Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2023

Wokingham Borough Council

Final Report

August 2023

Main Contact: Dr Michael Bullock
Email: michael.bullock@arc4.co.uk
Telephone: 0800 612 9133
Website: www.arc4.co.uk

© 2023 arc4 Limited (Company No. 06205180)

Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.

This report takes into account the particular instructions and requirements of our client. It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

arc4 Limited accepts no responsibility or liability for, and makes no representation or warranty with respect to, the accuracy or completeness of any third-party information (including data) that is contained in this document.

Registered Address: arc4, 41 Clarendon Road, Sale Manchester M33 2DY
Email:contact@arc4.co.uk www.arc4.co.uk
arc4 Limited Registered in England & Wales 6205180 VAT Registration No: 909 9814 77
Directors - Helen Brzozowski – Michael Bullock

Table of Contents

Executive Summary 7
Introduction 7
Population and current accommodation provision 7
Planning policy requirements for needs assessments 8
Gypsy and Traveller pitch requirements 10
Temporary stopping places and transit provision 11
Travelling Showperson plot requirements 12
1. Introduction 13
Overview 13
Report structure 13
2. Policy context 14
Government policy and guidance 14
Considering 'Cultural' and 'PPTS' need 17
Previous GTAA 18
Responding to challenges 18
3. Methodology and approach 20
Introduction 20
Phase 1: Literature/desktop review and steering group discussions 20
Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople 20
Phase 3: Needs assessment and production of report 21
4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots 25
Overview 25
2011 Census population and household estimates 25
2021 Census population 25
Caravan Count information 26
Local site and yards 27
5. Household survey findings 38
Gypsy and Traveller households living in Wokingham Borough 38
Help and support needs 39
Travelling showpeople 39
Stakeholder summary 39
6. Gypsy and Traveller pitch and transit site requirements 44
Introduction 44
Gypsy and Traveller pitch requirement model overview 44

Wokingham Borough pitch need analysis: Description of factors in the 5-year need model 45
Longer-term pitch requirement modelling 49
Planning Policy for Traveller Site definition 50
Overall plan period pitch need 51
Potential capacity for Gypsy and Traveller pitches on existing sites 52
Impact of turnover, regularisation and additional pitches on overall need. 54
Tenure preferences 55
Transit requirements 55
Showperson plot requirements 58
7. Conclusion and response 59
Current accommodation 59
Future Gypsy and Traveller residential need 59
Transit site/stop over need 60
Future Travelling Showperson residential need 60
Future updating 60
Appendix A: Gypsy and Traveller Fieldwork Questionnaire 61
Appendix B: Glossary of terms 64

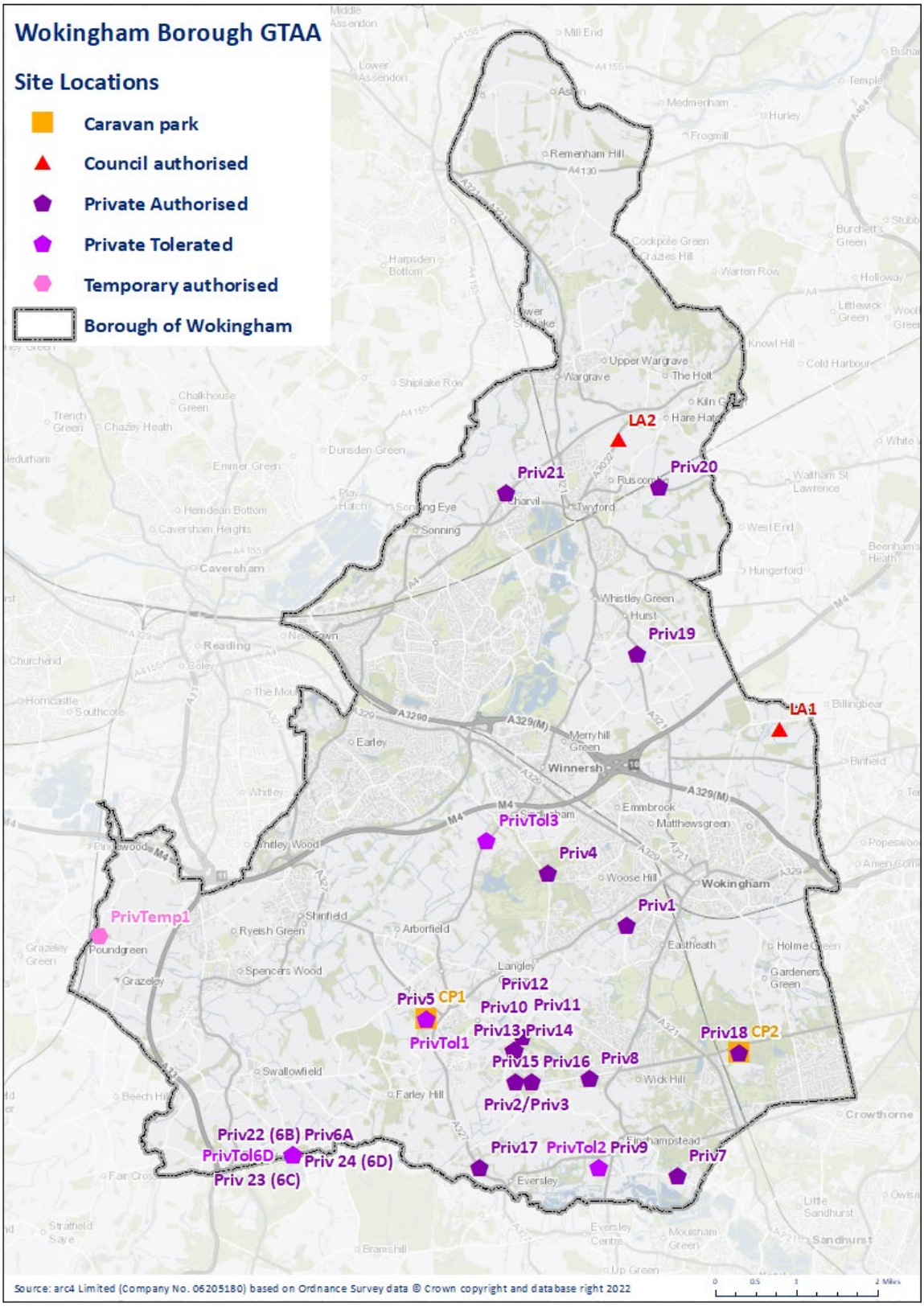
List of Tables

Table ES1 Pitch occupancy on Gypsy and Traveller sites and caravan sites 8
Table ES2 Gypsy and Traveller pitch need: Plan period 2022/23 to 2039/40 11
Table 3.1 Pitch occupancy on Gypsy and Traveller sites and caravan sites 24
Table 4.1 People in households identifying as White Gypsy or Irish Traveller by accommodation type 25
Table 4.2 Households identifying as Gypsy Traveller by accommodation type 25
Table 4.3 Bi-annual Traveller caravan count figures January 2015 to January 2023: Wokingham Borough 26
Table 4.4 Annual Travelling Showpeople caravan count figures January 2016 to January 2023 27
Table 4.5 List of Gypsy & Traveller pitches on sites (as of June 2022) 29
Table 4.6 Summary of sites, pitches, occupancy and response 36
Table 6.1 Pitch occupancy on Gypsy and Traveller sites and caravan sites 46
Table 6.2 Summary of demand and supply factors: Gypsies and Travellers – 2022/23 to 2026/27 47
Table 6.2 Summary of demand and supply factors: Gypsies and Travellers – 2022/23 to 2026/27 (CONTINUED) 48

Table 6.3 Future pitch requirements based on the assumption that 50% of children will require a pitch in Wokingham Borough and an allowance for net in-migration 50
Table 6.4 Gypsy and Traveller pitch need 2022/23 to 2039/40 under PPTS 2015 52
Table 6.5 Gypsy and Traveller pitch need 2022/23 to 2039/40 under PPTS 2015 (plus unable to travel) 52
Table 6.6 Potential additional pitches on existing sites and caravan parks to meet Gypsy and Traveller need 53
Table 6.7 Impact of regularisation and potential for additional pitches on existing sites on overall need 55
Table 6.8 Unauthorised encampment activity 2018 to 2022 56
Table 6.9 Number of caravans recorded on unauthorised encampments 56

List of Maps

Map 4.1 Location of sites in Wokingham Borough 37


Wokingham Borough GTAA
Site Locations
Caravan park
Council authorised
Private Authorised
Private Tolerated
Temporary authorised
Borough of Wokingham
LA2
Priv21
Priv20
Priv19
LA1
PrivTol3
Priv4
Priv1
PrivTemp1
Priv5
CP1
Priv12
Priv10
Priv11
PrivTol1
Priv13
Priv14
Priv18
CP2
Priv15
Priv16
Priv8
Priv2/Priv3
Priv22 (6B)
Priv6A
PrivTol6D
Priv 24 (6D)
Priv 23 (6C)
Priv17
PrivTol2
Priv9
Priv7
Source: arc4 Limited (Company No. 06205180) based on Ordnance Survey data © Crown copyright and database right 2022

....37

Executive Summary

Introduction

The Wokingham Borough Council Gypsy, Traveller and Travelling Showperson Accommodation Assessment 2023 (GTAA) provides evidence to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across the borough.

The GTAA has included:

- A review of existing (secondary) data; and
- A household survey and site/yard observation. A total of 87 interviews were achieved. Of these, 67 were Gypsies and Travellers (57 on Gypsy and Traveller sites, 9 on caravan sites and 1 bricks and mortar household) and 20 were not Gypsies and Travellers (12 on Gypsy and Traveller pitches and 8 on Caravan Parks. Where Gypsy and Traveller interviews were not achieved, data from planning appeals has been used to establish household structures and number of children in households. Data from a total of 70 households living on sites was obtained and based on a total of 118 households on sites this results in a response rate of 59.3%.
- To maximise response rates, fieldworks visit households up to four times. Survey fieldwork took place over several periods. The first took place in May-June 2022 which, whilst acknowledged is the peak travelling period, allowed the fieldteam to interview households not travelling at the time. A second period of fieldwork took place in October to obtain information from households who had returned back to their home base. Further contact was made with site owners in January 2023 and further household information obtained. It is acknowledged that the response rate is lower than what would be expected compared with other arc4 studies but this was mainly due to households choosing not to participate in the study despite multiple methods being utilised to engage with them.

Data have been carefully analysed to provide a picture of current provision and activity across the borough and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development.

Despite the lower level of response, we are very grateful to the Gypsy and Traveller communities across the borough for their positive engagement with the work.

Population and current accommodation provision

The 2011 Census identified a total of 93 households in Wokingham where the Household Reference Person had a ‘White: Gypsy or Irish Traveller’ ethnicity. Of these, 58 lived in bricks and mortar housing and 35 lived in a caravan or other mobile or temporary structure. The 2011 census identified a total population of 291 people with a ‘White: Gypsy or Irish Traveller’ ethnicity and the 2021 census reported 331 people. The 2021 census also reports 179 identifying as ‘White Roma’.

There are 146 Gypsy and Traveller pitches on 30 sites across the borough. There are 2 council managed sites (35 pitches), 23 private authorised sites (85 pitches), 4

private tolerated site (15 pitches) and 1 private temporary site (11 pitches). There are currently no residential Travelling Showperson's yards. Private sites tend to be occupied by extended family groups. This means the ability of non-family members to move onto private sites is limited.

Within the borough, there is a complex relationship between types of residential setting and occupants (Table ES1). Of note, there are a total of 118 Gypsy and Traveller households of whom 101 live on Gypsy and Traveller sites and 17 live on residential caravan sites. There are also 34 non-Gypsy Travellers (mainly Eastern European migrants) living on Gypsy and Traveller sites.

Table ES1 Pitch occupancy on Gypsy and Traveller sites and caravan sites

Setting	Total pitches	Number households Gypsies and Travellers	Number households Non-Gypsy and Travellers	Pitches Vacant	Number households Total	Notes
On authorised Gypsy and Traveller sites	120	84	29	3	113	(4 GT households living on 8 pitches)
On Gypsy and Traveller sites that are not Permanent Authorised	26	17	5	4	22	
Total on Gypsy and Traveller sites	146	101	34	7	135	
On caravan sites	29	17	11	1	28	
TOTAL	175	118	45	8	163	(4 GT households living on 8 pitches)

The latest nine bi-annual DLUHC Traveller caravan counts (January 2018 to January 2023) reported an average of 257 caravans (as distinct from pitches) on Gypsy and Traveller sites and zero caravans on Travelling Showperson's yards (January 2018 to January 2023). Of caravans on Gypsy and Traveller sites, 16.9% were on the 2 council managed sites, 77.7% on private authorised sites and 5.4% on unauthorised sites.

Planning policy requirements for needs assessments

The 2021 National Planning Policy Framework (NPPF) states in Paragraph 62 'the size, type and tenure of housing needed for different groups in the community should

be assessed and reflected in planning policy (including travellers)'. A footnote in the NPPF then states *'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'*.

The 2015 Planning Policy for Traveller Site (PPTS) document states that '*local planning authorities should make their own assessment of need for the purposes of planning' and 'ensure that their Local Plan includes fair, realistic and inclusive policies' and 'to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'*.

In the absence of further guidance on preparing GTAAs, the methods adopted by arc[4] reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning examinations and appeals.

'Cultural' and 'PPTS need'

Government policy encourages local authorities to assess and reflect the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers *who continue to lead a nomadic habit of life*, even if they are temporarily not travelling. The NPPF is also used to plan for the accommodation needs of those Gypsies and Travellers *that no longer lead a nomadic habit of life*. In both respects national policy requires need to be assessed. With regards to a specific five-year supply of sites, national policy only requires a specific supply to be identified against the accommodation needs of those households which lead a nomadic habitat of life.

The GTAA establishes an overall 'cultural' need for pitches which accords with the overall need for Gypsy and Traveller culturally appropriate accommodation and considers the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. Within this overall need, the specific need from households who meet the nomadic habit of life definitions set out in PPTS Annex 1 is identified.

In October 2022, the Court of Appeal declared the PPTS to be discriminatory as the criteria excludes larger numbers of Gypsies and Travellers living in caravans who need a place to live. The government did not challenge the decision, but an updated PPTS has not yet been published. In the light of case law, the definitions reported in GTAAs need to change.

Therefore, the GTAA considers the following:

- PPTS2012 which is the overall 'cultural' need for pitches.
- PPTS2015 which reflects the current PPTS which is referenced in the National Planning Policy Framework and excludes those who have ceased to travel permanently; and
- PPTS2015 (plus unable to travel) which is PPTS2015 need including those unable to travel due to health, age or other family circumstances in line with the Lisa Smith Judgement.

However, it is important to note that the needs of non-travelling travellers who simply have chosen not to travel and have no reason why they should not travel will only meet the PPTS2012 definition.

Overall, 30.2% of all Gypsy and Traveller households in the borough meet the nomadic habit of life test set out in the PPTS 2015 and 72.7% meet the test based on the PPTS 2015 (plus unable to travel) definition. Since the previous GTAA and following further methodological development, when assessing future pitch need, the extent to which existing households planning to move and newly-forming households planning to move meet the nomadic habit of life test is assessed.

The outcome of this updated analysis is that all existing and newly-forming households meet the nomadic habit of life test, whether based on the PPTS 2015 or PPTS 2015 (plus unable to travel) definition.

Need assessment period

To support the preparation of the Local Plan, need has been assessed over a short-term period: 2022/23 to 2026/27 using a detailed analysis of residential needs and longer-term period: 2027/28 to 2039/40 based on demographic analysis and expected future household formation.

Gypsy and Traveller pitch requirements

Overall need

There is an overall cultural need for 86 additional Gypsy and Traveller pitches across Wokingham Borough over the period 2022/23 to 2039/40. Needs analysis considers the needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and current vacancies on existing public and private sites.

Of this need, 53 is from households that meet the PPTS 2015 nomadic habit of life test and 74 is from households who meet a PPTS (plus unable to travel) test.

The pitch shortfall over the short term 2022/23 to 2026/27 and the longer-term period to 2027/28 to 2039/40 for permanent residential pitches based on the two nomadic habit of life assumptions is set out in detail in Table ES2.

Table ES2 Gypsy and Traveller pitch need: Plan period 2022/23 to 2039/40

Period	Cultural need	Of which: PPTS 2015 need	Of which: PPTS (plus unable to travel need)
5yr Authorised Pitch need (2022/23 to 2026/27) (A)	**35**	**35**	**35**
Longer-term need			
Over period 2027/8 to 2031/32 (B)	*15*	*5.6*	11.2
Over period 2032/33 to 2036/37(C)	*26*	*8.9*	19.1
Over period 2037/38 to 2039/40 (D)	*10*	*3.7*	7.6
Longer-term need TOTAL to 2039/40 (13 years) E=(B+C+D)	***51***	***18***	**39**
NET need 2022/23 to 2039/40 (A+E) (18 years)	**86**	**53**	**74**
Annual net need	**5.0**	**2.8**	**4.1**

Meeting the need

The council should consider the following to help meet the identified residential pitch need:

- Regularising of sites that are not permanently authorised (11 pitches)
- Additional pitch provision through expanding/intensifying existing sites (the potential for between 23 and 43 pitches has been indicated by respondents on existing sites).

This potential supply could provide between 34 and 54 additional pitches

An additional issue is the occupation of existing pitches by non-Gypsy and Traveller households. The household survey identified 29 non-Gypsy Traveller households (mainly Eastern European households) living on existing pitches.

There is potential to largely meet the identified need for Gypsy and Traveller pitches across the borough.

Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance households moving into the borough. It is therefore recommended that the Local Plan references the need in the GTAA as a minimum need which is likely to be met but sets out criteria-based policies to inform future planning applications for private sites should they arise.

Temporary stopping places and transit provision

There are several ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping.

The council should consider the options for transit provision, particularly in response to the Police, Crime, Sentencing and Courts Act. Given the level of unauthorised

encampment activity, it is recommended the council develop a negotiated stopping policy to support Travellers passing through Wokingham Borough. It is further recommended the council identify areas of land to accommodate Travellers passing through the borough.

Travelling Showperson plot requirements

There are currently no Travelling Showperson yards in Wokingham Borough. However, through our work a circus traveller has been identified as needing residential accommodation for about 3 months each year, with a specific need for 3 plots. It is recommended that the council has a criteria-based policy in place should any planning application for a Showperson's yard come forward in the future which would address this modest potential need.

Policy recommendations

Government policy encourages authorities to assess and have regard to the needs of all Gypsies and Travellers through the NPPF for those who no longer travel and the PPTS for those who have a nomadic habit of life.

The overall needs evidenced in this report indicate a total need of 86 Gypsy and Traveller pitches (of which 74 is from households who have a nomadic habit of life based on the PPTS 2015 or PPTS 2015 (revised) definitions and 12 is non-PPTS need) over the period 2022/23 to 2039/40.

The need for residential pitches has the potential to be met through the regularisation of existing unauthorised sites, the expansion/intensification of existing sites and reviewing the occupancy of authorised pitches by non-Gypsy and Travellers

A need for up to 3 Travelling Showperson plots has also been identified.

To support the wider needs of Gypsies and Travellers and Travelling Showpeople, the council should also set out criteria-based policies to inform future planning applications for small private Gypsy and Traveller sites and Showperson's yards should they arise.

1. Introduction

Overview

1.1 In February 2022 arc[4] was commissioned Wokingham Borough Council to prepare an updated Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA) (hereafter referred to as GTAA 2023). The study is part of the evidence base that will inform the review and updating of planning policy.

1.2 The overall scope of the study is to ensure that the council has a robust evidence base that determines the need for residential pitch, plots and transit provision over the period 2022/23 to 2039/40. With regards to Gypsy and Traveller households, the study considers both the need of the whole community, as well as the specific needs of households within this which lead a nomadic habit of life. As such the study meets both requirements set out under the National Planning Policy Framework (NPPF), the Planning Policy for Traveller Sites (PPTS) and obligations under section 124 of the Housing and Planning Act 2016.

Report structure

1.3 The GTAA 2023 report structure is as follows:

- **Chapter 1** **Introduction**: provides an overview of the study.
- **Chapter 2** **Policy and local context**: presents a review of the national policy context which guides the study.
- **Chapter 3** **Methodology**: provides details of the study's research methodology.
- **Chapter 4** **Review of current Gypsy and Traveller population and provision of pitches/plots**: reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the borough and existing site/yard provision.
- **Chapter 5** **Household survey:** presents relevant data obtained from the household survey research.
- **Chapter 6** **Pitch / plot / transit requirements**: focuses on current and future pitch/plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the borough.
- **Chapter 7** **Conclusion and strategic response**: concludes the report, providing a brief summary of key findings and recommendations.

1.4 The report is supplemented by the following appendices:

- **Appendix A** Household questionnaires.
- **Appendix B** Glossary of terms.

2. Policy context

2.1 This study is grounded in an understanding of the national planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.

2.2 This chapter sets out this planning policy context within which this study has been prepared, and additionally includes details of previous GTAA for the borough.

Government policy and guidance

2.3 The 2021 NPPF states in Paragraph 62 *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies'*. It then lists a number of groups including Travellers. A footnote to the paragraph *states 'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document'*.

2.4 The 2015 PPTS document states that *'local planning authorities should make their own assessment of need for the purposes of planning'* and *'ensure that their Local Plan includes fair, realistic and inclusive policies' and 'to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply'*.

2.5 Policy A of the 2015 PPTS relates to evidence needed to plan positively and manage development. This states *'in assembling the evidence base necessary to support their planning approach, local planning authorities should:*

- *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);*
- *co-operate 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*
- *use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions'.*

2.6 In the absence of further guidance on preparing GTAAs, the methods adopted by arc[4] reflect Policy A of the 2015 PPTS, build upon those methods established through previous guidance and our practical experience and findings from planning examinations and appeals.

2.7 The calculation of pitch/plot requirements is based on established DLUHC modelling methodology, as advocated in *Gypsy and Traveller Accommodation Needs Assessment Guidance* (DCLG, 2007). Although this guidance was

formally withdrawn in December 2016, in the absence of any updated guidance on the subject, it continues to provide a good practice approach for needs modelling. The methodology used has been tested and found robust by numerous planning Inspectors examining local plans.

2.8 Policy B of the 2015 PPTS relates to planning for traveller sites and requires Local Plans:

- *to be prepared with the objective of contributing to the achievement of sustainable development and consistent with the policies of the NPPF; and*
- *to set pitch targets for Gypsies and Travellers 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.*

2.9 Policy B (paragraph 10) sets out that local authorities should, in producing their Local Plan:

- *identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets;*
- *identify a supply of specific, developable sites, or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;*
- *consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);*
- *relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density; and*
- *protect local amenity and environment.*

2.10 Policy B (paragraph 13) sets out that local authorities should ensure that traveller sites are sustainable economically, socially and environmentally and therefore ensure that their policies:

- *promote peaceful and integrated co-existence between the site and the local community;*
- *promote, in collaboration with commissioners of health services, access to appropriate health services;*
- *ensure that children can attend school on a regular basis;*
- *provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;*

- *provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers who may locate there or on others as a result of new development;*
- *avoid placing undue pressure on local infrastructure and services;*
- *do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and*
- *reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability.*

Intentional unauthorised development

2.11 Through a letter from the MHCLG Chief Planner on 31 August 2015 issued with PPTS 2015 (planning policy statement link here) and a subsequent Written Ministerial Statement on 17 December 2015 (Ministerial Statement link here), the government confirms that if a site is intentionally occupied without planning permission this is a material consideration in any retrospective planning application for that site. Whilst this does not mean that retrospective applications will be automatically refused, it does mean that failure to seek permission in advance of occupation will count against the application.

2.12 In addition, the 2015 PPTS (Paragraph 12) makes clear that in exceptional cases where a local authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local authority will be required to meet their Gypsy and Traveller accommodation needs in full. This is intended to protect local planning authorities with significant land constraints from being required to provide for additional needs arising directly from large sites such as Dale Farm (a large unauthorised site in Essex).

Definition of Gypsies and Travellers

2.13 The GTAA 2023 uses the definition of 'Gypsies and Travellers' set out within the PPTS, which was published by the government in August 2015, as the basis for identifying need. This sets out the following definition of 'Gypsies and Travellers':

> *'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such'* **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 1.)**

2.14 In addition, PPTS 2015 provides the following 'clarification' for determining whether someone is a Gypsy or Traveller:

'In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues

amongst other relevant matters:

a) whether they previously led a nomadic habit of life

b) the reasons for ceasing their nomadic habit of life

c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.' **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 2)**

2.15 The following definition of 'Travelling Showpeople' is set out in PPTS 2015:

'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.' **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 3).**

2.16 In addition:

> *'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 pitches for "travelling showpeople", which may/will need to incorporate space or to be split to allow for the storage of equipment.'* **(MHCLG Planning policy for traveller sites August 2015 Annex 1, para 5).**

2.17 For the purposes of this study, therefore, Gypsies and Travellers live on pitches within sites, whilst Travelling Showpeople live on plots within yards.

Considering 'Cultural' and 'PPTS' need

2.18 Paragraph 62 of the 2021 NPPF recognises the need to assess a range of community needs including those of Travellers. Government policy encourages local authorities to assess and reflect the needs of all Gypsies and Travellers. The PPTS is used to plan for the accommodation needs of those Gypsies and Travellers *who continue to lead a nomadic habit of life*, even if they are temporarily not travelling. The NPPF is also used to plan for the accommodation needs of those Gypsies and Travellers *that no longer lead a nomadic habit of life*. In both respects national policy requires need to be assessed. With regards to a specific five-year supply of sites, national policy only requires a specific supply to be identified against the accommodation needs of those households which lead a nomadic habitat of life.

2.19 The GTAA establishes an overall 'cultural' need for pitches which accords with the overall need for Gypsy and Traveller culturally appropriate accommodation and considers the Human Rights Act 1998, the Equalities Act 2010 and the Housing and Planning Act 2016 section 124. Within this overall need, the specific need from households who meet the nomadic habit of life definitions set out in PPTS Annex 1 is identified.

2.20 In October 2022, the Court of Appeal declared the PPTS (2015) definition to be unlawfully discriminatory in the case of the claimant as the criteria excludes larger numbers of Gypsies and Travellers who continue to live a traditional way of life – i.e. an aversion to bricks and mortar accommodation – but have ceased to travel due to disability and old age. While the scope of the judgement could not go so far as to conclude the PPTS (2015) itself was unlawful, this is strongly suggested, and it is clear the judgement has implications for planning decisions. The government did not challenge the decision, but an updated PPTS has not yet been published. In the light of case law, the definitions reported in GTAAs need to change.

2.21 Therefore, the GTAA considers the following:

- PPTS2012 which is the overall 'cultural' need for pitches.
- PPTS2015 which reflects the current PPTS which is referenced in the National Planning Policy Framework; and
- PPTS 2015 (plus unable to travel) which is PPTS2015 need including those unable to travel due to health, age or other family circumstances in line with the Lisa Smith judgement.

2.22 However it is important to note that the needs of non-travelling travellers who simply have chosen not to travel and have no reason why they should not travel will only meet the PPTS2012 definition.

2.23 Our assessment methodology is set out in Chapter 3 and the outworking of this approach for Wokingham Borough is set out in Chapter 6.

Previous GTAA

2.24 The previous 2017 Wokingham Borough GTAA identified a total of 107 authorised pitches of which 3 were vacant and 104 occupied. An additional need over the period to 2035/36 for 90 pitches of which 26 were pitches for households with a nomadic habit of life was identified. The report indicated that turnover on local authority pitches, expansion of sites and pitches with unimplemented planning permission had the potential to reduce this level of need. The GTAA identified some Gypsies and Travellers living in caravan parks but no non-Gypsies and Travellers living on Gypsy and Traveller sites. The previous GTAA also recommended transit site provision (although negotiated stopping is now the preferred method of providing suitable locations for transit activity) and found no specific need for Travelling Showperson accommodation.

Responding to challenges

2.25 GTAAs are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc[4] aim to maximise the robustness of evidence and measures include:

- An up-to-date assessment of the number of pitches on sites and the number of households living on pitches and any vacancies.
- A range of methods to maximise response rates from households.

- Carefully considering the relationship between households and the pitches they occupy.
- Sensitive analysis of the flows of existing households from and to local authority districts.
- Consideration of overcrowding and concealed households.
- Careful consideration of turnover on council / housing association managed pitches, with clear assumptions over future potential capacity from households moving away from pitches.
- Longer-term modelling of need using detailed demographic information contained from household survey work.
- Reasonable assumptions around the number of households in bricks and mortar accommodation who may want to move to a pitch.

3. Methodology and approach

Introduction

3.1 The GTAA research method is grounded in an understanding of the requirement of national planning policy and based on an established methodology which regularly withstands scrutiny at planning inquiries and hearings.

3.2 The methodology has comprised:

- a desktop analysis of existing documents, including data on pitches / sites, plots / yards and unauthorised encampments;
- the collection of primary data, including household interviews with Gypsies and Travellers; and
- an assessment of accommodation needs considering all available data and information.

3.3 The information gathering has been carried out in three phases, as outlined below:

- Phase 1: Literature / desktop review.
- Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across the district.
- Phase 3: Needs assessment and production of the GTAA 2023 report.

Phase 1: Literature/desktop review and steering group discussions

3.4 We have reviewed relevant literature, including legislative background and best practice information; and analysis of available secondary data relating to Gypsies and Travellers and Travelling Showpeople in Wokingham Borough. The research has progressed with input from local authority officers.

Phase 2: Fieldwork survey and interviews with Gypsies and Travellers and Travelling Showpeople

3.5 As a first step, all Gypsy and Traveller sites are visited by Dr Michael Bullock (Director of arc4) to gain an understanding of site characteristics and to introduce the study to occupiers. This also provides an opportunity to discuss matters with residents and find out if there are any residents with land which could be potentially brought forward for development.

3.6 Secondly, each site is then visited by a specialist social research team to conduct interviews. Where responses are not achieved on the first visit, up to four additional visits at different times will be undertaken to maximise response rate. Our aim is to obtain interviews from all households living on sites using a standard questionnaire (Appendix A). This questionnaire has been carefully

designed in consultation with councils, feedback from community representatives and planning agents. Site visits and interviews took place during May 2022, with an initial series of interviews during May and June 2022. To boost response rates, a further series of interviews took place in September and October 2022 and in January 2023. arc4 were also contacted by a Travelling Showperson who was interviewed in December 2022.

3.7 With regards to whether a household leads a nomadic habit of life, the questionnaire asks if households have been travelling in the preceding year or within the past five years and/or intend to travel in the next year or in any year in the next five years.

3.8 Analysis has been updated to include those who cannot travel due to age or health limitations. This accords with the Lisa Smith judgement to ensure that those who cannot travel are not discriminated against. If eligible households answer 'yes' to either question the household was recorded as one which led a nomadic habit of life. By contrast, all households identifying as part of the Gypsy and Traveller or Travelling Showpeople community are contained within a broader 'cultural' definition.

3.9 Analysis of the travelling behaviour identifies that 100% of existing households planning to move and 100% of households planning to form have a nomadic habit of life. These households meet the criteria by either travelling within the past five years and/or intend to travel in the next year or in any year in the next five years. This is discussed further in the analysis in Chapter 7.

Phase 3: Needs assessment and production of report

3.10 A detailed explanation of the pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following:

- current pitch supply, households living in bricks and mortar accommodation; households planning to move in the next five years, and emerging households to give total need for pitches; and
- supply based on the number of authorised pitches and turnover on sites on public pitches.

3.11 The overall need for pitches is then compared with the overall supply.

Pitches and households

3.12 One of the key challenges faced when assessing Gypsy and Traveller pitch requirements is the actual nature of pitches and how this relates to the number of households they can support.

3.13 PPTS 2015 refers to the need for local planning authorities *to 'identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets' and 'relate the number of pitches/plots to the circumstances of the specific size and location of the site and the surrounding population's size and density'* (PPTS 2015, paragraph 10).

3.14 Planning decision notices usually refer to the number of pitches on a site or the specifics of what can be on a pitch e.g., statics, tourers; or specific individuals and/or households.

3.15 As part of the GTAA, it is essential that the characteristics of sites, the number of pitches and how many households these can support is carefully considered. There are a range of issues which need to be considered when reviewing site and pitch characteristics and their potential implications for future pitch and site requirements which are now summarised.

Site and pitch size

3.16 There are no definitive parameters for site or pitch sizes. Although now withdrawn, the DCLG Designing Gypsy and Traveller sites: good practice guide (2008) states in paragraph 4.4 that *'Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take into account the size of the site and the needs and demographics of the families resident on them'.*

3.17 Paragraph 4.47 states that '*to ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately'*.

3.18 Paragraph 7.12 states that *'as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.), parking space for two vehicles and a small garden area'*.

3.19 Paragraph 4.13 states that *'smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle'*.

3.20 As a general guide, it is suggested by arc4 that the aspirational pitch size is 25m by 25m (625 square meters or 0.0625 hectares). This would support a twin-unit chalet/mobile home (15m x 6.5m), a tourer, an amenity shed/building (5m x 4m), two vehicle spaces (minimum 2.4m x 4.8m for each space) and turning circle for vehicles, amenity space and a small garden area/play space. Residential units need to be 3m from the pitch boundary and at least 6m apart. A slightly larger pitch of 25m by 30m (750 square meters or 0.075 hectares) may be desirable for larger household units requiring several residential units. It is recognised that individual requirements will differ and that smaller pitch sizes may meet a household's residential need.

3.21 In 2010, the Showmen's Guild of Great Britain prepared a document 'Travelling Showpeople's sites: a planning focus – model standard package). This document was intended to provide guidelines to Travelling Showpeople and Local Planning Authorities when considering the needs of Travelling Showpeople.

3.22 This document confirmed that:

- A plot is a piece of land occupied by a Showperson with their family and equipment, used to store fairground rides, vehicles and other items as well as for living accommodation. The family unit can be large or small, for instance an extended family with grandparents, parents and children, or a single-family unit of parents and children.
- A yard is two or more plots owned by the same family who may use this for their own family purposes or may let part out to other Showpeople.
- A site is a group of plots where the land is owned by individual plot holders. Quite often a Showperson's site will have a common shared access onto the main road network.
- Showpeople's sites do not fit neatly into the definition of a one land use category. The sites combine a residential use with a storage use, and maintenance is also likely to be carried out on site. The residential use can take the form of static homes and caravans.
- For a Travelling Showperson yard, the minimum size of a plot is 0.5ha and should include space for residential accommodation and equipment storage.

Occupancy

3.23 A pitch may accommodate more than one family unit, for instance it could include a family, older children who have formed their own household and other family members. This could lead to potential overcrowding, and this is considered as part of the GTAA household survey.

3.24 Private sites may restrict occupancy to close family / friends. This limits opportunity for others to move onto the site, but this restrictive occupancy may provide for emerging needs within a household, for example as grown-up children (previously living within a parent(s) or grandparent(s) home) form independent households of their own.

3.25 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

3.26 Within Wokingham Borough, there is a complex relationship between types of residential setting and occupants (Table 3.1). There are a total of 101 Gypsy and Traveller households living on Gypsy and Traveller sites and 17 on caravan sites. There are also 34 non-Gypsy Travellers (mainly Eastern European migrants) living on authorised Gypsy and Traveller sites and 5 living on non-permanent authorised sites.

Table 3.1 Pitch occupancy on Gypsy and Traveller sites and caravan sites

Setting	Total pitches	Number of households Gypsies and Travellers	Number of households Non-Gypsy and Travellers	Number of vacant pitches	Total	Notes
On authorised Gypsy and Traveller sites	120	84	29	3	113	(4 households occupy 8 pitches)
On Gypsy and Traveller sites that are not Permanent Authorised	26	17	5	4	22	
Total on Gypsy and Traveller sites	146	101	34	7	135	
On caravan sites	29	17	11	1	28	
TOTAL	175	118	45	8	163	(4 households occupy 8 pitches

Response

3.27 For each site, a pragmatic and reasonable judgement should be made as part of the GTAA regarding the number of pitches or sub-divisions on sites. This may relate to the number of families living on sites and could include a consideration of the potential intensification of sites (for instance through further sub-division, extension or use of vacant areas within the site). Capacity and layout of sites should be identified through site observation (directly or indirectly through Google maps or similar), planning history and local knowledge of planning, enforcement and liaison officers.

3.28 Pitches can become intensified or sub-divided once planning applications have been approved. These sub-divisions tend to be tolerated by councils. Often pitches become subdivided to provide space for newly-forming households, particularly from family members. The potential for pitch intensification/sub-division was considered on site visits and respondents were asked whether intensification/sub-division was possible on the site they lived on.

4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots

Overview

4.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers across Wokingham Borough before going on to explore the extent and nature of provision across the area.

2011 Census population and household estimates

4.2 The 2011 Census (Tables 4.1 and 4.2) identified a total of 291 people in 93 households in Wokingham Borough with a Household Reference Person who identified as having a White Gypsy or Irish Traveller ethnicity. 62% of households who identified as Gypsy or Traveller lived in caravans and 38% live in bricks and mortar accommodation.

Table 4.1 People in households identifying as White Gypsy or Irish Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Wokingham	291	162	27	102

Source: 2011 Census CT127

Table 4.2 Households identifying as Gypsy Traveller by accommodation type

Local Authority	Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
Wokingham	93	51	7	35

Source: 2011 Census CT0128

2021 Census population

4.3 Population estimates were published in late November 2022 as part of the roll out of census data. The Gypsy and Traveller population is now reported as 331 plus 179 Roma (included for the first time as a distinct ethnic category) but data on the number of households and accommodation type are not yet published. The change in number could simply reflect people more willing to identify as Gypsy and Traveller rather than an increase in population, for example as a response to the Traveller Movement's 'Stand Up and Be Counted' campaign (see: https://travellermovement.org.uk/stand-up-and-be-counted). For every

1,000 residents in Wokingham, 1.86 is a Gypsy or Traveller. The national average is 1.06 per 1,000 residents.

Caravan Count information

4.4 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the government in 1979 and have since been undertaken every January and July by local authorities. An annual count of Travelling Showperson caravans takes place every January. The counts provide a source of information on the number of caravans located on authorised and unauthorised sites but do not record the actual number of pitches on sites/yards, nor information about occupation.

4.5 The published figures for the last 15 Traveller caravan counts for Wokingham Borough are set out in Table 4.3. For the most recent 9 counts (January 2018 to January 2023), data shows an average of 257 caravans across the borough. Of these, 77.7% were on private sites, 16.9% on council managed sites and 5.4% on unauthorised sites.

Table 4.3 Bi-annual Traveller caravan count figures January 2015 to January 2023: Wokingham Borough

Wokingham Count	Authorised sites (with planning permission) Social Rented	Authorised sites (with planning permission) Total Private (inc. temporary permission)	Unauthorised sites (without planning permission) Total unauthorised	Total
Jan-15	42	123	13	178
Jul-15	40	187	26	253
Jan-16	48	192	6	246
Jul-16	53	210	7	270
Jan-17	22	213	6	241
Jul-17	22	227	5	254
Jan-18	40	196	23	259
Jul-18	40	207	12	259
Jan-19	34	187	23	244
Jul-19	40	210	4	254
Jan-20	20	197	4	221
Jul-21	54	178	24	256
Jan-22	59	205	10	274
Jul-22	52	203	19	274
Jan-23	51	213	5	269
latest 9-count average	**43.3**	**199.6**	**13.8**	**256.7**
Latest 9-Count % Average	**16.9%**	**77.7%**	**5.4%**	**100.0%**

Source: DLUHC Traveller Caravan Count, Live Table
Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

4.6 Over the period 2016 to 2023 one Travelling Showperson caravan had been recorded in 2017(Table 4.4).

Table 4.4 Annual Travelling Showpeople caravan count figures January 2016 to January 2023

Count	Authorised sites with planning permission Social Rented	Authorised sites with planning permission Total Private	Unauthorised sites without planning permission Total Unauthorised	Total
2016	0	0	0	0
2017	0	1	0	1
2018	0	0	0	0
2019	0	0	0	0
2020	0	0	0	0
2022	0	0	0	0
2023	0	0	0	0
7-Count Average	0	0.1	0	0.1
7-Count % Average	0	100%	0	100%

Source: DLUHC Travelling Showpeople Caravan Count, Live Table 3

Counts not taken in Jan 2021 due to the COVID pandemic.

Local site and yards

4.7 The types of sites occupied by Gypsies and Travellers (see Appendix B for more detailed definitions) include:

- Authorised sites are those with planning permission and can be on either public or privately-owned land.
- Unauthorised sites are made up of either longer-term (approximately three months or longer) unauthorised encampments and can considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and
- Unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission.

4.8 Table 4.5 sets out the range of sites across Wokingham Borough. The table also shows the number of household survey responses achieved broken down into Gypsy and Traveller and non-Gypsy and Traveller households. The level of pitch provision requires some careful analysis which is now set out.

4.9 There are 146 Gypsy and Traveller pitches on 29 sites across the borough. There are 2 council managed sites (35 pitches), 23 private authorised sites (94 pitches, including 3 transit pitches (Plot 11 Highfield Park)?), 3 private tolerated site (13 pitches) and 1 private temporary site (pitches) There are currently no residential Travelling Showperson's yards. Private sites tend to be occupied by extended family groups. This means the ability of non-family members to move onto private sites is limited.

4.10 Please note that on some private sites the number of pitches does not match the number of households because some households occupy more than one pitch.

4.11 Table 4.6 sets out the summary position regarding pitches/plots, vacancy and occupancy. This provides a transparent base position from which the modelling of future pitch need in section 6 can proceed. However, it should be acknowledged that private sites are primarily occupied by related family members so will not be generally available to other households.

4.12 The total G&T households and non-G&T households for each site is based firstly on primary data from household interviews. Secondly, where it was not possible to achieve an interview with occupiers of a pitch, the study makes assumptions based on the consultant's professional judgement from their detailed observation of each site and the interviews and conversations achieved with occupiers elsewhere on the site. Thirdly, where the above has not been possible, the site occupancy has been assumed based on an extrapolation of the mix from achieved interviews on an individual site basis to the non-surveyed pitches.

Table 4.5 List of Gypsy & Traveller pitches on sites (as of June 2022)

Site Code	Site Name and Address	Postcode	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
CP1	Highfield Park Eversley Road Arborfield Cross Reading Berks RG2 9PP	RG2 9PP	Caravan park	10	9	1	5	4	**0**	5	1
CP2	New Acres, Nine Mile Ride, Wokingham, RG40 3LZ	RG40 3LZ	Caravan park	19	19	0	12	7	**9**	3	7
LA1	Carters Hill Park, Maidenhead Road, RG40 5QL	RG40 5QL	Council authorised	15	15	0	15	0	**9**	6	0
LA2	London Road, Twyford, Berkshire, RG10 9HF	RG10 9HF	Council authorised	20	20	0	20	0	**13**	7	0
Priv1	Land off Blagrove Lane, Wokingham, Berkshire, RG41 4BA	RG41 4BA	Private Authorised	3	3	0	3	0	**2**	1	0

Site Code	Site Name and Address	Postcode	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
Priv2/Priv3 (see Note 1)	Honeysuckle Lodge/Pine Lodge, Commonfield Lane, Barkham, Wokingham, RG40 4PR	RG40 4PR	Private Authorised	3	1	2	0	1	**0**	0	1
Priv4	Belvedere Park, Bearwood Road, Barkham, RG41 4SA	RG41 4SA	Private Authorised	16	15	1	6	9	**3**	0	4
Priv5	Walkers Yard, Eversley Road, Arborfield Cross, Reading, Berks, RG2 9PP	RG2 9PP	Private Authorised	12	12	0	5	7	**5**	0	4
Priv6A	Nevi-Stanya, The Devils Highway, Riseley, RG7 1XS	RG7 1XS	Private Authorised	3	3	0	3	0	**2**	1	0
Priv6B	Rivendell, The Devils Highway, Riseley, RG7 1XS	RG7 1XS	Private Authorised	1	1	0	1	0	**0**	1	0
Priv6C	Land adjacent to New Stables, School Lane , Riseley, RG7 1XS	RG7 1XS	Private Authorised	3	3	0	3	0	**0**	3	0

Site Code	Site Name and Address	Postcode	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
Priv6D	New Stables, School Lane, Riseley, RG7 1XS	RG7 1XS	Private Authorised	1	1	0	1	0	**0**	1	0
PrivTol6D	New Stables, School Lane, Riseley, RG7 1XS	RG7 1XS	Private Tolerated	2	2	0	2	0	**0**	2	0
Priv7	The Stables, Land south side of Lower Sandhurst Road, Finchampstead, Wokingham	RG40 3TH	Private Authorised	1	1	0	1	0	**1**	0	0
Priv8	166 Nine Mile Ride, Finchampstead, RG40 4JA	RG40 4JA	Private Authorised	8	8	0	1	7	**1**	0	0
Priv9	Twin Oaks Longwater Lane Finchampstead Wokingham Berkshire RG40 4NX	RG40 4NX	Private Authorised	1	1	0	1	0	**1**	0	0
Priv10	Littlemore Plot 1, Park Lane, Finchampstead, RG40 4PT	RG40 4PT	Private Authorised	3	3	0	0	3	**0**	0	0

Site Code	Site Name and Address	Postcode	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
Priv11 (see note 3)	Littlemore Plot 2, Park Lane, Finchampstead, RG40 4PT	RG40 4PT	Private Authorised	2	2	0	1	0	**0**	1	0
Priv12 (see note 3)	Meadowside Plot 1, Park Lane, Finchampstead	RG40 4PT	Private Authorised	3	3	0	2	0	**1**	1	0
Priv13 (see note 3)	Meadowside Plot 2, Park Lane, Finchampstead	RG40 4PT	Private Authorised	2	2	0	1	0	**1**	0	0
Priv14	Hogwood Meadows, Park Lane, Finchampstead, Wokingham, RG40 4PT	RG40 4PT	Private Authorised	5	5	0	3	2	**3**	0	2
Priv15 (see note 5)	Summerleigh, Park Lane, Finchampstead, RG40 4PY	RG40 4PY	Private Authorised	2	2	0	2	0	**1**	1	1
Priv16	23a Nine Mile Ride, Finchampstead, RG40 4QD	RG40 4QD	Private Authorised	1	1	0	1	0	**0**	1	0
Priv17	88a Reading Road, Finchampstead, RG40 4RA	RG40 4RA	Private Authorised	2	2	0	2	0	**1**	1	0

Site Code	Site Name and Address	Postcode	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
Priv18	Land At The Old Kingsbridge, Nine Mile Ride, Wokingham, RG40 3LZ	RG40 3LZ	Private Authorised	4	4	0	4	0	**2**	2	0
Priv19	Wind in the Willows, Islandstone Lane, Hurst, RG10 0RU	RG10 0RU	Private Authorised	1	1	0	1	0	**0**	1	0
Priv20 see note 3)	The Oaks, Waltham Road, Ruscombe, RG10 0HB	RG10 0HB	Private Authorised	3	3	0	2	0	**2**	0	0
Priv21	Wallys Mobile Home Park, New Bath Road, Charvil, Reading, RG10 9DS	RG10 9DS	Private Authorised	5	5	0	5	0	**0**	5	0
PrivTemp1	The Paddocks, Kybes Lane, Reading, Berkshire, RG7 1NG	RG7 1NG	Temporary authorised	11	11	0	11	0	**11**	0	0

Site Code	Site Name and Address	Postcode	Planning status	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
PrivTol1 (see note 4)	Highfield Park Plot 11, Eversley Road Arborfield Cross Reading Berks RG2 9PP	RG2 9PP	Private Tolerated	8	4	4	3	1	**2**	1	0
PrivTol2 (see note 2)	Land west of Twin Oaks Longwater Lane Finchampstead Wokingham Berkshire RG40 4NX	RG40 4NX	Private Tolerated	1	1	0	1	0	**0**	1	0
PrivTol3	Woodside Yard, Mole Road, Sindesham	RG41 5DJ	Private Tolerated	4	4	0	0	4	**0**	4	0
			Grand Total	175	167	8	118	45	**70**	49	20
			Total on Sites	146	139	7	101	34	**61**	41	12
			Total on Caravan Parks	29	28	1	17	11	**9**	8	8

1. Honeysuckle Lodge originally comprised 2 pitches and Pine Lodge comprised 1 pitch. Planning permission (reference 203626 approved 28.06.21) relates to the redevelopment and amalgamation of the two sites to provide 8 pitches in total. At the base date of the GTAA the site was in the process of being redeveloped with 1 pitch currently occupied. A total of 3 pitches are recorded to reflect the last fully implemented position. The 5 additional pitches are recorded under future supply in table 6.2.

2. Retrospective application 223021 relating to this site was resolved for approval at Planning Committee in January 2023.. At the time of the survey a decision had not been made and therefore the site was recorded as tolerated.

3. Households living on more than one pitch on these sites (Priv11 1 households across 2 pitches; Priv12 2 households across 3 pitches; Priv 13 1 household across 2 pitches; Priv20 2 households across 3 pitches)

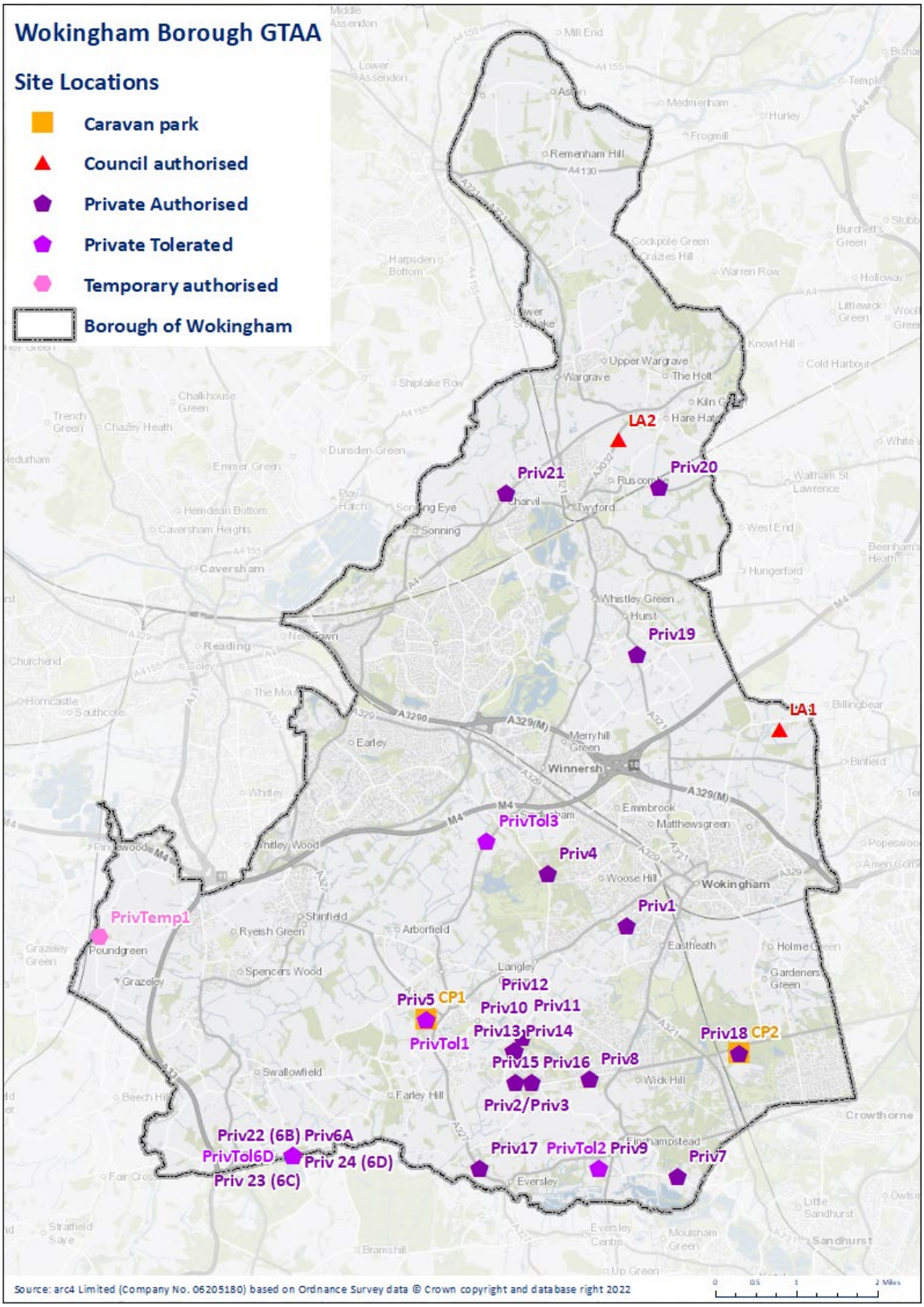
4. Permission to expand Highfield Plot 11 from 1 pitch to 8 pitches (plus 3 transit pitches) was approved November 2015 (application reference F/2012/0276). Issues relating to compliance with conditions at the time of the survey. An application is currently before the council which would regularise this situation. Until this application is determined the site is recorded as tolerated rather than authorised. Note site observation identified 1 household that was not Gypsy Traveller on this site.

5. Priv15 Summerleigh comprises two pitches plus a bricks and mortar property. There were interviews completed for the bricks and mortar property and one pitch.

Table 4.6 Summary of sites, pitches, occupancy and response

Accommodation setting	No. of sites	Total pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non-G&T households	Achieved G&T household interviews	Non-response (not available or refused)	Non-G&T interviews achieved
Local Authority	2	35	35	0	35	0	**22**	13	0
Private Authorised	24	85	82	3	49	29	**26**	20	12
Private tolerated	4	15	11	4	6	5	**2**	8	0
Private temporary authorised	1	11	11	0	11	0	**11**	0	0
On G&T sites	30	146	139	7	101	34	**61**	41	12
On caravan sites	2	29	28	1	17	11	**9**	8	8
Bricks and mortar							**1**		
All settings	32	175	167	8	118	45	**71**	49	20

Map 4.1 Location of sites in Wokingham Borough



5. Household survey findings

5.1 This chapter presents the findings of the household survey used to collect data on the characteristics of households. The survey aimed to reach as many Gypsy and Traveller households living in the study area as possible. It was conducted using the questionnaire presented in Appendix A.

Gypsy and Traveller households living in Wokingham Borough

5.2 A review of the characteristics of Gypsy and Traveller households living in Wokingham Borough has been based on data from a total of 66 households living on sites and interviewed as part of the 2023 GTAA.

5.3 The number of responses achieved is summarised for each question. It would not be appropriate to provide a detailed analysis of the survey information by site as this has the potential to identify individual responses. Broad summaries of the household data are presented in a manner which maintains respondent confidentiality. If analysis refers to 'small numbers' this means 4 or fewer households responding to a question.

5.4 **Ethnicity** (base=66): Of household representatives interviewed 78.8% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy), and 21.2% as Irish Traveller.

5.5 **Household size** (base=66): 31.8% of households were single person; 30.3% two person; 12.1% three person; 15.2% four person, 4.5% five person and 3.0% six or more people.

5.6 **Household type** (base=61): 31.8% were singles, 22.7% were single parents, 19.7% were couples, 15.2% were couples with child(ren) which can include non-dependent children, 10.6% multi-adult families or extended families, such as couples with siblings living with them.

5.7 **Age profile:** The household survey identified a total of 173 Gypsies and Travellers living on sites in Wokingham Borough. The age profile is: 26.6% were aged 13 or under, 6.9% aged 14-17, 21.4% aged 18-34, 22.5% aged 35-49, 17.9% aged 50-64 and 4.6% aged 65 and over.

5.8 **Length of residence** (base=61): 8.2% had lived at their current place of residence for less than 5 years, 29.5% between 5 and less than 10 years, 19.7% between 10 and less than 15 years, 14.8% between 15 and less than 20 years and 27.9% for 20 years or more.

5.9 **Overcrowding:** When asked if their home was overcrowded (base=60), 96.7% said no and 3.3% said yes. When asked whether their pitch was overcrowded (base=60), 96.7% said no and 3.3% said yes.

5.10 **Regarding the need for more residential pitches** (base=60), respondents were asked if they felt there was a need for more pitches. This was to gauge local views on need and does not influence the needs assessment modelling carried out. 46.7% said there was a need for more, 53.3% said no more pitches

were needed. Of those stating a number (base=28), 53.6% said less than 5 pitches, 28.6% said between 5 and 10 pitches 17.9% did not state a specific number.

Help and support needs

5.11 Respondents were asked if they had any broader help and support needs. Only a small number of responses were received and included:

- Some households needed support with getting a new shower;
- Mouldy, cold, damp and dated bathrooms.

Travelling showpeople

5.12 One Travelling Showperson was interviewed. For confidentiality reasons, no information gleaned from the household is presented in this report, but the main need identified was for 2-3 plots within Wokingham Borough where the respondent has been living and wants to have a base.

Stakeholder summary

5.13 As part of our research, arc[4] contacted a range of stakeholders to obtain feedback on Gypsy and Traveller matters which is now summarised. Please note these are the views of stakeholders as reported and not necessarily the views of the council or arc[4].

Residential Pitch Need

5.14 Stakeholder views on the need for permanent residential pitches;

- There is a need for pitches but there is a supply for the next few years.
- Permanent residential pitches would help to reduce the number and frequency of Travellers occupying common land, council owned land and private land.
- There should be provision but sometimes provision can be in areas not deemed suitable by Travellers.
- There is a need because the current sites / pitches are utilised, but whether there is a need for additional new pitches is debateable.
- Planning regulations require the Council to make provision for housing / accommodation.
- Working from the Arc4 2017 Report, the proposed Local Plan Update (LPU) Housing Needs Assessment January 2020 acknowledged there was a need for 26 pitches based on a Planning Policy for Travellers Sites (PPTS) interpretation of need from 2017 to 2035/36.
- Bracknell Forest Council (BFC) considers WBC should meet the cultural need for pitches identified in the Wokingham Borough GTAA in full in order to comply with the National Planning Policy Framework (NPPF), the Human

Rights Act 1998 and the Equalities Act 2010 which protects the cultural choice of Gypsies and Travellers to live in mobile accommodation. Should the evidence base reveal a need, it will be necessary to plan for this type of accommodation.

- Given the fact that Roma are now being included in the 2021 Census, there could be an increase of defined Gypsy and Travellers in the UK, although not necessarily in Wokingham.

5.15 In terms of potential locations for permanent sites, stakeholders identified the following;

- In the settlement to enable the traveller community to have access to services and facilities and to promote inclusion within the wider community.
- Within or on the edge of a settlement.
- More rural areas.
- Rural sites on the outskirts of a settled community.
- In appropriate locations in accordance with the WBC settlement hierarchy.
- WBC should consider all options to meet any needs, including within any proposed strategic allocations.
- Located adjacent to Orchard Estate where there are already a number of pitches.
- Looking at the current areas with permanent sites, it is difficult to ascertain where new sites/pitches could be located:
  - there is limited/no room for expansion in the council run sites; Carters Hill, Hurst and the site at Twyford / Ruscombe
  - Twyford and Finchampstead provide the most sites/pitches; it would seem reasonable that provision for an additional site should be distributed elsewhere in the borough to provide an alternative wider choice in location, which given the proposed LPU allocated site could be achieved.

5.16 Key points raised by stakeholders with regards to potential barriers to permanent sites;

- Residents do not want pitches close to their homes.
- Need to have green space as this is so often where incursions occur but this is often already designated as public open space.
- Finding suitable land, it becoming available and getting planning permission.
- Lack of promoted sites.
- Currently the cost of greenfield ‘hope’ land means much of the land available in the borough (and certainly within Hurst) is either owned or optioned by developers, who are unlikely to allocate the land to provide permanent sites for travellers.

- Given the food economy crisis, serious consideration must be given to ensuring the usage of best and most versatile (BMV) agricultural land for future crops which could act as a barrier to the provision of new permanent sites.
- Potential sites should be sustainable in terms of meeting the WBC climate change emergency targets and in particular reduce car dependency in terms of accessing facilities such as retail, schools, GP's, dentists, vets etc.
- Sites must be in safe locations where there are safe footways and designated cycle routes - very few rural sites have these; all of the sites in Hurst are car dependent with no safe footways or designated cycle routes.
- Environmental factors such as drainage and biodiversity considerations must be taken into account, which could restrict allocation.
- Housing developers very rarely allocate Traveller sites within their proposed developments.

Unauthorised encampments and the need for temporary provision

5.17 Stakeholders make specific reference to unauthorised encampments and the need for temporary provision. It is worth clarifying that whilst various stakeholders offered anecdotal views on encampments they were aware of, a comprehensive record of encampment activity was provided by the council which has informed study recommendations:

- Awareness of unauthorised encampments but no specific knowledge.
- WBC will have a record of unauthorised encampments.
- Three incursions in parks in the last eleven years; police and more recently WBC combined with policy ensured bailiffs have worked to resolve issues quickly.
- The last unauthorised encampment in Hurst was 2015.
- There has been a number of unauthorised encampments in Twyford in recent years (including during the pandemic), and some damage to community facilities were reported.
- Known locations include,
  - 1 pitch at 20a Anderson Crescent, Arborfield. Retrospective planning application refused and caravan removed. Land sold for profit to adjoining landowner.
  - Stanlake Meadow (a sports ground owned by Twyford Parish Council).

5.18 Regarding transit sites, stakeholders commented;

- There is a need for transit pitches.
- Transit pitches help to prevent unauthorised encampments and to maintain a clean and tidy area.

- Travellers use the Royal Berks Hospital in Reading for childbirth - a transit site should be provided in the west of the Borough – possibly at Hall Farm or at Mereoak park and ride.
- Possibly three transit pitches are needed and should be attached to, or close to, existing pitches.
- Under the Criminal Justice and Public Order Act 1994, the police are unable to exercise their powers under sections 62A-E concerning the removal of a trespasser to alternative sites, if there is no suitable pitch or site in the Borough - the matter must be addressed within Wokingham Borough and does not have cross boundary implications.

5.19 Stakeholder views on temporary stop-over places in Wokingham Borough:

- Would be useful to have mix of sites but this would be a challenge to provide.
- Not aware of any temporary stop-over places in Wokingham and do not believe there is a need for one.

5.20 Regarding barriers to transit provision, stakeholders commented;

- Availability of green space.
- Lack of sites promoted for that use.
- Barriers to transit provision are similar to those for the provision of permanent sites.

Gypsies and Travellers in bricks and mortar/residential sites accommodation

5.21 Comments received from stakeholders regarding Gypsies and Travellers in bricks and mortar / residential sites accommodation:

- Awareness of sites but no specific locations.
- Awareness of well-established settled Gypsy and Traveller community throughout the borough living on one or more residential sites.
- Known locations include:
  - Nine Mile Ride, Finchampstead
  - Mole Road, Sindlesham

Traveller communities: challenge and support

5.22 Stakeholders commented:

- No specific comments from stakeholders

Movement and cross-boundary considerations

5.23 Stakeholders made specific reference to movement and cross boundary considerations:

- Spring is often a time for movement; Traveller weddings and Appleby Fair

5.24 Key points raised by stakeholders regarding cross boundary issues:

- Waiting lists for public sites enable individuals to be on waiting lists in multiple local authorities, meaning the true picture of demand may be less.
- Work more widely with other local authorities to share and resolve issues.
- Provision / issues regarding boat travellers would be useful to include as a cross boundary consideration.

Key strategic messages for the GTAA raised by stakeholders

5.25 These include:

- Certainty of the number of new pitches needed.
- Commitment to support communities with relevant sites that they themselves have been consulted upon.
- Ongoing work to encourage use of these sites as opposed to illegal incursions.
- Consideration given to Gypsy and Traveller Accommodation (GTA) needs and that there is adequate provision to assist in preventing unauthorised encampments.
- Consideration of needs and facilities.
- Cultural needs for WBC for Gypsies, Travellers and Travelling Showpeople broken down by time period, and related needs for transit provision.
- Provision of well-maintained areas of land for use by Travellers as they pass through the area.
- Local authority should provide their own targets relating to pitches required which is based on up-to-date evidence.
- All unauthorised encampments and developments should be dealt with promptly and the Local Planning Authority (LPA) should use all of their statutory powers to deal with unauthorised sites.
- Allocated / permitted sites should be in sustainable locations and distributed across the borough, not predominantly sited in the three parishes who provide over 50% of the sites to ensure a fair distribution of sites and pitches, ensuring accessible, sustainable location choice for travellers and their families.

6. Gypsy and Traveller pitch and transit site requirements

Introduction

6.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Wokingham Borough. It considers current supply and need, as well as future need, based on modelling of data. This chapter also considers transit pitch requirements for Gypsies and Travellers. Finally, the chapter presents recommendations regarding planning policy.

6.2 The calculation of pitch requirements is based on modelling as advocated in *Gypsy and Traveller Accommodation Assessment Guidance (DCLG, 2007)*. Although now formally withdrawn, the former DCLG guidance still provides the best-practice approach towards the assessment of pitch and plot needs (see Chapter 2 for further discussion).

6.3 This approach requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. It advocates the use of a survey to supplement secondary source information and derive key supply and demand information. Modelling presents an overall 'cultural' need and within this, the PPTS need which refers to those households who have a nomadic habit of life.

Gypsy and Traveller pitch requirement model overview

6.4 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the next five years (2022/23 to 2026/27). A longer-term model looks at need over the longer period to 2039/40.

6.5 In terms of **cultural need**, the 5-year model considers:

- the baseline number of households on all types of Gypsy and Traveller site (authorised, unauthorised and temporary authorised sites) as of June 2022;
- Gypsy and Traveller households living on caravan sites, that is sites which are not restricted to the Gypsy and Traveller community;
- existing households planning to move in the next five years (currently on sites and from bricks and mortar) and where they are planning to move to; and
- new households that will form from existing households and stay within the study area on a pitch, e.g. a son or daughter moving out of the family homes to establish their own home.

6.6 In terms of **supply**, the model considers:

- total supply of current pitches on permanent authorised sites;
- total supply of current pitches on tolerated sites;
- sites with unimplemented permanent planning permission; and

- vacant pitches on permanent authorised sites.

6.7 The model then reconciles total need and the existing sources of supply listed in paragraph 6.6 to provide an outstanding short-term need.

6.8 The longer-term model then considers the cultural need over the period to 2039/40. This is based on the age profile of children under 13 living in Gypsy and Traveller households across all site types.

6.9 The likely pitch needs from households meeting the PPTS nomadic habit of life definition is also calculated.

Wokingham Borough pitch need analysis: Description of factors in the 5-year need model

6.10 Table 6.2 provides a summary of the 5-year pitch need calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

Current households living on pitches (1a to 1g)

6.11 These figures are derived from council data and site observation data. In summary there are a total of 118 Gypsy and Traveller households living on pitches on either Gypsy and Traveller sites or caravan parks (See Table 6.1)

6.12 Within Wokingham Borough, there is a complex relationship between types of residential setting and occupants (Table 6.1). There are a total of 101 Gypsy and Traveller households living on Gypsy and Traveller sites and 17 on caravan sites. There are also non-Gypsy Travellers (mainly Eastern European migrants) living on Gypsy and Traveller sites including 29 households living on private authorised Gypsy and Traveller pitches.

Current households in bricks and mortar accommodation (2)

6.13 An estimate of households in bricks and mortar is provisional based on the 2021 census. The 2011 census indicated 291 people and 93 households identifying as Gypsy/Traveller of whom 62.4% lived in bricks and mortar. The comparable 2021 population count is higher at 331 but household data is not yet released. Applying the ratio of people to households from 2011 (3.129) to the 2021 census population results in an estimated 106 households. Assuming the same proportion (62.4%) live in bricks and mortar accommodation results in a total of 66 households.

Weighting of data

6.14 Survey data have been weighted to take account of non-response households. The weighting is 118 (total households) divided by 70 (total responses) = 1.686.

Table 6.1 Pitch occupancy on Gypsy and Traveller sites and caravan sites

Settings	Total pitches	Number household Gypsies and Travellers	Number households Non-Gypsy and Travellers	Pitches Vacant	Number households Total	Notes
Local Authority	35	35	0	0	35	
Private Authorised	85	49	29	3	78	Difference due to households occupying more than 1 pitch
Private tolerated	15	6	5	4	11	
Private temporary authorised	11	11	0	0	11	
On caravan sites	29	17	11	1	28	
All settings	175	118	45	8	163	Difference due to households occupying more than 1 pitch

Table 6.2 Summary of demand and supply factors: Gypsies and Travellers – 2022/23 to 2026/27

CULTURAL NEED			Wokingham Borough
1	**Households living on pitches**	1a. On council sites	35
		1b. On private site - Authorised	49
		1c. On private tolerated sites	6
		1d. On private site – Temporary Authorised	11
		1f. On caravan sites	17
		1g. On unauthorised sites	0
		1h. Total (1a to 1g)	**118**
2	**Estimate of households living in bricks and mortar accommodation**	**2021 Census estimate**	**66**
		Weighting for non-response	***1.69***
3	**Existing households planning to move in next 5 years or on unauthorised site**	**Currently on sites**	
		3a. To another pitch/same site (no net impact)	5.1
		3b. To another site in district (no net impact)	0.0
		3c. From site to bricks and mortar (-)	1.7
		3d. To site/bricks and mortar outside district	0.0
		3e. From roadside to bricks and mortar (no net impact)	0.0
		Currently in Bricks and Mortar	
		3f. Planning to move to a site in LA (+)	3.5
		3g. Planning to move to another B&M property (no net impact)	0.0
		In-migrant households	
		3h. Allowance for in-migration (+)	1.7
		3i. TOTAL Net impact (-3c-3d+3f+3h)	**3.5**
4	**Emerging households (5 years)**	4a. Currently on site and planning to live on current site	8.43
		4b. Current on site and planning to live on another site in the district	25.74
		4c. Currently on site and planning to live outside the district	0
		4d. Currently in B&M planning to move to a site in LA (+)	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4d)	**34.2**
5	**Total Need**	**1h+3i+4g**	**155.7**
SUPPLY			
6	**Current supply pitches** and pitches on residential caravan sites occupied by Gypsies and Traveller	6a Current supply of occupied permanently authorised pitches occupied by Gypsies and Travellers*	84
		6b Current supply of occupied tolerated pitches where Gypsy and Traveller occupiers are not expected to find alternative accommodation	6
		6c. Current authorised and tolerated pitches which are vacant (3 authorised and 4 tolerated)	7
		6d. Pitches with planning permission not implemented at the base date	7
		6e. Current households adequately housed on residential caravan sites	17
		6d. Total current authorised supply (6a+6b+6c+6d+6e)	121

Continued overleaf/….

Table 6.2 Summary of demand and supply factors: Gypsies and Travellers – 2022/23 to 2026/27 (CONTINUED)

RECONCILING NEED AND SUPPLY			
7	Total need for pitches	5 years (from 5)	156
8	Total supply of authorised pitches	5 years (from 6c)	121
5-YEAR AUTHORISED PITCH SHORTFALL 2022/23 TO 2026/27			35

Existing households planning to move in the next five years (3)

6.15 This was derived from information from the 2022 household survey for respondents currently on pitches. Of existing households currently on sites, the household survey indicates that 3.5 (weighted) plan to move and in the next 5 years. This is the sum of rows 3a to 3h.

6.16 For households currently in bricks and mortar, based on national arc4 studies it is estimated that 5.3% of households living in bricks and mortar would prefer to live on a site which would equate to 3.5 households. This assumption is used consistently in arc4 GTAAs and has been confirmed as a reasonable by planning agents and successfully tested in public examinations.

6.17 Regarding in-migration, analysis of household survey data indicates that 1.7 households (weighted) have moved into Wokingham Borough and onto a pitch in the past 5 years and shown at row 3h. The needs model assumes the same level of in-migration over the next 5 years.

6.18 The factors presented in section 3 of the model result in an overall net requirement of +3.5 pitches (weighted) from existing households planning to move in the next 5 years which includes an allowance for in-migration.

Emerging households (4)

6.19 This is the number of households expected to emerge in the next 5 years based on 2022 household survey information. The total number is +34.2 (weighted). If young people aged 18 and over were living with family and have not specified that they want to form a new household, this is assumed to be through choice and the model does not assume they want to form a new household in the next 5 years. The model however does factor in need from 13- to 17-year-olds who are likely to emerge in the next 5 years but had not indicated this on the household survey. The model assumes that half of these will form new households.

Total need for pitches (5)

6.20 This is a total of current households living on pitches within the borough, households on pitches planning to move in the next five years and demand from emerging households currently living on pitches. This indicates a total need for 156 pitches (118 existing households on pitches plus a net need for 3.5 (weighted) pitches from existing households planning to move including in-migration and a need for 34.2 (weighted) pitches from emerging households).

Supply

Current supply of authorised pitches (6)

6.21 This is a summary of the total number of authorised pitches occupied by Gypsies and Travellers and the number of vacant authorised pitches.

6.22 There is a total supply of 120 authorised pitches. Of these:

- 84 are occupied by Gypsies and Travellers (with 4 households occupying 8 pitches);
- 29 by non-Gypsies and Travellers; and
- 3 were vacant.

6.23 The 3 vacant authorised pitches are on private sites.

6.24 It is also important to note there are 29 non-Gypsy and Traveller households living on authorised Gypsy and Traveller pitches. These pitches are not factored into supply in the model.

Tolerated pitches (row 6b)

6.25 There are 15 tolerated pitches and 6 are occupied by Gypsies and Travellers who are not expected to find alternative accommodation. There are 5 non-Gypsy and Traveller households on tolerated pitches and 4 pitches are vacant. These 5 pitches occupied by non-Gypsy and Travellers are not factored into supply in the model.

New authorised supply (row 6d)

6.26 There are 7 pitches on new authorised sites that have not yet been occupied: Honeysuckle Lodge and Pine Lodge (5 pitches application reference 203626) and Land Rear of 23a Nine Mile Ride (2 pitches application reference 212274). It is also noted that permission has been granted at Land opposite 136-144 Wargrave Road (1 pitch) for a temporary 5-year period. Given this is not a permanent permission, it is not factored into supply in the model.

Reconciling supply and need

6.27 There is a total need over the next five years (2022/23 to 2026/27) for 156 pitches in Wokingham Borough (Table 6.2) compared with a supply of 122 authorised pitches plus tolerated pitches and residential caravan pitches. The result is an overall cultural need shortfall of 34 pitches.

Longer-term pitch requirement modelling

6.28 Longer-term pitch need modelling has been carried out using known household structure information from the household survey of households living on pitches and an assumption made for in-migration. Based on the age of children in households, it is possible to determine the extent of ‘likely emergence’, which assumes that a child is likely to form a new household at the age of 18.

6.29 Given there has been net in-migration into Wokingham in the past 5 years, the longer-term model also includes an allowance for net-in migration of 5 households.

6.30 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the period 2027/28 to 2039/40. A reasonable assumption is that half of these children will form new households, bearing in mind culturally women tend to move away on marriage and men tend to stay near their families on marriage. The model therefore assumes that 50% of children will form households when they reach 18 and that these households remain in Wokingham Borough. This approach has been tested at inquiry and the assumption has been corroborated by several Traveller interviewees. Analysis would suggest a total cultural need for 46 additional pitches over the period 2027/28-2039/40 (Table 6.3).

6.31 In addition, the longer-term model includes an allowance for net in-migration of 4.4 pitches. This is based on the assumption the net migration figure of 1.7 pitches used in the 5-year need model 2022/23 to 2026/27 (as explained at paragraph 6.17) will continue into the longer term. The 1.7 net figure is applied to each of the full 5-year periods covering 2027/28 to 2031/32 and 2032/33 to 2036/37 and for the 3-year period 2037/38 to 2039/40, an allowance 1.0 net migration is applied (5-year figure of 1.7 means an annual net need of 0.34 which equals 1.02 over a 3-year period)

Table 6.3 Future pitch requirements based on the assumption that 50% of children will require a pitch in Wokingham Borough and an allowance for net in-migration

Time period	No. children	No. pitches (rounded)	Net in-migration allowance	Total need
2027/28 to 2031/32 (5 years)	27	13	1.7	15
2032/33 to 2036/37 (5 years)	47	24	1.7	26
2037/38 to 2039/40 (3 years)	19	9	1.0	10
Total (2027/28 to 2039/40) (13 years)	**93**	**46**	**4.4**	**51**

Planning Policy for Traveller Site definition

6.32 Analysis of household survey data has been carried out to assess the extent to which households meet the nomadic habit of life test of the PPTS. Analysis establishes that:

- For all household interviews (base=66), 28 are unable to travel for either health reasons or because children are in education. A further 18 do not have a nomadic habit of life and 20 do have a nomadic habit of live.
- 30.3% of households meet the PPTS 2015 nomadic habit of life test. However, 72.7% would meet a PPTS 2015 (plus unable to travel) test which includes those who are unable to travel because of health, old age or

because children are in education which would be in line with matters raised in the Court of Appeal decision.

- Of existing households planning to move in the next 5 years, 100% meet the PPTS nomadic habit of life definition based on the information provided in the household survey.
- 100% of newly forming households over the next 5 years meet the PPTS nomadic habit of life test based on the information provided in the household survey.
- For the longer-term need, it is more difficult to confirm if households will meet the PPTS nomadic habit of life test. To be prudent, modelling assumes that 30.3% of new households in the longer-term will meet the PPTS 2015 test and 72.7% will meet the PPTS 2015 (revised) nomadic habit of life test.

6.33 Based on this analysis and to positively plan for Gypsy and Traveller pitch needs, modelling takes a reasonable approach and assumes that all existing households planning to move and all newly forming households meet the PPTS nomadic habit of life test over the next 5 years. For longer-term analysis, the modelling takes a prudent approach that 30.3% would meet the PPTS 2015 test and 72.7% would meet the PPTS (plus unable to travel) test.

Overall plan period pitch need

6.34 Tables 6.4 and 6.5 summarise the overall need for pitches across Wokingham Borough over the period 2022/23 to 2039/40. They present the overall cultural need based on households identifying as Gypsy and Traveller and need from households meeting the nomadic habit of life test set out in PPTS (Table 6.4) and need from households unable to travel for health, childcare, education, disability reasons (Table 6.5). Need has been assessed over a short-term 2022/23 to 2026/27 and longer-term 2027/28 to 2039/40 period. The overall need is 86 pitches of which 53 is need from people meeting the nomadic habit of life test in the PPTS, and 74 the PPTS (plus unable to travel) test. The main drivers of need in the first five years are new household formation.

Table 6.4 Gypsy and Traveller pitch need 2022/23 to 2039/40 under PPTS 2015

Period	Cultural need	Of which: PPTS 2015 need
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	**35**	**35**
Longer-term need		
Over period 2027/8 to 2031/32 (B)	*15*	5.6
Over period 2032/33 to 2036/37(C)	*26*	8.9
Over period 2037/38 to 2039/40 (D)	*10*	3.7
Longer-term need TOTAL to 2039/40 (13 years) E=(B+C+D)	**51**	**18.2**
NET SHORTFALL 2022/23 to 2039/40 (A+E) (18 years)	**86**	**53**
Annual net shortfall	**5.0**	**2.8**

Table 6.5 Gypsy and Traveller pitch need 2022/23 to 2039/40 under PPTS 2015 (plus unable to travel)

Period	Cultural need	Of which: PPTS 2015 (plus unable to travel)need
5yr Authorised Pitch Shortfall (2022/23 to 2026/27) (A)	**35**	**35**
Longer-term need		
Over period 2027/8 to 2031/32 (B)	*15*	*11*
Over period 2032/33 to 2036/37(C)	*26*	*19*
Over period 2037/38 to 2039/40 (D)	*10*	*8*
Longer-term need TOTAL to 2039/40 (13 years) E=(B+C+D)	**51**	**39**
NET SHORTFALL 2022/23 to 2039/40 (A+E) (18 years)	**86**	**74**
Annual net shortfall	**5.0**	**4.1**

Note it is assumed all households moving into the borough would meet either the current PPTS definition and the PPTS (plus unable to travel) test; and 30.2% of newly forming households from within the borough meet the PPTS (2015) and 72.7% of newly forming households from within the borough, meet the PTPS (revised) test.

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover on sites

6.35 Turnover relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover on public sites as this is referenced in (former) MHCLG guidance and more accurate data on changes in pitch occupancy is likely to be available. Although there is likely to be turnover on private sites, the ability of households to move onto private

sites may be more restrictive (for instance the site may be restricted to a particular family) and less likely to be recorded.

6.36 None of the households living on council pitches had moved to their pitch in the past 5 years. Turnover is therefore negligible and not factored into the pitch need analysis and no assumption has been included in modelling.

Regularisation of existing sites and new sites

6.37 There are currently 11 pitches on sites that are temporary authorised. It is recommended that the Council reappraise these pitches against policy guidance to consider if they can be regularised, that is become permanently authorised. However, this site is located in a Detailed Emergency Planning Zone (DEPZ) which may mean regularisation is not possible.

Potential for additional pitches on existing sites

6.38 Survey respondents suggested potential for additional pitches on existing sites. Through discussions with residents on council sites and private site owners, the GTAA identified a total of between 22 and 35 potential pitches (Table 6.6). It is important to note that these figures represent the views of occupiers and site owners and are not the result of detailed technical appraisal. It is recommended that the council investigate the potential for additional pitches on sites as a way of helping to meet need. Potential development on New Acres is also included as this residential caravan park provides accommodation for Gypsies and Travellers.

Table 6.6 Potential additional pitches on existing sites and caravan parks to meet Gypsy and Traveller need

Site Code	Site Location	Number additional pitches Minimum	Number additional pitches Maximum
Priv18	The Old Kingsbridge, RG40 3LZ	1	1
Priv9	Twin Oaks, RG40 4NX	4	4
Priv5	Walkers Yard, Eversley Road, Arborfield Cross, Reading, Berks, RG2 9PP	1	2
LA2	Twyford Orchards, RG10 9HF	1	2
CP2	New Acres, RG40 3LZ	5	5
PrivTol1	Highfields, RG2 9PP	5	15
PrivTemp1	The Paddocks, RG7 1NG	2	3
New	Longwater Lane (additional to existing pitch)	1	1
Priv1	Land off Blagrove Lane, Wokingham, RG41 4BA	3	10
Total		**23**	**43**

Vacant pitches on private and public sites

6.39 There were a total of 3 vacant pitches observed during the fieldwork on authorised private sites. In addition, there were 4 vacant pitches on sites that were not authorised. These have already been factored into the needs analysis.

Impact of turnover, regularisation and additional pitches on overall need.

6.40 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life. Overall, the council needs to plan for and overall cultural need for 86 additional pitches over the period 2022/23 to 2039/40. There is a need for 35 additional pitches in five-year period 2022/23 to 2026/27 of the Local Plan and 51 in the period 2026/27 to 2039/40. Of this cultural need:

- the overall PPTS 2015 need is for 53 pitches, with 35 additional pitches needed in the five-year period 2022/23 to 2026/27 of the Local Plan and 18 in the period 2026/27 to 2039/40; and
- the PPTS (plus unable to travel) need is 74 pitches, with 35 additional pitches needed in five-year period 2022/23 to 2026/27 of the Local Plan and 39 in the period 2026/27 to 2039/40.

6.41 There is a potential supply of additional pitches through:

- Regularisation (11 pitches)
- Potential expansion/intensification (23 to 43 pitches)

6.42 This potential supply could provide between 34 and 54 additional pitches.

6.43 In addition, there are currently 29 authorised Gypsy and Traveller pitches that are not believed to be occupied by Gypsies and Travellers based on fieldwork evidence.

6.44 Further work is recommended to review the potential for additional pitch development on existing sites and the occupancy of permanent pitches. There is potential for up to 54 pitches to be provided which would help towards meeting the identified plan period need.

6.45 Overall, there is potential to largely meet the need to 2039/40 through potential new provision on existing sites, regularisation and reviewing the occupancy of authorised pitches by non-Gypsy and Travellers.

6.46 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance additional households moving into the borough beyond the assumptions for in-migration. It is therefore recommended that the Local Plan references the need in the GTAA as a minimum need which is likely to be met but sets out criteria-based policies to inform future planning applications for private sites should they arise.

6.47 It is implicit in this study that the needs arising from the private family sites will be met either using vacant pitches on those sites or through new site provision. No turnover is assumed on private or public sites but over the plan period this may help provide pitches for occupation by Gypsies and Travellers in housing need.

6.48 The impact of turnover, regularisation and additional pitches on overall need is summarised in Table 6.7. This does not consider the regularisation of authorised Gypsy and Traveller pitches that are not considered to be occupied by Gypsies and Travellers based on fieldwork evidence, which could further reduce the remaining need.

Table 6.7 Impact of regularisation and potential for additional pitches on existing sites on overall need

Wokingham	Cultural need		PPTS NEED (revised)	
TOTAL NET NEED 2022/23 to 2039/40	**86**		**74**	
A. Regularisation of temporary pitches	11		11	
B. Turnover on public sites	0		0	
	Min	Max	Min	Max
C. Potential for additional pitches on existing sites	23	43	23	43
D. Overall potential supply (B+C)	34	54	34	54
E. Remaining net need (Total net need -C)	**52**	**32**	**41**	**20**

Tenure preferences

6.49 Existing households planning to move and new households expecting to form were asked about tenure preferences. For households considering a move to a pitch, there were roughly equal references for council and private pitches but based on a small number of responses. Most existing households wanting to move were planning to move to private sites.

Transit requirements

6.50 There are several ways to deliver temporary places where Travellers can stop whilst passing through a local authority area. These include transit sites, stop over areas and negotiated stopping. There are 3 transit pitches on Plot 11 Highfield Park which are used for transit purposes.

6.51 An indicator of transit need is unauthorised encampment activity. Over the five-year period 2018 to 2022, there were 113 recorded incidences of unauthorised encampment activity (Table 6.8). Over this period:

- The number of caravans on unauthorised encampments has ranged between 1 and 21.
- The median number of caravans on an encampment has been 4.
- The modal number (the most frequently recorded number of caravans) was 3.

Table 6.8 Unauthorised encampment activity 2018 to 2022

Number of encampments recorded	113 encampments	(2018=17; 2019=41, 2020 =34; 2021=16; 2022=5)
Number of caravans	Average	5.2
Number of caravans	Median	4
Number of caravans	Mode (most frequent number)	3
Number of caravans	Range	1 to 21

6.52 Table 6.9 shows the distribution in the number of caravans reported on unauthorised encampments. Over half of encampments had fewer than 5 caravans and overall, 85.8% of encampments had fewer than 10 caravans.

Table 6.9 Number of caravans recorded on unauthorised encampments

Number of caravans	Frequency	%	CUMULATIVE %
<5	58	54.7	54.7
5-<10	33	31.1	85.8
10-<15	13	12.3	98.1
15-<19	1	0.9	99.1
20 or more	1	0.9	100.0
Total	106	100.0	

Note: no caravan information was available for 7 unauthorised encampments

6.53 Households interviewed were asked their views on transit provision (base=60) and a limited need for transit provision was reflected in their responses:

- 25% said there was a need for transit provision and 75% said there was no need, including some respondents who were strongly against transit provision.

- Of those who said there was a need (base = 15), all said up to and including 5 pitches were needed. Only a small number mentioned a specific need in Wokingham and most said ‘anywhere’ or ‘don’t know’. Most said transit provision should be provided by the council.
- When asked about stopping places (base=58), 12% said they were needed and 88% said they were not needed. Those stating a need (base=7) said they should be provided by either the council or privately and located ‘anywhere’ with only a small number saying Wokingham specifically.

6.54 When considering transit need, the council needs to be mindful of new legislation through the Police, Crime, Courts and Sentencing Act (Part 4). This will make using land for stopping without permission a criminal offence rather than a civil offence. The Act gives police increased powers to act and introduces significant penalties (fines up to £2,500, impounding vehicles and prison sentences).

6.55 Although only a minority of household survey respondents indicated there was a need for transit provision, evidence of unauthorised encampment activity would suggest there is some need for transit provision within Wokingham Borough.

6.56 There are several ways to delivery temporary places where Travellers can stop whilst passing through a local authority area. These include transit pitches, stop over places and negotiated stopping arrangements.

6.57 Transit sites are permanent sites intended for temporary use by Gypsies and Travellers. The length of stay is usually limited to a maximum of three months. In terms of pitches, ‘Designing Gypsy and Traveller Sites: Good Practice Guide’ (CLG, 2008) states:

- Size of pitch – sufficient to accommodate two touring caravans, two parking spaces and private amenities;
- Amenities should include electricity supply, toilet, wash basin and shower with hot and cold-water supply for each pitch;
- Depending on the level of use, portable facilities may be more appropriate, particularly if the sites are empty for lengthy periods of time and therefore at risk of vandalism.

6.58 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or likely to occur. They can be fields, areas of hardstanding or a mixture of both. Temporary facilities can be provided when the temporary stop over is in use, for instance portable toilets and rubbish collection.

6.59 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water; the length of the agreement can vary but tends to be around 28 days; and users agree to comply with rules for behaviour and use of the site. Negotiated

stopping arrangements can be particularly helpful when supporting larger encampments.

6.60 Councils are increasingly adopting flexible options such as temporary stopping areas and negotiated stopping to help meet transit needs. Based on the evidence of unauthorised encampment activity, it is recommended the council introduces negotiated stopping arrangements to support any future transit need.

6.61 Negotiated stopping involves councils making an agreement with Gypsies and Travellers on unauthorised encampments. The terms of the agreement can vary but usually include the provision of portaloos, waste disposal, water. The length of the agreement can vary but tends to be around 28 days, and users agree to comply with rules for behaviour and use of the site. (see https://www.negotiatedstopping.co.uk for more information).

6.62 It is recommended that the council adopts a flexible approach to unauthorised encampment activity using negotiated stopping arrangements. The council should identify areas of land that can be used for smaller encampments (up to 10 caravans) and larger encampments (more than 10 caravans).

Showperson plot requirements

6.63 There are currently no residential plots in Wokingham Borough. A Travelling Showperson family contacted arc4 during the research process. They travel but stay with a household in Wokingham when not travelling. The family are looking for an area of land that can be used for residential purposes during the year in the borough. A specific need for 3 plots was suggested by the family. It is recommended that the council liaise with the family and has a criteria-based policy in place should any planning application for a Showperson's yard come forward in the future.

7. Conclusion and response

7.1 This concluding chapter provides a summary of key findings and recommendations.

Current accommodation

7.2 There are 146 Gypsy and Traveller pitches on 30 sites across the borough. There are 2 council managed sites (35 pitches), 23 private authorised sites (85 pitches), 4 private tolerated site (15 pitches) and 1 private temporary site (11 pitches). There are currently no residential Travelling Showperson's yards. Private sites tend to be occupied by extended family groups. This means the ability of non-family members to move onto private sites is limited.

Future Gypsy and Traveller residential need

7.3 Government policy through the NPPF encourages authorities to meet the needs of all Gypsies and Travellers including those who no longer travel and through the PPTS for those who have a nomadic habit of life.

7.4 The overall needs evidenced in this report indicate a total need of 86 pitches (of which 74 is from households who meet a PPTS (plus unable to travel) test and 53 for those that meet the PPTS nomadic habit of life test) over the period 2022/23 to 2039/40.

7.5 The number of authorised pitches in Wokingham has the potential to be increased through the regularisation of sites that are not authorised and the expansion/intensification of existing sites.

7.6 In addition, there is an issue of non-Gypsy and Traveller households living on authorised pitches. The household survey identified 29 non-Gypsy Traveller (mainly Eastern European households) living on authorised pitches.

7.7 Therefore, there is potential to largely meet the identified need for Gypsy and Traveller pitches across Wokingham.

7.8 It is recommended that the council engage with private site owners to consider applications to bring forward additional pitches. Once the overall scale of potential delivery is identified, the council will need to consider if there remains a shortfall of sites. It is anticipated that a combination of regularising existing sites, expansion/intensification of existing sites will address the overall cultural and PPTS need over the period to 2039/40.

7.9 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance from a higher number of households moving into the borough than anticipated. It is therefore recommended that the Local Plan references the need in the GTAA as a minimum need which is likely to be met but sets out policies to inform future planning applications for private sites. The following suggestions, based on a range of policies from other local authorities could be considered when drafting the council's policies on new residential pitch provision:

- The site is in a sustainable location in terms of accessibility to services and facilities, including health and schools.
- The site is suitable in terms of vehicular access to the highway, parking, turning, road safety and servicing arrangements and has access to essential services such as water supply, sewerage, drainage and waste disposal.
- Appropriate screening and landscaping are included within the proposal to protect local amenity and the environment.
- The site is not affected by environmental hazards that may affect the residents' health or welfare or be located in an area of high risk of flooding, including functional floodplains.
- They promote peaceful and integrated co-existence between the site and the local community.
- They enable mixed business and residential accommodation (providing for the live-work lifestyle of Travellers).
- They avoid undue pressure on local infrastructure and services.
- The proposal is well related to the size and location of the site and respects the scale of the nearest settled community.
- Proposals make adequate provision for on-site facilities that meet best practice for modern Traveller site requirements, including play areas, storage, provision for recycling and waste management.

Transit site/stop over need

7.10 The council should consider the options for transit provision, particularly in response to the Police, Crime, Sentencing and Courts Act. Given the level of unauthorised encampment activity, it is recommended the council develop a negotiated stopping policy to support Travellers passing through Wokingham Borough. It is recommended the council identify areas of land to accommodate Travellers passing through the borough.

Future Travelling Showperson residential need

7.11 A need for 2-3 plots to support Showpeople with connections with Wokingham was identified.

Future updating

7.12 The GTAA should be updated on a 5-yearly basis to ensure that the level of pitch and plot provision remains appropriate for the Gypsy, Traveller and Travelling Showpeople population across Wokingham Borough.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

	Date and Time			
	Site Reference			
	Address			
	General Data Protection Regulation (2018) and Data Protection	GDPR came into effect from 25th May 2018. This provides rights of people to control personal data held about them by organisations		
		This study is being done for Wokingham Borough Council to identify if there is a need for more residential pitches and transit provision in the area. A report will be prepared based on the findings of these surveys. The information you provide will not be used for any other purpose.		
		The information you provide will not be used to identify you personally, will be kept strictly confidential		
		Can you please say if you are happy to carry on with the questionnaire on this basis?	Yes	No
1	Pitch/Property Type (and tenure if B&M)			
2	No . Statics/mobiles/chalets or bricks and mortar			
3	No. tourers/caravans			
4	Description of pitch occupancy			
5	No. households			
6	No. concealed households			
7	No. doubled up households			
8	Does anyone else use this pitch as their home? If so, who			
9	**Household characteristics**			
		Gender	**Age**	**Relationship to respondent**
	Respondent			
	Person 2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			
10	Ethnicity			
11	How many bedspaces are there on your pitch?			
12	Overcrowding of home	Y / N		
13	Overcrowding of pitch	Y / N		
14	Thinking back to when you were 15, were you living on a site, on the roadside or living in bricks and mortar housing?	S, R, B&M		
15	Where were you living? Record district/settlement name			

	Travelling questions				
	In 2015, the Government changed its definition of Gypsies and Travellers for planning purposes. To be recognised as a Gypsy Traveller you or someone in your household has to travel (nomadic habit of life). I'm now going to ask a few questions about whether you or someone in your household travels				
16	In the last year have you or someone in your household travelled?	Y / N			
17	Previous to the last year, did you or someone in your household travel?	Y / N			
18	Reason(s) for travelling				
19	Pleae describe when and where do you travel? (if relevant)				
20	Do you or a member of your household plan to travel next year?	Y / N			
21	Do you think you or a member of your household will travel in the next two to five years?	Y / N			
22	What reasons do you or your household have for not travelling now or in the future?				
	Where you plan to live in the future				
23	Are you planning to move to another place to live in the next 5 years?	Y / N			
24	Why are you planning to move ?				
25	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing)				
26	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
26a	If pitch, single (one static) or double pitch (for two statics)				
	If in B&M housing				
27	If you live in bricks and mortar housing, are you happy to live here or would you prefer to live on a pitch?	Happy Here / Prefer pitch			
28	If you would prefer to live on a pitch is this because you have a 'cultural aversion' to living in bricks and mortar (this means if affects your mental health and makes you unhappy/	Y / N			
	Emerging households				
29	Emerging households: Are there any people in your household who want to move to their own pitch in the next 5 yrs?	Y / N			
		HH1	HH2	HH3	HH4
30	Where are you planning to move to? (Same Site, Private Site in District, Council Site in District, Outside District (if so where), Bricks and Mortar housing				
31	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
31a	If pitch, single (one static) or double pitch (for two statics)				
32	Have they travelled / plan to travel ?	Y/N	Y/N	Y/N	Y/N
33	If living in bricks and mortar do you have a 'cultural aversion' to living in bricks and mortar? (this means if affects your mental health and makes you unhappy/ depressed)	Y/N	Y/N	Y/N	Y/N

	Additional residential pitches	
34	Scope to expand site (extend the boundary of the site)	Y / N
35	No. additional pitches	
36	Scope to intensify pitches (put more pitches on the existing site)	Y / N
37	No. additional pitches	
38	Are there any vacant pitches on the site which could be used by another family? If so how many pitches	
39	In general, is there a need for more authorised pitches (for people to live on all the time?) in this district?	Y / N
40	If so, now many are needed?	
41	Who should own them (Council, people from the Traveller Community, non-Travellers)	
42	Do you own any land or know of anywhere within the district which could be considered for development as a site?	
	Transit and temporary stopover need	
43	Is there a need to provide places where people can stop whilst travelling through the district? This can include transit pitches or stopover places	Y / N
44	Is there a need for transit pitches (for people stopping over temporarily) in the district? A transit pitch is intended for short-term use and usually includes space for two caravans, parking space and access to electricity, a toilet, washing facilities	Y / N
45	If so, how many are needed?	
46	Who should manage them ? (Council, Traveller Community)	
47	Where should they be located?	
48	Is there a need for stopover places? A stopover place is land which can be used on a temporary basis and usually include access to portaloos, waste disposal and water	Y / N
49	If so, how many are needed?	
50	Who should manage them ? (Council, Traveller Community)	
51	Where should they be located?	
	Residential history	
52	How many years have you lived here?	
Routing	If more than five years	Go to Q58
	If five years or less	Go to Q53
53	Where did you move from? **(District)**	
54	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?	
55	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?	
56	What were the reasons for moving here?	
57	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)	
	Support needs	
58	Do you or a member of your household have any health-related needs? Could you please explain what they are?	
	Final questions	
59	Is there anything else you'd like to tell us about your housing or support needs?	
60	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so,can you provide contact details	

Appendix B: Glossary of terms

Caravans: Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

CJ&POA: Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

CRE: Commission for Racial Equality.

DLUHC: Department for Levelling Up, Housing and Communities. Formerly Department for Communities and Local Government; created in May 2006 and responsible for the remit on Gypsies and Travellers during the period the PPTS was written. It was renamed in 2018 as MHCLG (Ministry for Housing, Communities and Local Government) and in 2021 it was renamed again as DLUHC.

Gypsies and Travellers: Defined by DCLG *Planning policy for traveller sites* (August 2015) as *"Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such"*. The planning policy goes on to state that, *"In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances"*.

Irish Traveller: Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O'Leary v Allied Domecq).

Mobile home: Legally a 'caravan' but not usually capable of being moved by towing.

Pitch: Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a plot, especially when referring to Travelling Showpeople. DCLG *Planning policy for traveller sites* (August 2015) 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"). 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"*.

Plot: see pitch

PPTS: Planning Policy for Traveller Sites (DCLG, 2012 and 2015 editions)

Roadside: Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

Romany: Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India,

taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

Sheds: On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per pitch/plot. Some contain a cooker and basic kitchen facilities.

Showpeople: Defined by DCLG *Planning policy for traveller sites* (August 2015) as *"Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above".*

Site: An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or 'sheds'. An authorised site will have planning permission. An unauthorised development lacks planning permission.

Slab: An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

Stopping places/stopover sites: A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

Tolerated site: An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

Trailers: Term used for mobile living vehicles used by Gypsies and Travellers; also referred to as caravans.

Transit site: A site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

Unauthorised development: Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by local planning authorities enforcing planning legislation.

Unauthorised encampment: Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the landowner to take enforcement action in conjunction with the police.

Wagons: This is the preferred term for the vehicles used for accommodation by Showpeople.

Yards: Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters. These ‘yards’ are now often occupied all year around by some family members.

Wokingham Gypsy and Traveller Accommodation Needs Assessment

Final Report

March 2013

ATKINS

Plan Design Enable

1212

Notice

This document and its contents have been prepared and are intended solely for Wokingham Borough Councils' information and use in relation to Gypsy and Traveller Accommodation Needs.

Atkins Ltd assumes no responsibility to any other party in respect of or arising out of or in connection with this document and/or its contents.

Table of Contents

Chapter		Pages
	Executive Summary	**5**
1.	**Introduction**	**10**
2.	**Policy Context**	**12**
3.	**Gypsy and Traveller Sites in Wokingham**	**16**
4.	**Survey Results**	**19**
5.	**Future Site Provision Requirements**	**28**

Tables

Table E.1 - Existing Provision of Gypsy and Traveller Pitches/Plots 6
Table E.2 – Survey Response Rates 7
Table E.3 – Total Additional Pitch Requirement 2012-2027 8
Table 1. Existing Provision of Gypsy and Traveller Pitches/Plots 17
Table 2. Survey Response Rates 19
Table 3. Number of caravans recorded as unauthorised encampments on land not owned by gypsies and travellers 31
Table 4. Total Additional Pitch Requirement 2012-2027 32
Table 5. Total Cumulative Additional Pitch Requirement 2012-2017 33
Table 6. Total Additional Pitch Requirement 2012-2022 33
Table 7. Total Additional Pitch Requirement 2022-2027 35

Figures

Figure 1 – Caravan Count in Wokingham 18
Figure 2 – Length of Time Respondents have Lived on Current Sites 20
Figure 3 – Main Attractions that Drew Households to Wokingham 21
Figure 4 – Nature of Local Connections 21
Figure 5 – Ethnic Group 22
Figure 6 – Age of Household Members 22
Figure 7 – Employment Status of Household Members Aged 16+ 23
Figure 8 – Nature of Accommodation 23
Figure 9 – Facilities available to respondents for sole use of family 24
Figure 10 – Satisfaction with Current Site 25
Figure 11 – Improvements which Respondents would like to see on their Site 25
Figure 12 – Services that respondents have difficulty in accessing 26
Figure 13 – Percentage of Respondents that feel Needs can be Addressed at Current Site 26

Executive Summary

Background

Atkins Ltd, in association with Opinion Research Services (ORS), was commissioned by Wokingham Borough Council to undertake a Gypsy and Traveller Accommodation Assessment in March 2012.

The main objective of this study is to assess the need for additional authorised Gypsy and Traveller[1] site provision within Wokingham Borough. This also requires the identification of whether any extra site provision should be on public or private sites, and whether the local authority needs to plan for the provision of transit sites or emergency stopping places.

A secondary objective was to assess the needs of people living on existing sites in terms of any extra service provision that may be required. The study also seeks to highlight how Government planning guidance for Gypsy and Traveller sites will impact upon the planning and housing strategies employed by Wokingham Borough.

The key outcome of this work is to provide a basis for identifying the scale of deliverable and developable sites required to meet Gypsy and Traveller accommodation need, as required by the Government's 'Planning Policy for Traveller Sites'. This study provides an estimate of need for the first five year period of the Local Plan, with longer term estimates provided for years six to fifteen. The work will also help to inform the determination of planning applications.

Planning for Traveller Sites

The document 'Planning for Traveller Sites' sets out current government policy with respect to how local authorities should plan for gypsy and traveller pitches, and is therefore a key policy document which this study has been prepared to be consistent with. In practice the document states that Local planning authorities should, in producing their Local Plan:

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

A key element to the new policies is a continuation of previous government policies. This is that, while local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites, if no need is identified they should set criteria based policies to assess potential sites which may arise in the future. Planning for Traveller Sites notes on Page 3-4 that:

Criteria should be set to guide land supply allocations where there is identified need. 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.

[1] This study uses the definition of Gypsies and Travellers set out in Governments 'Planning Policy for Traveller Sites': '*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such'.*

Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

Existing Provision of Gypsy and Traveller Sites

Using information collected by Wokingham Council, the Consultants identified the existing provision of gypsy and traveller sites, which was then verified by site visits undertaken as part of the household survey.

Table 1 below demonstrates the total existing provision of gypsy and traveller pitches identified in the borough during the time of the survey (Summer/Autumn 2012). Significantly for this study, the survey work identified that 35 pitches were occupied by non gypsies and travellers and, as such, are not included in terms of their future accommodation needs as part of this study, in line with government planning policy. The implications of this large number of occupation by non-gypsies and travellers are considered in more detail in Chapter 5.

Table E.1 - Existing Provision of Gypsy and Traveller Pitches/Plots

Type of Site	No. of Pitches / Plots
Private sites	81
Private sites with temp planning permission	1
Private sites not occupied by gypsies and travellers	-35
Total private sites	**47**
Public (Council) sites	34
Transit sites	0
Travelling showpeople sites	1
Unauthorised sites	2
Total (excluding non gypsies and travellers)	**84**

Approach to Survey and Response Rate

A key component to assessing accommodation need was a detailed survey of the Gypsy and Traveller population in Wokingham, which was undertaken by ORS. The survey sought to identify a baseline position of the resident Gypsy and Traveller population in the borough, to identify current households with housing needs, and to then use this information to assess likely future household formation to help judge the need for future site provision (considered in Chapter 5).

Interviews were attempted with every Gypsy and Traveller household in the area who were present between August and October 2012. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded.

Table 2 shows the response rates achieved for each type of gypsy and traveller site in the borough. In total, 62 on-site and 4 bricks and mortar interviews were achieved, which equates to a response rate of 74% of all gypsy and traveller households in the borough. This level of response rate is consistent with other surveys undertaken by ORS and is sufficient enough to provide a robust evidence base on which to identify the future accommodation needs for the gypsy and traveller community.

Table 2 also shows that, of the 81 private pitches identified in the borough, the survey process identified that 35 of these were occupied by individuals or households that were not part of the gypsy and traveller community (as defined by the Government's 'Planning Policy for Traveller Sites'). It is outside the scope of this study to consider the accommodation needs of those outside of the gypsy and traveller community and so such households were not subject to the full household survey and do not feature in the analysis

contained within this chapter. The implications of non-gypsy and travellers occupying pitches intended for gypsy and traveller households is considered in more detail in Chapter 5.

Table E.2 – Survey Response Rates

Type of Site	No. of Pitches / Plots	Interviews Achieved	Response Rate (%)
Private sites	81	N/A	N/A
Private sites with temp planning permission	1	1	100%
Private sites not occupied by gypsies and travellers	-35	N/A	N/A
Total private sites	**47**	**37**	**79%**
Public (Council) sites	34	22	65%
Transit sites	0	0	N/A
Travelling showpeople sites	1	0	N/A
Unauthorised sites	2	2	100%
Total (excluding non gypsies and travellers)	**84**	**62**	**74%**
Households in Bricks and Mortar accommodation	Unknown	4	N/A

The full results of the household survey are identified in Chapter 4 of this report.

Total Pitch Need

Drawing on the results of the household survey, the estimated extra site provision that is required now and in the 15 year period between 2012 and 2027 for Wokingham Borough will be 45 pitches. Full details of the calculation of future need are provided in chapter 5. However, taking into account the two currently undeveloped sites at Walkers Yard and Bearwood Road, which have permission for 20 pitches, there is a total requirement to find sufficient land to accommodate 25 pitches over the next 15 years. This does not include future demand for pitches that may come forward from migration, which is considered below. With the two sites that currently have planning permission for 20 pitches, there is considered to be sufficient supply to meet the accommodation needs of gypsies and travellers during the first five year period between 2012 and 2017.

Table E.3 – Total Additional Pitch Requirement 2012-2027

	Gross	Supply	Net
Current unauthorised developments or encampments	1	0	1
Current sites with temporary planning permission	1	0	1
Unauthorised sites currently seeking planning permission	1	0	1
New household formation/dissolution	46	0	46
Net movement to/from bricks and mortar	0	7	-7
Currently overcrowded and require to move	1	1	0
Current Council waiting list	3	0	3
Supply from empty pitches	0	0	0
Supply from sites with planning permission but not yet occupied	0	20	-20
Total additional pitch need	**53**	**28**	**25**

Approach to net-migration

The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to (and from) Wokingham from/to anywhere in the country and the area has seen evidence of high net in-migration in recent years. The fact that London authorities have been largely unable to provide sufficient pitches to accommodate household growth in recent years has also resulted in migration from London to other authorities in the East and South East, and there has also been a general movement from regions in the North and Midlands towards authorities in the south.

When seeking to understand the demand for general housing long-term migration trends can be applied to provide an estimate for the number of household moving to an area. However, for Gypsies and Travellers the level of migration is so small and erratic that long-term trends at local authority level cannot be used as a robust tool to predict future levels of migration. Migration decisions within the gypsy and traveller community are driven by a range of factors, including the location of family members and for economic reasons.

We are not aware of any gypsy and traveller accommodation needs assessments which have found a way to satisfactorily assess future levels of need as a result of net migration, with most assessments simply assuming that the level of the study period will net to zero.

Given that net migration has been a component in the overall level of accommodation need in Wokingham during the past five years, this study recognises that it is possible that net migration during the study period could be positive. However, there is insufficient information available to be able to predict what the future level could be with any confidence. As a result, rather than assess in-migrant households as being part of the accommodation need for the area, the Consultants would propose that the Council should assess future applications for pitches based on the availability of evidence of households that have a clear desire to live in the borough, linked to family connections or for economic reasons. This is consistent with the Government's requirement that authorities identify criteria based planning policies to guide decisions on planning applications where the level of need is not identified. Speculative applications for additional pitches without evidence of migration-based demand from individual households should be refused. Using this approach, the calculation of need set out in this chapter therefore assumes that net migration will be zero in the 15 year study period.

It will also be important for the Council to assess each application against criteria based planning policies to ensure any need not already identified within this study, which sites will be identified for within the forthcoming Gypsy and Traveller Local Plan, is located appropriately. The Council has already identified a criteria-based policy to assess applications that may come forward on unallocated sites, which is set out

within the Wokingham Managing Development Delivery DPD Policy TB10 (see Chapter 2). It is recommended that the Council uses this policy to direct pitch need arising from net-migration which has not already been identified in this study.

Currently empty pitches and the issue of non-gypsy and travellers occupying pitches

On both public and private sites, no empty pitches (excluding those at Walkers Yard and Bearwood Road that are unimplemented) were noted as part of the household survey process. However, evidence from the household survey indicates that at least 35 of the 82 private pitches (including the single site with temporary planning permission) are occupied by non Gypsy and Traveller households, so at most 47 are occupied by Gypsy and Traveller households.

Given that most gypsy and traveller pitches are conditioned for occupation only by those from the gypsy and traveller community, the Consultants have considered whether it is appropriate to count those pitches currently occupied by the non gypsy and traveller community as effectively empty and therefore as a future source of supply. This requires the assumption that the Council will be able to take enforcement action against households/individuals which are currently occupying pitches in contravention of the agreed planning conditions.

At the time of writing, the Council has not commenced enforcement proceedings against any non-gypsy and traveller households that are currently occupying gypsy and traveller pitches illegally, largely because the scale of the issue only came to light recently as a result of the household survey undertaken as part of this study. Whilst the Council does have the option to take enforcement action to free-up pitches, and therefore create future supply to meet the future needs of gypsies and travellers in the borough, the Consultants have taken the view that it is inappropriate to count these pitches as a source of future supply. This is because:

- Although the Council appears to have a strong case to remove households that are illegally occupying gypsy and traveller pitches, the outcome of any enforcement action cannot be guaranteed and so cannot therefore be counted as a certain source of future supply
- The timescales for enforcement action, and when the sites can be made suitable again for gypsy and traveller households, are uncertain, and so the timing of any future supply of pitches is also uncertain

This position is supported by work undertaken in West Somerset, where the consultants who undertook the study also did not include pitches currently occupied by non-gypsy and travellers as a potential source of supply. Although the study report does not go into detail about why such pitches were not included as a potential source of supply, discussions with the report authors have identified that this is because of the reasons given above.

1. Introduction

Background

1.1. Atkins Ltd, in association with Opinion Research Services (ORS), was commissioned by Wokingham Borough Council to undertake a Gypsy and Traveller Accommodation Assessment in March 2012.

1.2. The main objective of this study is to assess the need for additional authorised Gypsy and Traveller[2] site provision within Wokingham. This also requires the identification of whether any extra site provision should be on public or private sites, and whether the local authority needs to plan for the provision of transit sites or emergency stopping places.

1.3. A secondary objective was to assess the needs of people living on existing sites in terms of any extra service provision that may be required. The study also seeks to highlight how Government planning guidance for Gypsy and Traveller sites will impact upon the planning and housing strategies employed by Wokingham.

1.4. The key outcome of this work is to provide a basis for identifying the scale of deliverable and developable sites required to meet Gypsy and Traveller accommodation need, as required by the Government's 'Planning Policy for Traveller Sites'. This study provides an estimate of need for the first five year period of the Local Plan, with longer term estimates provided for years six to fifteen. The work will also help to inform the determination of planning applications.

Methodology

1.5. The National Planning Policy Framework is clear that public bodies have a duty to cooperate on planning issues that cross administrative boundaries. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.

1.6. As a result, this study has been undertaken in two distinct parts with the neighbouring Berkshire authorities:

- Part 1 of the study developed a common methodology to assess gypsy and traveller pitch need with Wokingham, Reading, West Berkshire, Bracknell Forest and Royal Borough of Windsor and Maidenhead Councils;
- Part 2: Using the agreed methodology, the assessment of gypsy and traveller pitch needs was undertaken. This report sets out the findings of the assessment specifically for Wokingham.

1.7. Current Government guidance on planning for gypsy and traveller accommodation need[3] also stresses the requirement for early and effective community engagement with both settled and traveller communities. To ensure that this work complies with this requirement, the study has included a comprehensive household survey of gypsy and travellers in the borough, as well as consultation on the survey process and study methodology. Further details on the survey process are included in Chapter 4 of this report.

[2] This study uses the definition of Gypsies and Travellers set out in Governments 'Planning Policy for Traveller Sites': '*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such'.*

[3] As set out in 'Planning Policy for Traveller Sites'

Structure of Document

1.8. The structure of this tender document is as follows:

- Chapter 2 provides a summary of the relevant policy context for this work;
- Chapter 3 looks at the existing provision of different types of gypsy and traveller sites in the Borough;
- Chapter 4 provides the results of the household survey of all gypsy and traveller households;
- Chapter 5 looks at the number of additional pitches required to meet current and future gypsy and traveller accommodation needs;

2. Policy Context

Background

2.1. Decision making for policy concerning Gypsies & Travellers and Showmen sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. The following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies & Travellers and Showmen:

- Planning Policy for Traveller Sites 2012;
- National Planning Policy Framework 2012;
- Environmental Protection Act 1990 for statutory nuisance provisions;
- The Human Rights Act 1998, when making decisions and welfare assessments;
- The Town and Country Planning Act 1990 (as subsequently amended);
- Homelessness Legislation and Allocation Policies;
- The local authority development plan and emerging Local Development Frameworks;
- Criminal Justice and Public Order Act 1994 (sections 61, 62);
- Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
- Planning and Compulsory Purchase Act 2004;
- Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showmen as part of their housing needs assessments. This study complies with the this element of government guidance ;
- Housing Act 1996 in respect of homelessness.

2.2. The Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

2.3. For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Traveller and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore all local authorities were required to undertake accommodation assessments for Gypsies and Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.

2.4. Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the DCLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.

2.5. The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) and the guidance on conducting Gypsy and Traveller Accommodation Assessments published in updated form in October 2007 was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. This happened in 2012 with the publication of the CLG document 'Planning for Traveller Sites' in March 2012.

Planning for Traveller Sites

2.6. The document 'Planning for Traveller Sites' sets out the current direction of government policy. Among other objectives the new policies aims in respect of traveller sites are (Planning for Traveller Sites Page 1-2) :

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

2.7. In practice the document states that (Planning for Traveller Sites Page 3):

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

2.8. Local planning authorities should, in producing their Local Plan:

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

2.9. A key element to the new policies is a continuation of previous government policies. This is that, while local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites, if no need is identified they should set criteria based policies to assess potential sites which may arise in the future. Planning for Traveller Sites notes on Page 3-4 that:

Criteria should be set to guide land supply allocations where there is identified need. 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.

2.10. Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

Local Policy

Wokingham Borough Core Strategy

2.11. The Core Strategy provides the broad spatial vision for the borough to 2026 and the policies designed to achieve this. It implements the requirements for land use planning deriving from the Sustainable Community Strategy (Building on Success – Community Strategy for Wokingham District 2002-2012). Policy CP2 of the Core Strategy relates to inclusive communities, the supporting text states 'in order to achieve sustainable development, it is important that the needs of all sections of the population are met through development.

2.12. Policy CP2 - Inclusive communities, provides the context for why the borough will provide pitches for gypsies and travellers:

To ensure that new development contributes to the provision of sustainable and inclusive communities (including the provision of community facilities) to meet long term needs, planning permission will be granted for proposals that address the requirements of:

a. An ageing population, particularly in terms of housing, health and wellbeing;
b. Children, young people and families, including the co-ordination of services to meet their needs;
c. People with special needs, including those with a physical, sensory or learning disability or problems accessing services; and
d. The specific identified needs of minority groups in the borough, including Gypsies, Travellers and Travelling Showpeople and black and minority ethnic groups. Proposals for gypsies, travellers and travelling showpeople (including allocations in other Development Plan Documents) will demonstrate that:

    i. The site is located either within or close to the development limits of a settlement in policy CP9 in order to maximise the possibilities for social inclusion and sustainable patterns of living; and
    ii. The proposed site is not disproportionate to the scale of the existing settlement whether singly or cumulatively with any existing sites in the area.

2.13. The supporting text to the policy states that, in order to achieve sustainable development, it is important that the needs of all sections of the population are met through development. All proposals should take into account relevant equality and diversity legislation. Additionally, proposals for any specific part of the community should take account of other relevant legislation. For example provision for Gypsies and Travellers should accord with the approach outlined in the LDF and take account of the Housing Act and Circular 1/2006 which requires sites to be identified to meet needs.

2.14. The supporting text also states that, allocations (if required) will be examined following the early revision of the South East Plan. The meeting of the South East England Regional Assembly on 4 March 2009 agreed recommendations to the Secretary of State regarding permanent pitch requirements to 2016. For Wokingham Borough, it was recommended that the requirement is:

- 21 pitches for gypsies and travellers; and
- 2 pitches for travelling showpeople.

2.15. However, the Secretary of State for Communities and Local Government has announced that the South East Plan will be the third regional strategy to be revoked. The Government's 'Planning for Traveller Sites' sets out the need for local authorities to identify their own need for additional traveller pitches at a local authority level, which will replace the recommended pitch requirements set out in the South East Plan. This work forms the evidence base which identifies the scale of need for additional traveller sites and therefore fulfils the requirement set out in 'Planning for Traveller Sites'.

Wokingham Managing Development Delivery Development Plan Document (emerging)

2.16. The Managing Development Delivery DPD will be the borough's second development plan document and will provide a greater level of detail about how the vision in the boroughs adopted Core Strategy will be delivered. The Examination in Public of the document is scheduled for May 2013. Policy TB10 is a criteria based policy that deals specifically with Traveller Sites

2.17. Policy TB10: Traveller Sites, states that planning permission may be granted for new gypsy and traveller pitches or travelling showpeople plots or extensions to existing sites where it can be demonstrated that:

a. There is an identified need (as identified within this study)
b. The site is located in the Borough's existing settlements or is adjacent to a existing settlement either within or adjacent to the Borough
c. Avoids impacting on the separate identity of settlements
d. The site has access to a range of local services such as shops; health facilities including doctors, schools, and a range of amenities including play areas and other recreation facilities
e. No significant barriers to development exists in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installations where conventional housing would not be suitable
f. Unacceptable impacts on the character and appearance of the surrounding landscape will be minimised through the sensitive and appropriate design of the scheme
g. The proposals will not result in an unacceptable loss of amenity of neighbouring land uses
h. Mixed use proposals (which are sites that include a business use) will only be considered if appropriate to the locality and such uses will not result in an unacceptable loss of amenity
i. The scheme avoids any adverse impacts on the Special Protection Areas

3. Gypsy and Traveller Sites in Wokingham

Definition of Gypsy and Traveller Sites

3.1. A mainstream Housing Needs Survey typically focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy & Traveller and Showmen accommodation requirements.

Plots and Pitches

3.2. The main consideration of this study is the provision of pitches and sites for Gypsies and Travellers and plots and yards for Showmen. A pitch (for Gypsies and Travellers) or a plot (for Travelling Showpeople) is an area which is large enough for one household to occupy and typically contains enough space for two caravans, but can vary in size. A site or yard is a collection of pitches which form a development exclusively for Gypsies &Travellers or Showmen.

Public Sites

3.3. The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees. Therefore, public sites are a direct equivalent of social housing among bricks and mortar tenants. There are currently two public sites in Wokingham.

Private Sites

3.4. The alternative to public residential sites is private residential sites for Gypsies & Travellers and Showmen. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.

Transit Sites

3.5. The Gypsy & Traveller and Showmen population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies & Travellers and Showmen whilst they travel.

Unauthorised Sites

3.6. Further considerations in the Gypsy & Traveller and Showmen population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies & Travellers and Showmen, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments can also occur on land which is not owned by Gypsies & Travellers and Showmen.

Existing Provision of Gypsy and Traveller Sites

3.7. Using information collected by Wokingham Council, the Consultants identified the existing provision of gypsy and traveller sites, which was then verified by site visits undertaken as part of the household survey.

3.8. Table 1 below demonstrates the total existing provision of gypsy and traveller pitches identified in the borough during the time of the survey (Summer/Autumn 2012). Significantly for this study, the survey work identified that 35 pitches were occupied by non gypsies and travellers and, as such, are not included in terms of their future accommodation needs as part of this study, in line with government planning policy. The implications of this large number of occupation by non-gypsies and travellers are considered in more detail in Chapter 5.

Table 1. Existing Provision of Gypsy and Traveller Pitches/Plots

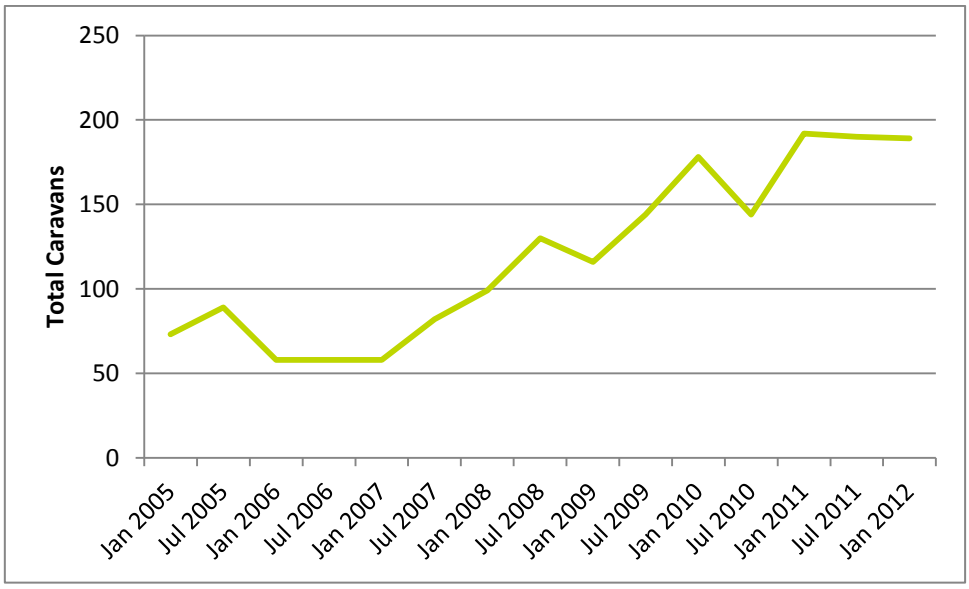
Type of Site	No. of Pitches / Plots
Private sites	81
Private sites with temp planning permission	1
Private sites not occupied by gypsies and travellers	-35
Total private sites	**47**
Public (Council) sites	34
Transit sites	0
Travelling showpeople sites	1
Unauthorised sites	2
Total (excluding non gypsies and travellers)	**84**

Caravan Count

3.9. The best quantitative information available on the history of the size of the Gypsy and Traveller population in the Borough derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. The count also only features those caravans the local authority is aware of. Therefore, it may not reflect all of the Gypsy and Traveller caravans in the authority.

3.10. Figure 1 illustrates that during the most recent count in January 2012 there were 189 caravans in Wokingham. However, it should be recognised that the caravan count also includes a significant proportion of occupation by non gypsies and travellers, as identified in Table 1. The borough saw a rapid rise in caravans recorded between 2007 and 2011, which is mainly due to planning permission being granted for a number of new private sites in this period, although many of these new sites appear to accommodate non gypsies and travellers.

Figure 1. Caravan Count in Wokingham



Bricks and Mortar

3.11. Government guidance also requires local authorities to consider the accommodation needs of gypsies and travellers living in bricks and mortar accommodation.

3.12. In general, Gypsies and Travellers in bricks and mortar accommodation are difficult to identify because few housing waiting and transfer lists identify Gypsies and Travellers as a separate ethnic group. However, through our household survey process we have been able to identify four gypsy and traveller households in bricks and mortar accommodation.

4. Survey Results

Background

4.1. A key component to assessing accommodation need was a detailed survey of the Gypsy and Traveller population in Wokingham, which was undertaken by ORS. The survey sought to identify a baseline position of the resident Gypsy and Traveller population in the borough, to identify current households with housing needs, and to then use this information to assess likely future household formation to help judge the need for future site provision (considered in Chapter 5).

4.2. Interviews were attempted with every Gypsy and Traveller household in the area who were present between August and October 2012. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded.

4.3. Table 2 shows the response rates achieved for each type of gypsy and traveller site in the borough. In total, 62 on-site and 4 bricks and mortar interviews were achieved, which equates to a response rate of 74% of all gypsy and traveller households in the borough. This level of response rate is consistent with other surveys undertaken by ORS and is sufficient enough to provide a robust evidence base on which to identify the future accommodation needs for the gypsy and traveller community.

4.4. Table 2 also shows that, of the 81 private pitches identified in the borough, the survey process identified that 35 of these were occupied by individuals or households that were not part of the gypsy and traveller community (as defined by the Government's 'Planning Policy for Traveller Sites'). It is outside the scope of this study to consider the accommodation needs of those outside of the gypsy and traveller community and so such households were not subject to the full household survey and do not feature in the analysis contained within this chapter. The implications of non-gypsy and travellers occupying pitches intended for gypsy and traveller households is considered in more detail in Chapter 5.

Table 2. Survey Response Rates

Type of Site	No. of Pitches / Plots	Interviews Achieved	Response Rate (%)
Private sites	81	N/A	N/A
Private sites with temp planning permission	1	1	100%
Private sites not occupied by gypsies and travellers	-35	N/A	N/A
Total private sites	**47**	**37**	**79%**
Public (Council) sites	34	22	65%
Transit sites	0	0	N/A
Travelling showpeople sites	1	1	100%
Unauthorised sites	2	2	100%
Total (excluding non gypsies and travellers)	**84**	**62**	**74%**
Households in Bricks and Mortar accommodation	Unknown	4	N/A

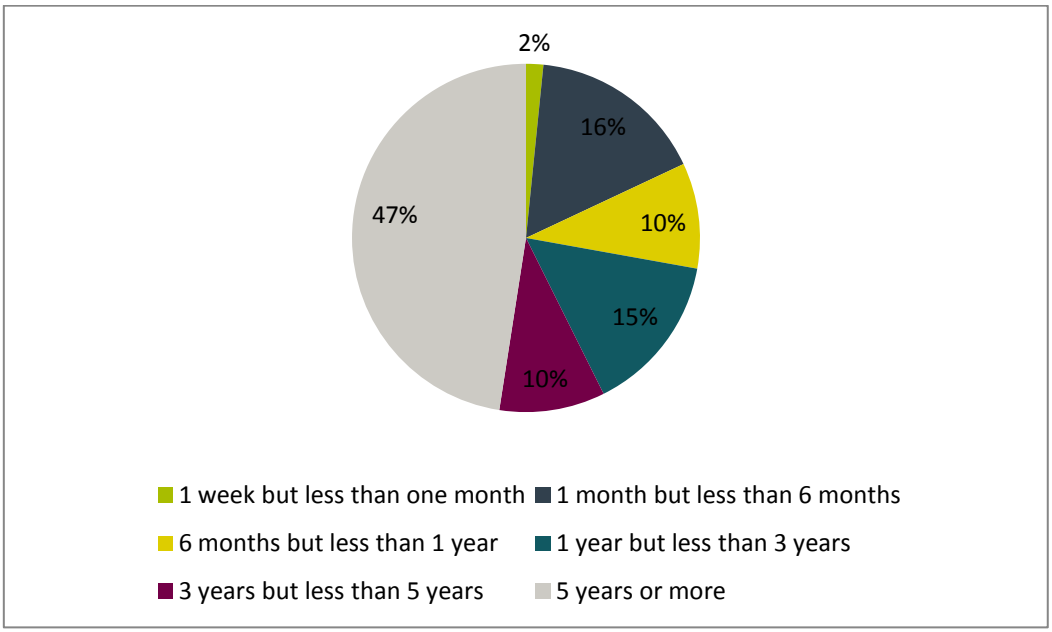
4.5. Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Wokingham. In a few cases it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.

Results

Length of Residence

4.6. The majority of Gypsies and Travellers surveyed have a long period of residence in Wokingham with 47% of respondents having lived on their current site for more than 5 years. 95% of the respondents to the survey identified their current site was their permanent base.

Figure 2. Length of Time Respondents Have Lived on Their Current Site

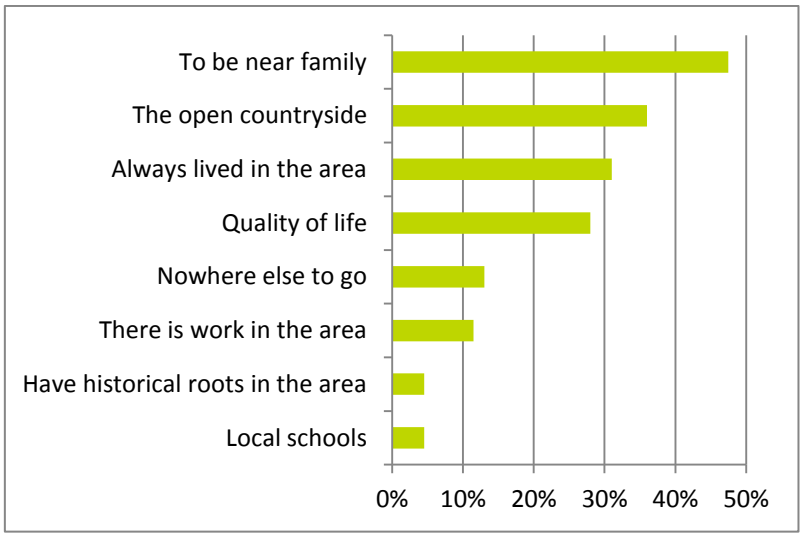


Attractions of Living in Wokingham

4.7. Respondents were asked to identify the main reasons that attracted them to live in Wokingham. They were allowed to select as many reasons as they wished from a list of nine options.

4.8. The main factors that attracted respondents to the area were to be near to their family and the open countryside. Just under a third said that they have always lived in this area while 13% reported that they were attracted to the borough because they had nowhere else to go.

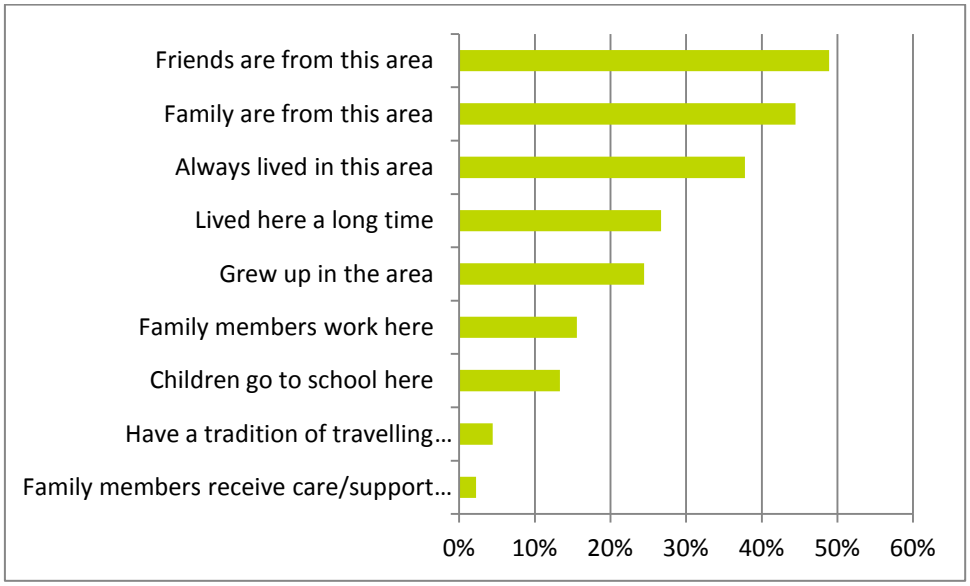
Figure 3. Main Attractions that Drew Households to Wokingham



Connections with the Area

4.9. Almost three quarters of respondents felt that they have strong connections to Wokingham with the main links identified being that friends of family were from the area or that they had always lived in the area.

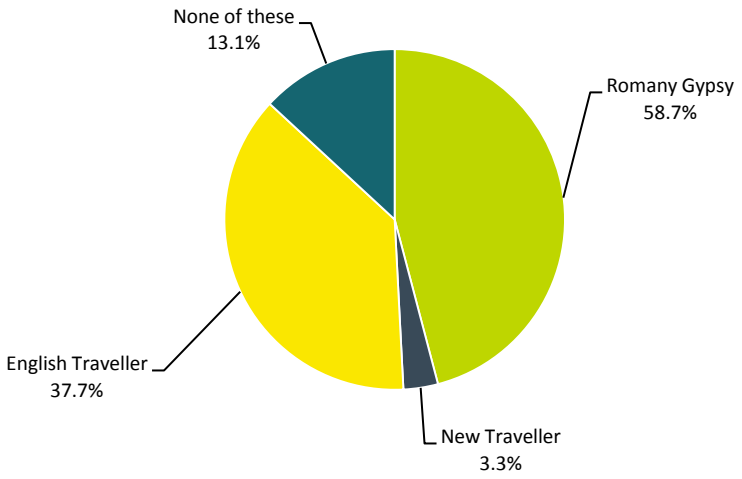
Figure 4. Nature of Local Connections



Ethnic Background

4.10. Just under 60% of all respondents explicitly identified themselves as being Romany Gypsies, while just over two thirds stated they were English Gypsies or Travellers. Around 3% of respondents are New Travellers.

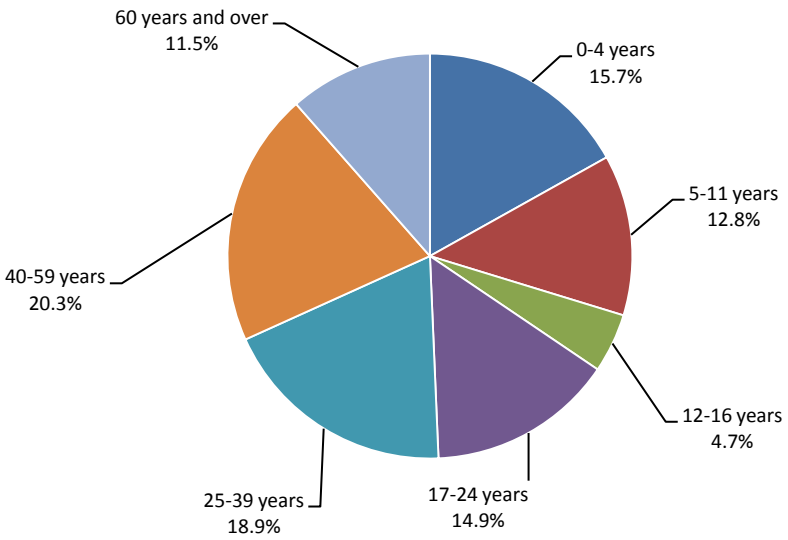
Figure 5. Ethnic Group



Demographic Structure

4.11. The households showed a mixed range of ages across their members. The households contained just 12% of people who were of retirement age, but 33% of all household members were aged 16 years or under. 18% of all household members were of school age and another 16% were children aged 4 years or less. The demographic structure in Wokingham is broadly similar to that of gypsies and travellers across England.

Figure 6. Age of Household Members

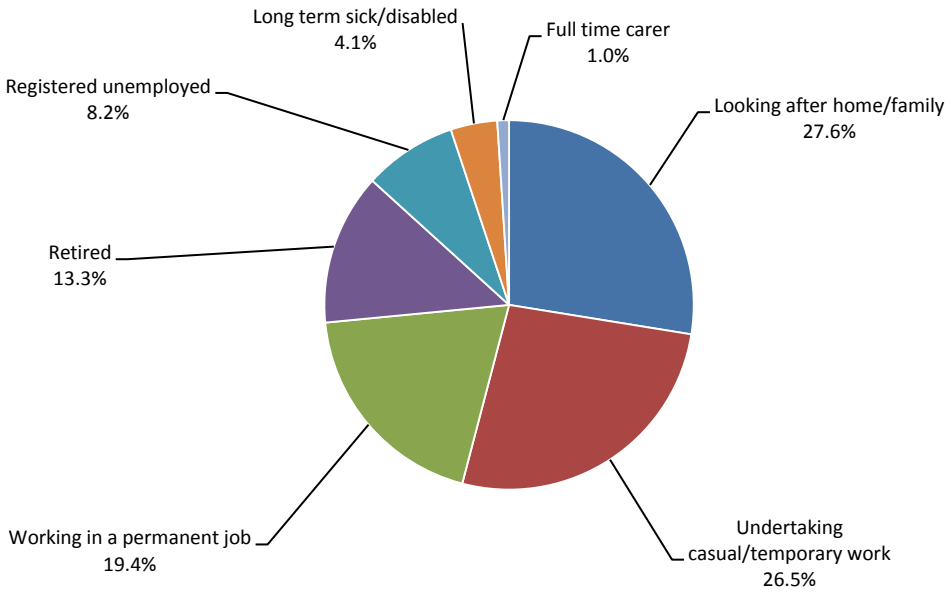


Employment Status

4.12. Of those who had their employment status recorded, 27% were undertaking casual or temporary work. The types of temporary work included: building work, landscaping, gardening and tree

work. Over a quarter of respondents were looking after the home/family (28%) while 13% were retired. 19% of respondents were working in a full time job.

Figure 7. Employment Status of Household Members Aged 16+



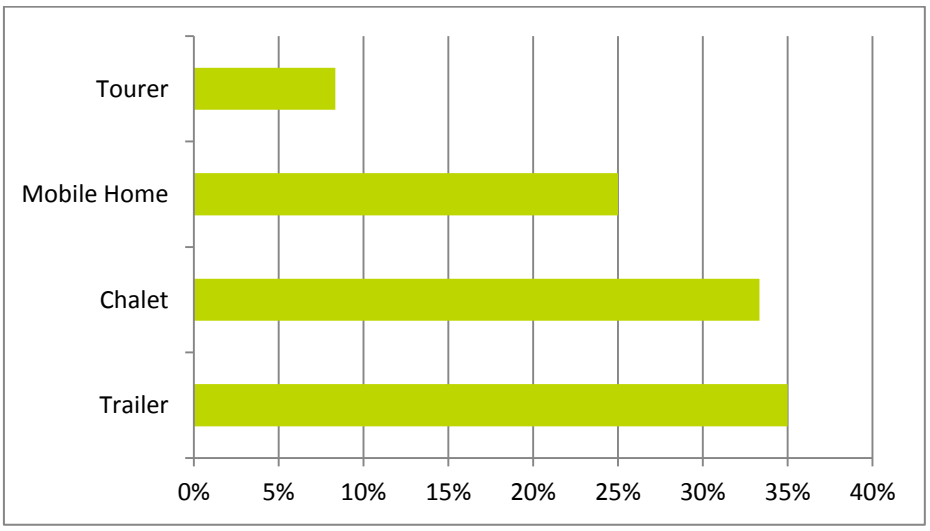
Health Issues

4.13. 30% of respondents interviewed reported that their household contained at least one member with a long-term health problem. However, only 6% that reported a long term health problem within the household, four respondents said that they require an adaptation in their home to meet the care needs of those with health issues. The adaptations needed included: grab rails and aids to help day to day life, an emergency alarm and a shower.

Type of Site

4.14. Figure 8 shows that the type of accommodation occupied by respondents (excluding those in bricks and mortar) shows considerable variation. Around 60% of all households occupied at least one trailer, while a number had a mobile home or chalet. If the household had any combination of accommodation then they were counted in all categories.

Figure 8. Nature of Accommodation



Additional Caravans

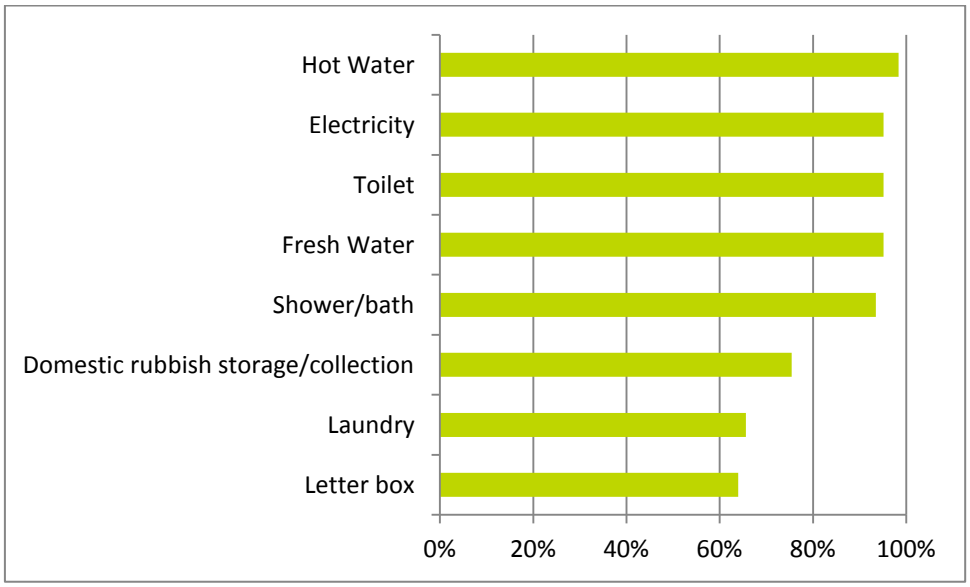
4.15. All respondents were asked if they require extra caravans. The evidence from the survey is that only two households would like more caravans within their existing household.

4.16. The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather than an ability to afford (demand for) more caravans.

Site Facilities

4.17. Figure 9 shows that the percentage of households with access to facilities which are just for their own use. Many of those who do not have access to facilities such as fresh water, electricity, a toilet and laundry were on sites where they are available on a communal basis.

Figure 9. Facilities that are available to respondents for the sole use of their family

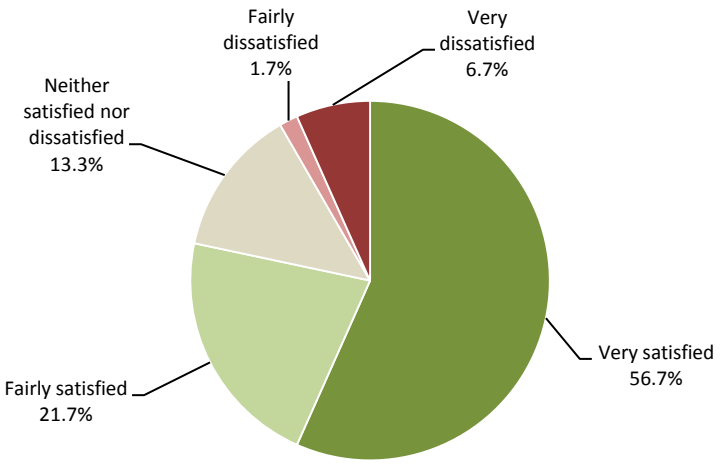


Views of Sites

4.18. The majority of respondents were satisfied with their sites. 78% of respondents expressed some form of satisfaction with their site, with 57% stating they were very satisfied. Only 8% expressed dissatisfaction.

4.19. The text comments which accompany this question indicate that tenants on private sites owned by others are often dissatisfied by the level of facilities available on these sites.

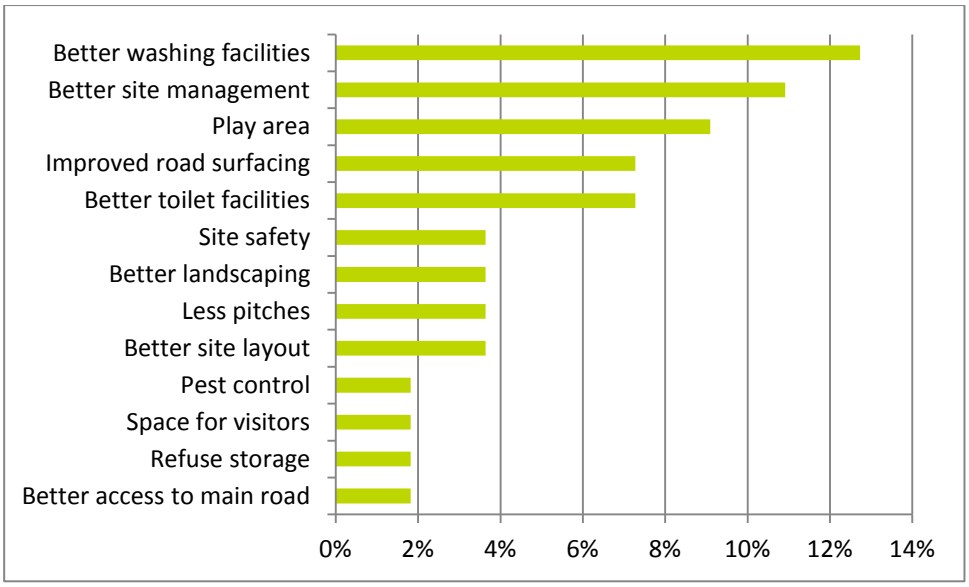
Figure 10. Satisfaction with Current Site



4.20. Figure 11 shows the improvements which were identified by respondents as being required at their permanent sites. Despite over three quarters being satisfied with their sites, only 58% of respondents felt that no improvements were required.

4.21. Of those respondents who cited improvements, many wanted better site management and washing facilities, as well as improved play area equipment.

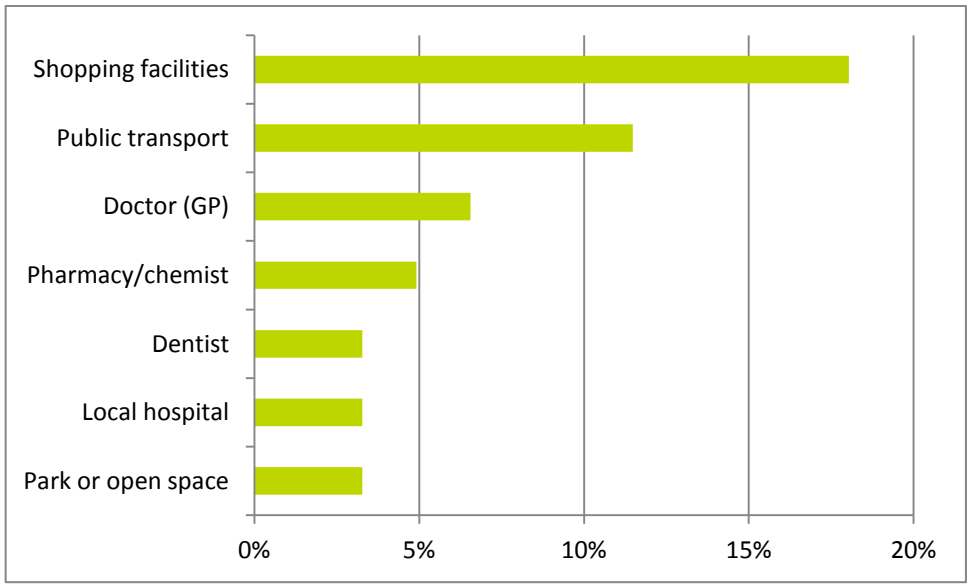
Figure 11. Improvements which Respondents would like to see on their Site



Access to Services

4.22. When asked what services they needed that they had difficulties accessing, the highest proportion of respondents cited shopping facilities (18%) and public transport (11%) as being the hardest services to access.

Figure 12. Services that respondents have difficulty in accessing

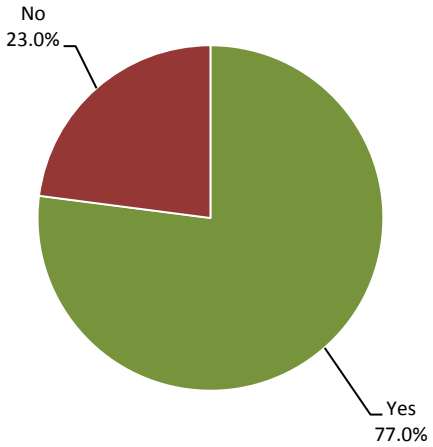


Accommodation Suitability

4.23. More than three quarters of respondents feel that their current accommodation and site meets all of their needs in terms of accommodation quality, space and site facilities. However, 14 respondents stated that this was not the case for them.

4.24. Text comments for those who feel that their current accommodation and site do not meet their needs said that this was because their accommodation was lacking facilities, was too small, was in a poor state of repair and that the site was lacking facilities.

Figure 13. Percentage of Respondents that Feel Needs can be Addressed at Current Site



Private Sites

4.25. Eight respondents to the survey reported that they had required planning permission for their site. Of those who did need planning permission, one felt that this was very easy to obtain, three felt it was neither easy nor difficult, two felt it was fairly difficult and one thought it was very difficult to obtain planning permission for their site.

Propensity to Travel

4.26. 75% of respondents reported that they had not travelled at all during the last 12 months and only 28% of those who did not travel in the past 12 months had travelled in the past. The most common explanation for this is that they want a more settled lifestyle, they have children or that they have work commitments

5. Future Site Provision Requirements

Introduction

5.1. This section focuses on the extra site provision which is required in Wokingham until 2027 in 5 year intervals, drawing upon the survey results set out in Chapter 4. This section concentrates on the total extra provision which is required in the area, including the need for any transit site / emergency stopping place provision.

5.2. The March 2012 CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However the key factor in any calculation such as this is to compare the amount of extra site space which will become available with a prediction of the need for extra space on sites. The final components of need to be taken into account were set out and agreed by the Berkshire authorities as part of the methodology consultation process undertaken as Part 1 of this work.

Current Gypsy and Traveller Site Provision

5.3. The first stage of the process is to assess how much space is, or will become, available on existing sites. The main ways in which space is/will be freed are:

- Currently empty pitches;
- New sites or site extensions which have/are likely to gain planning permission;
- Migration away from the area;
- Movement to bricks and mortar;

Currently empty pitches and the issue of non-gypsy and travellers occupying pitches

5.4. On both public and private sites, no empty pitches were noted as part of the household survey process. However, evidence from the household survey indicates that at least 35 of the 82 private pitches (including the single site with temporary planning permission) are occupied by non Gypsy and Traveller households, so at most 47 are occupied by Gypsy and Traveller households.

5.5. Given that most gypsy and traveller pitches are conditioned for occupation only by those from the gypsy and traveller community, the Consultants have considered whether it is appropriate to count those pitches currently occupied by the non gypsy and traveller community as effectively empty and therefore as a future source of supply. This requires the assumption that the Council will be able to take enforcement action against households/individuals which are currently occupying pitches in contravention of the agreed planning conditions.

5.6. At the time of writing, the Council has not commenced enforcement proceedings against any non-gypsy and traveller households that are currently occupying gypsy and traveller pitches illegally, largely because the scale of the issue only came to light recently as a result of the household survey undertaken as part of this study. Whilst the Council does have the option to take enforcement action to free-up pitches, and therefore create future supply to meet the future needs of gypsies and travellers in the borough, the Consultants have taken the view that it is inappropriate to count these pitches as a source of future supply. This is because:

- Although the Council appears to have a strong case to remove households that are illegally occupying gypsy and traveller pitches, the outcome of any enforcement action cannot be guaranteed and so cannot therefore be counted as a certain source of future supply
- The timescales for enforcement action, and when the sites can be made suitable again for gypsy and traveller households, are uncertain, and so the timing of any future supply of pitches is also uncertain

5.7. This position is supported by work undertaken in West Somerset, where the consultants who undertook the study also did not include pitches currently occupied by non-gypsy and travellers as a potential source of supply. Although the study report does not go into detail about why such pitches were not included as a potential source of supply, discussions with the report authors have identified that this is because of the reasons given above.

New sites which have planning permission

5.8. We are aware of two sites which have been granted planning permission which, between them, are suitable to accommodate 20 pitches, at Walkers Yard and Bearwood Road. Both sites are considered to be suitable and deliverable and can therefore be considered as pitch supply to meet the future needs of gypsy and traveller households on private pitch sites.

Migration away from the area

5.9. The household survey identified that two households want to move to a Council site located outside of Wokingham. No other households identified that they wanted to move away from the area. However, the levels of migration from the gypsy and traveller community into and out of a particular area are impossible to predict with any confidence. This study cannot therefore extrapolate the two households that have expressed a desire to move away over the study period (15 years). Our suggested approach to planning for need resulting from net-migration is set out below.

Movement to bricks and mortar

5.10. The household survey identified that seven households wish to move from pitches to bricks and mortar. These households are counted within the model on a one for one basis, meaning that seven households will free up seven pitches to meet future accommodation needs. Given the uncertainties in predicting the future levels of movement to bricks and mortar, we have not extrapolated this figure over the study period.

Additional Site Provision

5.11. The next stage of the process is to assess how many households are likely to be seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:

- on unauthorised encampments but with pending planning applications;
- on unauthorised developments for which planning permission is not expected to be granted;
- households which are currently overcrowded;
- new households expected to arrive from elsewhere;
- on the Council's waiting list for pitches at the two public sites;
- new family formations expected to arise from within existing households; and
- in housing but with a need for site accommodation.

Pending planning applications

5.12. Wokingham has one unauthorised site currently seeking planning permission and we have counted that within the needs figures for this assessment. There is also one pitch with a temporary planning permission which expires in 2016. This site is currently vacant, but on the assumption that it will be occupied at some point in the future we have included it as a future need for the area.

Current unauthorised developments and encampments

5.13. Wokingham has three current unauthorised sites. As noted above, one is subject to a current planning application. One has been present since 1977 and therefore should not be counted as part of any needs figures because it is subject to lawful use. The final site is for one pitch and has had a previous planning application refused, but is still occupied.

Approach to net-migration

5.14. The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to

(and from) Wokingham from/to anywhere in the country and the area has seen evidence of high net in-migration in recent years. The fact that London authorities have been largely unable to provide sufficient pitches to accommodate household growth in recent years has also resulted in migration from London to other authorities in the East and South East, and there has also been a general movement from regions in the North and Midlands towards authorities in the south.

5.15. When seeking to understand the demand for general housing long-term migration trends can be applied to provide an estimate for the number of household moving to an area. However, for Gypsies and Travellers the level of migration is so small and erratic that long-term trends at local authority level cannot be used as a robust tool to predict future levels of migration. Migration decisions within the gypsy and traveller community are driven by a range of factors, including the location of family members and for economic reasons.

5.16. We are not aware of any gypsy and traveller accommodation needs assessments which have found a way to satisfactorily assess future levels of need as a result of net migration, with most assessments simply assuming that the level of the study period will net to zero.

5.17. Given that net migration has been a component in the overall level of accommodation need in Wokingham during the past five years, this study recognises that it is possible that net migration during the study period could be positive. However, there is insufficient information available to be able to predict what the future level could be with any confidence. As a result, rather than assess in-migrant households as being part of the accommodation need for the area, we would propose that the Council should assess future applications for pitches based on the availability of evidence of households that have a clear desire to live in the borough, linked to family connections or for economic reasons. Speculative applications for additional pitches without evidence of migration-based demand from individual households should be refused. Using this approach, the calculation of need set out in this chapter therefore assumes that net migration will be zero in the 15 year study period.

5.18. It will also be important for the Council to assess each application against criteria based planning policies to ensure any need not already identified within this study, which sites will be identified for within the forthcoming Gypsy and Traveller Local Plan, is located appropriately. The Council has already identified a criteria-based policy to assess applications that may come forward on unallocated sites, which is set out within the Wokingham Managing Development Delivery DPD Policy TB10 (see Chapter 2). It is recommended that the Council uses this policy to direct pitch need arising from net-migration which has not already been identified in this study.

Waiting list for council sites

5.19. The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list held by Wokingham Borough Council. There are currently three applicants for the Twyford Orchards site, all three of which have been included on a one for one basis in the needs model.

New household formation

5.20. It is recognised that an important group for future pitch provision will be older children who form their own households. The survey of the Gypsy and Traveller population found two households contained members who were expected to form new households in the next two years. This would equate to one household forming per annum.

5.21. However, the age profile of the population indicates that formation rates in the future may become higher as there are significant numbers of young people in the population. On the basis that there are approximately 83 Gypsy and Traveller households in Wokingham (not including travelling showpeople households which are dealt with separately) and 33% of the population are aged 16 years and under, it should be expected that the population is likely to grow at a rate typical for Gypsy and Traveller populations of around 3% per annum. Over a 15 year period this is likely to equate to the need for an additional 45 pitches in the borough.

Bricks and mortar

5.22. The survey of Gypsies and Travellers found no households who wished to move from bricks and mortar to sites.

Accommodation for Travelling Showpeople

5.23. The survey of Gypsies and Travellers found only one travelling showpeople household in the borough. The household expressed no desire for additional plots during the study period, therefore there is no additional need for travelling showpeople plots in the borough.

Transit pitches/Emergency stopping provision

5.24. 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. They do not have a function in meeting local need which must be addressed on permanent sites. Therefore, the key issue in determining if there is a requirement for further transit site provision is whether there is evidence of sufficient travelling through the area.

5.25. Table 3 shows the number of caravans recorded as unauthorised encampments on land not owned by gypsies and travellers, recorded by the Council as part of the bi-annual caravan count. The number of caravans on land not owned by gypsies and travellers has been very low within the borough. It should also be noted that transit sites are not always the most effective way to meet travellers' needs and other mechanisms such as flexibility in residential sites to accommodate visiting families are often considered more appropriate and easier to manage.

5.26. The borough does not currently have any provision for transit pitches. Given the very limited levels of unauthorised encampments on land not owned by gypsies and travellers in the borough over recent years, combined with the fact that there are more effective mechanisms to accommodate visiting families, we recommend that there is not a clear need for additional transit provision.

Table 3. Number of caravans recorded as unauthorised encampments on land not owned by gypsies and travellers

Period	No. of caravans
Jan 2013	0
July 2012	4
Jan 2012	0
July 2011	0
Jan 2011	0

Total Pitch Need

5.27. The estimated extra site provision that is required now and in the near future for Wokingham will be 45 pitches to address the natural growth in the population to over the fifteen year period between 2012 and 2027, and to address the needs of households on unauthorised sites and those with temporary planning permission (including the movements to bricks and mortar etc identified above). However, taking into account the two currently undeveloped sites, which have permission for 20 pitches, there is a total requirement to find sufficient land to accommodate 25 pitches over the next 15 years.

5.28. We would stress that, based on recent evidence of net migration and the wider movement of gypsies and travellers from London to other authorities in the south east, it is likely other households will come forward seeking to develop new sites from elsewhere in the country. This must be considered against the local authority's site criteria because they have not been explicitly included in this need assessment. It is therefore important that Wokingham have clear criteria

based planning polices through which to assess future planning applications (see section on approach to net-migration above).

Total Future Pitch Requirements

5.29. Taking into account the pitch needs identified above, as well as the potential supply, we estimate that there is a total additional pitch requirement between 2012 and 2027 of 25 pitches (see Table 3). Tables 4, 5 and 6 demonstrate how the additional pitch needs have been calculated broken down by five year time frames over the next 15 years.

Table 4. Total Additional Pitch Requirement 2012-2027

	Gross	Supply	Net
Current unauthorised developments or encampments	1	0	1
Current sites with temporary planning permission	1	0	1
Unauthorised sites currently seeking planning permission	1	0	1
New household formation/dissolution	46	0	46
Net movement to/from bricks and mortar	0	7	-7
Currently overcrowded and require to move	1	1	0
Current Council waiting list	3	0	3
Supply from empty pitches	0	0	0
Supply from sites with planning permission but not yet occupied	0	20	-20
Total additional pitch need	**53**	**28**	**25**

5.30. Table 5 shows the additional pitch requirement for the borough during the first five years of the study period (2012-2017). The supply of 20 pitches from the two sites which currently have planning permission but are not yet occupied (at Walkers Yard and Bearwood Road), when combined with the net movement to/from bricks and mortar accommodation, mean that total supply is eight pitches greater than total estimated demand during this period. This means that the borough has no additional need for additional pitches during this period.

Table 5. Total Cumulative Additional Pitch Requirement 2012-2017

	Gross	Supply	Net
Current unauthorised developments or encampments	1	0	1
Current sites with temporary planning permission	1	0	1
Unauthorised sites currently seeking planning permission	1	0	1
New household formation/dissolution	13	0	13
Net movement to/from bricks and mortar	0	7	-7
Currently overcrowded and require to move	1	1	0
Current Council waiting list	3	0	3
Supply from empty pitches	0	0	0
Supply from sites with planning permission but not yet occupied	0	20	-20
Total additional pitch need	**20**	**28**	**-8**

5.31. Table 6 shows the total additional pitch requirement during the period 2017-2022. Because all additional need from unauthorised developments or encampments, as well as need from the Council waiting list, is assumed to be dealt with in the first five year period, additional pitch requirements are assumed to come solely from new household formation from natural population growth. During this period, there is an estimated requirement for an additional 16 pitches from new household formation. Table 6 also shows that, when the additional 16 pitches required in this period is added to the surplus of eight pitches identified during the period 2012-2017, a cumulative total of 8 additional pitches is required between 2012 and 2022.

Table 6. Total Additional Pitch Requirement 2012-2022

	Gross	Supply	Net
Current unauthorised developments or encampments	0	0	0
Current sites with temporary planning permission	0	0	0
Unauthorised sites currently seeking planning permission	0	0	0
New household formation/dissolution	16	0	16
Net movement to/from bricks and mortar	0	0	0
Currently overcrowded and require to move	0	0	0
Current Council waiting list	0	0	0
Supply from empty pitches	0	0	0
Supply from sites with planning permission but not yet occupied	0	0	0
Total additional pitch need 2017-2022	**16**	**0**	**16**
Total cumulative pitch need 2012-2022	**36**	**28**	**8**

5.32. Table 7 shows the total additional pitch requirement during the period 2022-2027. Again, because all additional need from unauthorised developments or encampments, as well as need from the Council waiting list, is assumed to be dealt with in the first five year period, additional pitch requirements are assumed to come solely from new household formation from natural population growth. During this period, there is an estimated requirement for an additional 17 pitches from new household formation. Table 7 also shows that, when the additional 17 pitches required in this period is added to the total requirement of 8 pitches identified during the period 2012-2022 (see Table 6), a cumulative total of 25 additional pitches is required between 2012 and 2027.

Table 7. Total Additional Pitch Requirement 2022-2027

	Gross	Supply	Net
Current unauthorised developments or encampments	0	0	0
Current sites with temporary planning permission	0	0	0
Unauthorised sites currently seeking planning permission	0	0	0
New household formation/dissolution	17	0	17
Net movement to/from bricks and mortar	0	0	0
Currently overcrowded and require to move	0	0	0
Current Council waiting list	0	0	0
Supply from empty pitches	0	0	0
Supply from sites with planning permission but not yet occupied	0	0	0
Total additional pitch need 2022-2027	**17**	**0**	**17**
Total additional pitch need 2012-2027	**53**	**28**	**25**

Martin Tedder
Atkins Ltd
Euston Road
286 Euston Road
London
NW1 3AT

Email: martin.tedder@atkinsglobal.com
Telephone: 0207 121 2288

© Atkins Ltd except where stated otherwise.

The Atkins logo, ‘Carbon Critical Design’ and the strapline ‘Plan Design Enable’ are trademarks of Atkins Ltd.