitch provision**

Since the baseline date of the GTAA 2017 (February 2016), a number of applications (detailed at Appendix B) have been granted permission. These applications in combination equate to 14 additional Gypsy/Traveller pitches, and 7 additional plots for Travelling Showpeople. In effect, this reduces the level of need for Gypsy/ Traveller pitches to **61** and the need for additional plots for Travelling Showpeople to **24**.

The updated total need requirements for South Gloucestershire, broken down into five year blocks, are therefore as follows:

#### Gypsy/ Travellers

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
30	15	16	61

#### Travelling Showpeople

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
10	7	7	24

#### **Next steps**

This paper and the supporting GTAA forms the basis of what the Council considers to be the level of demonstrable need for Gypsy/Traveller pitches and Travelling Showpeople plots for the period up to 2032. Details in relation to how the Council proposes to plan for this level of need is set out in the new Local Plan Consultation Document. This will be subject to public consultation in early 2018.

#### **List of Appendices**

- A. *South Gloucestershire Gypsy and Traveller Accommodation Assessment (GTAA) 2017 report*
- B. *Planning permissions granted since the GTAA 2017 baseline*



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# **South Gloucestershire Gypsy and Traveller Accommodation Assessment**

**Final Report  
September 2017**



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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in South Gloucestershire.
- 1.2 A previous GTAA was commissioned jointly by South Gloucestershire and Bristol in 2013. This found an overall need for 46 additional pitches for Gypsies and Travellers, and an overall need for 23 additional plots for Travelling Showpeople. This report is now considered to be an out-of-date evidence base due to a number of reasons including:
  - the length of time since the previous household interviews were completed;
  - new sites that have been developed or granted planning permission;
  - the outcomes of local planning appeals;
  - revised assumptions about new household formation rates; and
  - the publication of new Government legislation and guidance.
- 1.3 As well as updating the previous GTAA for the reasons set out above, this new study addresses issues relating to the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term “*persons...who have ceased to travel permanently*”, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.8 for the full definition).
- 1.4 The GTAA provides a robust and credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2032. The outcomes of this study supersede the outcomes of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in South Gloucestershire.
- 1.5 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in South Gloucestershire through a combination of desk-based research, and engagement with members of the travelling community living on all known sites and yards. A total of 71 interviews were completed with Gypsies and Travellers and a total of 66 interviews were completed with Travelling Showpeople. In addition 4 interviews were completed with Travellers living in bricks and mortar. As this is an update to a recently completed assessment of need no additional stakeholder interviews were completed.
- 1.6 The majority of the fieldwork for the study was completed in February 2016 with some additional follow-up interviews completed between February and April 2017.
- 1.7 The baseline date for the study is **February 2016** which was when the majority of the interviews were completed.

## Key Findings

### Additional Pitch Needs – Gypsies and Travellers

- 1.8 Overall the additional pitch needs for Gypsies and Travellers from 2017-2032 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those households who may meet the planning definition (unknown) where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site), and for those households that do not meet the planning definition (although this is not now a requirement under the current guidance).
- 1.9 From a technical perspective only the need from those households who meet the planning definition and from those of the households who may meet the planning definition (unknown) who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.10 The need arising from households that meet the planning definition should be addressed through site allocation and intensification policies.
- 1.11 The Council will need to carefully consider how to address the needs associated with Travellers who may meet the planning definition (unknown) as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any such households that do provide evidence that they meet the definition.
- 1.12 The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA) and the consideration of local planning policy.
- 1.13 Based on the sites that have been identified during this assessment the table below sets out the overall need for additional pitches in South Gloucestershire for:
- the 22 Gypsy and Traveller households that meet the planning definition;
  - the 36 Gypsy and Traveller households that may meet the planning definition (unknown); and
  - the 49 Gypsy and Traveller households who do not meet the planning definition.

**Figure 1 – Additional need for Gypsy and Traveller households in South Gloucestershire (2017-2032). Please see figures 12-17 for more detail.**

Planning Status	Additional Need
Meet Planning Definition	<b>10</b>
May meet Planning Definition (Unknown)	<b>0-11 (10%<sup>1</sup> = 1)</b>
Do not meet Planning Definition	<b>54</b>

<sup>1</sup> Based on the outcomes of over 1,800 interviews completed with Gypsies and Travellers by ORS since the publication of PPTS (2015).

## Gypsies and Travellers that meet the Planning Definition

- 1.14 Need for 10 additional pitches for households that meet the planning definition is made up of:
- 6 from concealed families or adults;
  - 5 for older teenage children in need of a pitch of their own in the next 5 years;
  - 2 from pitches with temporary planning permission;
  - 1 younger adult in a bricks and mortar household seeking to move to a new pitch on an existing private site; and
  - 10 from new household formation.
- 1.15 There is also supply from 2 pitches which are due to become vacant on the Council's public site at Northwood Park, and further supply of 12 pitches on a new site (Leechpool Dairy Farm). When netted off against total need for 24 additional pitches this reduces the figure to 10 additional pitches.

**Figure 2 – Additional need for Gypsy and Traveller households in South Gloucestershire that meet the Planning Definition by 5 year periods (see Paragraph 6.14 for further details)**

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
3	3	4	10

## Gypsies and Travellers that may meet the Planning Definition (Unknown)

- 1.16 Need of up to 11 additional pitches for households who may meet the planning definition (unknown) is made up from 2 pitches with temporary planning permission and from new household formation of 9 from a maximum of 36 households. If the ORS national average<sup>2</sup> of 10% were applied this could result in a need for 1 additional pitch.

## Gypsies and Travellers that do not meet the Planning Definition

- 1.17 Whilst no longer a requirement to include in a GTAA there is a need for 54 additional pitches for households that do not meet the planning definition. This is made up of 16 concealed households or single adults, 13 teenagers who will be in need of a pitch of their own in the next 5 years, and 25 as a result of new household formation.

## Additional Plot Needs - Travelling Showpeople

- 1.18 Overall the additional plot needs for Travelling Showpeople from 2017-2032 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those households who may meet the planning definition (unknown) where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each yard), and for those households that do not meet the planning definition.

<sup>2</sup> Based on the outcomes of over 1,800 interviews completed with Gypsies and Travellers by ORS since the publication of PPTS (2015).

- 1.19 Only the need from those households who meet the planning definition and from those of the households who may meet the planning definition (unknown) who subsequently demonstrate that they meet it, should be considered as need arising from the GTAA.
- 1.20 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.
- 1.21 The Council will need to carefully consider how to address the needs associated with Travellers who may meet the planning definition (unknown) as it is unlikely that all of this need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any such households that do provide evidence that they meet the definition.
- 1.22 The need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA and the consideration of local planning policy.
- 1.23 The table below sets out the overall need for additional plots in South Gloucestershire for:
- the 49 Travelling Showpeople households that meet the planning definition;
  - the 19 Travelling Showpeople households that may meet the planning definition; and
  - the 17 Travelling Showpeople households who do not meet the planning definition.

**Figure 3 – Additional need for Travelling Showpeople households in South Gloucestershire (2017-2032). Please see figures 19-22 for more detail.**

Status	Total
Meet Planning Definition	<b>28</b>
May meet Planning Definition (Unknown)	<b>0-3</b>
Do not meet Planning Definition	<b>0</b>

## Travelling Showpeople that meet the Planning Definition

- 1.24 Need for **28 additional plots** is for households that meet the planning definition is made up of:
- 12 from concealed households or single adults;
  - 11 for older teenage children in need of a plot of their own in the next 5 years; and
  - 17 from new household formation.
- 1.25 In addition there is supply of 12 plots from a yard recently granted planning permission to meet the needs of local Showpeople (Land West of Pound Farm). When netted off against total need for 40 additional plots this reduces the figure to 28 additional plots.

**Figure 4 – Additional need for Travelling Showpeople households in South Gloucestershire that meet the Planning Definition by 5 year periods. (see Paragraph 6.14 for further details)**

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
16	6	6	<b>28</b>

### Travelling Showpeople that may meet the Planning Definition (Unknown)

- 1.26 Need of up to 3 additional plots for households who may meet the planning definition (unknown) is made up from new household formation of 3 from a maximum of 19 households.

### Travelling Showpeople that do not meet the Planning Definition

- 1.27 There is no additional current or future need arising from Travelling Showpeople households that do not meet the planning definition.

### Addressing Identified Need

- 1.28 How the client responds to this interpretation of the planning definition (PPTS 2015) is a policy response at the discretion of the local authority.
- 1.29 In this case, the client has indicated that they wish to consider pursuing an approach they feel reflects the characteristics of their local Gypsy and Traveller population. This will in turn inform the consideration of a local plan policy.
- 1.30 Notwithstanding the PPTS (2015) definition, the client recognises that under the Public Sector Equality Duty, they need to ensure that in recognition of their cultural heritage, all Gypsies and Travellers in South Gloucestershire must have access to suitable residential accommodation. Furthermore, a large proportion of South Gloucestershire's Gypsy and Traveller population are Romany Gypsies and Irish or Scottish Travellers and as such continue to have characteristics protected under the Equality Act 2010, and therefore a legal right to culturally appropriate accommodation.
- 1.31 In recognition of the above and the significant proportion of the Gypsy and Traveller population who continue to travel not solely for economic purposes, but for social and cultural reasons, reflecting such a nomadic 'habit' of life; the client has indicated a desire to consider a policy approach that reflects these local circumstances.

### Transit Requirements

- 1.32 It is recommended that whilst there may be historic evidence suggesting that transit provision may be required in South Gloucestershire, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.33 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 South Gloucestershire; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in South Gloucestershire; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment.

- <sup>1.34</sup> A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- <sup>1.35</sup> In the short-term the Council should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the planning definition - although from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- <sup>1.36</sup> 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.
- <sup>1.37</sup> Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.

## 2. Introduction

### The Study

- 2.1 The primary objective of 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 South Gloucestershire. The outcomes of this study supersede the outcomes of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in South Gloucestershire.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016.
- 2.3 The GTAA is a credible evidence base which can be used to aid the implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the period 2017 to 2032. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for transit provision.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **February 2016**.

### Local Plan Policies

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a number of Local Plan policies that are set out below. These will be replaced by updated policies in the new Local Plan when it is adopted.

**Figure 5 – Local Plan Policies**

#### **South Gloucestershire Core Strategy 2006-2027 – Adopted December 2013**

##### **POLICY CS21 – GYPSY AND TRAVELLER ACCOMMODATION**

Provision will be made for Gypsy and Traveller accommodation through the Policies, Sites and Places DPD or a replacement local plan (whichever is sooner) following a review of the need for further pitches up to 2027. Additional provision will be addressed through the intensification of existing sites in the first instance while not excluding sites in new neighbourhoods.

Applications for Gypsy and Traveller windfall sites will be considered having regard to the outstanding

level of need and in accordance with the most recent government guidance.

Sites for Gypsies and Travellers will be considered appropriate where they meet the following criteria:

1. the development would not have unacceptable environmental effects; and
2. the land is not the subject of unacceptable levels of noise disturbance, air pollution, smell, dust or contamination; and
3. the proposal would not unacceptably prejudice the amenities of existing and new neighbouring residential occupiers; and
4. adequate provision is made for vehicular access, parking and manoeuvring.

Preferably sites should be within a reasonable distance of local services and facilities, though more remote sites may be acceptable. Proposals for sites within the Green Belt or Cotswold AONB will only be acceptable where it can be demonstrated that very special circumstances exist.

Existing authorised land for accommodation by Gypsies and Travellers will be safeguarded at the following sites:

1. Hill View, Badminton Road, Nibley
2. Swan Lane, Winterbourne (3 sites)
3. Frampton Park, (Cog Mill), Bristol Road, Frampton Cotterell
4. Elm Farm, Westerleigh Road, Westerleigh
5. Green Orchards, Berwick Lane, Easter Compton
6. Shortwood Yard, Shortwood Hill, Pucklechurch
7. Greengate Yard, Shortwood Hill, Pucklechurch
8. Parkfield Road, Pucklechurch (2 sites)
9. Siston Lane, Siston (2 sites)
10. Orchard Farm, Pomphrey Hill, Mangotsfield
11. Westerleigh Road, Mangotsfield
12. Burton Road, Tormarton (2 sites)
13. Appletrees, New Street, Charfield
14. Bank Road, Pilning
15. Henfield Paddock, Henfield Road, Coalpit Heath
16. Cottage View, Gloucester Road, Almondsbury
17. 56 Ram Hill, Coalpit Heath
18. Moor Paddock, Westerleigh Road, Pucklechurch
19. Tall Trees, Over Lane, Almondsbury
20. Bridge View, Westerleigh Road, Westerleigh
21. Meadow View, Shortwood Road, Pucklechurch
22. Highwood Park, Highwood Road, Patchway
23. Northwood Park, Old Gloucester Road, Winterbourne
24. Homefield, Hall End Lane, Wickwar
25. 1 Dibden Lane, Emersons Green
26. Land at Giddy End, High Lane, Winterbourne
27. The Meadows, Parkfield, Pucklechurch
28. Leechpool Dairy Farm, Tanhouse Lane, Yate
29. Caravan Near Aust Services, Sandy Lane, Aust
30. Tytherington Road Nursery, Tytherington Road, Thornbury



## **POLICY CS22 - TRAVELLING SHOWPEOPLE**

Provision will be made for Travelling Showpeople through the Policies, Sites and Places DPD in accordance with identified need and taking into account other provision within the district.

Sites for Travelling Showpeople will be considered appropriate where they meet the following criteria:

1. the development would not have unacceptable environmental effects; and
2. the land is not the subject of unacceptable levels of noise disturbance, air pollution, smell, dust or contamination; and
3. the proposal would not prejudice the amenities of neighbouring residential occupiers; and
4. adequate provision is made for vehicular access and parking; and
5. sites are within a reasonable distance of local services and facilities.

Applications for unallocated sites will be considered having regard to the above criteria and in accordance with identified need. Unallocated sites within the Green Belt or Cotswolds AONB will only be acceptable where it can be demonstrated that very special circumstances exist.

Existing land for accommodation by Travelling Showpeople will be safeguarded at the following sites:

1. Fairlands, Earthcott Green, Alveston
2. Acres Fair, North Road, Yate
3. Frog Lane, Coalpit Heath
4. Land at Beanwood Park, Wapley
5. The Burgage, Chipping Sodbury
6. Land at Cotswold Road, Chipping Sodbury
7. Land at Alexandra Road, Coalpit Heath
8. Land at the Causeway, Coalpit Heath
9. Land at Park Lane, Frampton Cotterell
10. Land adjacent to Hares Farm, Mapleridge Lane, Yate
11. Bristol Rd, Cromhall
12. Engine Common Lane, Yate

## **Definitions**

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

## **The Planning Definition in PPTS (2015)**

- 2.8 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 of PPTS 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)

- <sup>2.9</sup> 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 not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

## Definition of Travelling

- <sup>2.10</sup> 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*’.
- <sup>2.11</sup> **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.
- <sup>2.12</sup> 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-on-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.
- <sup>2.13</sup> 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*.
- <sup>2.14</sup> 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.

- 2.15 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.
- 2.16 **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.
- 2.17 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.18 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.
- 2.19 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future.
- 2.20 This approach was endorsed by a planning inspector in a recent appeal decision in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below:

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

## Legislation and Guidance for Gypsies and Travellers

- 2.21 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 and Planning Act, 2016
- » Planning Policy for Traveller Sites (PPTS), 2015
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance<sup>3</sup> (PPG), 2014

<sup>2.22</sup> The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the revised Planning Policy for Traveller Sites (PPTS) that was published in August 2015. It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the new planning definition – through the assessment of all households living in caravans.

### Planning Policy for Traveller Sites (2015)

<sup>2.23</sup> 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.*
- » *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.*

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<sup>3</sup> With particular reference to the sections on Housing and Economic Development Needs Assessments

<sup>2.24</sup> 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.*

<sup>2.25</sup> 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.*

<sup>2.26</sup> 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.*

## 3. Methodology

### Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015, and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan examinations and planning appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.4 The approach currently used by ORS was considered in April 2016 by the planning inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:

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

### Glossary of Terms

- 3.5 A Glossary of Terms can be found in **Appendix A**.

### Desk-Based Review

- 3.6 ORS collated a range of secondary data that was used to support the study. This included:
- |  |  |
|--|--|
| » Census data.                               | » Information on planning applications/appeals.                |
| » Site records.                              | » Information on enforcement actions.                          |
| » Caravan counts.                            | » Existing Needs Assessments and other relevant local studies. |
| » Records of unauthorised sites/encampments. | » Existing national and local policy.                          |

## Stakeholder Engagement

- 3.7 As this was an update of a recently published GTAA study no new stakeholder engagement was undertaken.

## Working Collaboratively with Neighbouring Planning Authorities

- 3.8 As this was an update of a recently published GTAA study no new engagement was undertaken with neighbouring planning authorities.

## Survey of Travelling Communities

- 3.9 Through the desk-based research 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 robust information to use to assess households against the planning definition of a Traveller, multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.
- 3.10 Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample based approach which often leads to an under-estimate of need - an approach which is regularly challenged by the Planning Inspectorate and at planning appeals.
- 3.11 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of changes in PPTS (2015) and to collect the information ORS feel is necessary to apply the planning definition. A copy of the questions can be found in **Appendix C** – although the interviews were completed using Computer Aided Personal Interview (CAPI) tablets.
- 3.12 All pitches and plots were visited by members of our dedicated team of experienced interviewers who work on our GTAA studies across England and Wales. They conducted semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics (to meet the requirements in PPTS). Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.13 They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.14 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).

## Engagement with Bricks and Mortar Households

- 3.15 The 2011 Census includes 50 households that identify as Gypsy or Irish Traveller who live in a house or flat in South Gloucestershire.



- 3.16 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 identified through a range of sources including the interviews with people on existing sites and yards and intelligence from the Council. In addition adverts were placed on social media (including the Friends Families and Travellers Facebook group). An example is shown below. Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.
- 3.17 As a rule we do not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole 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. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 6 – Bricks and Mortar Advert





## Timing of the Fieldwork

- <sup>3.18</sup> ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such the majority of the fieldwork was completed in February 2016, with a number of revisits completed between February and April 2017, and also avoiding days of known local or national events

## Calculating Current and Future Need

- <sup>3.19</sup> The primary change to PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraph 2.20 for a recent example) – these support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- <sup>3.20</sup> 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.

## Applying the Planning Definition

- <sup>3.21</sup> The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
  - » Whether household members have ever travelled.
  - » The main reasons for travelling.
  - » Where household members travelled to.
  - » The times of the year that household members travelled.
  - » Where household members stay when they are away travelling.
  - » When household members stopped travelling.
  - » The reasons why household members stopped travelling.
  - » Whether household members intend to travel again in the future.
  - » When and the reasons why household members plan to travel again in the future.
- <sup>3.22</sup> 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 and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to

travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

- 3.23 Households that need to be considered in the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be included in the GTAA:
- » Households that travel under the planning definition.
  - » Households that have ceased to travel temporarily under the planning definition.
  - » Households where an interview was not possible who *may* fall under the planning definition.
- 3.24 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments and local plan policy preparation.

### Households who may meet the Planning Definition (Unknown)

- 3.25 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 3.26 The estimate seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50%<sup>4</sup> has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent planning appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.27 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or the SHMA/HEDNA.
- 3.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.29 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authority areas, particularly in the London Boroughs, no households meet the planning definition.

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<sup>4</sup> See Chapter 6

- 3.30 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.31 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA.
- 3.32 The Council will need to carefully consider how to address the needs associated with Travellers who may meet the planning definition (unknown) in as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a specific site allocation/protection policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any such households that do provide evidence that they meet the definition.
- 3.33 How the ORS methodology addresses need from unknown households was supported by the Planning Inspector for a recent Local Plan Examination in Maldon, Essex. In his Report that was published on 29th June 2017 he concluded:

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

## Households that do not meet the Planning Definition

- 3.34 Households who do not travel 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 Guidance<sup>5</sup> related to this section of

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<sup>5</sup> "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016).

the Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans.

## Addressing Identified Need

- 3.35 How the client responds to this interpretation of the planning definition (PPTS 2015) is a policy response at the discretion of the local authority.
- 3.36 In this case, the client has indicated that they wish to consider pursuing an approach they feel reflects the characteristics of their local Gypsy and Traveller population. This will in turn inform the consideration of a local plan policy.
- 3.37 Notwithstanding the PPTS (2015) definition, the client recognises that under the Public Sector Equality Duty, they need to ensure that in recognition of their cultural heritage, all Gypsies and Travellers in South Gloucestershire must have access to suitable, residential accommodation. Furthermore, a large proportion of South Gloucestershire's Gypsy and Traveller population are Romany Gypsies and Irish or Scottish Travellers and as such continue to have characteristics protected under the Equality Act 2010, therefore a legal right to culturally appropriate accommodation.
- 3.38 In recognition of the above and the significant proportion of the Gypsy and Traveller population who continue to travel not solely for economic purposes, but for social and cultural reasons, reflecting such a nomadic 'habit' of life; the client has indicated a desire to consider a policy approach that reflects these local circumstances.

## Supply of Pitches

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

## Current Need

<sup>3.41</sup> 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.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to sites.
- » Households in need on waiting lists for public sites.

## Future Need

<sup>3.42</sup> The final stage was to identify components of future need. This includes the following four components:

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

<sup>3.43</sup> Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.

<sup>3.44</sup> All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2032.

## Pitch Turnover

<sup>3.45</sup> 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 as a component of supply has been the subject of a number of appeal decisions, for example APP/J3720/A/13/2208767 was critical of a GTAA, concluding that:

*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.*

- <sup>3.46</sup> In addition a recent GTAA Best Practice Guide<sup>6</sup> 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.*

- <sup>3.47</sup> 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

- <sup>3.48</sup> PPTS (2015) also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.

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

- <sup>3.49</sup> 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 DCLG Bi-annual Traveller Caravan Count. The outcomes of the discussions with council officers and other stakeholders were also taken into consideration when determining this element of need in the study area.

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<sup>6</sup> Best Practice for Gypsy and Traveller Assessment of Accommodation Need (June 2016) – Various Authors.

## 4. Gypsy, Traveller and Travelling Showpeople Sites and Population

### Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.



## Sites and Yards in South Gloucestershire

- 4.6 In South Gloucestershire there are 2 public sites with planning permission for 39 pitches; 31 private sites with planning permission for 81 pitches; 2 sites with temporary planning permission for 4 pitches; no sites that are tolerated for planning purposes; no unauthorised sites; and 14 private Travelling Showpeople yards with planning permission for 86 plots. There are also 2 private transit pitches. Details can be found in Chapter 5, Figure 8 and **Appendix B**.

**Figure 7 - Total amount of authorised provision in South Gloucestershire (February 2016)**

Category	Sites/Yards	Pitches/Plots
Private Gypsy and Traveller sites with permanent planning permission	31	81
Private Gypsy and Traveller sites with temporary planning permission <sup>7</sup>	2	4
Public Gypsy and Traveller Sites (Council and Registered Providers)	2	39
Public Transit Provision	0	0
Private Transit Provision	1	2
Travelling Showpeople Provision	14	86

## Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the 'Gypsy and Traveller Caravan Count' as the 'Traveller Caravan Count' as it also now includes details on Travelling Showpeople.
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out in Chapter 6.

<sup>7</sup> An additional site with 2 permanent pitches (Hall End Lane), and an additional temporary pitch on an existing site (The Meadows) were granted planning permission in December 2016 which was after the baseline date for the GTAA.



## 5. Survey of Travelling Communities

### Interviews with Gypsies and Travellers

- 5.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The household interview questions can be found in **Appendix C**.
- 5.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites, yards and encampments in the study area. The majority of interviews were completed in February 2016, with some additional interviews completed between February and April 2017. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The table below identifies 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 where this information is available.

**Figure 8 - Sites and yards visited in South Gloucestershire**

Site Status	Pitches	Interviews	Reasons for not completing interviews
<b>Public Sites</b>			
Highwood Park, Patchway	20	15	5 x no contact possible
Northwood Park, Winterbourne	19	19	-
<b>Private Sites</b>			
Appletrees, Charfield	2	0	2 x no contact possible
Bank Road, Pilning	5	1	4 x no contact possible
Bridge View, Westerleigh	2	2	-
Burton Road, Tormarton (1)	1	0	1 x no contact possible
Burton Road, Tormarton (2)	1	0	1 x no contact possible
Caravan near Aust Services, Sandy Lane, Aust	2	2	-
Cottage View, Almondsbury	3	0	3 x no contact possible
Dibden Lane, Emersons Green	1	1	-
Frampton Park, Frampton Cotterell	2	0	2 x refusals
Green Orchards, Easter Compton	3	2	1 x no contact possible
Greengate Yard, Pucklechurch	1	1	-
Henfield Paddock, Henfield	2	2	-

Hill View, Nibley	1	1	-
Homefield, Wickwar	5	3	2 x no contact possible
Land at Giddy End, Winterbourne	1	1	-
Leechpool Dairy Farm, Yate	12	0	12 x under construction
Meadow View, Pucklechurch	4	3	1 x no contact possible
Moor Paddock, Pucklechurch.	2	0	2 x no contact possible
Oldbury Lane, Thornbury	1	0	1 x pitch unimplemented
Orchard Farm, Pomphrey Hill, Mangotsfield	4	3	1 x no contact possible
Parkfield Road, Pucklechurch (1)	1	1	-
Parkfield Road, Pucklechurch (2)	1	1	-
Ram Hill, Coalpit Heath	2	0	2 x no contact possible
Shortwood Yard, Pucklechurch	1	1	-
Siston Lane, Siston (1)	1	1	-
Siston Lane, Siston (2)	2	2	-
Swan Lane, Winterbourne	6	0	6 x refusals
The Meadows, Pucklechurch	3	1	2 x no contact possible
Tytherington Road Nursery, Thornbury	6	3	3 x no contact possible
Elm Farm, Westerleigh Road	2	2	-
Westerleigh Road, Mangotsfield	1	1	-
<b>Temporary Sites</b>			
Henfield Paddock, Henfield	2	0	2 x pitches unimplemented
Land at Shortwood Road, Pucklechurch	2	2	-
<b>TOTAL</b>	<b>124</b>	<b>71</b>	

<b>Yard Status</b>	<b>Plots</b>	<b>Interviews</b>	<b>Reasons for not completing interviews</b>
<b>Private Yards</b>			
Acres Fair, Yate	9	12	-
Bristol Road, Cromhall (The Orchards)	2	1	1 x no contact possible
Engine Common Lane, Yate	1	0	1 x vacant
Fairlands, Alveston	4	2	2 x no contact possible
Frog Lane, Coalpit Heath (The Willows)	11	11	-
Land adjacent to Hares Farm, Yate	16	7	9 x no contact possible
Land at Alexandra Road, Coalpit Heath	1	3	-
Land at Beanwood Park, Wapley	19	28	-
Land at Cotswold Road, Chipping Sodbury (1)	2	0	2 x no contact possible

Land at Cotswold Road, Chipping Sodbury (2)	1	0	1 x no contact possible
Land at Park Lane, Frampton Cotterell (Rogers Yard)	4	1	3 x refusals
Land at the Causeway, Coalpit Heath (The Firs)	2	1	1 x no contact possible
Land west of Pound Farm, Thornbury <sup>8</sup>	12	0	12 x under construction
The Burgage, Chipping Sodbury	2	0	2 x no contact possible
<b>TOTAL</b>	<b>86</b>	<b>66</b>	

## Efforts to contact bricks and mortar

- 5.3 The 2011 Census recorded 50 households in South Gloucestershire living in a house or a flat who identified as Gypsies or Irish Travellers.
- 5.4 As well as the interviews with stakeholders and with households living on sites that were interviewed, ORS sought contacts from Council officers to identify Gypsy and Traveller households to interview living in bricks and mortar.
- 5.5 As a result of the efforts that were made it was possible to identify 3 Gypsy and Traveller and 1 Travelling Showperson households living in bricks and mortar to be interviewed.

<sup>8</sup> All planning conditions not yet discharged.

## 6. Current and Future Pitch Provision

### Introduction

- 6.1 This section focuses on the additional pitch provision which is needed in South Gloucestershire to 2032. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies completed by ORS, the approach taken in this study to estimate new household formation has been accepted by planning inspectors as the most appropriate methodology to use.
- 6.2 We would note that this section is based upon a combination of the on-site surveys and planning records. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 6.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

### Planning Definition

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

### New Household Formation Rates

- 6.5 Previously, a national household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix E**.
- 6.6 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.

- 6.7 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than 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.
- 6.8 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers and a rate of 1.00% for Travelling Showpeople. This view has been supported by planning inspectors in a number of appeal decisions. The most recent was in relation to an appeal decision 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.*

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

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

- 6.10 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 6.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by travelling status).
- 6.12 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement has been made on likely

new household formation based on the age and gender of the children. This uses the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales.

- 6.13 The table below sets out the growth rates that have been used for this study. In the absence of demographic data the national rate of 1.50% has been used for Gypsies and Travellers that may meet the definition, and the national rate of 1.00% has been used for Travelling Showpeople that may meet the new definition.

**Figure 9 – New household formation rates used**

Gypsies & Travellers		Travelling Showpeople	
Meet Planning Definition	Do Not Meet Planning Definition	Meet Planning Definition	Do Not Meet Planning Definition
1.65% (40% under 18)	1.85% (44% aged under 18)	1.40% (34% aged under 18)	Site Demographics Used

## Breakdown by 5 Year Bands

- 6.14 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, concealed and doubled-up households and adults, 5 year need from older teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

## Applying the Planning Definition

- 6.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they were able to provide information during the household interview that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from 'unknown' households. Need for households that do not meet the planning definition are assessed for illustrative purposes only and to provide evidence to support the SHMA or HEDNA.
- 6.16 Information that was sought from households where an interview was completed allowed each household to be assessed against the new planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in South Gloucestershire.

Figure 10 – Planning status of households in South Gloucestershire

Site Status	Meet Planning Definition	May meet Planning Definition (Unknown)	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Public Sites	7	3	27
Private Sites	13	33	22
Temporary Sites	2	0	0
<b>Sub-Total</b>	<b>22</b>	<b>36</b>	<b>49</b>
<b>Travelling Showpeople</b>			
Private Yards	49	19	17
<b>Sub-Total</b>	<b>49</b>	<b>19</b>	<b>17</b>
<b>TOTAL</b>	<b>71</b>	<b>55</b>	<b>66</b>

<sup>6.17</sup> Figure 10 shows that for Gypsies and Travellers 22 households and for Travelling Showpeople 49 households meet the planning definition of a Traveller in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 49 Gypsy and Traveller households and 17 Travelling Showpeople households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, for holidays or to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition. There were also 4 plots identified on Showpeople yards that were not occupied by Travellers.

<sup>6.18</sup> The number of households on each site where an interview was not possible are recorded as ‘unknown’. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 attempted visits.

## Bricks and Mortar Interviews

<sup>6.19</sup> Through all the efforts that were made it was possible to complete 3 interviews with Gypsy and Traveller households and 1 Travelling Showpeople household living in bricks and mortar in South Gloucestershire. Of these 1 Gypsy and Traveller and 1 Travelling Showperson household meet the planning definition. 1 younger adult in the Gypsy and Traveller household is seeking to move to a new pitch on an existing private site and the Travelling Showpeople household are happy to stay in bricks and mortar – although they are seeking to build additional properties on their land.

## Waiting List for Public Sites

<sup>6.20</sup> Whilst there are 2 public sites the Council confirmed that there is no waiting list. When pitches become available families are able to apply to be considered as tenants. The Council undertakes a screening process to ensure that these pitches are allocated to households with local connections and the greatest levels of need.

## Key Demographic Findings

- 6.21 Ethnicity data that was captured from the Gypsy and Traveller households that meet the planning definition of a Traveller indicated that there are a mixture of Romany Gypsy households and Irish Traveller households. Ethnicity data for those households that do not meet the planning definition indicated that there are a mixture of Romany Gypsy households, Irish Traveller households and English Traveller households, and 2 households that did not provide a response. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish and Scottish Travellers who are covered under equality legislation.
- 6.22 The Gypsy and Traveller households that meet the planning definition comprised 82 residents – 48 adults and 34 children and teenagers aged under 18. This equates to 58% adults and 42% children and teenagers and suggests that a new household formation rate of 1.75% should be used.
- 6.23 The Gypsy and Traveller households that do not meet the planning definition comprised 150 residents – 84 adults and 66 children and teenagers aged under 18. This equates to 56% adults and 44% children and teenagers and suggests that a new household formation rate of 1.85% should be used.
- 6.24 The 49 Travelling Showpeople households that meet the planning definition comprised 156 residents - 103 adults and 53 children and teenagers aged under 18. This equates to 66% adults and 34% children and teenagers and suggests that a new household formation rate of 1.40% should be used.
- 6.25 There was only 1 very young child living in Travelling Showpeople households that do not meet the planning definition so no household formation has been included.

## Pitch Needs – Gypsies and Travellers

- 6.26 The table below sets out the overall need for additional pitches in South Gloucestershire for the 22 Gypsy and Traveller households that meet the planning definition; for the 36 Gypsy and Traveller households that may meet the planning definition; for the 49 Gypsy and Traveller households who do not meet the planning definition.

**Figure 11 – Additional need for Gypsy and Traveller households in South Gloucestershire (2017-2032)**

Planning Status	Additional Need
Meet Planning Definition	<b>10</b>
May meet Planning Definition (Unknown)	<b>0-11 (10%<sup>9</sup> = 1)</b>
Do not meet Planning Definition	<b>54</b>

## Gypsies and Travellers that meet the Planning Definition

- 6.27 The 22 households who meet the planning definition were found on 2 public sites, 8 private sites and 1 temporary site. Analysis of the household interviews indicated that there is a current need for 6 additional pitches from concealed households or single adults, 5 additional pitches for older teenage children in need of a pitch of their own in the next 5 years, 2 pitches with temporary planning permission, and 1 person seeking to move from bricks and mortar to a new pitch on an existing private site. The household

<sup>9</sup> Based on the outcomes of over 1,800 interviews completed with Gypsies and Travellers by ORS since the publication of PPTS (2015).



demographics suggest that a new household formation rate of 1.75% should be used. This gives a total of 10 additional pitches through new household formation over the 15 year GTAA period.

- 6.28 In addition there is a new site at Leechpool Dairy Farm which was granted planning permission at appeal for a maximum of 12 permanent pitches and 2 transit pitches. It is understood that all of the planning conditions have recently been discharged and that the site is now under construction. Information provided by the Council suggests that the pitches will be rented out on a commercial basis and can therefore be included as available supply during the first 5 years of the GTAA period. There are also 2 pitches on the public site at Northwood Park due to be vacated by households that do not meet the planning definition (1 that have purchased land to develop their own site and 1 to a public site in London). These 2 pitches have also been included as supply.
- 6.29 Therefore the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **10 additional pitches** over the 15 year GTAA period.

**Figure 12 – Additional need for Gypsy and Traveller households in South Gloucestershire that meet the Planning Definition (2017-2032)**

Gypsies and Travellers - Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	12
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	2
<b>Total Supply</b>	<b>14</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	6
Movement from bricks and mortar	1
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>7</b>
<b>Future Need</b>	
5 year need from older teenage children	5
Households on sites with temporary planning permission	2
In-migration	0
New household formation	10
<i>(Formation base 33 and formation rate 1.75%)</i>	
<b>Total Future Needs</b>	<b>17</b>
<b>Net Pitch Total = (Current and Future Need – Total Supply)</b>	<b>10</b>

**Figure 13 – Additional need for Gypsy and Traveller households in South Gloucestershire that meet the Planning Definition by 5 year periods**

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
3	3	4	<b>10</b>

## Gypsies and Travellers who may meet Planning Definition (Unknown)

- 6.30 Whilst it was not possible to determine the travelling status of a total of 36 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.
- 6.31 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 6.32 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 6.33 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 6.34 Should further information be made available to the Council that will allow for the planning definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 2 from pitches with temporary planning permission, and by up to 9 pitches from new household formation (this uses a base of the 36 households and a net growth rate of 1.50%<sup>10</sup>). Therefore additional need *could* increase by up to a further 11 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 36 ‘unknown’ pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch.

**Figure 14 – Additional need for ‘unknown’ households in South Gloucestershire (2017-2032)**

Gypsies and Travellers who may meet the Planning Definition (Unknown)	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0

<sup>10</sup> The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from older teenage children	0
Households on sites with temporary planning permission <sup>11</sup>	2
In-migration	0
New household formation	9
<i>(Formation base 36 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>11</b>
<b>Net Pitch Total = (Current and Future Need – Total Supply)</b>	<b>11</b>

Figure 15 – Additional need for ‘unknown’ households in South Gloucestershire by 5 year periods

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
5	3	3	<b>11</b>

## Gypsies and Travellers that do not meet the Planning Definition

- 6.35 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However this assessment is included to provide the Council with information on levels of need that will have to be addressed through the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 49 households who do not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Romany Gypsies or Irish Travellers.
- 6.36 Additional need for pitches for Gypsy and Traveller households that do not meet the planning definition is made up of 16 concealed households or adults, 13 teenagers who will be in need of a pitch of their own in the next 5 years, and 25 from new household formation using a formation rate of 1.85% derived from the site demographics.

Figure 16 - Additional need for Gypsy and Traveller households in South Gloucestershire that do not meet the Planning Definition (2017-2032)

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0

<sup>11</sup> 2 of these pitches are currently unimplemented but are expected to be developed and occupied shortly.

Concealed households/Doubling-up/Over-crowding	16
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>16</b>
<b>Future Need</b>	
5 year need from older teenage children	13
Households on sites with temporary planning permission	0
In-migration	0
New household formation	25
<i>(Formation base 78 and formation rate 1.85%)</i>	
<b>Total Future Needs</b>	<b>38</b>
<b>Net Pitch Total = (Current and Future Need – Total Supply)</b>	<b>54</b>

**Figure 17 - Additional need for Gypsy and Traveller households in South Gloucestershire that do not meet the Planning Definition by 5 year periods**

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
36	9	9	<b>54</b>

## Plot Needs - Travelling Showpeople

- 6.37 The assessment identified a total of 14 Travelling Showpeople yards in South Gloucestershire. At the time of the fieldwork one of the yards had not yet been fully developed and was unoccupied.
- 6.38 The table below sets out the overall need for additional plots in South Gloucestershire for the 49 Travelling Showpeople households that meet the planning definition; for the 19 Travelling Showpeople households that may meet the planning definition; for the 17 Gypsy and Traveller households who do not meet the planning definition.

**Figure 18 – Additional need for Travelling Showpeople households in South Gloucestershire (2017-2032)**

Status	Total
Meet Planning Definition	<b>28</b>
May meet Planning Definition (Unknown)	<b>0-3</b>
Do not meet Planning Definition	<b>0</b>

## Travelling Showpeople that meet the Planning Definition

- 6.39 The 49 households who meet the planning definition of Travelling were all found on private yards. Analysis of the household interviews indicated that there is a current need for 11 additional plots from concealed households or single adults, and a short-term need for a further 12 additional plots for older teenage children.
- 6.40 The household demographics suggest that a new household formation rate of 1.40% should be used. This gives a total of 17 additional plots through new household formation over the 15 year GTAA period.

- 6.41 Planning permission has been granted for a new yard at Land West of Pound Farm (Thornbury) with 12 plots. It is understood that the yard is to provide additional plots to meet the needs of local Travelling Showpeople and as such it has been included as available supply at this time. However the Council will need to monitor the progress of the planning application to ensure that it is implemented within the first 5 years of the GTAA. This supply has been used to offset need for households who meet the planning definition over the first 5 years of the GTAA.
- 6.42 Therefore the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **28 additional plots** over the 15 year GTAA period.

**Figure 19 – Additional need for Travelling Showpeople households in South Gloucestershire that meet the Planning Definition (2017-2032)**

Travelling Showpeople - Meeting Planning Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	12
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>12</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	11
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>11</b>
<b>Future Need</b>	
5 year need from older teenage children	12
Households on yards with temporary planning permission	0
In-migration	0
New household formation	17
<i>(Formation base 72 and formation rate 1.40%)</i>	
<b>Total Future Needs</b>	<b>29</b>
<b>Net Plot Total = (Current and Future Need – Total Supply)</b>	<b>28</b>

**Figure 20 – Additional need for Travelling Showpeople households in South Gloucestershire that meet the Planning Definition by 5 year periods**

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
16	6	6	<b>28</b>

### Travelling Showpeople that may meet the Planning Definition (Unknown)

- 6.43 Whilst it was not possible to determine the travelling status of a total of 19 households as they were not on yards at the time of the fieldwork, the needs of these households still need to be recognised as they are Travelling Showpeople.

- 6.44 Should further information be made available to the Council that will allow for the planning definition to be applied the overall level of need could rise by **3 additional plots from new household formation** (this uses a base of the 19 households and a net growth rate of 1.00%<sup>12</sup>). Therefore total additional need **could increase by a further 3 plots**, plus any concealed adult households or 5 year need arising from older teenagers living in these households.

Figure 21 – Additional need for ‘unknown’ Travelling Showpeople households in South Gloucestershire (2017-2032)

Travelling Showpeople who may meet the Planning Definition (Unknown)	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Formation base 19 and formation rate 1.00%)</i>	
<b>Total Future Needs</b>	<b>3</b>
<b>Net Plot Total = (Current and Future Need – Total Supply)</b>	<b>3</b>

Figure 22 – Additional Need for ‘unknown’ Showpeople Households in South Gloucestershire by 5 Year Periods

0-5	6-10	11-15	
2017-22	2022-27	2027-32	Total
1	1	1	3

## Travelling Showpeople that do not meet the Planning Definition

- 6.45 Analysis of the 17 household interviews for those who do not meet the planning definition of a Traveller indicated that there is no current or future need for additional plots over the 15 year GTAA period. The vast majority of plots were occupied by older couples with no children. There was only one child in these households who was aged under 1 year old.

<sup>12</sup> Work undertaken by ORS over recent years has identified that Travelling Showpeople households grow at a rate of approximately 1.00% and this has been applied in the absence of further demographic information about these households.

## Addressing Identified Need

- <sup>6.46</sup> How the client responds to this interpretation of the planning definition (PPTS 2015) is a policy response at the discretion of the local authority.
- <sup>6.47</sup> In this case, the client has indicated that they wish to consider pursuing an approach they feel reflects the characteristics of their local Gypsy and Traveller population. This will in turn inform the consideration of a local plan policy.
- <sup>6.48</sup> Notwithstanding the PPTS (2015) definition, the client recognises that under the Public Sector Equality Duty, they need to ensure that in recognition of their cultural heritage, all Gypsies and Travellers in South Gloucestershire must have access to suitable, residential accommodation. Furthermore, a large proportion of South Gloucestershire's Gypsy and Traveller population are Romany Gypsies and Irish or Scottish Travellers and as such continue to have characteristics protected under the Equality Act 2010, therefore a legal right to culturally appropriate accommodation.
- <sup>6.49</sup> In recognition of the above and the significant proportion of the Gypsy and Traveller population who continue to travel not solely for economic purposes, but for social and cultural reasons, reflecting such a nomadic 'habit' of life; the client has indicated a desire to consider a policy approach that reflects these local circumstances.

## Transit Requirements

- <sup>6.50</sup> When determining the potential need for transit provision the assessment has looked at data from the DCLG Caravan Count, the outcomes of the stakeholder interviews and local records on numbers of unauthorised encampments, and the potential wider issues related to changes made to PPTS in 2015.

## Stakeholder Interviews and Local Data

- <sup>6.51</sup> The 2013 GTAA recommended a need for a transit site for 10 pitches due to the complex nature of unauthorised encampments in South Gloucestershire. Whilst there is a transit site of 20 pitches in Bristol, the police cannot use their powers under Section 62a of the Criminal Justice and Public Order Act (1994) to require households to move there<sup>13</sup>.
- <sup>6.52</sup> The site at Leechpool Dairy Farm that is currently under construction includes provision for 2 private transit pitches but it is not considered that these will be adequate to meet the overall transit needs across South Gloucestershire and that there is still a need to consider additional transit provision.

## DCLG Caravan Count

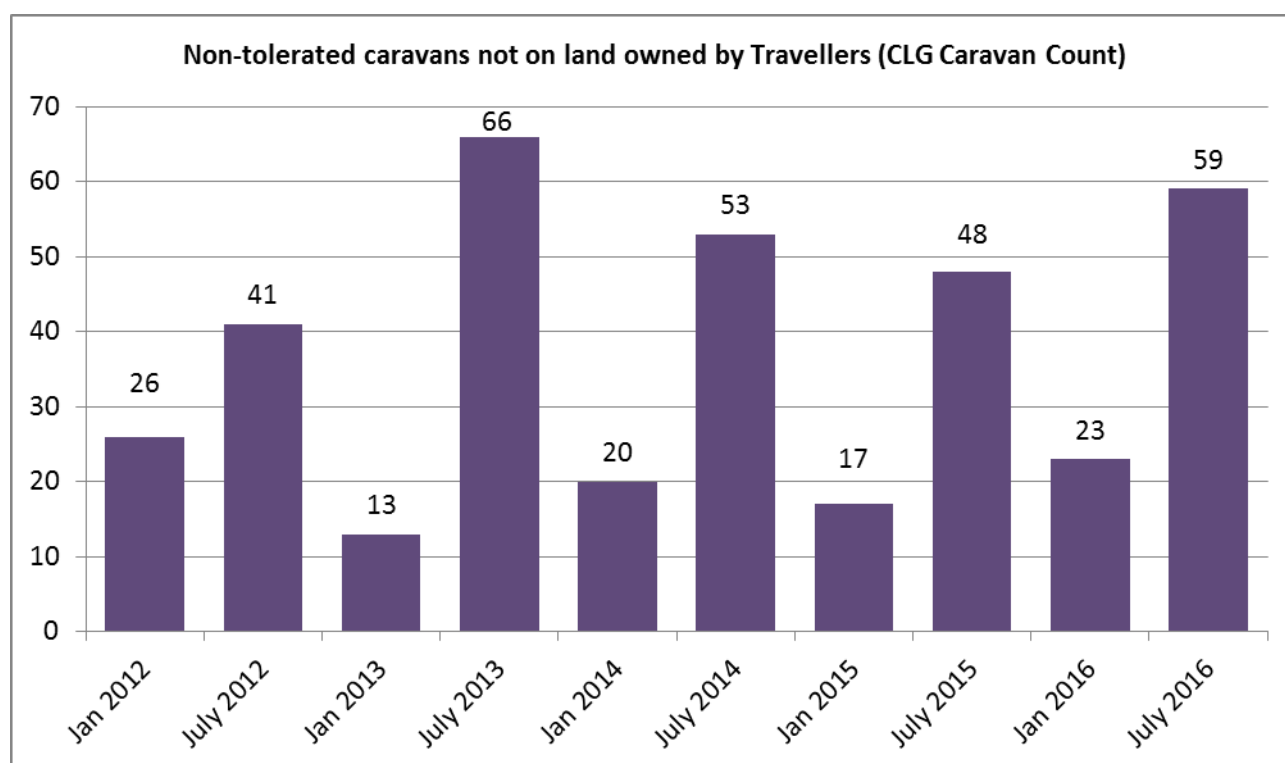
- <sup>6.53</sup> Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to

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<sup>13</sup> This allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area. A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State.

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

- <sup>6.54</sup> Data from the Caravan Count shows that there have been fairly high numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years – and that there are distinct seasonal variations with higher numbers of caravans during summer months.



## Potential Implications of PPTS 2015

- <sup>6.55</sup> It has been suggested by a number of organisations and individuals representing the Travelling Community that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling seeking to meet the planning definition. This may well be the case but it will take some time for any changes to materialise. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen at this point in time.

## Transit Recommendations

- <sup>6.56</sup> It is recommended that whilst there may be historic evidence suggesting that transit provision may be required in South Gloucestershire, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.



- <sup>6.57</sup> 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 South Gloucestershire; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in South Gloucestershire; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment.
- <sup>6.58</sup> A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- <sup>6.59</sup> In the short-term the Council should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the planning definition - although from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- <sup>6.60</sup> 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.
- <sup>6.61</sup> Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.

# Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	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.
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement of households into a region or community
<b>Local Plans</b>	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
<b>Out-migration</b>	Movement from one region or community in order to settle in another.
<b>Personal planning permission</b>	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
<b>Pitch/plot</b>	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.
<b>Private site</b>	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

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

## Appendix B: Sites and Yards Lists (February 2017)

Site/Yard	Authorised Pitches/Plots	Unauthorised Pitches/Plots
<b>Public Sites</b>		
Highwood Park, Patchway	20	-
Northwood Park, Winterbourne	19	-
<b>Private Sites with Permanent Permission</b>		
Appletrees, Charfield	2	-
Bank Road, Pilning	5	-
Bridge View, Westerleigh	2	-
Burton Road, Tormarton (1)	1	-
Burton Road, Tormarton (2)	1	-
Caravan near Aust Services, Sandy Lane, Aust	2	-
Cottage View, Almondsbury	3	-
Dibden Lane, Emersons Green	1	-
Frampton Park, Frampton Cotterell	2	-
Green Orchards, Easter Compton	3	-
Greengate Yard, Pucklechurch	1	-
Henfield Paddock, Henfield	2	-
Hill View, Nibley	1	-
Homefield, Wickwar	5	-
Land at Giddy End, Winterbourne	1	-
Leechpool Dairy Farm, Yate	12	-
Meadow View, Pucklechurch	4	-
Moor Paddock, Pucklechurch	2	-
Oldbury Lane, Thornbury	1	-
Orchard Farm, Pomphrey Hill, Mangotsfield	4	-
Parkfield Rd, Pucklechurch (1)	1	-
Parkfield Rd, Pucklechurch (2)	1	-
Ram Hill, Coalpit Heath	2	-
Shortwood Yard, Pucklechurch	1	-
Siston Lane, Pucklechurch (1)	1	-
Siston Lane, Pucklechurch (2)	2	-
Swan Lane, Winterbourne	6	-

The Meadows, Pucklechurch	3	-
Tytherington Road Nursery, Thornbury	6	-
Elm Farm, Westerleigh Road	2	-
Westerleigh Road, Mangotsfield	1	-
<b>Private Sites with Temporary Permission<sup>14</sup></b>		
Henfield Paddock, Henfield	2	-
Land at Shortwood Road, Pucklechurch	2	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Sites</b>		
None	-	-
<b>TOTAL PITCHES</b>	<b>124</b>	<b>0</b>
<b>Private Travelling Showpeople Yards</b>		
Acres Fair, Yate	9	-
Bristol Road, Cromhall (The Orchards)	2	-
Engine Common Lane, Yate,	1	-
Fairlands, Alveston	4	-
Frog Lane, Coalpit Heath (The Willows)	11	-
Land adjacent to Hares Farm, Yate	16	-
Land at Alexandra Road, Coalpit Heath	1	-
Land at Beanwood Park, Wapley	19	-
Land at Cotswold Road, Chipping Sodbury (1)	2	-
Land at Cotswold Road, Chipping Sodbury (2)	1	-
Land at Park Lane, Frampton Cotterell (Rogers Yard)	4	-
Land at the Causeway, Coalpit Heath (The Firs)	2	-
Land west of Pound Farm, Thornbury	12	-
The Burgage, Chipping Sodbury	2	-
<b>TOTAL PLOTS</b>	<b>86</b>	<b>0</b>
<b>Public Transit Sites</b>		
None	-	-
<b>Private Transit Sites</b>		
Leechpool Dairy Farm, Yate	2	-

<sup>14</sup> An additional site with 2 temporary pitches (Hall End Lane), and an additional temporary pitch was approved on an existing site (The Meadows) were granted planning permission in December 2016 which was after the baseline date for the GTAA.

## Appendix C: Household Interview Questions

# NOT FOR CIRCULATION

## GTAA Questionnaire 2016



**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

<b>A1</b>	<b>Name of planning authority:</b> <i>INTERVIEWER please write in</i>	<input type="text"/>			
<b>A2</b>	<b>Date/time of site visit(s):</b> <i>INTERVIEWER please write in</i>	<input type="text" value="DD/MM/YY"/>	<input type="text" value="TIME"/>		
<b>A3</b>	<b>Name of interviewer:</b> <i>INTERVIEWER please write in</i>	<input type="text"/>			
<b>A4</b>	<b>Address and pitch number:</b> <i>INTERVIEWER please write in</i>	<input type="text"/>			
<b>A5</b>	<b>Type of accommodation:</b> <i>INTERVIEWER please cross one box only</i>				
	Council <input type="checkbox"/>	Private rented <input type="checkbox"/>	Private owned <input type="checkbox"/>	Unauthorised <input type="checkbox"/>	Bricks and Mortar <input type="checkbox"/>
<b>A6</b>	<b>Name of Family:</b> <i>INTERVIEWER please write in</i>	<input type="text"/>			
<b>A7</b>	<b>Ethnicity of Family:</b> <i>INTERVIEWER please cross one box only</i>				
	Romany Gypsy <input type="checkbox"/>	Irish Traveller <input type="checkbox"/>	Scots Gypsy or Traveller <input type="checkbox"/>	Show Person <input type="checkbox"/>	
	New Traveller <input type="checkbox"/>	English Traveller <input type="checkbox"/>	Welsh Gypsy <input type="checkbox"/>	Non-Traveller <input type="checkbox"/>	
	Other (please specify)			<input type="text"/>	
<b>A8</b>	<b>Number of units on the pitch:</b> <i>INTERVIEWER please write in</i>				
	Mobile homes	Touring Caravans	Day Rooms	Other (please specify)	
	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	

# NOT FOR CIRCULATION

**A9** Is this site your main place of residence? If not where is?

INTERVIEWER: Please cross one box only

Yes

☐

No

☐

If not main place of residence where is (please specify)

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

Years

Months

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

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

Choice

☐

No option

☐

If no option, why?

**A12** Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)

INTERVIEWER: Please cross one box only

Yes

☐

No

☐

Reasons (please specify)

**A13** How many separate families or unmarried adults live on this pitch?

INTERVIEWER: Please cross one box only

1

☐

2

☐

3

☐

4

☐

5

☐

6

☐

7

☐

8

☐

9

☐

10

☐

## B

### Demographics

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

Person 1

Person 2

Person 3

Sex	Age	Sex	Age	Sex	Age
-----	-----	-----	-----	-----	-----

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

Person 4

Person 5

Person 6

Person 7

Person 8

Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

## C

### Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1

☐

2

☐

3

☐

4

☐

5

☐

6

☐

7

☐

8

☐

9

☐

10

☐

Other Please specify



## NOT FOR CIRCULATION

- 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)

## NOT FOR CIRCULATION

E Future Accommodation Needs											
<b>E1</b>	<p>Do you plan to move from this site in the next 5 years? If so, why?</p> <p><i>INTERVIEWER: Please cross one box only</i></p> <p>Yes <input type="checkbox"/> If yes → Continue to E2</p> <p>No <input type="checkbox"/> If no → Go to F1</p> <div style="border: 1px solid black; padding: 5px; width: fit-content; margin-left: 400px;">If so, why? (please specify)</div>										
<b>E2</b>	<p>Where would you move to? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Another site in this area (specify where)</td> <td>A site in another council area (specify where)</td> <td>Bricks and mortar in this area (specify where)</td> <td>Bricks and mortar in another council area (specify where)</td> <td>Other (Please specify)</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; height: 150px; margin-top: 10px; text-align: center; color: gray;">Please specify where they would move to</div>	Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (Please specify)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (Please specify)							
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>							
<b>E3</b>	<p>If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Private buy</td> <td>Private rent</td> <td>Public rent</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>	Private buy	Private rent	Public rent	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Private buy	Private rent	Public rent									
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>									
<b>E4</b>	<p>Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Yes</td> <td>No</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>	Yes	No	<input type="checkbox"/>	<input type="checkbox"/>						
Yes	No										
<input type="checkbox"/>	<input type="checkbox"/>										
<b>E5</b>	<p>Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Yes</td> <td>No</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; height: 100px; margin-top: 10px; text-align: center; color: gray;">Please ask for details on where land/site is located and who owns the land/site?</div>	Yes	No	<input type="checkbox"/>	<input type="checkbox"/>						
Yes	No										
<input type="checkbox"/>	<input type="checkbox"/>										

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F Travelling	
F1	<p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?</p> <p>INTERVIEWER: Please cross one box only</p> <p>0      1      2      3      4      5+</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>Go to F6      Continue to F2</p>
F2	<p>If you or members of your family have travelled in the last 12 months, which family members travelled? INTERVIEWER: Please cross one box only</p> <p>All the family      Adult males      Other      <input type="text" value="If other, please specify"/></p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p>
F3	<p>What were the <u>main</u> reasons for travelling? INTERVIEWER: Please cross all that apply</p> <p>Work      Holidays      Visiting family      Fairs      Other</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p><input type="text" value="Details / specify if necessary"/></p>
F4	<p>At what time of year do you or family members usually travel? And for how long? INTERVIEWER: Please cross one box only</p> <p>All year      Summer      Winter</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p><input type="text" value="And for how long?"/></p>
F5	<p>Where do you or family members usually stay when they are travelling? INTERVIEWER: Please cross all boxes that apply</p> <p>LA transit sites      Private transit sites      Roadside      Friends/family      Other      <input type="text" value="If other, please specify"/></p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p>
F6	<p>INTERVIEWER: Ask F6 — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9</p> <p>Have you or family members ever travelled? INTERVIEWER: Please cross one box only</p> <p>Yes      <input type="checkbox"/>      → Continue to F7</p> <p>No      <input type="checkbox"/>      → Go to F9</p>
F7	<p>When did you or family members last travel? INTERVIEWER: Please write in</p> <p><input type="text" value="Details"/></p>
F8	<p>Why do you not travel anymore? INTERVIEWER: Cross all boxes that apply &amp; probe for details</p> <p>Children in school      Ill health      Old age      Settled now      Nowhere to stop      No work opportunities      Other</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p><input type="text" value="If other, please specify"/></p> <p><input type="text" value="Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age"/></p>

## NOT FOR CIRCULATION

**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

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H	Bricks & Mortar Contacts
H1	<p>Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i></p> <div style="border: 1px solid black; height: 200px; margin: 10px 0;"></div> <p style="text-align: center; color: gray;">Details</p>
<b>Quality control</b>	
<p><i>INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These details will only be used for this purpose and will not be passed onto anyone else.</i></p> <p>Respondent's Name.....<input style="width: 300px;" type="text"/></p> <p>Respondent's Telephone.....<input style="width: 300px;" type="text"/></p> <p>Respondent's Email.....<input style="width: 300px;" type="text"/></p> <p><i>INTERVIEWER: Thank you for your time and help completing this questionnaire</i></p> <p style="text-align: center;"><b>INTERVIEWERS DECLARATION:</b></p> <p><i>I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct</i></p> <p style="text-align: center;"><i>Interviewers Signature:</i></p> <div style="border: 1px solid black; height: 30px; width: 200px; margin: 10px auto;"></div>	

# Appendix D: Technical Note on Household Formation and Growth Rates

## Appendix B: Applications granted permission since the GTAA baseline

Since the baseline date of the GTAA 2017, a number of applications for additional pitches for Gypsy/ Travellers and plots for Travelling Showpeople have been granted permission.

These applications in combination equate to 14 additional Gypsy/Traveller pitches. Details of these are provided below.

Site/ Address	Ref	No. of pitches	Temporary/ permanent	Type
The Meadows, Parkfield, Pucklechurch	PK16/0672/F	1	Temporary	Small extension to existing safeguarded site
Land off Hall End Lane, Wickwar	PT16/1833/F	2	Permanent	New site
Land at Bristol Rd, Frampton Cotterell	PT16/3680/F	5	Permanent	New site
Land at Northwick Rd, Pilning	APP/P0119/W/16/3165761	1	Permanent	New site
Tytherington Road Nursery, Tytherington	PT17/0095/F	1	Permanent	Intensification on existing safeguarded site
Norley Lane, Tormarton	PK17/2008/F	2	Permanent	New site
Land at Berwick Lane, Easter Compton	APP/P0119/W/15/3132191	2	Temporary	New site

An application for 7 additional plots for Travelling Showpeople has been granted permission. Details are provided below.

Site/ Address	Ref	No. of plots	Temporary/ permanent	Type
Land at North Road, Yate	PK16/5067/F	1	Permanent	New site