

New Forest National Park Authority Gypsy and Traveller Accommodation Assessment (GTAA)

Report of Findings

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1. EXECUTIVE SUMMARY

Introduction and Methodology

1.1 The primary purpose of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the New Forest National Park Authority (the Authority) area.

1.2 This GTAA provides a credible evidence base which can be used to support the preparation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2025 to 2043. This covers the Authority's Local Plan period and the 18-year requirements set out in Planning Policy for Traveller Sites (PPTS). The outcomes of this study supersede the outcomes of the previous GTAA for the New Forest National Park Authority.

1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the National Park through a combination of desk-based research, stakeholder interviews, and engagement with members of the Travelling Community. This includes those living on all known sites, yards, and encampments, as well as seeking to engage with households living in bricks and mortar accommodation.

1.4 A total of 6 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in the New Forest National Park. A total of 7 interviews were completed with Travelling Showpeople living on yards in the New Forest National Park.

1.5 No stakeholder interviews were completed with the New Forest National Park Authority. We also contacted 5 of the neighbouring authorities as a part of stakeholder engagement.

1.6 The baseline date for the study is November 2025.

Background

1.7 Paragraph 4 in the PPTS sets out that local planning authorities should make their own assessment of need for the purposes of planning.

1.8 Paragraph 9 in the PPTS sets out that local planning authorities *should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area*.

1.9 Paragraph 10 in the PPTS sets out that Local Planning Authorities should, in producing their Local Plan: *(a) identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets; (b) identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15*.

1.10 The PPTS in Annex 1 states that For the purposes of this planning policy, *"pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard")*.

1.11 Paragraph 63 in the NPPF states that [emphasis added] "*Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families;* ***travellers***[27]*; people who rent their homes and people wishing to commission or build their own homes*."

1.12 Footnote 27 to that paragraph states that "*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*."

1.13 Both the NPPF and PPTS refer to the provision of Travellers' *sites/yards* to meet needs, and the PPTS refers to setting *pitch/plot* targets. For ease, and consistency, this GTAA sets out the accommodation needs as needs for pitches/plots. In most cases, the need should be met through provision of a pitch/plot. However, in some circumstances the accommodation needs may be more appropriately met through provision of other *alternative* suitable accommodation (for example through additional touring caravans on sites and yards). So, in this GTAA any reference to *pitch/plot* means *pitch/plot or pitch/plot equivalent*.

1.14 This GTAA provides evidence of accommodation needs in line with both the PPTS and NPPF requirements. This evidence will help to inform the Authority's policies in their emerging Local Plan including the setting of local pitch/plot targets and the allocation of sites/yards to meet identified accommodation needs.

1.15 ORS recommend that Gypsies and Travellers and Travelling Showpeople Local Plan Policies should give consideration to addressing need from households that meet the 2024 PPTS planning definition[1] through the intensification or expansion of the existing sites and yards where need has been identified. Consideration should then be given to granting planning permission for any temporary and unauthorised sites or yards. If any residual need remains, then consideration will need to be given to the allocation of new pitches or plots – or equivalents.

1.16 The Authority should also put in place a Criteria-Based Local Plan Policy (as suggested in Paragraph 11 in the PPTS) to manage the need from Undetermined Households, as well as to deal with any potential windfall applications, potential need from in-migration, or any need arising from bricks and mortar.

1.17 The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of New Forest National Park the Authority has been provided with more detailed breakdowns to support the preparation of any future Local Plan Policies.

Key Findings

Pitch Needs – Gypsies and Travellers

1.18 In November 2025 the Authority identified 6 Gypsy and Traveller pitches in the New Forest National Park Authority area:

» 3 private sites with permanent planning permission (4 pitches);

[1] For more explanation about the PPTS planning definition, see Chapter 2.

» 3 unauthorised sites (4 pitches).

1.19 Our research concluded that 7 Gypsy or Traveller households met the 2024 PPTS planning definition and there was 1 household where it was not possible to confirm their status. This 1 household is likely to meet the 2024 PPTS planning definition and are referred to as Undetermined Households for the purposes of this GTAA.

1.20 Our research identified a need for **11 pitches** emerging from the 7 households that met the 2024 PPTS planning definition. This is made up of 4 pitches from households on unauthorised developments; 1 pitch from concealed/doubled-up/over-crowded households; 1 pitch from the 5-year need from teenage children; and 5 pitches from new household formation.

1.21 There is a need for **1 pitch** emerging for the 1 Undetermined Household. This is made up of 1 pitch from new household formation using a household formation rate of 1.50%.

1.22 The overall pitch needs for Gypsies and Travellers for the period 2025 – 2043 are summarised in Figure 1.

Figure 1 – Need for Gypsy and Traveller households in New Forest National Park (2025 – 43)

Status	2025 – 43
Need from households who meet the Planning Definition	11
Undetermined	1
TOTAL	**12**

The need from households that meet the planning definition and for Undetermined Households can be distributed across year periods as shown in

1.23 Figure 2.

Figure 2 – Need for Gypsy and Traveller households by year periods

Year Period	Dates	PPTS Need	Undetermined Need
0 – 5	2025 – 29	6	0
6 – 10	2030 – 34	1	1
11 – 15	2035 – 39	3	0
16 – 19	2040 – 43	1	0
0 – 19	**2025 – 43**	**11**	**1**

Plot Needs – Travelling Showpeople

1.24 In April 2025, the Authority identified 12 Travelling Showpeople plots in the New Forest National Park:

» 1 Travelling Showmen's yard (12 plots).

1.25 Our research concluded that 11 Travelling Showpeople households met the 2024 PPTS planning definition and there were no households where it was not possible to confirm their status.

1.26 Our research identified a need for 6 plots emerging from the 11 households that met the 2024 PPTS planning definition. This is made up of 4 plots from concealed/doubled up/over-crowded households; and 2 plots from new household formation.

1.27 There is no need for any plots for undetermined Travelling Showperson households in the New Forest National Park.

1.28 The overall plot needs for Travelling Showpeople for the period 2025 – 2043 are summarised in Figure 3.

Figure 3 – Need for Travelling Showpeople households in New Forest National Park

Status	2025 – 43
Need from households who meet the Planning Definition	6
Undetermined	0
TOTAL	**6**

1.29 The need from households that meet the planning definition and for Undetermined Households can be distributed across year periods as shown in Figure 4.

Figure 4 – Need for Travelling Showpeople households by year periods

Year Period	Dates	PPTS Need	Undetermined Need
0 – 5	2025 – 29	4	0
6 – 10	2030 – 34	1	0
11 – 15	2035 – 39	1	0
16 – 19	2040 – 43	0	0
0 – 19	**2025 – 43**	**6**	**0**

Recommendations

Gypsy and Traveller Recommendations

1.30 Recommendations for addressing need from Gypsies and Travellers are set out below:

- In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area. This guidance relates primarily to the provision of pitches on public sites but can also be more broadly applied to the provision of pitches on private sites.
- Whilst there is no standard size for a Gypsy and Traveller pitch, there are some examples of guidance[2] at a local authority level that recommend average pitch sizes of between 320m^2 and 500m^2 but also suggest that a variety of pitch sizes – including small, medium and large pitches - can enable different sized families to be accommodated on sites (equivalent to two, three and four-bedroom houses) and can contribute to affordability.
- For need arising from private sites the National Park Authority will need to consider the expansion or intensification of these sites, or to address need through new site/pitch allocations. Where they have been identified the Authority should also consider the regularisation of sites with temporary planning permission and of unauthorised sites.
- The Authority will also need to carefully consider how to address any potential needs from Undetermined Households; from households seeking to move to New Forest National Park

[2] Leeds City Council: Gypsy and Traveller Site Design Guide (2020) and East Devon District Council: Gypsy and Traveller Site Design and Layout Guidance (2017).

(in-migration); or from households currently living in bricks and mortar who may wish to move to a site. In terms of the Local Plan Policies, the Authority should continue to use or put in place Criteria-Based Local Plan Policies as suggested in the PPTS.

» Future need from new household formation could also be met through natural turnover of pitches over time, or through enforcing against any pitches not found to be occupied by Gypsies or Travellers.

» Whilst the findings in this report are aggregated totals for the whole of New Forest National Park, due to data protection issues, the Authority has more detailed data to enable an accurate review of Local Plan allocations to be made.

Travelling Showpeople Recommendations

1.31 Recommendations for addressing need from Travelling Showpeople are set out below:

» In general terms need identified in a GTAA is seen as need for plots. Whilst there is no standard size for a Travelling Showpeople plot, The Showmen's Guild[3] advocates an average plot size of 2,000m^2. However, this should be viewed with some caution given the age of the guidance. In recent years many Showpeople have sought to diversify their working practices, and many do not now need as much space for the storage and maintenance of larger rides. Recent planning applications in other local authorities have seen plans for new yards put forward including a variety of plot sizes.

» For need arising from private yards the Authority will need to consider the expansion or intensification of these yards, or to address need through new yard/plot allocations. Where they have been identified the Authority should also consider the regularisation of yards with temporary planning permission and of unauthorised yards.

» The Authority will also need to carefully consider how to address any potential need from Undetermined Households; from households seeking to move to New Forest National Park (in-migration); or from households currently living in bricks and mortar who may wish to move to a yard. In terms of the Local Plan Policies, the Authority should continue to use or put in place Criteria-Based Local Plan Policies as suggested in PPTS.

» Future need from new household formation could also be met through natural turnover of plots over time, or through enforcing against plots not found to be occupied by Travelling Showpeople.

» Whilst the findings in this report are aggregated totals for the whole of New Forest National Park due to data protection issues, the Authority has more detailed data to enable an accurate review of Local Plan allocations to be made.

Transit Recommendations

1.32 Recommendations for addressing transit need are set out below:

» Due to historic low numbers of encampments, it is not recommended that there is a need for formal transit provision in New Forest National Park at this time.

» The situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this

[3] The Showmen's Guild: Travelling Showpeople's Sites – A Planning Focus (2007).

monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a Welfare Assessment (or similar).

- It is recommended that a review of the evidence base relating to encampments, including the monitoring referred to above, should be undertaken on an annual basis. This will establish whether there is a need for investment in any transit provision.
- In the short-term the Authority should continue to use its current approach when dealing with encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 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 planning authority and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- 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; temporary toilets; sewerage disposal point and refuse disposal facilities.

2. INTRODUCTION

2.1 The primary purpose of this Gypsy and Traveller Accommodation Assessment (GTAA), is to provide a robust assessment of current and future need for Gypsies, Travellers, and Travelling Showpeople accommodation in New Forest National Park.

2.2 The outcomes of the study will supersede the outcomes of the previous Gypsy, Traveller, and Travelling Showpeople Accommodation Needs Assessment (GTAA) completed for the Authority.

2.3 The study provides an evidence base to enable the Authority to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2024, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2024, and the Planning Practice Guidance (PPG) 2021.

2.4 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It can be used to aid the implementation of the Authority's Local Plan Policies and the provision of Traveller pitches and plots covering the period 2025 to 2043 to meet the 18-year requirements of the PPTS and the Local Plan period.

2.5 In addition to identifying current and future permanent accommodation needs, it seeks to identify any need for transit provision.

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

2.7 The baseline date for the study is November 2025.

Definitions

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

2.8 In October 2022 the Court of Appeal handed down judgment in *Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391*. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work due to old age or disability. The Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.

2.9 Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it was not quashed or declared unlawful at this time.

2.10 As a result of the Lisa Smith Judgement, changes to the PPTS in 2023, and following consultation on the NPPF in 2024, the Government made changes to the PPTS in December 2024 to effectively bring all Gypsies and Travellers under the current planning definition.

Planning Policy for Traveller Sites (PPTS) 2024

2.11 For the purposes of the planning system, the current planning definition of a Traveller is set out in PPTS (2024). The planning definition set out in Annex 1 states that:

> *1. For the purposes of this planning policy "gypsies and travellers" means:*
>
> *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
>
> *2. For the purposes of this planning policy, "travelling showpeople" means:*
>
> *Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.*
>
> *3. For the purposes of this planning policy, "travellers" means "gypsies and travellers" and "travelling showpeople" as defined above.*
>
> *4. For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard"). This terminology differentiates between residential pitches for "gypsies and travellers" and mixed-use plots for "travelling showpeople", which may / will need to incorporate space or to be split to allow for the storage of equipment.*
>
> ***Planning Policy for Traveller Sites, Ministry of Housing, Communities and Local Government (MHCLG)***
> ***December 2024***

Definition of Travelling

2.12 One of the most important questions that GTAA's need to address in terms of applying the planning definition is *what constitutes a nomadic way or life or nomadism.* This has been determined through case law.

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

2.14 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months

of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.

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

2.16 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 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.

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

2.18 Following the changes to the PPTS in 2024 the planning definition now includes *all other persons with a cultural tradition of nomadism or of living in a caravan*.

2.19 As a result of this it can be concluded that all Gypsies and Travellers now meet the PPTS 2024 planning definition of a Traveller.

2.20 There were no changes to the planning definition of a Travelling Showperson made in 2024 but is assumed that all Travelling Showpeople will meet the Annex 1 planning definition.

Legislation and Guidance for Gypsies and Travellers

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

- The Housing Act, 1985
- The Equality Act, 2010
- The Housing and Planning Act, 2016
- Planning Practice Guidance[4] (PPG)
- Planning Policy for Traveller Sites (PPTS), 2024
- National Planning Policy Framework (NPPF), 2024

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

2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2024). It should be read in conjunction with the National Planning Policy Framework (NPPF) 2024.

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

Planning Policy for Traveller Sites (PPTS) 2024

2.24 The PPTS (2024, Paragraph 4), sets out the overall aims of the policy in respect of Traveller sites:

a) That local planning authorities should make their own assessment of need for the purposes of planning.
b) To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.
c) To encourage local planning authorities to plan for sites over a reasonable timescale.
d) That plan-making and decision-taking should protect Green Belt from inappropriate development[5].
e) To promote more private traveller site provision while recognising that there will always be travellers who cannot provide their own sites.
f) That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.
g) For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.
h) To increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.
i) To reduce tensions between settled and traveller communities in plan-making and planning decisions.
j) To enable provision of suitable accommodation from which travellers can access education, health, welfare, and employment infrastructure.
k) For local planning authorities to have due regard to the protection of local amenity and local environment.

2.25 PPTS states in Paragraph 9 that:

> *Local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.*

2.26 PPTS goes on to state in Paragraph 10 that Local Planning Authorities should in producing their Local Plan:

a) Identify and annually update a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets.
b) Identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.
c) 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).
d) 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.

[5] Paragraph 16 in the PPTS goes on to state '…unless the exceptions set out in Chapter 13 of the National Planning Policy Framework apply.'

e) Protect local amenity and environment.

2.27 Local Authorities have a duty to ensure a 5-year land supply to meet any need that is identified Traveller sites. However, PPTS also sets out in Paragraph 11 that:

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

National Planning Policy Framework (2024)

2.28 The most recent version of the NPPF was issued in December 2024.

2.29 Paragraph 62 of the NPPF sets out that in determining the minimum number of homes needed, *strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance*.

2.30 Paragraph 63 then states that [emphasis added] *Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families;* ***travellers****; people who rent their homes and people wishing to commission or build their own homes.*

2.31 Footnote 27 to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document*.'

3. METHODOLOGY

Background

3.1 Opinion Research Services (ORS) have been undertaking Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments (GTAAs) for over ten years. Our approach has been regularly refined in light of changes to PPTS in 2015, 2023 and 2024, the Housing and Planning Act (2016), the NPPF (2024), and the PPG, as well as the outcomes of Local Plan Examinations and Planning Appeals.

3.2 PPTS contains a number of requirements for local authorities which must be addressed in a GTAA. Paragraph 7 in the PPTS sets out that local authorities should (a) pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups; (b) cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up- to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and (c) use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions.

3.3 ORS would note that the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in multiple areas across England[6].

Our approach to Fieldwork

3.4 The stages below provide a summary of the methodology that was used to complete this study.



[6] ORS have attended Gypsy and Traveller Local Plan Examination Sessions in areas including Bedford, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Colchester, Cotswold, Daventry, East Hertfordshire, Gloucester, Leicester, Maldon, Milton Keynes, Newark and Sherwood, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Spelthorne, Tewkesbury, and Waverley.

Desk-Based Review

3.5 The secondary data that was reviewed and collated included:

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

Stakeholder Engagement

3.6 Stakeholder engagement involves attempts to speaks with three core groups; local Council Officers, neighbouring Planning Officers and representative bodies.

3.7 Council Officers help provide a fuller understanding of local issues. This includes information about the progress made in addressing any needs identified in previous GTAAs and about any unauthorised developments.

3.8 Planning Officers from neighbouring authorities allow us to explore cross-border issues including transit provision. For this project we sought to engage with Officers from

- Bournemouth, Christchurch and Poole Council
- Dorset Council
- Southampton City Council
- Test Valley Borough Council
- Wiltshire Council

Community Engagement

3.9 Once we have identified all authorised and unauthorised sites/yards and encampments in the study area we seek to complete an interview with each household. ORS use a census rather than sampling approach as we consider this to be more robust. Sample based approaches can lead to an underestimate of need and GTAAs using sampling are regularly challenged by the Planning Inspectorate.

3.10 ORS make at least three separate attempts to contact a household including leaving calling cards and offering appointments.

3.11 Interviews are undertaken by experienced fieldworkers who work on our GTAA studies across England and Wales. To ensure consistency in data collection ORS use a standard questionnaire which can be seen in **Appendix C**. The interview captures current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. It also asks about the type of pitches households may require in the future – for example private or socially rented, together with any features they may wish to be provided.

3.12 The survey includes questions about the travelling characteristics of household members. Whilst responses to these questions are less relevant now following the changes to the PPTS in 2024, ORS feel that this is useful data which supports analysis. This information is useful when seeking to address any identified need as those who do and don't travel may have different pitch/plot requirements.

3.13 Where we are unable to complete an interview, we will attempt to gather basic information about each pitch/plot through a proxy interview from sources including neighbouring residents and site management.

3.14 In addition to the household interviews fieldworkers make an overall physical assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

Bricks and Mortar Households

3.15 The 2021 Census does not record specific data for the New Forest National Park Authority relating to households living in bricks and mortar but did record 155 households who identified as either Gypsies or Irish Travellers, or Roma who lived in a house or bungalow in New Forest District and 46 living in a flat or maisonette. In addition, the 2021 Census recorded 53 individuals in the New Forest National Park Authority who identified as Gypsies or Irish Travellers, and 13 who identified as Roma.

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 sought through a range of sources including the interviews with people on existing sites and yards; information from stakeholder interviews; and information from housing registers. Interviews are sought with all identified households.

3.17 Through this approach the GTAA endeavoured to enable households living in bricks and mortar the opportunity to make their views known.

3.18 ORS do not make assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We do not model need from households living in bricks and mortar.

Timing of the Fieldwork

3.19 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS aim to complete fieldwork during the non-travelling season, and to avoid days of known local or national events.

3.20 The fieldwork for this GTAA was completed between October 2024 and March 2025 and researchers were able to collect information on 13 households living on sites/yards in New Forest National Park.

Our Analysis

Applying the PPTS Planning Definition

3.21 The primary change to the PPTS in December 2024 in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Wherever possible

we use the data collected in household interviews to identify if they meet the planning definition. In some cases information from planning applications and planning appeal Decision Notices is also used.

3.22 Through the inclusion of *all other persons with a cultural tradition of nomadism or of living in a caravan* in the Annex 1 definition this now includes all Travellers. There were no changes to the definition of Travelling Showpeople in Annex 1.

Dealing with Undetermined Households

3.23 A GTAA has to consider the needs of any households where it is not possible to determine if they meet the planning definition – usually because we have been unable to complete an interview. These are defined as Undetermined Households.

3.24 Whilst there is no guidance that sets out how the needs of these households should be addressed ORS consider it necessary to estimate potential need from these households. This is an additional need figure over and above the need identified for households that meet the planning definition.

3.25 The estimate sought to identify potential current and future need from any pitches/plots known to be temporary or unauthorised; through modelling need from concealed-doubled-up households and from teenagers based on the outcomes from completed interviews; and through new household formation. As the demographics of the Undetermined Households are unknown, ORS use our national household formation rate of 1.50% in our analysis to estimate future need.

3.26 Following the changes to the planning definition in PPTS 2024 it has been assumed that all Undetermined Households will meet the definition. However, it is recommended that need from Undetermined Households is addressed through Criteria-Based Local Plan Policies and not through specific allocations.

3.27 The ORS approach to addressing the need arising from Undetermined Households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex (29th June 2017). He concluded:

> *The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist.*

Calculating the Current and Future Need

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

Supply of Pitches

3.29 Our desk-based research and fieldwork determines the vacant, and potentially available supply in the study area:

- Current vacant pitches/plots.
- Pitches/plots currently with planning consent due to be developed within 5 years.
- Pitches/plots vacated by people moving to housing.
- Pitches/plots vacated by people moving from the study area (out-migration).

3.30 It is important when seeking to identify supply from vacant pitches/plots that they are in fact available for general occupation – i.e. on a public or social rented site/yard, or on a private site/yard that is run on a commercial basis with anyone being able to rent a pitch/plot if they are available. Typically, vacant pitches/plots on small private family sites/yards 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/yard.

Current Need

3.31 The second stage is to identify components of current need:

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

3.32 ORS are increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them displaced in-migration.

Future Need

3.33 The final stage is to identify components of future need. This includes the following components:

- New household formation.

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

Pitch Turnover

3.35 Some assessments of need make use of pitch/plot turnover as an ongoing component of supply. ORS do not agree with this approach or with making any assumptions about annual turnover rates. ORS consider that this approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches/plots are not in fact available to meet any local need. The use of turnover has been the

subject of a number of Inspectors Decisions, for example **APP/J3720/A/13/2208767** found a GTAA to be unsound when using turnover and concluded:

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

3.36 In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers[7] produced jointly in June 2016 by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

3.37 As such, other than current vacant pitches/plots that are known to be available, annual pitch/plot turnover has not been considered as a formal component of supply in this GTAA. However, natural turnover of pitches/plots on public and private sites/yards should continue to be monitored by the local planning authority. In particular, the natural turnover of pitches/plots can help to meet future need over time from new household formation.

Transit Provision

3.38 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on sites/yards 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/yards can be developed to accommodate Gypsies and Travellers as they move through different areas.

- **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- **Emergency stopping places** - more limited facilities.
- **Temporary sites and stopping places** - only temporary facilities to cater for an event.
- **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

3.39 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a

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

restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.

3.40 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but usually has more limited facilities with typically only a source of water and chemical toilet disposal provided.

3.41 Another alternative is negotiated stopping. The term negotiated stopping is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not include 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 local authority and the (temporary) residents regarding expectations on both sides.

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

3.43 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable pitch is available for the caravan or each of the caravans on a relevant caravan site which is situated in the local authority's area (or within the county in two-tier local authority areas). Relevant sites need to be managed by a Local Authority or a Registered Social Landlord (RSL). The police have no powers to direct people to private transit sites or yards.

3.44 Consideration also has to be given to the Police, Crime, Sentencing and Courts Act which came in to force in June 2022. Part 4 of the Act gives the Police additional powers to deal with unauthorised encampments through new offences relating to residing on land without consent in or with a vehicle and new powers in relation to the seizure of property.

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

Approaches to Meeting Identified Need

3.46 Paragraph 4 in the PPTS sets out that local planning authorities should make their own assessment of need for the purposes of planning.

3.47 Paragraph 9 in the PPTS sets out that local planning authorities should set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area.

3.48 Paragraph 10 in the PPTS sets out that Local Planning Authorities should, in producing their Local Plan: (a) identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of

sites against their locally set targets; (b) identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15.

3.49 The PPTS in Annex 1 states that For the purposes of this planning policy, "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "travelling showpeople" site (often called a "yard").

3.50 Paragraph 63 in the NPPF states that [emphasis added] "Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing with-care and care homes); students; people with disabilities; service families; **travellers**[27]; people who rent their homes and people wishing to commission or build their own homes."

3.51 Footnote 27 to that paragraph states that "Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document."

3.52 Both the NPPF and PPTS refer to the provision of Travellers' *sites/yards* to meet needs, and the PPTS refers to setting *pitch/plot* targets. For ease, and consistency, this GTAA sets out the accommodation needs as needs for pitches/plots. In most cases, the need should be met through provision of a pitch/plot. However, in some circumstances the accommodation needs may be more appropriately met through provision of other *alternative* suitable accommodation (for example through additional touring caravans on sites and yards). So, in this GTAA any reference to *pitch/plot* means *pitch/plot or pitch/plot equivalent*.

3.53 This GTAA provides evidence of accommodation needs in line with both the PPTS and NPPF requirements. This evidence will help to inform the Authority's policies in their emerging Local Plan including the setting of local pitch/plot targets and the allocation of sites/yards to meet identified accommodation needs.

3.54 ORS recommend that Gypsies and Travellers and Travelling Showpeople Local Plan Policies should give consideration to addressing need from households that meet the 2024 PPTS planning definition[8] through the intensification or expansion of the existing sites and yards where need has been identified. Consideration should then be given to granting planning permission for any temporary and unauthorised sites or yards. If any residual need remains, then consideration will need to be given to the allocation of new pitches or plots – or equivalents.

3.55 The Authority should also put in place a Criteria-Based Local Plan Policy (as suggested in Paragraph 11 in the PPTS) to manage the need from Undetermined Households, as well as to deal with any potential windfall applications, potential need from in-migration, or any need arising from bricks and mortar.

[8] For more explanation about the PPTS planning definition, see Chapter 2.

4. GYPSY, TRAVELLER & TRAVELLING SHOWPEOPLE SITES/YARDS AND POPULATION

Introduction

4.1 One of the main considerations of this GTAA 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.

4.2 A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size[9]. A site is a collection of pitches which form a development for Gypsies and Travellers.

4.3 Whilst there is no standard size for a Gypsy and Traveller pitch, there are some examples of guidance[10] at a local authority level that recommend average pitch sizes of between 320m^2 and 500m^2 but also suggest that a variety of pitch sizes – including small, medium and large pitches - can enable different sized families to be accommodated on sites (equivalent to two, three and four-bedroom houses) and can contribute to affordability.

4.4 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 occupied by Travelling Showpeople.

4.5 Whilst there is also no standard size for a Travelling Showpeople plot, The Showmen's Guild[11] advocates an average plot size of 2,000m^2. However, this should be viewed with some caution given the age of the guidance. In more recent years many Showpeople have sought to diversify their working practices, and many do not now need as much space for the storage or maintenance of larger rides. Recent planning applications in other local authorities have seen plans for new yards put forward including a variety of plot sizes.

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

4.7 The alternative to a public residential site is a private residential site/yard for Gypsies, Travellers and Travelling Showpeople, respectively. These result from individuals or families buying areas of land and then

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

[10] Leeds City Council: Gypsy and Traveller Site Design Guide (2020) and East Devon District Council: Gypsy and Traveller Site Design and Layout Guidance (2017).

[11] The Showmen's Guild: Travelling Showpeople's Sites – A Planning Focus (2007).

obtaining planning permission to live on them. Households can also rent pitches/plots on existing private sites/yards.

4.8 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.

4.9 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites/yards due to its transient nature, as described more fully in Chapter 3 above. These are known as transit sites and they provide many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months.

4.10 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.

4.11 Both of these two types of transit provision are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel.

4.12 A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

4.13 Further occurrences for the Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Travellers and are usually referred to as roadside encampments.

Sites and Yards

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

- 3 private sites with permanent planning permission[12] (4 pitches);
- 3 unauthorised sites (4 pitches);
- 1 Travelling Showperson's yard (12 plots).

4.15 See **Appendix B**: Site and Yard List for further details.

Figure 5 - Total amount of provision in New Forest National Park (April 2025)

Category	Sites/Yards	Pitches/Plots
Gypsies and Travellers		
Private sites with permanent planning permission	3	4
Unauthorised sites	3	4
Sub-Total	**6**	**8**
Travelling Showpeople		
Private yards	1	12
Sub-Total	**1**	**12**
TOTAL	**7**	**20**

[12] 2 of these sites benefit from personal planning consents.

MHCLG Traveller Caravan Count

4.16 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 (only in January for Travelling Showpeople) and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.

4.17 There is no breakdown for New Forest National Park but the most recent Traveller Caravan Count (January 2025) for New Forest District reported the following:

- 69 caravans on authorised private sites; and
- 8 tolerated caravans on land owned by Travellers.

4.18 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches/plots or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites/yards or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites/yards 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/yard visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to support the identification of the need to provide for transit provision and this is set out later in this report.

5. STAKEHOLDER ENGAGEMENT

Introduction

5.1 ORS completed engagement with a range of stakeholders to complement the information gathered through interviews with members of the Travelling Community. This engagement took the form of telephone or Teams interviews.

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

5.3 Whilst no formal interviews were undertaken with Officers from New Forest National Park Authority, provision of detailed information and informal discussions occurred throughout the GTAA period.

5.4 To explore issues relating to cross boundary working, ORS interviewed a Planning Officer from 5 neighbouring local authorities:

- Bournemouth, Christchurch and Poole Council
- Dorset Council
- Southampton City Council
- Test Valley Borough Council
- Wiltshire Council

Neighbouring Authorities

5.5 The following authorities responded to indicate no potential cross-border issues:

- Bournemouth, Christchurch and Poole Council
- Dorset Council
- Southampton City Council
- Test Valley Borough Council

5.6 The following authorities failed to respond after a minimum of three attempts to engage:

- Wiltshire Council

6. SURVEY OF TRAVELLING COMMUNITIES

Interviews with Travellers

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

6.2 In New Forest National Park, at the base date for the GTAA, there were 3 privately owned sites with permanent planning permission[13]; 3 unauthorised sites; and 1 authorised Travelling Showpeople yard. See **Appendix B** for further details.

6.3 The table below set out the number of pitches/plots, the number of interviews that were completed, and any reasons why interviews were not able to be completed.

Figure 6 – Interviews completed in New Forest National Park

Site/Yard Type	Pitches / Plots	Interviews	Notes
Gypsies and Travellers			
Private Sites			
Forest View	2	0	1 x refusal, 1 x undeveloped
Summer Leah	1	1	-
Woodlands Lodge	1	1	-
Unauthorised Sites			
Brambley Hedge	1	1	-
Kensington Lodge	1	1	-
Pony Paddock and Stables	2	2	-
Sub-Total	**8**	**6**	
Travelling Showpeople			
Authorised			
Coles Yard	12	7	5 x storage
Sub-Total	**12**	**7**	
TOTAL	**20**	**13**	

[13] 2 of which benefit from personal planning consents.

7. CURRENT AND FUTURE PITCH PROVISION

Introduction

7.1 This section focuses on the pitch/plot provision that is needed in the study area currently and to 2043. This includes both current unmet need and need which is likely to arise in the future[14]. 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.

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

7.3 This section also identifies whether there is a need for any transit provision.

New Household Formation Rates

7.4 ORS prepared a Technical Note on Gypsy and Traveller Household Formation and Growth Rates in 2015 and updated it in 2020, and again in 2025. The main conclusions are set out here and the full paper is in Error! Reference source not found.**D**.

7.5 The Technical Note concludes that 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 for net Gypsy and Traveller population and household growth rates above 2.00% per annum.

7.6 In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers.

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

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

[14] See Paragraphs 3.41 and 3.42 for details of components on current and future need.

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

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

Local Approach to New Household Formation Rates

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

7.10 Overall, the household growth rate used for the assessment of future needs is informed by local evidence. This local demographic evidence has been used to adjust the ORS national growth rate of 1.50% up or down based on the proportion of those aged under 18.

7.11 However, in certain circumstances where the numbers of households and children are low, or the population age structure cohorts are skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

7.12 In addition, the ORS national rate of 1.50% has been used to estimate growth for undetermined Travellers.

7.13 It should also be noted that new household formation has been calculated from year 6 of the GTAA period onwards. New household formation for years 0-5 of the GTAA period is from teenagers in need of a pitch/plot in the next 5 years who have been identified as components of need in the household interviews. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

7.14 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches/plots, pitches/plots with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, net movement from bricks and

mortar, and in-migration/roadside need) in the first 5 years. The total net new household formation is then split across the remaining GTAA period.

Household Planning Status

7.15 The table below sets out the planning status of households for the New Forest National Park Authority GTAA. It is important to note that this table records numbers of households and not the number of pitches or plots.

Figure 7 – Planning status of households in New Forest National Park

Status	Meet Planning Definition	Undetermined
Gypsies and Travellers		
Private Sites	3	1
Unauthorised Sites	4	0
Sub-Total	**7**	**1**
Travelling Showpeople		
Private Yards	11	0
Sub-Total	**11**	**0**
TOTAL	**18**	**1**

7.16 Figure 7 shows that for Gypsies and Travellers in New Forest National Park, 7 households meet the planning definition of a Traveller, and 11 Travelling Showpeople households meet the planning definition.

7.17 It was not possible to make contact with 1 Gypsy and Traveller household during the fieldwork period as households refused to take part in an interview. These households are recorded as Undetermined for the purposes of the GTAA.

Interviews with Gypsies and Travellers in Bricks and Mortar

7.18 Despite all of the efforts that were made it was not possible to identify and interview any households living in bricks and mortar.

Migration/Roadside

7.19 The study also sought to identify any need from households who have been forced to move from sites/yards due to overcrowding and who are currently living on the roadside or on sites/yards in other local authorities – and who have strong family links with households in New Forest National Park. These are referred to as roadside households or displaced in-migration.

7.20 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified no households living on roadside predominantly in New Forest National Park with a need to move to a permanent pitch/plot in the area.

7.21 ORS have found no firm evidence from other local studies that have been completed recently of any households wishing to move to New Forest National Park. Net migration to the sum of zero has been assumed for the GTAA – which means that net pitch/plot requirements are driven by locally identifiable need rather than speculative modelling assumptions.

7.22 It is important to note that any applications for new sites or additional pitches/plots as a result of in-migration should be seen as windfall need and should be dealt with by Criteria-Based Local Plan Policies.

Public Sites

7.23 There were no public sites in New Forest National Park at the time of the study.

Gypsy and Traveller Needs

Pitch Needs – Gypsies and Travellers that met the PPTS 2024 Planning Definition

7.24 Analysis of the household interviews indicated that there is a need from 4 pitches from households on unauthorised developments; 1 pitch from concealed/doubled-up/over-crowded households; 1 pitch from a 5-year need from teenage children; and for 5 pitches from new household formation, derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller in New Forest National Park is for 11 pitches over the GTAA period.

Figure 8 – Need for Gypsy and Traveller households in New Forest National Park that met the Planning Definition

Gypsy & Traveller – Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public pitches	0
Available supply from pitches on new public sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	4
Households on sites with temporary planning permission	0
Concealed households/Doubling-up/Over-crowding	1
5-year need from teenage children	1
In-migration/Roadside	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	**6**
Future Need	
New household formation	5
(Formation from household demographics)	
Total Future Need	**5**
Net Pitch Need = (Current and Future Need – Total Supply)	**11**

Figure 9 – Need for Gypsy and Traveller households in New Forest National Park that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2025 – 29	6
6 – 10	2030 – 34	1
11 – 15	2035 – 39	3
16 – 19	2040 – 43	1
0 – 19	**2025 – 43**	**11**

Pitch Needs – Undetermined Gypsies and Travellers

7.25 This assessment identified that there is a need for 1 pitch arising from new household formation for undetermined Gypsies and Travellers within the area.

Figure 10 – Need for undetermined Gypsy and Traveller households in New Forest National Park

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

Figure 11 – Need for undetermined Gypsy and Traveller households in New Forest National Park by year periods

Year Period	Dates	Need
0 – 5	2025 – 29	0
6 – 10	2030 – 34	1
11 – 15	2035 – 39	0
16 – 19	2040 – 43	0
0 – 19	**2025 – 43**	**1**

Travelling Showpeople Needs

7.26 Analysis of the household interviews indicated that there is a need of 4 plots from concealed/doubled-up/over-crowded households; and for 2 from new household formation, derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson in New Forest National Park is for 6 plots over the GTAA period.

7.27 There were no undetermined Travelling Showpeople so no current or future need.

Figure 12 – Need for Travelling Showpeople households in New Forest National Park that met the Planning Definition

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

Figure 13 – Need for Travelling Showpeople households in New Forest National Park that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2025 – 29	4
6 – 10	2030 – 34	1
11 – 15	2035 – 39	1
16 – 19	2040 – 43	0
0 – 19	**2025 – 43**	**6**

Transit Requirements

7.28 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Traveller Caravan Count; the outcomes of the stakeholder interviews; and local records on numbers of recorded encampments.

MHCLG Traveller Caravan Count

7.29 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches/plots or resident households.

7.30 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/yards or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites/yards on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.

7.31 Data from the Traveller Caravan Count shows that there have been no unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

7.32 Whilst it was not possible to complete formal interviews with Officers from the Authority, discussions did determine very low numbers of encampments occur each year and all are short-term and transient.

Transit Recommendations

7.33 Due to historic low numbers of encampments, it is not recommended that there is a need for additional formal public transit provision in New Forest National Park at this time.

7.34 The situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information should be collected as part of a Welfare Assessment (or similar).

7.35 It is recommended that a review of the evidence base relating to encampments, including the monitoring referred to above, should be undertaken on an annual basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether the current approach is preferable.

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

7.37 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 Local Planning Authority and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.

7.38 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; temporary toilets; sewerage disposal point and refuse disposal facilities.

8. CONCLUSIONS

8.1 This GTAA provides a robust evidence base to enable the National Park Authority to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the Housing and Planning Act 2016, Planning Practice Guidance, Planning Policy for Traveller Sites 2024, and the National Planning Policy Framework 2024. It also provides an evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

8.2 In New Forest National Park, for the GTAA period 2025 to 2043, there is a need for:

- 11 pitches for Gypsy and Traveller households that meet the 2024 PPTS planning definition.
- 1 pitch for Undetermined Gypsy and Traveller households.

8.3 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area. This guidance relates primarily to the provision of pitches on public sites but can also be more broadly applied to the provision of pitches on private sites.

8.4 Whilst there is no standard size for a Gypsy and Traveller pitch, there are some examples of guidance[15] at a local authority level that recommend average pitch sizes of between 320m^2 and 500m^2 but also suggest that a variety of pitch sizes – including small, medium and large pitches - can enable different sized families to be accommodated on sites (equivalent to two, three and four-bedroom houses) and can contribute to affordability.

8.5 For need arising from private sites the Authority will need to consider the expansion or intensification of these sites, or to address need through new site/pitch allocations. Where they have been identified the Authority should also consider the regularisation of sites with temporary planning permission and of unauthorised sites.

8.6 The Authority will also need to carefully consider how to address any potential needs from Undetermined Households; from households seeking to move to New Forest National Park (in-migration); or from households currently living in bricks and mortar who may wish to move to a site. In terms of the Local Plan Policies, the Authority should continue to use or put in place Criteria-Based Local Plan Policies as suggested in the PPTS.

8.7 Future need from new household formation could also be met through natural turnover of pitches over time, or through enforcing against any pitches not found to be occupied by Gypsies or Travellers.

8.8 Whilst the findings in this report are aggregated totals for the whole of New Forest National Park, due to data protection issues, the Authority has more detailed data to enable an accurate review of Local Plan allocations to be made.

[15] Leeds City Council: Gypsy and Traveller Site Design Guide (2020) and East Devon District Council: Gypsy and Traveller Site Design and Layout Guidance (2017).

Travelling Showpeople

8.9 In summary, in New Forest National Park for the GTAA period 2025 to 2043, there is a need for:

- 6 plots for Travelling Showpeople households that meet the 2024 PPTS planning definition.
- No plots for Undetermined Travelling Showpeople households.

8.10 In general terms need identified in a GTAA is seen as need for plots. Whilst there is no standard size for a Travelling Showpeople plot, The Showmen's Guild[16] advocates an average plot size of 2,000m^2. However, this should be viewed with some caution given the age of the guidance. In recent years many Showpeople have sought to diversify their working practices and many do not now need as much space for the storage and maintenance of larger rides. Recent planning applications in other local authorities have seen plans for new yards put forward including a variety of plot sizes.

8.11 For need arising from private yards the National Park Authority will need to consider the expansion or intensification of these yards, or to address need through new yard/plot allocations. Where they have been identified the Authority should also consider the regularisation of yards with temporary planning permission and of unauthorised yards.

8.12 The Authority will also need to carefully consider how to address any potential need from Undetermined Households; from households seeking to move to New Forest National Park (in-migration); or from households currently living in bricks and mortar who may wish to move to a yard. In terms of the Local Plan Policies, the Authority should continue to use or put in place Criteria-Based Local Plan Policies as suggested in PPTS.

8.13 Future need from new household formation could also be met through natural turnover of plots over time, or through enforcing against plots not found to be occupied by Travelling Showpeople.

8.14 Whilst the findings in this report are aggregated totals for the whole of New Forest National Park due to data protection issues, the Authority has more detailed data to enable an accurate review of Local Plan allocations to be made.

Transit Provision

8.15 Due to historic low numbers of encampments, it is not recommended that there is a need for additional formal public transit provision in New Forest National Park at this time.

Summary of Need to be Addressed – Gypsies and Travellers

8.16 Taking into consideration all of the elements of need that have been assessed in this GTAA, together with the assumptions on need from Undetermined Households, the table below sets out the number of pitches that will need to be addressed.

8.17 Total need from Gypsy and Traveller households that meet the 2024 PPTS planning definition is for 11 pitches between 2025 and 2043, and total need from Undetermined Households is for 1 pitch between 2025 and 2043.

[16] The Showmen's Guild: Travelling Showpeople's Sites – A Planning Focus (2007).

8.18 The table below breaks total need down by:

- » Household that meet the planning definition.
- » Undetermined Households.

8.19 Need from households that meet the planning definition will need to be addressed through a Gypsy and Traveller Local Plan Policy through a combination of site/pitch allocations and through a Criteria-Based Local Plan Policy, and need from Undetermined Households will have to be addressed through a Criteria-Based Local Plan Policy.

Figure 14 – Total Need for Gypsy and Traveller households

Year	2025-29	2030-34	2035-39	2040-43	2025 – 43
Meet Planning Definition (Allocations)	6	1	3	1	**11**
Undetermined (Criteria-Based Policy)	0	1	0	0	**1**
TOTAL	**6**	**2**	**3**	**1**	**12**

Summary of Need to be Addressed – Travelling Showpeople

8.20 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on need from Undetermined Households, the table below sets out the number of plots that will need to be addressed as a result of the outcomes of the GTAA.

8.21 Total need from Travelling Showpeople households that meet the 2024 PPTS planning definition is for 6 plots between 2025 and 2043, and total need from Undetermined Households is for no plots between 2025 and 2043.

8.22 The table below breaks total need down by:

- » Household that meet the planning definition.
- » Undetermined Households.

8.23 Need from households that meet the planning definition will need to be addressed through a Travelling Showpeople Local Plan Policy through a combination of yard/plot allocations and through a Criteria-Based Local Plan Policy, and need from Undetermined Households will have to be addressed through a Criteria-Based Local Plan Policy.

Figure 15 – Total Need for Travelling Showpeople households

Year	2025-29	2030-34	2035-39	2040-43	2025 – 43
Meet Planning Definition	4	1	1	0	**6**
Undetermined	0	0	0	0	**0**
TOTAL	**4**	**1**	**1**	**0**	**6**

APPENDICES

Appendix A: Glossary of Terms / Acronyms Used

Glossary

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

Bricks and mortar is used to describe mainstream housing.

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

Concealed household is used to describe households living within other households, who are unable to set up separate family units.

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

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

Green Belt refers to a land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; and to preserve the setting and special character of historic towns.

Household Formation is the process in which individuals form separate households. This is normally though adult children setting up their own household.

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

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

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

Pitch/plot is an area of land on a site or development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.

Private site is an authorised site owned privately. This can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

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

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

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

Tolerated site/yard refers to long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.

Transit provision refers to a site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.

Unauthorised Development refers to caravans on land owned by Gypsies and Travellers and without planning permission**.**

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

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

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

Acronyms and Initials

B&M	Bricks and Mortar
GTAA	Gypsy and Traveller Accommodation Assessment
LPA	Local Planning Authority
MHCLG	Ministry for Housing, Communities and Local Government
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
TSP	Travelling Showpeople

Appendix B: Site and Yard List

Site/Yard	Planning Status	Authorised	Unauthorised
Gypsies and Travellers			
Forest View	Private	2	-
Summer Leah	Private	1	-
Woodlands Lodge	Private	1	
Brambley Hedge	Unauthorised	-	1
Kensington Lodge	Unauthorised		1
Pony Paddock and Stables	Unauthorised		2
Total Pitches		**4**	**4**
Travelling Showpeople			
Coles Yard	TSP - Private	12	-
Total Plots		**12**	**0**
TOTAL		**16**	**4**

Appendix C: Household Interview Questionnaire

GYPSY, TRAVELLER & TRAVELLING SHOWMEN ACCOMMODATION NEEDS ASSESSMENT

Site/yard code
Pitch/plot no.
Pitch/plot location

INTERVIEWER INSTRUCTIONS:

This questionnaire should be used to record information about households that have been interviewed, either with a structured interview (where questions were asked as they are written on the questionnaire) or a semi-structured interview (where the information was gathered through discursive conversation).

Whilst not all households will be prepared to answer every question, it is important to record as much information as possible; but any information that can be provided will be used to inform the assessment. For all questions, you may prompt respondents with the available options as necessary. Please use the "Further Information and Notes" pages towards the end of the form to record any other details that could be relevant to the assessment.

If respondents provide information about other households either living on this site/yard or elsewhere, a separate Proxy Questionnaire should be used to record the information about each additional household.

INTERVIEWER: READ OUT

Good morning/afternoon/evening. My name is < > and I work for Opinion Research Services (ORS).

The Council is undertaking a Gypsy, Traveller and Travelling Showmen accommodation needs assessment in this area. They have asked ORS to try and contact every household from the Travelling Community living in their area to make sure that the needs assessment is accurate.

This important survey collects information about your accommodation on this site/yard, your own needs and needs of other members of your household, and details about your travelling. The information that you provide will help the Council better understand the accommodation needs of the Travelling Community. It will make sure that needs are properly assessed based on accurate and up-to-date information, so that the needs of every household get counted. The interview should take no more than 20 minutes, and any information that you provide will be treated in strict confidence; so I hope that you will take part.

INTERVIEWER: READ OUT IF NECESSARY

Only ORS will see your individual answers, the information will be kept secure and confidential and only anonymised data will be sent to the Council. Any information that you provide will be processed by ORS in line with the requirements of the UK Data Protection Act and the EU General Data Protection Regulation (GDPR). For more information, please go to www.ors.org.uk/privacy

If you would like to confirm my identity, you can contact ORS on Freephone 0800 078 9786.If you would like to confirm that ORS is a genuine research practice, you can contact the Market Research Society on Freephone 0800 975 9596.

YOUR CURRENT ACCOMMODATION

Q1. Are you and your household…?

INTERVIEWER: *READ OUT. CROSS ALL THAT APPLY*

- Romany Gypsy
- Irish Traveller
- English Traveller
- Scottish Gypsy or Traveller
- Welsh Gypsy
- Travelling Showman
- New Traveller
- Non-Traveller
- Prefer not to say

Q2a. How long have you lived on this site/yard?

- Less than 12 months
- 12 months but less than 2 years
- 2 years but less than 5 years
- 5 years or longer → GO TO QUESTION 3
- No answer

Q2b. Where did you previously live?

Q3a. Is this site/yard your permanent base?

- Yes → GO TO QUESTION 4
- No
- No answer

Q3b. If not, where is your permanent base?

Q4. Does your household own this site/yard or do you rent your pitch/plot?

- Own the site/yard
- Privately rent the pitch/plot
- Public rent the pitch/plot
- Housing Association rent the pitch/plot
- No answer

Q5a. Is this site/yard suitable for the needs of your household?

- Yes → GO TO QUESTION 6
- No
- No answer

Q5b. Why do you feel that it isn't suitable?

Q6a. Do you plan to move from this site/yard within the next five years?

- Yes
- No → GO TO QUESTION 7
- No answer

Q6b. Why do you plan to move?

Q6c. Where do you plan to live after you have moved?

- Elsewhere in this council area
- Another council area *WRITE IN*
- No answer

Q6d. Would you prefer to…?

- Buy a site/yard or a private pitch/plot
- Rent on a private site/yard
- Rent on a public site
- Live in Bricks and Mortar
- No answer

TRAVELLING

Q7a. Have you or any other members of your household ever travelled away from your permanent base?

- Yes
- No → GO TO QUESTION 10
- No answer

Q7b. How many trips has your household made over the last 12 months?

Q8. What are/were the reasons for travelling from your permanent base?

- To work, including working/trading at fairs
- Visiting fairs, but not to work
- Visiting family or friends
- Holiday
- Other reasons
- No answer

INTERVIEWER: PROBE FULLY AND PROVIDE FURTHER DETAILS BELOW
If travelling for work, write in profession or trade, including frequency and length of trips
If travelling for fairs or other reasons, confirm if this involved any elements of work, and record nature of work undertaken

Please write in and continue in Notes section as necessary

Q9. Where do you usually stay?

INTERVIEWER: CROSS ALL BOXES THAT APPLY

- Council transit sites
- Private transit sites
- On the roadside
- With family or friends
- Other WRITE IN
- No answer

Q10. What are the main reasons for your household not travelling anymore?

INTERVIEWER: CROSS ALL BOXES THAT APPLY

- Settled now
- Children in school
- Ill health
- Old age
- Nowhere to stop
- No work opportunities
- Other reasons → PROVIDE DETAILS IN NOTES
- No answer

Q11a. Do you or any other members of your household plan to travel in future?

- Yes
- No → GO TO QUESTION 12
- No answer

Q11b. What will be the reasons for travelling?

INTERVIEWER: CROSS ALL BOXES THAT APPLY

- To work, including working/trading at fairs
- Visiting fairs, but not to work
- Visiting family or friends
- Holiday
- Other reasons
- No answer

HOUSEHOLD DETAILS

Q12. How many people are in your household, and how many separate families are there? Please count everyone that normally lives on this pitch/plot, including yourself.

number of people

number of families

For <u>each</u> person in your household please answer the following questions

Q13a. What is their relationship to you

- Husband, wife or partner
- Son or daughter (inc. step-children)
- Brother or sister (inc. step-siblings)
- Mother or father (inc. step-parents
- Grandchild
- Grandparent
- Relation - other
- Unrelated

Q13b. What is their gender

- Male
- Female
- Prefer not to say

Q13c. What was their age last birthday

Q13d. Have they travelled away to work in the last 12 months

- Yes
- No

Q13e. Do they plan to travel away to work any time in the future

- Yes
- No

Repeat for each household member

ACCOMODATION NEEDS

Q14a. If anyone currently living with you needs their own separate accommodation, how many pitches/plots are needed for them now, and how many will be needed within the next five years?

pitches/plots for adults needed now

pitches/plots for adults needed within 5 years

pitches/plots for 13-17 year olds needed within 5 years

Q14b. Would they want to stay on this site/yard?

- Yes
- No – want to live elsewhere in this council area
- No – want to move to another council area
- No answer

Q15. Do you have any children or other family that are not currently living with you who need their own separate accommodation?

- Yes → PROVIDE DETAILS IN NOTES
- No
- No answer

Q15b. How many pitches/plots would they need?

Q15c. Would they want to move to this site/yard?

- Yes
- No – want to live elsewhere in this council area
- No – want to move to another council area
- No answer

Q16. If separate accommodation was needed on this site/yard, would there be…?

INTERVIEWER: READ OUT. CROSS ONE BOX ONLY

- Space available on the existing site/yard
- Potential to extend the boundary of the site/yard
- Need for space on another local site/yard
- No answer

Q17a. Do you own or are you aware of any land that has potential for new pitches/plots?

- Yes
- No → GO TO QUESTION 18
- No answer

Q17b. Where is the land and who owns it?

Q18a. Do you have any family or friends, or know anyone from the Travelling Community currently living in Bricks and Mortar who we should contact for this study?

- Yes
- No → GO TO FURTHER INFORMATION
- No answer

Q18b. Can you provide contact details for them?

INTERVIEWER: IF DETAILS REFUSED, READ OUT

If you aren't able to provide their details, please ask them to call ORS on Freephone 0800 078 9786 to make sure that their needs are counted

FURTHER INFORMATION AND NOTES

Is there anything else you'd like to tell us about this site/yard, your travelling patterns and any future plans to travel, or the accommodation needs of you and your household?

Appendix D: Household Formation Rates

ORS Technical Note: Gypsy and Traveller Household Formation and Growth Rates

January 2025

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1. INTRODUCTION

Abstract and Conclusions

1.1 National and local household formation and growth rates are important components of Gypsy and Traveller Accommodation Assessments (GTAAs), but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.

1.2 This analysis was produced as a separate document in 2013 and then updated in 2015 and 2020 in light of comments from academics, planning agents and local authorities.

1.3 This current document represents an update to our findings in 2020 to consider the impact of the data from the 2021 UK Census of Population. This shows little change from the 2011 Census, so there is no change in the overall conclusions that support a national net household growth rate of 1.50% per annum.

Introduction

1.4 Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher gross household formation rates.

1.5 However, while their gross rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing.

1.6 Therefore, the net rate of household growth is the gross rate of formation minus any reductions in households due to such factors.

2. MODELLING POPULATION AND HOUSEHOLD GROWTH RATES

2.1 The basic equation for calculating the rate of Gypsy and Traveller population growth is relatively simple: start with the base population and then calculate the average increase/decrease by allowing for births; deaths; in-/out-migration; and household dissolution.

2.2 Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates. To do so, we supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

2.3 Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration.

2.4 It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

Population Profile

2.5 The main source for the rate of Gypsy and Traveller population growth is the UK 2011 and 2021 Censuses. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific category and this option was repeated in the 2021 Census.

2.6 While non-response bias probably means that the size of the population was underestimated, the age profile the 2011 and 2021 Censuses provide is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

2.7 The 2011 Census gave a total population of 54,895 in England, while the 2021 Census shows a population of 67,690, which represents a 23% increase.

2.8 However, this is measuring a mixture of real population growth and greater compliance with the Census in 2021. In reality, the true population of Gypsies and Travellers in England is likely to be 200,000-250,000, so both numbers are just a sample of the overall population.

2.9 Comparing the 2011 and 2021 Census datasets, the share of the population aged under 16 years has fallen from 31.8% to 30.5%, while the share aged 65 years or more has risen from 3.7% to 4.9%. The older population is still likely to be an under-estimate, but the results are consistent with the pattern seen in almost all population sin England of falling birth rates and rising life expectancy.

Figure 16 – Age Profile for the Gypsy and Traveller Community in England 2011 and 2021 (Source: UK Census of Population 2011 and 2021)

Age Group	People 2021	Cumulative % 2011	People 2021	Cumulative % 2021
Age 0 to 4	5,725	10.4	6,535	9.7
Age 5 to 7	3,219	16.3	3,947	15.5
Age 8 to 9	2,006	19.9	2,547	19.2
Age 10 to 14	5,431	29.8	6,404	28.7
Age 15	1,089	31.8	1,212	30.5
Age 16 to 17	2,145	35.7	2,383	34.0
Age 18 to 19	1,750	38.9	2,107	37.1
Age 20 to 24	4,464	47.1	5,074	44.6
Age 25 to 29	4,189	54.7	4,889	51.9
Age 30 to 34	3,833	61.7	5,189	59.5
Age 35 to 39	3,779	68.5	4,611	66.3
Age 40 to 44	3,828	75.5	4,386	72.8
Age 45 to 49	3,547	82.0	3,982	78.7
Age 50 to 54	2,811	87.1	3,875	84.4
Age 55 to 59	2,074	90.9	3,196	89.1
Age 60 to 64	1,758	94.1	2,423	92.7
Age 65 to 69	1,215	96.3	1,638	95.1
Age 70 to 74	905	97.9	1,432	97.3
Age 75 to 79	594	99.0	882	98.6
Age 80 to 84	303	99.6	552	99.4
Age 85 and over	230	100.0	426	100.0
Total	**54,895**		**67,690**	

Birth and Fertility Rates

2.10 The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 9.7% of the Gypsy and Traveller population – which means that, on average, 1.9% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 28.7% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.

2.11 The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood.

2.12 ORS know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in '*Ethnic identity and inequalities in Britain: The dynamics of diversity*' by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and traveller community as 2.75.

2.13 ORS have used our own historic survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFR's were not completed).

2.14 On this basis it is reasonable to infer an average of 3 children per woman during their lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census. The 2021 Census data is fully consistent with these estimates, so no changes are required to the modelling, but the evidence that the TFR could be falling should be monitored over time.

Death Rates

2.15 Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) '*The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative*', University of Sheffield).

2.16 Therefore, in our population growth modelling in 2013 ORS used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

2.17 Again, this data is fully consistent with the 2021 Census, which may be showing slight increases in life expectancy, but not sufficient to be inconsistent with the 2013 modelling.

Modelling Outputs

2.18 If a TFR of 3 and an average life expectancy of 72 years are assumed for Gypsies and Travellers, then the ORS modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum.

2.19 If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, ORS assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

2.20 Given the data from the 2021 Census, the figure of 1.25% net population growth appears to be consistent with around 2% of the population being born each year and deaths accounting for around a 0.75% reduction in population.

Household Growth

2.21 In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.

2.22 Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households' form.

2.23 However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.

2.24 Based on the 2011 and 2021 Census, the tables below compares the age of household representatives in all households in England with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general England population in 2021, 2.7% of household representatives are aged 16-24, compared with 7.4% in the Gypsy and Traveller population, which is consistent with ORS's survey data.

2.25 Interestingly, in 2011, 8.7% of all Gypsy and Traveller households were aged under 25 years, but this has fallen to 7.4% in 2021. This is in line with a fall in the general population from 3.6% to 2.7%, which implies households are forming at an older age. This in turn would mean that any population growth would convert to a lower household growth as the growing population forms households at an older age.

Figure 17 – Age of Head of Household in 2011 (Source: UK Census of Population 2011)

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

Figure 18 – Age of Head of Household in 2021 (Source: UK Census of Population 2021)

Age of Household Representative	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Age 24 and under	608,361	2.7%	1,537	7.4%
Age 25 to 34	3,067,607	13.7%	4,278	20.6%
Age 35 to 49	5,886,110	26.2%	6,790	32.8%
Age 50 to 64	6,470,425	28.8%	5,318	25.7%
Age 65 and over	6,427,165	28.6%	2,807	13.5%
Total	**22,459,668**	**100%**	**20,730**	**100%**

2.26 The following tables shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents and fewer couples without children, amongst Gypsies and Travellers children. This was the case in both 2011 and 2021.

Figure 19 – Household Type in 2011 (Source: UK Census of Population 2011)

Household Type	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no dependent children	7,024,688	31.8%	3,167	16.3%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Lone parent with dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	**22,063,368**	**100%**	**19,458**	**100%**

Figure 20 – Household Type in 2021 (Source: UK Census of Population 2021)

Household Type	Households - England	% Households - England	Households – Gypsies and Travellers	% Households – Gypsies and Travellers
Single person	6,964,704	30.3%	6,264	28.8%
Couple with no dependent children	7,806,819	34.0%	4,411	20.3%
Couple with dependent children	4,662,429	20.3%	4,500	20.7%
Lone parent with dependent children	1,773,926	7.7%	4,634	21.3%
Lone parent: All children non-dependent	1,058,017	4.6%	1,269	5.8%
Other households	725,107	3.2%	689	3.2%
Total	**22,991,002**	**100%**	**21,767**	**100%**

2.27 The key point, though, is that since 21% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates.

2.28 While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum.

3. CONCLUSIONS

3.1 The best available evidence suggests that the net annual Gypsy and Traveller household growth rate across England is 1.50% per annum. This figure was originally derived from the 2011 UK Census of Population and ORS's own survey but is also fully consistent with the 2021 UK Census of Population.

3.2 However, whilst a national rate of 1.50% can be demonstrated, this should be adjusted accordingly to establish local rates based on the demographic breakdown of the population at a local authority level.

3.3 Evidence from previous GTAA studies completed by ORS suggest that locally derived rates can vary from 0.50% to 2.75% depending on the number of children aged under 18 in the local Traveller population.

3.4 In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation.

3.5 In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 170 GTAAs that ORS have completed across England and Wales involving over 7,000 household interviews.