

Gypsy and Traveller, Travelling Showperson and Boat Dweller Accommodation Assessment 2024

Cherwell, Oxford City, South Oxfordshire, Vale of
White Horse and West Oxfordshire

Final Report

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Table of Contents

Executive Summary	8
Introduction.....	8
Population and current accommodation provision	8
Planning policy requirements for needs assessments.....	10
Gypsy and Traveller pitch requirements	10
Transit provision	14
Travelling Showperson plot requirements	14
Boat dweller need.....	15
Policy recommendations	15
1. Introduction.....	17
Overview	17
Who the study covers?	17
Geography and time frame for the study	18
Report structure.....	18
2. Policy context	19
Overview	19
Government policy and guidance	19
National legislation and guidance regarding boaters and caravan sites	21
Considering ‘Cultural’ and ‘PPTS’ need.....	22
Previous GTAA.....	22
Responding to challenges	24
Further contextual matters.....	24
3. Methodology.....	25
Introduction.....	25
Phase 1: Literature/desktop review and steering group discussions	25
Phase 2: Fieldwork survey and interviews with Gypsies and Travellers, Travelling Showpeople and boat dwellers	25
Phase 3: Needs assessment and production of report.....	26
Travelling Showperson yard and plot size	28
4. Review of the Gypsy, Traveller and Travelling Showpeople population and existing provision of pitches and plots	30
Overview	30
Census data	30
Caravan Count information.....	37
Local sites and yards.....	37
5. Household survey findings	51
Introduction.....	51
Gypsy and Traveller households living in Oxfordshire.....	51

	Help and support needs	54
	Travelling Showperson households living in Oxfordshire	54
6.	Stakeholder feedback	56
	Introduction	56
	Gypsy and Traveller stakeholder feedback	56
	Potential locations for permanent sites	57
	Potential barriers to permanent sites	58
	Gypsy and Traveller unauthorised encampments and the need for temporary provision	59
	Gypsies and Travellers in bricks and mortar / residential sites accommodation	61
	Movement and cross-boundary considerations	62
	Travelling Showperson stakeholder feedback	63
	Location of permanent yards (by local authority area)	63
	Main barriers to the provision of new permanent yards	63
	Contributing to the Duty to Cooperate with neighbouring authorities	64
	Key strategic messages for the GTAA	64
7.	Gypsy and Traveller pitch and transit site requirements	65
	Introduction	65
	Gypsy and Traveller pitch requirements under A1: Principal scenario	66
	Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model	66
	Longer-term pitch requirement modelling	70
	Overall plan period pitch need	71
	Potential capacity for Gypsy and Traveller pitches on existing sites	71
	Impact of turnover, regularisation, additional pitches and household dissolution on overall need	75
	Tenure preferences	75
	Variant scenario modelling	76
	Variant scenario A2	76
	Variant scenario B1	76
	Variant scenario B2	77
	Summary of alternative scenarios	78
	Transit requirements	78
8.	Travelling Showperson plot need	81
	Introduction	81
	Oxfordshire residential plot need	81
	Longer-term plot requirement modelling	83
	Overall plan period plot need	84
	Potential capacity for Travelling Showperson plots on existing yards	85

	Impact of turnover, regularisation, additional plots and household dissolution on overall need.....	86
9.	Boat dweller need.....	88
	Introduction.....	88
	Stakeholder feedback.....	89
	Recommendations.....	92
10.	Conclusion and response.....	94
	Current accommodation.....	94
	Future Gypsy and Traveller residential need.....	94
	Transit provision.....	96
	Travelling Showperson need.....	96
	Boater need.....	96
	Future updating.....	97
	Appendix A: Gypsy and Traveller Fieldwork Questionnaire.....	98
	Appendix B: Glossary of terms.....	102

List of Tables

Table ES1	Summary of Gypsy and Traveller sites in Oxfordshire.....	9
Table ES2	Summary of Travelling Showperson yards in Oxfordshire.....	9
Table ES3	Gypsy and Traveller pitch need 2023/24 to 2041/42: Principal scenario.....	11
Table ES4	Potential additional pitch supply.....	12
Table ES5	Gypsy and Traveller pitch need 2023/24 to 2041/42, potential supply and residual need.....	12
Table ES6	Principal and alternative needs modelling scenario outcomes.....	13
Table ES7	Travelling Showperson plot need 2023/24 to 2041/42.....	15
Table 2.1	Summary of findings from previous GTAA.....	23
Table 3.1	Summary of survey responses by district for Gypsies and Travellers and Travelling Showpeople.....	26
Table 4.1	Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Oxfordshire.....	31
Table 4.2	Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Cherwell.....	32
Table 4.3	Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Oxford City.....	33

Table 4.4	Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: South Oxfordshire	34
Table 4.5	Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Vale of White Horse	35
Table 4.6	Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: West Oxfordshire	36
Table 4.7	Bi-annual Traveller caravan count figures: average of past 7 counts January 2020 to January 2024	37
Table 4.8	List of Gypsy & Traveller pitches on sites as at September 2024	39
Table 4.9	List of Travelling Showperson yards as at September 2024	45
Table 4.10	Summary of sites/pitches, yards/plots, occupancy and response	46
Table 5.1	Ethnicity of Gypsies and Travellers by district.....	51
Table 5.2	Household size of Gypsies and Travellers by district.....	52
Table 5.3	Household type of Gypsies and Traveller households by district.....	52
Table 5.4	Age profile of Gypsies and Travellers by district.....	53
Table 5.5	Length of residence of Gypsies and Travellers by district.....	53
Table 5.6	Overcrowding of home and pitch by district	54
Table 7.1	Summary of demand and supply factors: Gypsies and Travellers – 2023/24 to 2027/28.....	67
Table 7.2	Weighting applied to survey data.....	68
Table 7.3	Potential need arising from bricks and mortar accommodation	69
Table 7.4	Future longer term pitch requirements based on the assumption that 50% of children will require a pitch in Oxfordshire	70
Table 7.5	Gypsy and Traveller pitch need 2023/24 to 2041/42: Principal scenario	71
Table 7.6	Relets of council pitches	72
Table 7.7	Summary of pitches that are not permanently authorised.....	73
Table 7.8	Gypsy and Traveller pitch need - potential sources of pitch supply from existing sites	74
Table 7.9	Gypsy and Traveller pitch need 2023/24 to 2041/42: A2 scenario.....	76
Table 7.10	Gypsy and Traveller pitch need 2023/24 to 2041/42: B1 scenario.....	77
Table 7.11	Gypsy and Traveller pitch need 2023/24 to 2041/42: B2 scenario.....	77
Table 7.12	Overall pitch need over Plan Period 2023/24 to 2041/42 under principal and variant modelling scenarios	78
Table 7.13	Unauthorised encampment activity in Oxfordshire.....	79

Table 8.1	Summary of demand and supply factors: Travelling Showpeople – Oxfordshire 2023/24 to 2027/28	82
Table 8.2	Future plot requirements based on the assumption that 50% of children will require a plot across Oxfordshire	84
Table 8.3	Travelling Showperson plot need across Oxfordshire 2023/24 to 2041/42.....	85
Table 8.4	Travelling Showperson plot need - potential sources of pitch supply from existing sites	86
Table 10.1	Gypsy and Traveller pitch need 2023/24 to 2041/42: Principal Scenario	95

List of Maps

Map 4.1	Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: Cherwell.....	47
Map 4.2	Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: South Oxfordshire	48
Map 4.3	Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: Vale of White Horse	49
Map 4.4	Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: West Oxfordshire	50

Executive Summary

Introduction

The Oxfordshire 2024 Gypsy and Traveller Accommodation Assessment (GTAA) provides the latest available evidence to identify the accommodation needs of Gypsies and Travellers, Travelling Showpeople and Boat Dwellers across the local authorities of Cherwell, Oxford City, South Oxfordshire, Vale of White Horse and West Oxfordshire.

The GTAA has included:

- A review of existing (secondary) data.
- Stakeholder consultation.
- A household survey and site/yard observation. Information from a total of 153 Gypsy and Traveller households (out of 225 or 68%) and 44 Travelling Showperson households (out of 50 or 88%) was obtained.
- A survey of boat dwellers, with interviews achieved with 7 out of a potential 37 households (18.9%).

Data has been carefully analysed to provide a picture of current provision across Oxfordshire and an assessment of future need. The findings of the study provide an up-to-date, robust and defensible evidence base for policy development. We are very grateful to the Gypsy and Traveller, Travelling Showperson and Boat Dweller communities' response across Oxfordshire for their positive engagement with the work.

Population and current accommodation provision

The 2021 Census identified a population of 606 people who identified as 'White: Gypsy or Irish Traveller' or 'Gypsy/Romany' plus 1 person identifying as 'Roma' living in Oxfordshire and an estimate of 255 households where the household reference person identifies as being a Gypsy/Traveller.

Across Oxfordshire there are 42 Gypsy and Traveller sites with 292 pitches (Table ES1) and 12 Travelling Showperson yards with 61 plots (Table ES2).

In January and July each year, councils carry out a Traveller caravan count to inform MHCLG statistics. The latest bi-annual MHCLG Traveller caravan counts (Jan 2020 to January 2024) reported an average of 687 caravans across all sites in Oxfordshire (76.7% on private sites, 22.4% on council sites and 0.9% on unauthorised sites).

Table ES1 Summary of Gypsy and Traveller sites in Oxfordshire

District	No. Sites/	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Interviews / info obtained	No response
Cherwell	13	76	51	20	52	5	26	26
Oxford	0	0	0	0	0	0	0	0
South Oxfordshire	10	54	52	2	52	0	38	13
Vale of White Horse	6	52	47	5	47	0	33	14
West Oxfordshire	13	110	106	4	74	0	56	18
Oxfordshire total	42	292	256	31	225	5	153	71

NOTE: 139 household interviews were achieved and data for 14 households was obtained from planning application data where interviews had not been achieved. The overall response rate for household information was 68% and responses have been weighted to reflect the total number of households when modelling future pitch need.

Table ES2 Summary of Travelling Showperson yards in Oxfordshire

District	No. yards	No. Plots	Total occupied plots	Total vacant plots	Total TSP households	Interviews / info obtained	No response
Cherwell	4	14	11	0	11	5	6
Oxford	0	0	0	0	0	0	0
South Oxfordshire	3	22	15	3	12	12	0
Vale of White Horse	1	1	1	0	1	1	0
West Oxfordshire	4	24	24	0	26	26	0
Oxfordshire total	12	61	51	3	50	44	6

NOTE: 44 household interviews were achieved and data for 0 households was obtained from planning application data where interviews had not been achieved. The overall response rate was 88% and responses have been weighted to reflect the total number of households when modelling future pitch need.

Planning policy requirements for needs assessments

The 2024 National Planning Policy Framework (NPPF) states in Paragraph 63 *‘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 2024 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 arc⁴ reflect the PPTS, build upon those methods established through previous guidance, our practical experience and decisions made at planning inquiries and appeals.

Need assessment period

Need has been assessed over a short-term period: 2023/24 to 2027/28 and longer-term period 2028/29 to 2041/42 using demographic data in the principal scenario, with some sensitivity testing for the longer-term period based on household growth rates and migration assumptions.

Gypsy and Traveller pitch requirements

The calculation of pitch need considers needs arising from existing households, households on unauthorised sites, newly forming households, in-migrant households and current vacancies on existing public and private sites. Under the ‘principal scenario’ which includes an allowance for net in-migration and uses demographic data from households living on sites across Oxfordshire, there is a need for 161 additional Gypsy and Traveller pitches across Oxfordshire over the period 2023/24 to 2041/42 (Table ES3). Of this need, 58 pitches are needed in the first five years and 103 over the period to 2041/42.

Table ES4 considers potential supply to help meet need. This derives from the regularisation of sites (granting sites full planning permission); potential additional pitches through the expansion and/or intensification of existing sites; vacant pitches on sites that are not permanently authorised; and pitches potentially available through household dissolution.

Alternative scenarios exclude net-in migration and use a household growth rate rather than actual household demographic data to calculate future need. These alternative scenarios produce a lower level of need (Table ES5).

Table ES3 Gypsy and Traveller pitch need 2023/24 to 2041/42: Principal scenario

Scenario	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)	5	0	34	17	2	58
Longer-term need						
<i>Over period 2028/29 to 2032/33</i>	8	0	9	11	6	34
<i>Over period 2033/34 to 2037/38</i>	8	0	14	6	13	41
<i>Over period 2038/39 to 2041/42</i>	4	0	11	6	7	28
Longer-term need TOTAL	20	0	34	23	26	103
TOTAL NET SHORTFALL 2023/24 to 2041/42	25	0	68	40	28	161

Meeting the need

Table ES4 considers potential supply to help meet need. Firstly, **regularising of sites** that are not permanently authorised (**27 pitches**). Secondly, **additional pitch provision using existing sites**. Respondents were asked if their sites could be expanded either through a physical expansion or intensification of use to provide more pitches. A potential for at least **12 pitches** could be delivered this way. The councils have been provided with details of potential sites for expansion/intensification. In addition, there is **1 vacant pitch** on a site that is not currently authorised. There is also a potential supply of **19 pitches** due to household dissolution over the plan period.

This potential supply could provide **up to 59 additional pitches** over the plan period.

Table ES5 compares overall need with potential supply to derive a figure for the shortfall of pitches. Further work is recommended to review the potential for additional pitch development on existing sites and the occupancy of permanent pitches.

Table ES4 Potential additional pitch supply

District	Option				
	Regularisation	Additional pitches	Vacant pitches on sites that are not permanently authorised	Pitches available through household dissolution	Total potential pitches
Cherwell	6	12	0	6	24
Oxford City	0	0	0		0
South Oxfordshire	14	Potential land next to Ten Acre Park Council site	1	7	22
Vale of White Horse	2	Potential land next to Red Bridge Hollow Council site	0	2	4
West Oxfordshire	5	0	0	4	9
TOTAL	27	12	1	19	59

NOTE: vacant pitches on authorised sites are already factored into pitch supply in the short-term five year modelling of pitch need

Table ES5 Gypsy and Traveller pitch need 2023/24 to 2041/42, potential supply and residual need

Residential Pitch need	Cherwell	Oxford	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)	5	0	34	17	2	58
Longer-term need (2028/29 to 2041/42)	20	0	34	23	26	103
TOTAL NET SHORTFALL 2023/24 to 2041/42	25	0	68	40	28	161
Potential supply of pitches	24	0	22	4	9	59
Residual need	1	0	46	36	19	102

(Note: May not sum because of rounding)

In addition, pitch supply through **relets on council sites** is expected during the plan period. A detailed analysis of the length of time households have resided on pitches on council sites indicates that around 29% have moved on their pitch in the past 5 years. This compares with a social rented relet rate of 36.1% based on CORE lettings data for social rented stock over the period 2018/19 to 2022/23. Based on data from household surveys, an annual supply of 5 pitches on council sites across Oxfordshire would be anticipated (South 3, Vale 1 and West 1). This would help meet need, particularly from households forming on local authority sites. Over the GTAA study

period of 19 years this could supply 48 pitches in South, 26 in Vale and 18 in West, in addition to the potential supply shown in Table ES4. Whether and how much to rely on a supply from social relets is a decision for each council when plan-making to meet their pitch requirements.

Principal and alternative need scenarios

As well as the principal scenario, a small number of alternative scenarios have been run which exclude net-in migration in the first five years and use a household growth rate rather than actual household demographic data to calculate future need. These alternative scenarios produce a lower level of need (Table ES6). The potential supply is considered alongside pitch need outcomes and the resulting shortfall in pitches under alternative scenarios is presented as a range.

Table ES6 Principal and alternative needs modelling scenario outcomes

Overall plan period need based on principal and variant scenarios	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Principal A1 (includes migration; household demographic data)	25	0	68	40	28	161
Variant A2 (includes migration; household growth rates)	19	0	48	29	22	118
Variant B1 (excludes migration; household demographic data)	15	0	67	35	21	138
Variant B2 (excludes migration; household growth rates)	9	0	48	24	17	97
Potential supply (excluding social relets)	24	0	22	4	9	59
Shortfall in pitches : range based on different scenario outcomes minus potential supply.	-15 to 1	0	26 to 46	20 to 36	8 to 19	38 to 102

Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance households moving into Oxfordshire. It is therefore recommended the councils have criteria-based policies to inform future planning applications for private sites should they arise.

Transit provision

There are a number of 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. According to MHCLG caravan count data there are no transit pitches available on council sites in Oxfordshire. There is one transit site for Travellers in Vale of White Horse on an authorised private site (ref VPriv2), secured through a legal agreement attached to a planning permission which specifies an area of the site for transit pitch use and the number of days they can be occupied for, but no data on whether this is actively in use. Only a small number of households (4) expressed a need for transit provision. Overall, across Oxfordshire there were 22 reported encampments over the period May 2022 to October 2023. The number of caravans ranged between 1 and 17, the most frequently reported number of caravans was 3 and the median number was 5.

The councils should consider how land can be provided for short-term use and particularly in response to the Police, Crime, Sentencing and Courts Act 2022. It is recommended that the councils consider negotiated stopping arrangements to positively manage unauthorised encampment activity, with a recommendation to identify land to accommodate encampments of up to 5 caravans, encampments of between 6 and 10 caravans and encampments of more than 10 caravans.

Travelling Showperson plot requirements

There is an overall need for **16** additional Travelling Showperson plots across Oxfordshire over the period 2023/24 to 2041/42 (Table ES7). Of this need, 10 plots are needed in the first five years and 6 over the period to 2041/42.

Needs analysis considers the needs arising from existing households, newly forming households, in-migrant households and current vacancies on existing yards. The main driver of need across Oxfordshire is household formation.

There are 4 pitches used for transit provision on a Travelling Showperson's site in South Oxfordshire.

Table ES7 Travelling Showperson plot need 2023/24 to 2041/42

Residential plot need	Cherwell	Oxford	South Oxfordshire	Vale of the White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised plot Shortfall (2023/24 to 2027/28) (A)	4	0	2	0	4	10
Longer-term need						
<i>Over period 2028/29 to 2032/33 (B)</i>	0	0	1	0	1	2
<i>Over period 2033/34 to 2037/38 (C)</i>	0	0	1	0	2	3
<i>Over period 2038/39 to 2041/42 (D)</i>	0	0	0	0	1	1
Longer-term need TOTAL (E=B+C+D)	0	0	2	0	4	6
TOTAL NET SHORTFALL 2023/24 to 2041/42 A + E	4	0	4	0	8	16

It is also recommended that the councils develop a criteria-based policy to consider any applications coming forward over the plan period.

Boat dweller need

A review of data from the councils, Canal and River Trust and Environment Agency indicates there are a range of moorings available on the River Thames and Oxford Canal. Most moorings are for leisure purposes or for winter quarters and permanent residential moorings are mainly located in Oxford City, with 4 potentially in Cherwell and none in South, Vale or West Oxfordshire

The creation of permanent residential moorings needs to be balanced with the need to provide mooring spaces for continuous cruising boats and leisure boaters particularly as Oxford is a popular destination for this. Feedback from boat dwellers and stakeholders would suggest there is a need for more moorings, with a suggested range of 20 to 50 additional residential moorings to be made available. Therefore, the current figure of 41 in the Oxford Local Plan 2036 as an expression of need remains appropriate. No specific needs were identified in Cherwell, South, Vale or West Oxfordshire.

Policy recommendations

The councils should recognise that under the principal scenario, there is a need for 155 pitches for Gypsy and Traveller pitches over the period 2023/24 to 2041/42. Of this need, 52 is over the short-term 5 year period 2023/24 to 2027/28 and 103 is over the longer-term (2028/29 to 2045/46). A key driver of need is household formation. The GTAA has evidenced a range of potential sites including regularising existing sites that are not authorised and the potential expansion/ intensification of existing sites and household dissolution could provide up to 59 additional pitches. It is recommended the councils appraise sites to explore their potential for providing additional pitches. Relets of council pitches could also help meet need, particularly if

needs are arising from council sites. The councils should also note the findings of the alternative scenario analysis which suggests a lower overall pitch need.

The councils should recognise the need for 16 Travelling Showperson plots over the period 2023/24 to 2041/42. Of this need, 10 is over the short-term 5 year period 2023/24 to 2027/28 and 6 is over the longer-term (2028/29 to 2041/42). A key driver of need is household formation.

To support the wider needs of Gypsies and Travellers and Travelling Showpeople, the councils 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 over the plan period.

To manage any unauthorised encampments, the councils should develop a negotiated stopping policy to support the needs of Travellers passing through Oxfordshire. It is recommended that the councils should identify areas of land that can be used for smaller encampments (up to 5 caravans), medium-sized encampments (between 5 and up to 10 caravan) and larger encampments (more than 10 caravans).

For Boat dwellers, a need of 20-50 residential moorings was expressed by boat dwellers and stakeholders. It is recommended that Policy H13 in the Oxford Local Plan 2036 which supports the delivery of residential moorings is maintained and the current figure of 41 in the Local Plan as an expression of need remains appropriate. No specific needs were identified in Cherwell, South, Vale or West Oxfordshire.

1. Introduction

Overview

- 1.1 In October 2023 arc⁴ was commissioned by the Oxfordshire local authorities of Cherwell, Oxford City, South Oxfordshire, Vale of White Horse and West Oxfordshire councils to prepare the 2023/4 Gypsy, Traveller and Travelling Showperson Accommodation Assessment (GTAA). The GTAA is part of the Local Plan evidence base.
- 1.2 The overall scope and purpose of the study is to ensure that the councils have a robust evidence base to determine an appropriate level of residential pitch and transit provision over the period 2023/4 to 2041/42 and to identify the accommodation needs of Gypsies and Travellers to meet both the Planning Policy for Traveller Sites (PPTS) - defined need and the councils' obligations under section 124 of the Housing and Planning Act 2016.

Who the study covers?

- 1.3 The 2024 Planning Policy for Traveller Sites provides the updated definition of Gypsies and Travellers as set out within Annex 1 of the 2014 PPTS:
- “Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.”*
- 1.4 Similarly, the following definition from Annex 1 of the Guidance in respect of Travelling Showpeople is used:
- ‘Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependants’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above.’*
- 1.5 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.’ (DCLG Planning policy for traveller sites December 2024 Annex 1, para 5).*
- 1.6 For the purposes of this study, therefore, Gypsies and Travellers live on pitches within sites, whilst Travelling Showpeople live on plots within yards.

Geography and time frame for the study

- 1.7 This study relates to the geographical area of Oxfordshire and its constituent local authority areas of Cherwell, Oxford City, South Oxfordshire, Vale of White Horse and West Oxfordshire.
- 1.8 The timeframe for the study is 2023/24 to 2041/42, a period of 19 years.
- 1.9 The base date for the study is May 2024.

Report structure

- 1.10 The GTAA 2024 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 district and existing site/yard provision.
 - **Chapter 5 Household survey:** presents relevant data obtained from the household survey research.
 - **Chapter 6 Gypsy and Traveller Pitch / transit need:** focuses on current and future pitch need. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across Oxfordshire.
 - **Chapter 7 Travelling Showperson plot need:** focuses on current and future plot need.
 - **Chapter 8 Boat dweller need:** considers the need for residential moorings.
 - **Chapter 9 Conclusion and strategic response:** concludes the report, providing brief summary of key findings and recommendations.
- 1.11 The report is supplemented by the following appendices:
- **Appendix A** Household questionnaires.
 - **Appendix B** Glossary of terms.

2. Policy context

Overview

- 2.1 This study is grounded in an understanding of the national legislative and planning policy context that underpins the assessment and provision of accommodation for Gypsies and Travellers and Travelling Showpeople.
- 2.2 This chapter sets out the policy context within which this GTAA has been prepared, including a consideration of the findings of previous GTAAs for the study area.

Government policy and guidance

- 2.3 The 2024 National Planning Policy Framework states in Paragraph 63 *‘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 2024 Planning Policy for Traveller Sites (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 2024 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);*
 - *cooperate with travellers, their representative bodies and local support groups; other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan, working collaboratively with neighbouring local planning authorities; and*
 - *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 arc⁴ reflect Policy A of the PPTS; build upon those methods established through previous guidance; our practical experience and findings from planning inquiries 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.

2.8 Policy B of the 2024 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:

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

- a. *promote peaceful and integrated co-existence between the site and the local community;*
- b. *promote, in collaboration with commissioners of health services, access to appropriate health services;*
- c. *ensure that children can attend school on a regular basis;*
- d. *provide a settled base that reduces both the need for long-distance travelling and possible environmental damage caused by unauthorised encampment;*
- e. *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;*
- f. avoid placing undue pressure on local infrastructure and services;*
 - g. do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and*
 - h. 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 The planning policy statement issued with PPTS 2015 [planning policy statement link here](#) and confirmed by Ministerial Statement [Ministerial Statement link here](#) makes clear that if a site is intentionally occupied without planning permission this would be 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, PPTS 2024 (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 site 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).

National legislation and guidance regarding boaters and caravan sites

- 2.13 The periodical review of housing needs under section 8 of the Housing Act 1985 is a statutory requirement on local housing authorities. This requires local housing authorities to assess and understand the accommodation needs of people residing or resorting to their district. It includes the duty to consider the needs of people residing in or resorting to a district with respect to sites for caravans and the mooring of houseboats as part of that requirement.
- 2.14 To assist councils, draft guidance relating to assessing the housing needs of caravan and houseboat dwellers was published in March 2016. This specifically related to Clause 115 of the Housing and Planning Act 2016 and recommended how councils should consider the needs of caravan dwellers and boaters. In reality, the PPTS continued to inform the approach to assessing needs of Gypsies, Travellers and Travelling Showpeople and the draft guidance provided further information to assess need for residential caravans and houseboat dwellers. This recommended the use of existing data and surveys to assess current and future need.

- 2.15 Additional guidance has also been prepared by the National Bargee Travellers Association in 2016 which helped to inform the questionnaire used to assess Bargee Traveller and houseboat need.

Considering ‘Cultural’ and ‘PPTS’ need

- 2.16 During the preparation of this GTAA, the definitions of Gypsies and Travellers set out in PPTS have reverted back to those of the 2012 PPTS. When considering future residential pitch needs, there is no longer a distinction between Gypsies and Travellers who have ceased to travel or continue to travel. This is a change in policy followed case law in the Lisa Smith judgement and the government position is clear that the previous 2012 definition is to be used for the purposes of plan-making and decision-taking at this time. The government intends to review the approach to this area of policy and case law in 2024.
- 2.17 By way of example, the proportion of households included in the household surveys for this GTAA who previously met the 2015 definition were 27.3% in Cherwell, 53.3% in South Oxfordshire, 14.3% in Vale of White Horse and 37.9% on West Oxfordshire.
- 2.18 There is a split in view between consultants working in this sector over whether the PPTS definition which begins “For the purposes of this planning policy “gypsies and travellers” means: Persons of nomadic habit of life...” indicates that some previous travelling is required or not. Data was not collected during the fieldwork on whether households have never travelled, so it is not possible to provide data on only those who have a nomadic habit of life (whether or not they still travel).

Previous GTAA

- 2.19 The previous Oxfordshire GTAAs were published in 2016 and 2017. Table 2.1 sets out the key findings from that GTAA which showed an overall need for 22 Gypsy and Traveller and 17 Travelling Showperson households who satisfied the nomadic habit of life criteria set out in the 2015 Planning PPTS.

Table 2.1 Summary of findings from previous GTAA

Local Authority	Date and author	Time period	Gypsy and traveller provision sites/pitches	Travelling Showperson provision yards/pitches	Gypsy and Traveller need	Travelling Showperson need	Transit need
Cherwell	June 2017 ORS	2017-2031/32	9 sites with 57 pitches	5 yards with 15 plots	7 pitches plus 0 from non-PPTS	12 plots plus 0 from non-PPTS	Negotiated stopping recommended
Oxford City	June 2017 ORS	2017-2036	None	None	0 pitches	None	Negotiated stopping recommended
South Oxfordshire	June 2017 ORS	2017-2033	8 sites with 45 pitches	3 yards with 18 plots	9 pitches plus 8 from non-PPTS	None	Negotiated stopping recommended
Vale of White Horse	June 2017 ORS	2017-2031/2	3 sites with 44 pitches	None	2 pitches plus 0 from non-PPTS	None	Negotiated stopping recommended
West Oxfordshire	Oct 2016 ORS	2016-2031	11 sites with 83 pitches	4 yards with 18 plots	4 pitches plus up to 2 from non-PPTS	5 plots plus 1 from non-PPTS	Negotiated stopping recommended
Oxfordshire total			31 sites with 229 pitches	12 yards with 51 plots	22 pitches plus 10 from non-PPTS	17 plots plus 1 from non-PPTS	

Responding to challenges

- 2.20 GTAA's are subject to intense scrutiny, particularly at planning inquiries and hearings. The methodological approaches taken by arc⁴ 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.
 - Maximising response rates from households.
 - Carefully considering the relationship between households and the pitches they occupy.
 - Sensitivity 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 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.

Further contextual matters

- 2.21 The 2024 GTAA is being prepared at a time of notable change in the use of Gypsy and Traveller sites. There are a series of trends taking place which are affecting both the level of need across local authorities and the use of sites. The reversion back to the 2012 PPTS definition will result in higher levels of need being reported, particularly where previous GTAA's reported levels of pitch need based on the PPTS nomadic habit of life test.
- 2.22 Through our observational work elsewhere and discussions with agents, a more complex relationship between pitches, households and caravans is emerging. Although it was not observed in Oxfordshire, on some sites across the country, there has been a dramatic increase in occupancy, with additional caravans placed on sites. But these are not necessarily occupied by Gypsies and Travellers and there is evidence of pitches being used to accommodate new migrant communities. There are also concerns that residents are being displaced from their pitches, sometimes by force, and need to find somewhere else live, resulting in higher levels of in-migration to local authority areas.

3. Methodology

Introduction

- 3.1 The GTAA research method is grounded in an understanding of the requirements of the NPPF 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 information from planning applications and interviews with boat dwellers; and
 - an assessment of accommodation needs taking into account 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 2023/4 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 Oxfordshire. The research has progressed with input from local authority officers.

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

- 3.5 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 took place in November 2023, with interviews carried out during the period November to early May 2024 prior to the main travelling season.
- 3.6 Data for 153 Gypsy and Traveller households were obtained across Oxfordshire, of which 139 were through interviews and 14 from planning application data which usually provides details of site occupants and their recent residential history. The overall response rate is taken as 153 households out of a total of 225 households or 68%. The level of response represents a sample error of +/-4.5% and results would be highly reflective of the overall population.

- 3.7 Data for 44 of out 50 Travelling Showperson households were obtained across Oxfordshire through interviews and discussions with yard residents. This represents an 88% response rate and a sample error of 5.1%.
- 3.8 Interviews were also carried out with boat dwellers.
- 3.9 Table 3.1 summarises responses by individual district.

Table 3.1 Summary of survey responses by district for Gypsies and Travellers and Travelling Showpeople

Local Authority	Gypsy and Traveller	Travelling Showperson	Boat dwellers
Cherwell	50% (26 out of 52 households)	45.5% (5 out of 11 households)	0
South Oxfordshire	73.1% (38 out of 52 households)	100.0% (12 out of 12 households)	0
Vale of White Horse	70.2% (33 out of 47 households)	100.0% (1 out of 1 household)	0
West Oxfordshire	75.7% (56 out of 74 households)	100.0% (26 out of 26 households)	0
Oxfordshire	68% (153 out of 225 households)	88.0% (44 out of 50 households)	18.4% (7 out of 37 households on the council tax register)

Note: Regarding Cherwell, we had no responses from three Gypsy and Traveller sites with 24 pitches which accounted for 43% of pitches. On one site our fieldteam were unable to progress with interviews. We were unable to engage with households on one Travelling Showperson yard with 6 plots (55% of plots).

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.

Gypsy and Traveller sites, 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 2024 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 2024, 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 minimum 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) would be appropriate for larger household units requiring several residential units.

Occupancy

- 3.21 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.
- 3.22 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.
- 3.23 Quality, size of pitch and proximity of caravans on pitches vary dramatically.

Response

- 3.24 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.
- 3.25 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.

Travelling Showperson yard and plot size

- 3.26 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.
- 3.27 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.

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 Oxfordshire before going on to explore the extent and nature of provision across the county.

Census data

- 4.2 In October 2023, the ONS published detailed census data relating to Gypsy and Traveller populations. This provides valuable insights into the population dynamics and comparisons with overall populations.
- 4.3 The 2021 Census reported a population of **645** people who identified as Gypsy and Traveller living in 255 households based on the number of Household Reference People. The census estimated 445 people and 176 households living in bricks and mortar accommodation and 200 people and 79 households living in caravans. This compares with 623 people living in 232 households from the 2011 Census. Of these households 162 lived in bricks and mortar accommodation and 70 households lived caravans.
- 4.4 Table 4.1 sets out a range of data for people identifying as Gypsy and Traveller across Oxford 2021 Census. In summary:
- 69% live in bricks and mortar accommodation and 31% live in a caravan/mobile structure.
 - 70.5% rent (25.6% privately and 45% from a social landlord) and 29.5% are owner occupiers.
 - 20.2% are overcrowded compared with 5.6% of the general population.
 - 9.3% are singles, 11.6% couples no children, 34.1% couples with children, 27.1% single parents and 17.8% other household types.
- 4.5 In terms of health, 70.6% of Gypsies and Travellers said their health was very good/good and 14% said it was bad/very bad. The overall net health satisfaction score (% saying very good/good minus bad/very bad) was 56.6% compared with 82.6% of the overall population.
- 4.6 Please note that the data reported from the census may differ from the findings of the household survey. This is because of the small population base of the Gypsy and Traveller population and data highly influenced by the level of response to both the 2021 Census and 2024 household survey. However, it should be noted that the household survey has identified a total of 152 households living in caravans on pitches (compared with an estimate of 79 from the census) and a population of 470 Gypsies and Travellers living in caravans on pitches compared with a census estimate of 200. The household survey has identified 1.92x the number of households and 2.35x the number of people living in caravans on sites.

Table 4.1 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Oxfordshire

Theme	Category	Number of people identifying as Gypsy/ Traveller	% of people identifying as Gypsy/ Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	80	12.4%	31.2%
	Semi-detached whole house or bungalow	210	32.6%	35.7%
	Terraced (including end-terrace) whole house or bungalow	85	13.2%	21.5%
	Flat, maisonette or apartment	70	10.9%	11.1%
	A caravan or other mobile or temporary structure	200	31.0%	0.5%
	Total	645	100.0%	100.0%
Tenure	Owned: Owns outright	135	20.9%	27.4%
	Owned: Owns with a mortgage or loan or shared ownership	55	8.5%	37.1%
	Private rented or lives rent free	165	25.6%	20.6%
	Rented Social rented	290	45.0%	15.0%
	Total	645	100.0%	100.0%
Occupancy	Occupancy rating of bedrooms 0 or more	515	79.8%	94.4%
	Occupancy rating of bedrooms -1 or less	130	20.2%	5.6%
	Total	645	100.0%	100.0%
Household composition	One person household: Aged 66 years and over	15	2.3%	5.0%
	One person household: Other	45	7.0%	6.2%
	Single family household: Couple family household: No children	75	11.6%	15.6%
	Single family household: Couple family household: Dependent children	180	27.9%	34.2%
	Single family household: Couple family household: All children non-dependent	40	6.2%	8.5%
	Single family household: Lone parent household	175	27.1%	9.5%
	Other household types	115	17.8%	21.0%
	Total	645	100.0%	100.0%
General Health	Very Good	285	41.9%	52.6%
	Good	195	28.7%	33.4%
	Fair	105	15.4%	10.6%
	Bad	70	10.3%	2.7%
	Very Bad	25	3.7%	0.7%
	Total	680	100.0%	100.0%
	Net health score (VG+G-B-VB)		56.6%	82.6%

Note 1 : # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyorishtravellerpopulationsenglandandwales/census2021>

Table 4.2 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Cherwell

Theme	Category	Number of people identifying as Gypsy/ Traveller	% of people identifying as Gypsy/ Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	25	14.7%	32.5%
	Semi-detached whole house or bungalow	50	29.4%	37.3%
	Terraced (including end-terrace) whole house or bungalow	25	14.7%	21.6%
	Flat, maisonette or apartment	20	11.8%	8.3%
	A caravan or other mobile or temporary structure	50	29.4%	0.3%
	Total	170	100.0%	100.0%
Tenure	Owned: Owns outright	35	20.6%	26.5%
	Owned: Owns with a mortgage or loan or shared ownership	20	11.8%	40.5%
	Private rented or lives rent free	65	38.2%	19.5%
	Rented Social rented	50	29.4%	13.6%
	Total	170	100.0%	100.0%
Occupancy	Occupancy rating of bedrooms 0 or more	130	76.5%	95.0%
	Occupancy rating of bedrooms -1 or less	40	23.5%	5.0%
	Total	170	100.0%	100.0%
Household composition	One person household: Aged 66 years and over	#		4.7%
	One person household: Other	#		6.2%
	Single family household: Couple family household: No children	25	16.1%	16.4%
	Single family household: Couple family household: Dependent children	30	19.4%	34.7%
	Single family household: Couple family household: All children non-dependent	10	6.5%	8.8%
	Single family household: Lone parent household	45	29.0%	10.0%
	Other household types	45	29.0%	19.2%
	Total	155	100.0%	100.0%
General Health	Very Good	85	37.0	47.9
	Good	55	31.5	35.7
	Fair	35	20.4	12.2
	Bad	10	11.1	3.4
	Very Bad	#	0.9	0.9
	Total	185	100.0	100.0
	Net health score (VG+G-B-VB)		70.3%	81.4%

Note 1: # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyorishtravellerpopulationsenglandandwales/census2021>

Table 4.3 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Oxford City

Theme	Category	Number of people identifying as Gypsy/ Traveller	% of people identifying as Gypsy/ Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	#		10.7%
	Semi-detached whole house or bungalow	15	33.3%	37.4%
	Terraced (including end-terrace) whole house or bungalow	10	22.2%	29.7%
	Flat, maisonette or apartment	20	44.4%	22.1%
	A caravan or other mobile or temporary structure	#		0.1%
	Total	45	100.0%	100.0%
Tenure	Owned: Owns outright	#		20.1%
	Owned: Owns with a mortgage or loan or shared ownership	#		24.9%
	Private rented or lives rent free	25	50.0%	34.7%
	Rented Social rented	25	50.0%	20.3%
	Total	#	100.0%	100.0%
Occupancy	Occupancy rating of bedrooms 0 or more	45	75.0%	86.9%
	Occupancy rating of bedrooms -1 or less	15	25.0%	13.1%
	Total	60	100.0%	100.0%
Household composition	One person household: Aged 66 years and over	#		4.2%
	One person household: Other	#		7.2%
	Single family household: Couple family household: No children	#		12.2%
	Single family household: Couple family household: Dependent children	15	50.0%	28.2%
	Single family household: Couple family household: All children non-dependent	#		6.3%
	Single family household: Lone parent household	15	50.0%	10.5%
	Other household types	#		31.3%
	Total	30	100.0%	100.0%
General Health	Very Good	25	41.7%	54.8%
	Good	20	33.3%	32.2%
	Fair	#		9.7%
	Bad	15	25.0%	2.6%
	Very Bad	#		0.7%
	Total	60	100.0%	100.0%
	Net health score (VG+G-B-VB)		50.0%	83.6%

Note 1: # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyorishtravellerpopulationsenglandandwales/census2021>

Table 4.4 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: South Oxfordshire

Theme	Category	Number of people identifying as Gypsy/ Traveller	% of people identifying as Gypsy/ Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	25	26.3%	38.0%
	Semi-detached whole house or bungalow	55	57.9%	35.4%
	Terraced (including end-terrace) whole house or bungalow	#		17.5%
	Flat, maisonette or apartment	#		8.0%
	A caravan or other mobile or temporary structure	15	15.8%	1.0%
	Total	95	100.0%	100.0%
Tenure	Owned: Owns outright	15	13.6%	30.8%
	Owned: Owns with a mortgage or loan or shared ownership	15	13.6%	41.4%
	Private rented or lives rent free	20	18.2%	15.5%
	Rented Social rented	60	54.5%	12.2%
	Total	110	100.0%	100.0%
Occupancy	Occupancy rating of bedrooms 0 or more	105	100.0%	96.6%
	Occupancy rating of bedrooms -1 or less	#		3.4%
	Total	105	100	100
Household composition	One person household: Aged 66 years and over	#		5.5%
	One person household: Other	#		5.5%
	Single family household: Couple family household: No children	25	25.0%	16.2%
	Single family household: Couple family household: Dependent children	25	25.0%	36.8%
	Single family household: Couple family household: All children non-dependent	#		9.2%
	Single family household: Lone parent household	35	35.0%	8.6%
	Other household types	15	15.0%	18.2%
	Total	100	100.0%	100.0%
General Health	Very Good	50	47.6%	53.4%
	Good	25	23.8%	33.0%
	Fair	20	19.0%	10.3%
	Bad	10	9.5%	2.6%
	Very Bad	#		0.7%
	Total	105	100.0%	100.0%
	Net health score (VG+G-B-VB)		61.9%	83.2%

Note 1: # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyorishtravellerpopulationsenglandandwales/census2021>

Table 4.5 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: Vale of White Horse

Theme	Category	Number of people identifying as Gypsy/ Traveller	% of people identifying as Gypsy/ Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	#		39.6%
	Semi-detached whole house or bungalow	35	31.8%	32.6%
	Terraced (including end-terrace) whole house or bungalow	25	22.7%	17.8%
	Flat, maisonette or apartment	15	13.6%	9.3%
	A caravan or other mobile or temporary structure	35	31.8%	0.6%
	Total	110	100.0%	100.0%
Tenure	Owned: Owns outright	15	13.6%	29.6%
	Owned: Owns with a mortgage or loan or shared ownership	#		40.4%
	Private rented or lives rent free	15	13.6%	15.1%
	Rented Social rented	80	72.7%	14.9%
	Total	110	100.0%	100.0%
Occupancy	Occupancy rating of bedrooms 0 or more	80	69.6%	97.0%
	Occupancy rating of bedrooms -1 or less	35	30.4%	3.0%
	Total	115	100%	100%
Household composition	One person household: Aged 66 years and over	#		5.1%
	One person household: Other	10	10.0%	6.2%
	Single family household: Couple family household: No children	#		16.6%
	Single family household: Couple family household: Dependent children	50	50.0%	36.6%
	Single family household: Couple family household: All children non-dependent	#		8.7%
	Single family household: Lone parent household	25	25.0%	8.9%
	Other household types	15	15.0%	17.8%
	Total	100	100.0%	100.0%
General Health	Very Good	45	39.1%	52.4%
	Good	40	34.8%	33.6%
	Fair	20	17.4%	10.8%
	Bad	10	8.7%	2.6%
	Very Bad	#		0.7%
	Total	115	100.0%	100.0%
	Net health score (VG+G-B-VB)		65.2%	82.7%

Note 1: # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyorishtravellerpopulationsenglandandwales/census2021>

Table 4.6 Characteristics of properties and households which are occupied by people identifying as Gypsy and Traveller from 2021 Census: West Oxfordshire

Theme	Category	Number of people identifying as Gypsy/ Traveller	% of people identifying as Gypsy/ Traveller	% of total population
Dwelling Stock	Detached whole house or bungalow	20	10.5%	36.0%
	Semi-detached whole house or bungalow	55	28.9%	35.3%
	Terraced (including end-terrace) whole house or bungalow	15	7.9%	21.0%
	Flat, maisonette or apartment	#		7.2%
	A caravan or other mobile or temporary structure	100	52.6%	0.5%
	Total	190	100.0%	100.0%
Tenure	Owned: Owns outright	65	34.2%	30.8%
	Owned: Owns with a mortgage or loan or shared ownership	10	5.3%	37.8%
	Private rented or lives rent free	35	18.4%	17.6%
	Rented Social rented	80	42.1%	13.8%
	Total	190	100.0%	100.0%
Occupancy	Occupancy rating of bedrooms 0 or more	150	78.9%	96.8%
	Occupancy rating of bedrooms -1 or less	40	21.1%	3.2%
	Total	190	100.0%	100.0%
Household composition	One person household: Aged 66 years and over	#		5.9%
	One person household: Other	10	5.6%	5.9%
	Single family household: Couple family household: No children	10	5.6%	16.6%
	Single family household: Couple family household: Dependent children	55	30.6%	34.5%
	Single family household: Couple family household: All children non-dependent	20	11.1%	9.5%
	Single family household: Lone parent household	55	30.6%	9.4%
	Other household types	30	16.7%	18.1%
	Total	180	100.0%	100.0%
General Health	Very Good	75	39.5%	51.3%
	Good	60	31.6%	34.0%
	Fair	25	13.2%	11.2%
	Bad	20	10.5%	2.8%
	Very Bad	10	5.3%	0.8%
	Total	190	100.0%	100.0%
	Net health score (VG+G-B-VB)		55.3%	81.7%

Note 1: # indicates data are suppressed as they relate to a small number of people.

Source: 2021 Census

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/ethnicity/articles/gypsyorishtravellerpopulationsenglandandwales/census2021>

Caravan Count information

- 4.7 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 or the need.
- 4.8 Table 4.7 shows the average of caravans recorded in the last 7 Traveller counts (January 2020 to January 2024) by district and for Oxfordshire as a whole. Data shows an average 687 caravans across Oxfordshire of which 22.4% were on council sites, 76.7% on private sites and 0.8% on unauthorised sites.

Table 4.7 Bi-annual Traveller caravan count figures: average of past 7 counts January 2020 to January 2024

Local Authority	Total Authorised sites (with planning permission)		Total Unauthorised	Total
	Social Rented	Private (inc. temporary permission)	Unauthorised sites (without planning permission)	
Cherwell	0	166	0	166
Oxford	0	0	0	0
South Oxfordshire	62	9	6	77
Vale of White Horse	62	84	0	147
West Oxfordshire	30	268	0	297
Oxfordshire Total	154	527	6	687
Latest 7-Count % Average	22.4	76.7	0.8	100.0

Source: DLUHC Traveller Caravan Count, Live Table

Counts not taken in July 2020 or Jan 2021 due to the COVID pandemic

- 4.9 The data reported for Travelling Showpeople appears incorrect as no caravans are reported across yards in South Oxfordshire, West Oxfordshire and Vale of White Horse despite yards being located in these districts.

Local sites and yards

- 4.10 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 be 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 (see Appendix B for more detailed definitions).

- 4.11 Table 4.8 sets out the location of Gypsy and Traveller sites and Table 4.9 Traveller Showperson yards across Oxfordshire. Across Oxfordshire there are at total of:
- 42 Gypsy and Traveller sites with 292 pitches of which 256 are occupied by 225 Gypsy and Traveller households (noting that some households occupy more than one pitch), 5 are occupied by non-Gypsy households and 31 are vacant.
 - 12 Travelling Showperson yards with 61 plots of which 51 are occupied by 50 households and 3 plots are vacant. Note that some households occupy more than one plot and some large plots are occupied by more than one household who are part of an extended family group. This accounts for the apparent mismatch of 7 plots (61 plots minus 51 occupied by 3 vacant = 7)
- 4.12 Table 4.10 sets out the summary position regarding pitches/plots, vacancy and occupancy by district. 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 the existing private sites are mainly for extended family groups and the ability to live on these sites is therefore restricted. The location of sites by local authority area presented in Maps 4.1 to 4.4. (note no map is produced for Oxford City as there are no sites or yards).
- 4.13 Compared with the 2016/17 GTAA's, the 2024 GTAA reports 11 additional Gypsy and Traveller sites and an additional 63 pitches. The number of Travelling Showperson yards remains at 12 with 51 occupied plots.

Table 4.8 List of Gypsy & Traveller pitches on sites as at September 2024

Local Authority	Site Code	G&T Residential sites	Postcode	Status	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total Response	NO INFO
Cherwell	CPriv1	Bicester Trailer Park, A41 Wendlebury, Nr Bicester, Oxon	OX25 2NY	Private Authorised	8	8		8		0		0	8
Cherwell	CPriv10	The Stables, Main Street, Great Bourton	OX17 1QU	Private Authorised	1	1		1		1		1	0
Cherwell	CPriv2a	Corner Meadow, Mollington,	OX17 1ND	Private Authorised	21	21	0	21		15		15	6
Cherwell	CPriv2b	Stable Block, Mollington	OX17 1ND	Private Authorised	5			0	5	0		0	0
Cherwell	CPriv3	Foxfield Farm, Station Road, Ardley (Horwood Site, Ardley)	OX27 7AD	Private Authorised	1	1		1		0	1	1	
Cherwell	CPriv4	Little Acre, Woodstock Road, Yarnton.	OX5 1PH	Private Authorised	3	3		4		4		4	0
Cherwell	CPriv5	Summer Place (and extension), Blackthorn Road, Launton, OXON	OX26 5DA	Private Authorised	3	3		3		0		0	3
Cherwell	CPriv6	Manor Park, Kidlington Road, Hampton Poyle, Kidlington	OX5 2PW	Private Authorised	11	9	2	9		0		0	9

Local Authority	Site Code	G&T Residential sites	Postcode	Status	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total Response	NO INFO
Cherwell	CPriv7	Greenacres (Land west of M40 Adj A4095), Chesterton,	OX26 1UQ	Private Authorised	3	3	0	3		3		3	0
Cherwell	CPriv8	Land North West of Hill Cottage, Caulcott, Oxon	OX25 4ND	Private Authorised	5	2	3	2		2		2	0
Cherwell	CPriv9	The Paddock, Main Street, Great Bourton,	OX17 1QL	Private Authorised	3	0	3	0		0		0	0
Cherwell	CPriv11	OS Parcel 9635, NE of HMP Bullingdon, Widnell la, Piddington	OX25 1PZ	Private Authorised	6	0	6	0		0		0	0
Cherwell	CPAP1	Land side of Widnell Lane, Piddington	OX25 1PZ	Planning Decision Pending	6		6	0		0		0	
SODC	SPDP1	Emmanuel Ranch, Windmill Road, Towersey	OX9 3QQ	Planning Decision Pending	3	3	0	3		0	3	3	0
SODC	SLA1	Middle Ground, Wheatley, Oxon,	OX33 1QX	Council Authorised	16	16		16		12		12	4
SODC	SLA2	Ten Acre Park, Brickyard Lane, Sandford on Thames, Oxon,	OX4 4YX	Council Authorised	16	15	1	15		6		6	9

Local Authority	Site Code	G&T Residential sites	Postcode	Status	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total Response	NO INFO
SODC	SLA3	Oakley Wood, The Sturt Old Icknield Way, Benson, Oxon,	OX10 6QG	Council Authorised	5	5	0	5		5		5	0
SODC	SPriv1	Satannas Place, Watlington Road, Stadhampton	OX44 7UQ	Private Authorised	2	2		2		2		2	0
SODC	SPrivTemp1	Kiln Lane Garsington	OX44 9AR	Private Temporary and tolerated	5	5	0	5		4		4	0
SODC	SPrivTol1	Manor View, Mill Lane, Marston. Oxon.	OX3 0QF	Private Unauthorised (tolerated site)	4	4	0	4		4		4	0
SODC	SUnauth1	Land to the East side of Junction 8a M40 Waterstock Oxfordshire	OX33 1JW	Private Unauthorised	1	0	1	0		0		0	0
SODC	SPriv2	Field adjacent to the Burial Ground, off B4526 Reading Road, Goring	RG8 0LL	Private Authorised	1	1	0	1		0	1	1	0
SODC	SUnauth2	Primrose View Roke Oxon	OX10 6JD	Private Unauthorised	1	1	0	1		1		1	0
VOWH	VLA1	Woodhill Lane East Challow, Oxon	OX12 9TA	Council Authorised	12	12	0	12		9		9	3
VOWH	VLA2	Red Bridge Hollow, South Hinksey, Oxford	OX1 4XS	Council Authorised	24	19	5	19		14		14	5

Local Authority	Site Code	G&T Residential sites	Postcode	Status	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total Response	NO INFO
VOWH	VPriv1	Windmill View, Watchfield, Oxon,	SN6 8TR	Private Authorised	8	8		8		8		8	0
VOWH	VPriv2	Twelve Oaks A415 Kingston Bagpuize Oxon, OX13 5AR	OX13 5AR	Private Authorised	6	6	0	6	0	0		0	6
VOWH	VPDP1	Maleficent Meadows Baulking Lane Baulking Faringdon	SN7 8NR	Planning Decision Pending	1	1		1		1		1	
VOWH	VPDP2	land known as Lakeview Baulking Lane Baulking Oxon	SN7 8NR	Planning Decision Pending	1	1		1		1		1	
WODC	WLA1	The Furlong, Downs Road, Standlake, OXON	OX29 7UH	Council Authorised	16	16	0	16		10		10	6
WODC	WPriv1	Gilson's Field, near Carterton	OX18 1PF	Private Authorised	4	4		4		1		1	3
WODC	WPriv10	Little Willow, Oxford Road, Eynsham (near Swinford), Oxon.	OX29 4BT	Private Authorised	3	3	0	6		3		3	3
WODC	WPriv11	Land west of 66 Overnorton Road Chipping Norton	OX7 5PH	Private Authorised	4	4		4		0	4	4	0

Local Authority	Site Code	G&T Residential sites	Postcode	Status	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total Response	NO INFO
WODC	WPriv2	Little Acorn, Cogges Lane, Nr Stanton Harcourt, Witney.	OX29 5AH	Private Authorised	1	2	0	2		2		2	0
WODC	WPriv3	The Ark, B4020, Alvescott, Bampton. Oxon.	OX18 2PU	Private Authorised	2	2		1		1		1	0
WODC	WPriv4	The Beeches, Old London Road, Chipping Norton.	OX7 5XD	Private Authorised	32	32		0		0		0	0
WODC	WPriv5	Three Corner Bit, Meadow End, Fullbrook, Burford, Oxon	OX18 4BQ	Private Authorised	2	2	0	2		2		2	0
WODC	WPriv6	The Paddocks, The Weald, Bampton, Oxon.	OX18 2HL	Private Authorised	11	7	3	7		6		6	1
WODC	WPriv7	Ting Tang Lane, Nr Minster Lovell, Oxon.	OX29 0RU	Private Authorised	23	22	1	22		17		17	5
WODC	WPriv8	Home Farm, Barnard Gate, Witney, Oxon.	OX29 6XE	Private Authorised	6	6	0	4		4		4	0
WODC	WPriv9	1 The Hayse, Churchill Road, Kingham, Oxon.	OX7 6TA	Private Authorised	1	1	0	1		1		1	0

Local Authority	Site Code	G&T Residential sites	Postcode	Status	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total Response	NO INFO
WODC	WUnauth1	Land SE of North Four Shire Stone Farm, London Road, Kitebrook, Little Compton, Moreton-in-March, Oxon.	GL56 0PL	Unauthorised	5	5	0	5		0	5	5	0

Non response was either due to households not being available after multiple visits (households visited up to 4 times on different days and times), being asked by owners not to interview residents or refusals

Table 4.9 List of Travelling Showperson yards as at September 2024

Local Authority	Yard Code	Address	Postcode	Status	No. Plots	Total occupied plots	Total vacant plots	Total TSP households	Household interviews	Data from planning records	Total Response	No response
Cherwell	CTSP1	Hebbons Yard, Bicester Road, Kidlington	OX5 2LD	Private Authorised	3	0	0	0	0		0	0
Cherwell	CTSP2	Blue Pitts, South Newington Road, Bloxham, Banbury	OX15 4JB	Private Authorised	3	3		3	3		3	0
Cherwell	CTSP3	Fair Acre, South Newington Road, Bloxham, Banbury	OX15 4JB	Private Authorised	6	6		6	0		0	6
Cherwell	CTSP4	Carousel Park, South Newington Road, Bloxham, Banbury	OX15 4HE	Private Authorised	2	2		2	2		2	0
SODC	STSP1	Webb's yard, Cuxham Road, Watlington, Oxon	OX49 5LZ	Private Authorised	10	4	2	4	4		4	0
SODC	STSP2	Bucklands Paddock, 35 Cuxham Road, Watlington, Oxon,	OX49 5LY	Private Authorised	7	6	1	6	6		6	0
SODC	STSP3	Sandpits Covert, Baldon Lane, Marsh Baldon, Oxford	OX44 9LT	Private Authorised	5	5	0	2	2		2	0
WODC	WTSP1	Cuckoo Wood Farm, Freeland	OX29 8AD	Private Authorised	12	12	0	19	19		19	0
WODC	WTSP2	The Homestead, Bell Lane, Cassington	OX29 4DS	Private Authorised	4	4		1	1		1	0
WODC	WTSP3	Forest's Yard, Brickell's Meadow, West End, Witney	OX28 1NJ	Private Authorised	5	5		4	4		4	0
WODC	WTSP4	Hatwell's Yard, Greenacre, Scrubbs Lane, Shilton	OX18 4AW	Private Authorised	3	3		2	2		2	0
VOWH	VTSP1	Fairview, Oday Hill Lane, Abingdon	OX14 4AB	Private Authorised	1	1	0	1	1		1	0

Non response was either due to households not being available after multiple visits, being asked by owners not to interview residents or refusals.

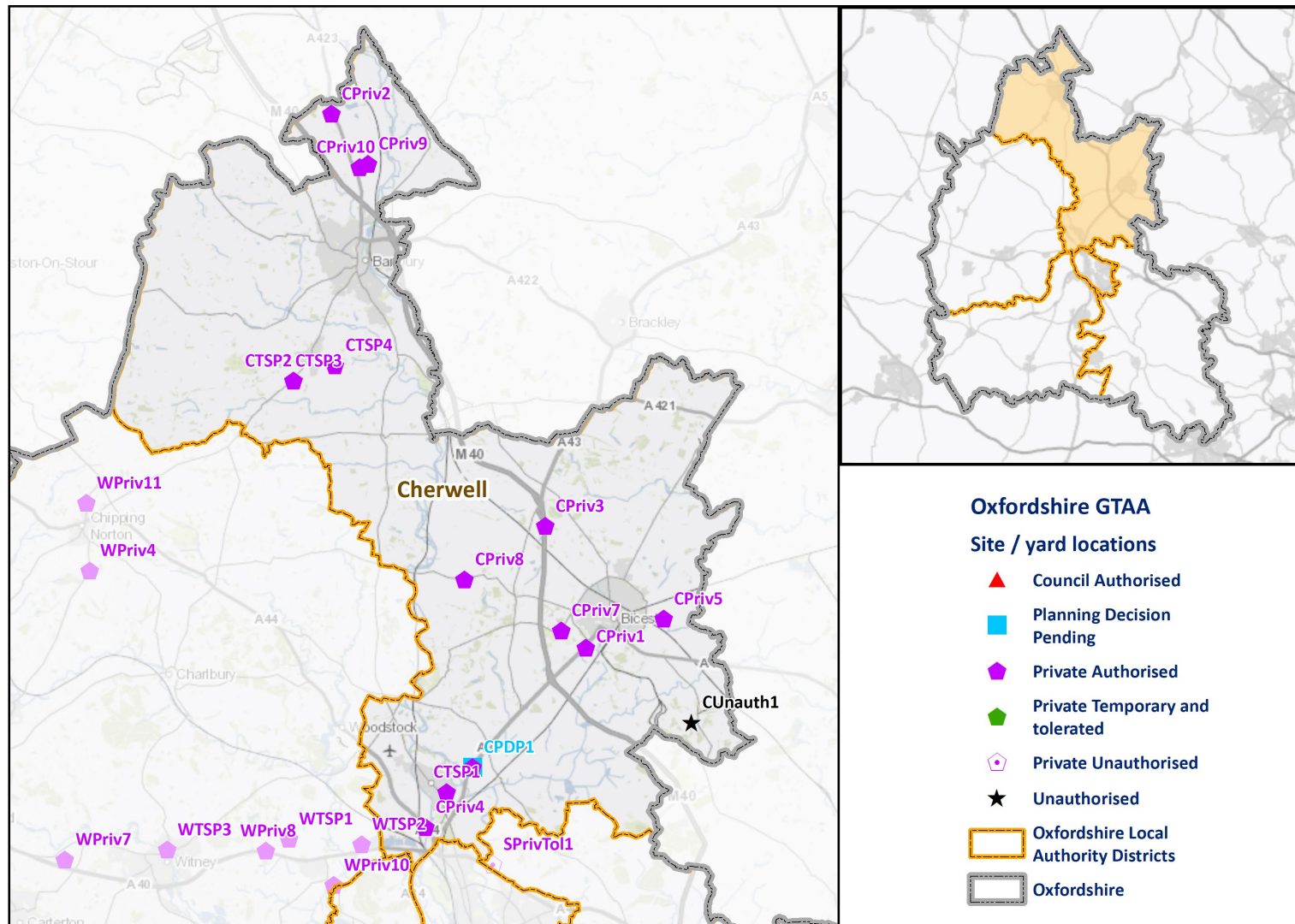
Table 4.10 Summary of sites/pitches, yards/plots, occupancy and response**Gypsy and Traveller**

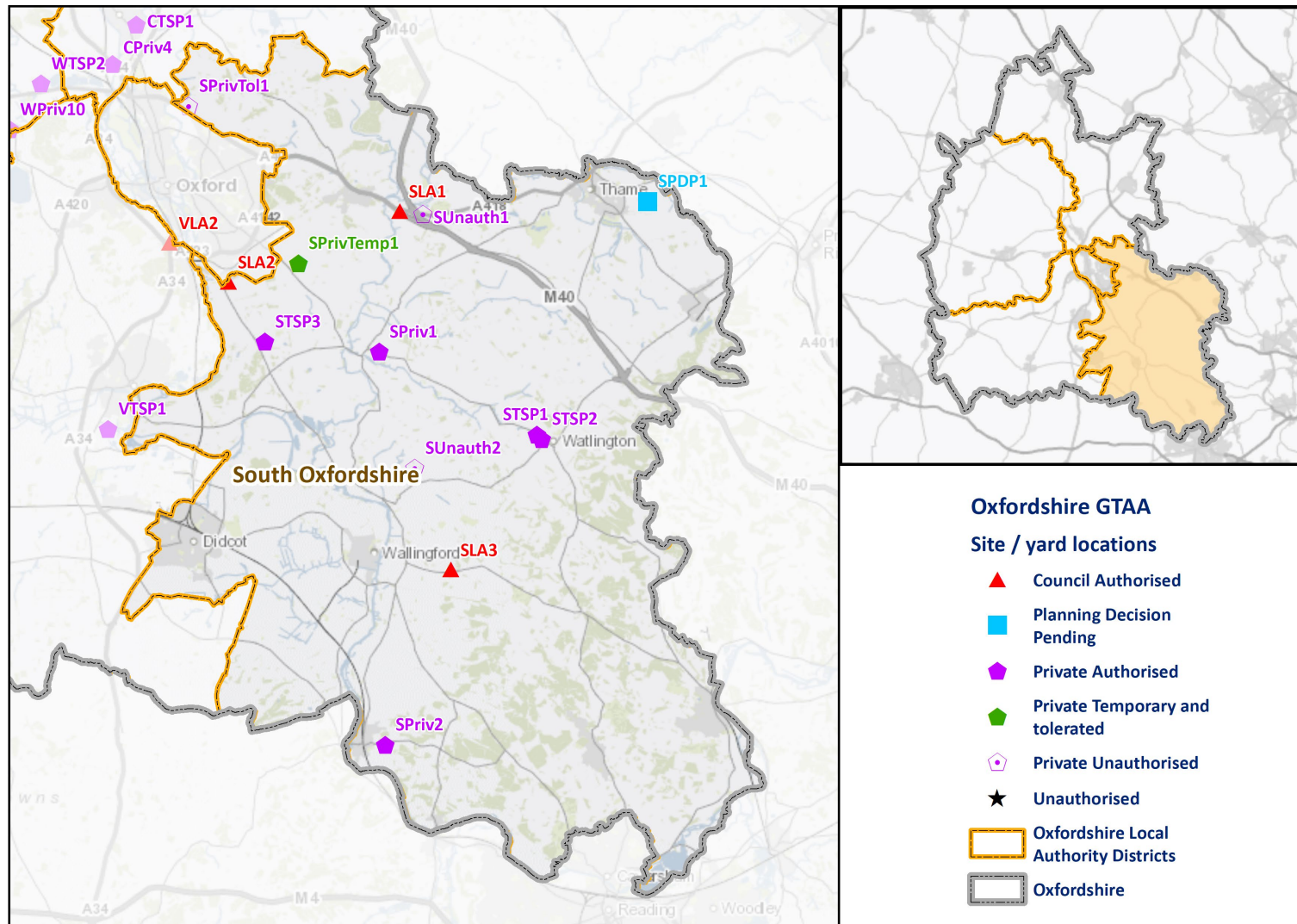
District	No. Sites	No. Pitches	Total occupied pitches	Total vacant pitches	Total G&T households	Total non G&T households	Household interviews	Data from planning records	Total response	No response
Cherwell	13	76	51	20	52	5	25	1	26	26
Oxford	0	0	0	0	0	0	0	0	0	0
South Oxfordshire	10	54	52	2	52	0	34	4	38	13
Vale of White Horse	6	52	47	5	47	0	33	0	33	14
West Oxfordshire	13	110	106	4	74	0	47	9	56	18
Oxfordshire total	42	292	256	31	225	5	139	14	153	71

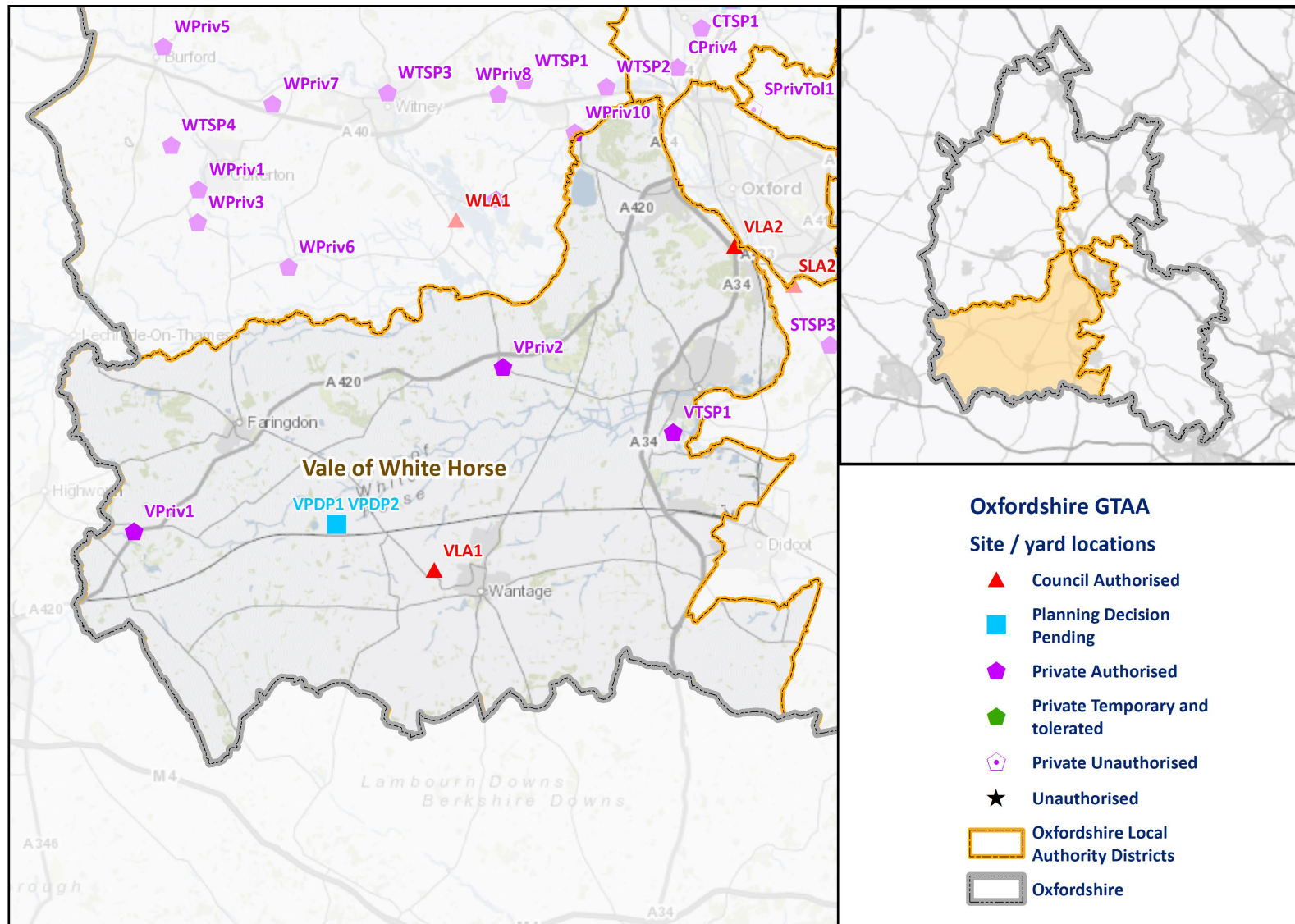
Travelling Showperson

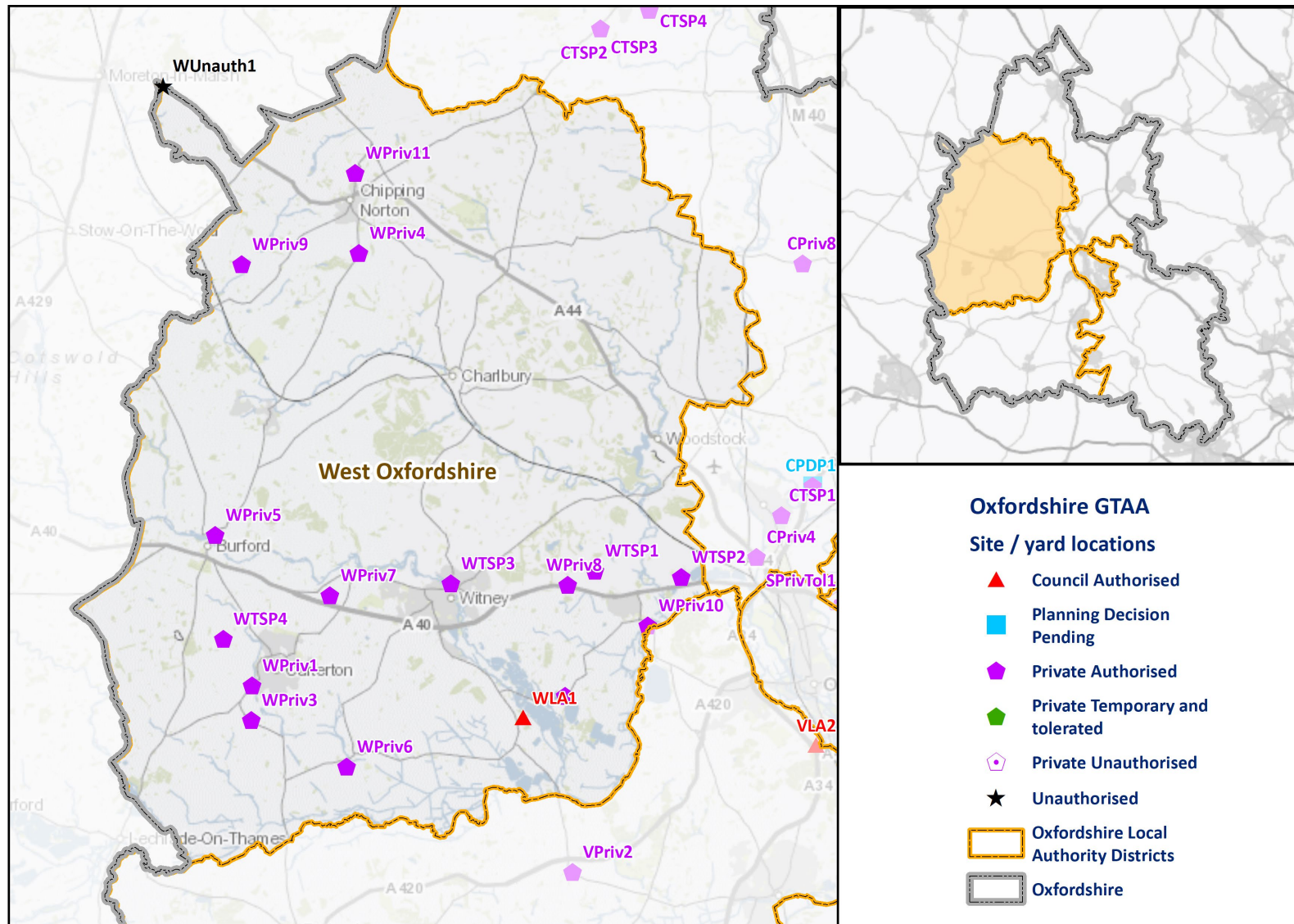
District	No. Yards	No. Plots	Total occupied plots	Total vacant plots	Total TSP households	Household interviews	Data from planning records	Total response	No response
Cherwell	4	14	11	0	11	5	0	5	6
South Oxfordshire	3	22	15	3	12	12	0	12	0
Vale of White Horse	1	1	1	0	1	1	0	1	0
West Oxfordshire	4	24	24	0	26	26	0	26	0
Oxfordshire total	12	61	51	3	50	44	0	44	6

Note in Cherwell, 3 plots at Hebbons Yard are used for storage only; in West Oxfordshire some households occupy more than one plot and some large plots are occupied by more than one household who are part of an extended family group; 4 plots in South Oxfordshire are used for transit provision.

Map 4.1 Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: Cherwell

Map 4.2 Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: South Oxfordshire

Map 4.3 Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: Vale of White Horse

Map 4.4 Location of Gypsy and Traveller sites and Travelling Showperson's yards in Oxfordshire: West Oxfordshire

5. Household survey findings

Introduction

- 5.1 This chapter presents the findings of the household survey, which was carried out to provide primary data to inform this GTAA. The survey aimed to reach as many Gypsy and Traveller and households living in the study area as possible. It was conducted using the questionnaire presented in Appendix A. For Gypsies and Travellers, data are presented for each district and for Oxfordshire as a whole. For Travelling Showpeople, district-level data would be based on a small number of households and therefore data are presented for Oxfordshire as a whole.
- 5.2 Where possible data are presented for individual districts but for Travelling Showpeople, because of the small numbers of households across Oxfordshire data are presented for the county as a whole.

Gypsy and Traveller households living in Oxfordshire

- 5.3 A review of the characteristics of Gypsy and Traveller households living in Oxfordshire has been based on data from a total of 153 households (based on 139 interviews plus data for 14 households from planning records).
- 5.4 The number of responses achieved is summarised for each question. 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.
- 5.5 **Ethnicity** (base=131): Of household representatives interviewed across Oxfordshire, 69.5% described themselves as Gypsy (including Romany, Romany Gypsy and English Gypsy, 28.2% as Irish Traveller and 2.3% as other/prefer not to say. The breakdown of ethnicity by district is shown in Table 5.1.

Table 5.1 Ethnicity of Gypsies and Travellers by district

Ethnicity	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Gypsy/Romany/English Traveller	50.0%	52.9%	54.5%	89.3%	69.5%
Irish Traveller	16.7%	47.1%	45.5%	8.9%	28.2%
Other/Prefer not to say	33.3%	0.0%	0.0%	1.8%	2.3%
Total	6	34	33	56	131

Source: 2024 household survey; planning application data

- 5.6 **Household size** (base=151): Across Oxfordshire, 17.9% of households were single person; 23.8% two person; 21.9% three person; 16.6% four person, 8.6% five person and 11.3% six or more people. The breakdown of household size by district is shown in Table 5.2.

Table 5.2 Household size of Gypsies and Travellers by district

Number of people in household	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
1	32.0%	13.2%	3.0%	23.6%	17.9%
2	28.0%	21.1%	27.3%	21.8%	23.8%
3	20.0%	15.8%	30.3%	21.8%	21.9%
4	4.0%	26.3%	15.2%	16.4%	16.6%
5	4.0%	5.3%	12.1%	10.9%	8.6%
6 or more	12.0%	18.4%	12.1%	5.5%	11.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Base	25	38	33	55	151

Source: 2024 household survey; planning application data

- 5.7 **Household type** (base:151): Across Oxfordshire 17.9% were singles, 19.2% were single parents, 13.9% were couples, 33.1% were couples with child(ren) which can include non-dependent children, 15.9% were multi-adult families, extended families or other household types, such as couples with siblings living with them and friends sharing. The breakdown of household type by district is shown in Table 5.3.

Table 5.3 Household type of Gypsies and Traveller households by district

Number of people in household	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Single	32.0%	13.2%	3.0%	23.6%	17.9%
Single Parent	16.0%	21.1%	24.2%	16.4%	19.2%
Couple	12.0%	13.2%	18.2%	12.7%	13.9%
Couple and children	24.0%	31.6%	42.4%	32.7%	33.1%
Multi-adult/extended/other	16.0%	21.1%	12.1%	14.5%	15.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Base	25	38	33	55	151

Source: 2024 household survey; planning application data

- 5.8 **Age profile:** The household survey identified a total of 458 Gypsies and Travellers living on sites in Oxfordshire. The age profile is as follows: 32.5% aged 13 or under, 5.7% aged 14-17, 26% aged 18-34, 18.6% aged 35-49, 9.8% aged 50-64 and 7.4% aged 65 and over. The breakdown of age profile by district is shown in Table 5.4.

Table 5.4 Age profile of Gypsies and Travellers by district

Age	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Under 14	29.9%	36.7%	33.9%	29.1%	32.5%
14 to 17	6.0%	5.5%	4.5%	6.6%	5.7%
18 to 34	17.9%	27.3%	31.3%	24.5%	26.0%
35 to 49	28.4%	14.1%	14.3%	21.2%	18.6%
50 to 64	9.0%	7.0%	9.8%	12.6%	9.8%
65 and over	9.0%	9.4%	6.3%	6.0%	7.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Base	67	128	112	151	458

Source: 2024 household survey; planning application data

- 5.9 **Length of residence** (base=137): Across Oxfordshire, 29.9% had lived at their current place of residence for less than 5 years, 16.1% between 5 and less than 10 years, 17.5% between 10 and less than 15 years, 5.8% between 15 and less than 20 years and 30.7% for 20 years or more. The breakdown of length of residence by district is shown in Table 5.5.

Table 5.5 Length of residence of Gypsies and Travellers by district

Length of residence	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Less than 5 years	38.1%	17.1%	24.2%	39.6%	29.9%
Between 5 and less than 10 years	38.1%	17.1%	9.1%	10.4%	16.1%
Between 10 and less than 15 years	23.8%	2.9%	21.2%	22.9%	17.5%
Between 15 and less than 20 years	0.0%	14.3%	3.0%	4.2%	5.8%
20 or more years	0.0%	48.6%	42.4%	22.9%	30.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Base	21	35	33	48	137

Source: 2024 household survey; planning application data

- 5.10 **Overcrowding**: When asked if their home was overcrowded (base=87), across Oxfordshire 14.9% said yes and 85.1% said no. When asked whether their pitch was overcrowded (base=70), 5.7% said yes and 94.3% said no. The breakdown of overcrowding of home and pitch by district is shown in Table 5.6.

Table 5.6 Overcrowding of home and pitch by district

Overcrowding of home	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Yes	0.0%	27.3%	20.8%	6.9%	14.9%
No	100.0%	72.7%	79.2%	93.1%	85.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Base	12	22	24	29	87
Overcrowding of pitch	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Yes	0.0%	17.6%	0.0%	3.7%	5.7%
No	100.0%	82.4%	100%	96.3%	94.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Base	9	17	17	27	70

Source: 2024 household survey; planning application data

Help and support needs

- 5.11 Respondents were asked if they had any broader help and support needs. Several respondents mentioned illness and disability but there were no specific support needs identified for which households required assistance.

Travelling Showperson households living in Oxfordshire

- 5.12 There are a total of 50 Travelling Showperson households living on plots across Oxfordshire. As there are small numbers of households in some districts, it would not be appropriate to present district-level analysis as this has the potential to identify data for individual households. Therefore, data for Travelling Showpeople across Oxfordshire is presented.
- 5.13 **Household size** (base=44): Across Oxfordshire, 30.8% of households were single person; 30.8% two person; 7.7% three person; 23.1% four person, 7.7% five or more people.
- 5.14 **Household type** (base:44): Across Oxfordshire 29.5% were singles, 2.2% were single parents, 20.5% were couples, 36.4% were couples with child(ren) which can include non-dependent children, 11.4% were multi-adult families, extended families or other household types, such as couples with siblings living with them and friends sharing.
- 5.15 **Age profile:** The household survey identified a total of 99 Travelling Showpeople living on plots in Oxfordshire. The age profile is as follows: 15.2% aged 13 or under, 6.1% aged 14-17, 20.2% aged 18-34, 9.1% aged 35-49, 28.3% aged 50-64 and 21.2% aged 65 and over.

- 5.16 **Length of residence** (base=18): Across Oxfordshire, 0% had lived at their current place of residence for less than 5 years, 11.1% between 5 and less than 10 years, 11.1% between 10 and less than 15 years, 0% between 15 and less than 20 years and 77.7% for 20 years or more.
- 5.17 **Overcrowding**: None of the households interviewed indicated that their home or plot was overcrowded.
- 5.18 No specific health or support needs were indicated by respondents.

6. Stakeholder feedback

Introduction

- 6.1 As part of our research, arc⁴ contacted a range of stakeholders to obtain feedback on Gypsy and Traveller, Travelling Showperson and Boat Dweller matters. Responses relating to Gypsies, Travellers and Travelling Showpeople is presented in this chapter, with information regarding boat dwellers presented in Chapter 9. **Please note these are the views and opinions of stakeholders and not necessarily the views of the councils or arc⁴.** A total of 43 stakeholders were contacted including council officers from within and adjacent to Oxfordshire, Traveller organisations and organisations associated with boat dwellers. A total of 13 responses were received.

Gypsy and Traveller stakeholder feedback

Residential Pitch Need for Gypsies and Travellers across Oxfordshire

- 6.2 Council officers confirmed a need for more permanent residential accommodation for the Gypsy and Traveller community in Oxfordshire. There were concerns that growing families on council owned pitches may result in increased levels of overcrowding. Stakeholders should consider either constructing new sites or other permanent residential options to accommodate the increasing demand.
- 6.3 The traditional approach of designated sites with individual plots often leads to placement in less desirable locations, such as near motorways or flood-prone zones, which is not ideal for the residents. Although there are a number of private sites across Oxfordshire, the council are often not informed by the community, that these are either already occupied, unaffordable or whether everyone can be accepted.
- 6.4 South and Vale council officers noted that the district councils are currently dealing with an above average number of planning enforcement investigations relating to the creation of unauthorised Traveller pitches on unsuitable sites, in the open countryside; in or adjacent to National Landscapes (formerly AONBs); in the green belt and on lands at risk of flooding. This has led to numerous and expensive public inquiries and hearings resulting in a growing number of temporary planning permissions being granted on marginally acceptable sites and the displacement of a growing number of Traveller families on those sites.
- 6.5 The lack of supply of allocated sites in both council areas is making it increasingly difficult to prevent development on unsuitable sites. Based on recent enforcement cases the council are aware of approximately 10 Traveller families in need of a permanent pitch in South Oxfordshire; and 4 Traveller families in need of a permanent pitch in Vale of White Horse. One respondent commented that more single pitches rather than larger site allocations may work within the planning process.
- 6.6 Council officers also commented that in the past, there have been a number of unauthorised sites throughout West Oxfordshire district – potentially reflecting a local need for additional pitches, but anecdotally, this seems to have reduced.

Stakeholders questioned whether this is because the need has been accommodated within the district/county or elsewhere, due to changes in lifestyle within the Travelling communities or because unauthorised sites are being tolerated/not reported.

- 6.7 Council officers confirmed that it is difficult to assess the need for further sites as site visits are infrequent, planning approvals are not checked regularly against the conditions but the council are running a project to address this issue.
- 6.8 Neighbouring council officers noted that there is a general need across the country and across the south east for additional pitches for Gypsy and Travellers. It is recognised that the previous GTAA's undertaken for Oxfordshire authorities identified modest needs based on the now superseded PPTS definition. It would therefore be expected that a greater need would be identified factoring in the recently revised PPTS definition which once again includes Travellers that have ceased to travel permanently for reasons of age, health and education.
- 6.9 Generally, stakeholders commented there are not enough pitches, transit pitches or stopping places. Many Gypsies and Travellers have to accept bricks and mortar housing away from their families when they would rather be living on a pitch on a site. Providing good accommodation for people improves health outcomes, including mental health. Oxfordshire should act upon its need for pitches as found in previous GTAA's.

Potential locations for permanent sites

- 6.10 Council officers recognise the challenge of providing permanent sites and suggested a full assessment of the current sites / location and compliance as a starting point.
- 6.11 Council officers stated that if more permanent sites are needed, a practical approach would be to build or extend near to existing sites, if there is available land. This would allow for easier integration with the current infrastructure and communities, making it a logical and efficient solution.
- 6.12 There is still a strong preference amongst many Gypsy and Traveller households to live alongside other members of their extended families. However, sites that have a mix of people from different communities or families, may lead to difficulties and feuds. Conversely, many in the Gypsy and Traveller communities no longer follow a nomadic lifestyle, indicating a potential preference for more conventional housing.
- 6.13 Integrating these communities into the general population, perhaps in designated areas within housing estates, could be a solution. This approach could promote a sense of community but also encourage better maintenance of living areas and adherence to local norms, benefiting both the Gypsy and Traveller community and wider society.
- 6.14 Previous studies have shown the need for two main locational factors: expanding existing sites (allows communities to evolve and provides mutual support and facilities); and sites close to main settlements within the county where there are a range of services and facilities, especially health facilities. Sustainable locations / discreet sites on the fringes of some of the larger

villages and towns that are outside the green belt and National Landscapes (formerly AONB) seem favourable. This might include Thame, Didcot, Faringdon or Wantage. These towns are relatively close to areas of some unauthorised Traveller pitches and provide good access.

- 6.15 Neighbouring council officers highlight national policy that recognises Gypsy and Traveller sites will generally be located in countryside locations, given the lack of available land within settlements. The approach is to direct development towards defined settlements and sites should be well related to these, for example, sites generally will need to be within reasonable travelling distance by active travel modes to the nearby settlement/s, taking account of any barriers to movement.
- 6.16 More generally, as found in previous GTAAs, sites should not be located in areas that will be detrimental to health, such as near to trunk roads, industrial land, water and recycling plants.

Potential barriers to permanent sites

- 6.17 Council officers recognised that there are notable barriers to creating new permanent sites. These include planning constraints, financial limitations, and potential resistance / public perception from the settled community with local residents often opposed to such communities with a 'not in my back yard' approach.
- 6.18 Competing land uses was also highlighted as a potential barrier to permanent sites, particularly within or for adjoining urban areas but also in greenfield sites, rural locations (such as solar farms, offsite biodiversity net gain, Environmental Land Management schemes (ELMs), food production) meaning that very few sites are put forward for use by Gypsy and Travellers. There is also a reliance on private sites as local authorities are not providing public sites.
- 6.19 There are challenges with the incentive to achieve the highest and best use of land making suitable sites close to services and facilities cost prohibitive. Developers are not incentivised to deliver permanent sites and parishes are hard to encourage.
- 6.20 The Gypsy and Traveller community often have problems getting representation from agents. They struggle to understand the planning, licensing, fit and proper requirements. There is a belief that the best way to secure a plot is to set up camp and apply for planning permission after they are in place. There is also a lack of trust in the planning system by many in the Traveller community.
- 6.21 Neighbouring council officers suggest land availability as the main barrier with the need to find a willing landowner to enable a site to be viably developed. More generally, the main barrier is lack of will on the part of local authorities in not pushing for sites to be built. Lack of funds is an excuse as there is money for social housing and that is what sites are, so should be treated no differently. The other issue is not properly consulting with members of the Gypsy and Traveller community on what and where sites are needed. Community engagement needs to be better.

Gypsy and Traveller unauthorised encampments and the need for temporary provision

- 6.22 Over recent years, unauthorised encampment activity has continued in Oxfordshire. When these occur, the approach involves visiting and engaging directly with the Gypsies and Travellers. There are established policies to handle such encampments, which are effectively supported by strong collaboration with local police and partner agencies. This cooperative framework helps to address the challenges associated with unauthorised encampments.
- 6.23 In a few cases, temporary encampments have been with the permission of a farmer. There is a site on the corner of Benson Lane and A4074 at Preston Crowmarsh, which in the past has attracted periodic encampments but generally not more than 28 days. The abandoned White Lion (P/H) site at Crays Pond also attracts periodic encampments, which again have generally not been for more than 28 days. Stakeholders also identified rough sleepers in tents, caravans and cars besides Thames Water Treatment Plant (LIDL) in Witney (who are not Travellers).
- 6.24 It was highlighted by council officers that it often proves difficult to deal with any retrospective planning applications as owners do not install services properly and/or the damage is already done so it is difficult to rectify.
- 6.25 Generally, good practice is that responses to unauthorised encampments will be led by health and wellbeing outreach teams, community health visitors, rather than environmental departments or enforcement procedures. Welfare assessments must be carried out correctly.

Transit sites

- 6.26 Council officers suggested a need for transit sites in Oxfordshire to provide short-term accommodation for Gypsies and Travellers. These sites could help manage unauthorised encampments by offering necessary amenities. However, challenges arise when Gypsies and Travellers might not seek out these sites or be willing to pay, leading to questions about funding and maintenance.
- 6.27 Additionally, with 25 unauthorised encampments last year, the cost-effectiveness of establishing and managing such sites is a concern. Moreover, there is likely to be opposition from the settled community, adding to the complexity of implementing this solution. The decision should weigh the potential benefits against the financial, logistical, and social implications.
- 6.28 Stakeholders suggested that it would be useful to get the views of the Travelling communities' on the need for such sites. However, questions were raised with regards to who would run such a facility as it would unlikely to be provided by a local authority, and how easy it would be to enforce and control if sites remain transitional or become permanent by misuse.
- 6.29 Stakeholders suggested that it may be best to have a pitch available on existing permanent sites for this use if in a suitable location. When making planning approvals perhaps each site could have 1 plot allocated for this purpose.
- 6.30 Neighbouring council officers were not able to comment on the need for transit sites in Oxfordshire. However, it is generally understood that stopping on

authorised sites or alternatively via ‘negotiated stopping’ is helpful to support Traveller’s nomadic way of life. They also highlighted that the provision of formal transit site/s does offer greater powers under the Criminal Justice and Public Order Act 1994 to address unauthorised encampment activity within a district. Transit provision would therefore not be considered a cross-boundary matter.

- 6.31 Previous GTAAs will inform the need but as there are very few transit sites, or stopping places across England, and given the location of the county in England and its proximity to main motorway routes, there is a definite need for some kind of transit/stopping place or negotiated stopping place.

Temporary stop-over places

- 6.32 Council officers confirmed that there is a potential need for temporary stopover places in Oxfordshire to manage unauthorised encampments and stop them appearing across the district. Such places, including fields and disused land, could offer an interim solution.
- 6.33 However, similar challenges to those faced with transit sites apply here as well. The likelihood of Gypsies and Travellers using these designated areas is uncertain, especially if they are not conveniently located. Funding and maintenance are also significant concerns, along with cost-effectiveness considering the low number of unauthorised encampments. Additionally, as with permanent transit sites, the proposal of temporary stopover places might face objections from the settled community.
- 6.34 Similar questions were raised with regards to how the facilities would be managed plus enforcement or control of sites with them not being permanent.
- 6.35 Neighbouring local authorities were not able to confirm if there is a need for stopping sites in Oxfordshire but again highlighted that stop-over provision could support Travellers and may reduce unauthorised trespassing and encampments. A negotiated stopping policy may work, in preference to identifying specific transit sites.
- 6.36 It would be useful to have some kind of provision for nomadic Gypsies, Travellers, New Travellers, and van dwellers which is close to main routes. Bristol City Council had a good model during Covid that was brought in with community engagement with the local van dwelling population where disused land with hard standing was reused as temporary stopping and the council provided toilets, water and refuse collection for a small fee. Again, it would be useful to get the Travelling communities’ views on the need for such sites.

Barriers to transit provision

- 6.37 The main barriers to transit provision include utilisation concerns, funding and maintenance challenges, resources to enforce / control sites and potential opposition from the settled community.
- 6.38 Council officers questioned if priority should be given first to providing permanent sites for local Travelling communities/households. There also needs to be the creation of adequate and enforceable controls limiting the length of stay so that the need continues to be catered for and not taken over by permanent pitches.

- 6.39 Neighbouring local authorities identified land availability, capital costs and ongoing management to be addressed and agreed to enable provision. In addition, private transit pitches on lawful permanent sites may help Travellers to stop over with families and friends for a short time.
- 6.40 Councils seem to be nervous of providing temporary places but there are some good practice models such as Bristol and Leeds where this has worked well.

Gypsies and Travellers in bricks and mortar / residential sites accommodation

- 6.41 Council officers identified that some relatives of residents live in houses and/or private sites across Oxfordshire and have not been made aware of any issues regarding their housing or support needs.
- 6.42 A stakeholder commented that, generally, people often have to choose bricks and mortar accommodation over culturally suitable site accommodation due to the shortage of pitches. Research and anecdotal evidence from community members show that living in bricks and mortar has a severe detrimental effect on many Gypsies and Travellers mental health. For non-ethnic communities such as New Travellers or van dwellers there are lots who are generally living on campsites or in laybys and car parks as especially during summer seasons on campsites there is nowhere for these groups to live. Sites should also include non-ethnic groups and their needs.

Access to facilities, services and unmet needs

- 6.43 A stakeholder reported that as a service, the local authority are acutely aware of the unique challenges faced by Gypsies and Travellers. These communities often encounter barriers in accessing essential services such as healthcare, education, and basic services. Council officers actively collaborate with local health departments, educational institutions including schools, and Citizens Advice Bureau to support these communities. The multi-partnership agency approach involves building strong community relationships and providing tailored assistance to meet their diverse needs effectively.
- 6.44 Council officers also identified a lack of onsite provision of facilities such as for children's play, pitches taken over by non-Gypsy and Traveller households, redevelopment of sites for other uses, prejudice, and abuse at those sites in Witney (banging on windows and doors at night).
- 6.45 Access to facilities, services, health, and education are all frequently cited by Gypsy Travellers in connection with enforcement investigations. In many cases, Travellers are looking for sizeable plots of land, often including some provision for keeping horses, dogs and other animals. Affordable plots catering for these needs, with reasonable access to services and facilities are not easily found.
- 6.46 Council officers also highlighted when visiting sites they see post boxes full of unread letters, clearly from schools and authorities. In the main communication by letter is not to be recommended but the problem is there is not the time to deal with the problems verbally.
- 6.47 Neighbouring councils were not able to comment on the challenges Oxfordshire based Travellers face. However, there is a full awareness of the health, education and accommodation needs Travellers face which are similar to the

national picture. General issues include the lack of services who are culturally competent to work with Gypsy and Traveller communities, poor health outcomes, poor education attainment/attendance (due to low literacy, discrimination and marginalisation) as well as systemic failure to accommodate the needs of the communities.

Movement and cross-boundary considerations

- 6.48 Stakeholders were asked about regular movements of Gypsies, Travellers and Travelling Showpeople from Oxfordshire between districts and to other neighbouring areas.
- 6.49 Neighbouring local authorities refer to their own GTAA reports with regards to regular movements but many are not aware of any specific movements within Oxfordshire.
- 6.50 Travellers mainly travel for weddings, which are often out of the UK.
- 6.51 Oxfordshire has the A34 and M40 in its boundaries the county therefore becomes part of the major routes across the country for people travelling to community events, such as Stow Horse Fair etc.
- 6.52 Council officers identified that ethnic minority groups can often be misunderstood and underrepresented within settled communities. This often leads to discrimination and creates wrong perceptions around their culture and values. Although Travellers and Roma have very different customs, religion, and language, they have several characteristics that they share - the importance of family, extended family bonds and community networks, nomadic way of life, tendency to self-employ as well as the experience of disadvantage and having poorest health outcomes in the UK.
- 6.53 Many stakeholders were not aware of any cross-boundary issues and were unable to comment.
- 6.54 The study should consider typical patterns of movement and preferred stopping locations, and also the position of existing or planned sites outside of the study area. This will ensure that any new sites are provided in appropriate locations and avoid doubling provision either side of an administrative boundary.
- 6.55 There should also be good communication with neighbouring counties, particularly when families' cross boundaries, to ensure care and services are consistent. This is especially important for health and education.

Travelling Showperson stakeholder feedback

- 6.56 Please note that this section of the report summarises feedback received by stakeholders. The views and comments are not necessarily those of the councils or arc4.**

Residential plot need for Travelling Showpeople across Oxfordshire

- 6.57 Council officers stated that ‘to our knowledge, the community of Travelling Show-people in Oxfordshire is well established and largely self-sufficient. Most have their own land and plots across the county. Therefore, we believe there is no pressing need for additional permanent residential plots for them from our end, as they seem to be adequately provided for within their community.’
- 6.58 The existing Local Plan allocated a site for Travelling Showpeople in West Oxfordshire and work has begun on implementing the planning approvals but there are still a number of plots available. In theory, this may reflect that there is not the current demand for additional plots.
- 6.59 Neighbouring council officers have mixed views on the residential plot need for Travelling Showpeople. Some highlight a shortfall on the basis of a previous need identified for some authorities within Oxfordshire and therefore with household growth. It would be expected that additional need would be required moving forward unless sites have been delivered to accommodate this need already. Other authorities have either no evidence that would indicate a need for more permanent residential plots in Oxfordshire or no working knowledge.

Location of permanent yards (by local authority area)

- 6.60 Council officers noted that given the mixed use nature of Showperson yards (residential and business, storage and maintenance of equipment), sites within urban areas tend not to be appropriate. Given the need to transport and manoeuvre large heavy goods vehicles, locations need to have safe and easy access to the main highway networks in the county. New sites should therefore be close to a trunk road or the motorway.
- 6.61 Neighbouring council officers suggested similar locations to Gypsy and Traveller pitches.
- 6.62 More widely, there was the suggestion that the community will know best and should be consulted on potential locations.

Main barriers to the provision of new permanent yards

- 6.63 Stakeholders suggested similar barriers to permanent sites such as planning constraints, financial limitations, lack of consultation and lack of will with the added issue of greater potential of disturbance of neighbours.
- 6.64 Neighbouring council officers highlighted land availability for suitable sites as the main barrier with a willing landowner needed to enable a site to be viably developed. The location of Gypsy and Traveller sites is consistently the most contentious issue in Local Plans which can only be resolved through liaison with local communities and Traveller associations.

Contributing to the Duty to Cooperate with neighbouring authorities

- 6.65 The questionnaire asked if the study contributes to the Duty to Cooperate. The following responses were received from neighbouring local authorities:
- North Northamptonshire Council: Yes. This questionnaire contributes to the council's requirements under the Duty to Cooperate; although it should be noted that North Northamptonshire Council does not directly border Oxfordshire County Council.
 - Warwickshire County Council: Yes
 - Wiltshire Council: Agreed
 - Wokingham Borough Council: The questionnaire provides a starting point for discussion and engagement on this issue. Further engagement on the outcomes of the study and emerging policy approach to address it would be expected.

Key strategic messages for the GTAA

- 6.66 Council officers believe that the way to obtain true and relevant responses to this research is to engage directly with these communities so their real circumstances and opinions can be voiced and therefore considered.
- 6.67 Thrupp Canal Cruising Club hope that one of the strategic messages might be that alternative chosen lifestyles are acknowledged and supported and that those who choose such a way of life are accepted and assisted to make the best of their choice.
- 6.68 Neighbouring local authorities would like to see that the overall level of need is identified for each district with clear recommendations about meeting this need in full. Any cross-boundary matters can be addressed through the plan-making process, policy development and consultation with neighbouring authorities. Plus there is adequate provision linked to support services and schools.
- 6.69 Neighbouring authorities also expressed the need for specific allocations of land for the creation of an adequate supply of permanent pitches including those persons captured by the Lisa Smith decision.
- 6.70 Oxfordshire should be seen to be setting a positive example in engaging with and meeting the needs of its Travelling communities. It should be fully inclusive of the Gypsy and Traveller communities in all its policies and that it acts upon those policies. It is not enough to state "we will meet the need for Gypsy and Traveller accommodation...." The legislation is there but it has to be acted upon.
- 6.71 Good community engagement as well as looking at the work done by the National Policy Advisory Panel on Gypsy and Traveller Housing (NPAP) and Friends Families and Travellers, Bristol CC and Leeds GATE can support Oxfordshire with meeting accommodation needs through a range of proven, successful models.

7. Gypsy and Traveller pitch and transit site requirements

Introduction

- 7.1 This section reviews the overall pitch and plot requirements of Gypsies and Travellers and Travelling Showpeople across Oxfordshire. It takes into account 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 planning policy recommendations.
- 7.2 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).
- 7.3 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 need based on the 2012 PPTS definition which is also called the ‘cultural’ need.
- 7.4 This chapter proceeds with analysis of need under a ‘principal scenario’. It includes a detailed analysis of the stages of the model. Alternative scenarios are then presented. These demonstrate how the overall level of need varies under alternative assumptions regarding migration and household formation rates. This variant analysis is consistent with that used by the Office for National Statistics when considering population and household projections.
- 7.5 The scenarios modelled are:
 - A1 Principal scenario which includes migration assumptions within the first five years and uses household demographic information from household data
 - A2 Variant scenario which includes migration assumptions within the first five years and uses a household growth rate assumption
 - B1 Variant scenario which excludes migration assumptions within the first five years and uses household demographic information from household data
 - B2 Variant scenario which excludes migration assumptions within the first five years and uses a household growth rate assumption

Gypsy and Traveller pitch requirements under A1: Principal scenario

- 7.6 Pitch need is assessed for two time periods. A short-term 5-year model looks at need over the five year period (2023/24 to 2027/28). A longer-term model looks at need over the period to 2041/42 using demographic data.
- 7.7 In terms of **need**, the 5-year model considers:
- the baseline number of households on all types of site (authorised, unauthorised and temporary authorised sites) as of September 2024;
 - existing households planning to move in the next five years (currently on sites) and where they are planning to move to;
 - emerging households currently on sites and planning to emerge in the next five years and stay within the study area on a pitch and expected net migration based on trends over the past 5 years; to derive a figure for total pitch need.
- 7.8 In terms of **supply**, the model considers:
- total supply of current pitches on authorised sites;
 - supply from new sites being developed; and
 - vacant pitches on authorised sites.
- 7.9 The model then reconciles total need and existing authorised supply over the next five years by summarising:
- total need for pitches; and
 - total supply of authorised pitches.
- 7.10 The longer-term model then considers the cultural need over the period to 2041/42. This is based on the age profile of children under 13 living in Gypsy and Traveller households on pitches.

Gypsy and Traveller pitch need analysis: Description of factors in the 5-year need model

- 7.11 Table 7.1 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. In the modelling narrative, the overall Oxfordshire figures are quoted and please refer to Table 7.1 for data relating to specific local authority areas.

Table 7.1 Summary of demand and supply factors: Gypsies and Travellers –2023/24 to 2027/28

			Cherwell	Oxford	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
1	Total households living on pitches	1a. On LA Site	0	0	36	31	16	83
		1b. On Private Site - Authorised	52	0	3	14	53	122
		1c. On Private Site - Temporary Authorised	0	0	5	0	0	5
		1d. On private site - tolerated	0	0	4	0	0	4
		1e. On private site - unauthorised	0	0	1	0	5	6
		1f. On Private Site - Pending planning permission	0	0	3	2	0	5
		1g. Total (1a + 1b+1c+1d+1e+1f)	52	0	52	47	74	225
2	Current households in bricks and mortar accommodation (2021 census estimate)	2a. TOTAL	43	30	30	46	31	180
WEIGHTING		2.00	0.0	1.37	1.24	1.32		
3	Existing households planning to move in next 5 years	Currently on sites						
		3a. To another pitch/same site (no net impact)	2	0	0	0	0	2
		3b. To another site in District (no net impact)	0	0	0	0	1	1
		3c. From site to Bricks and Mortar (-)	0	0	0	1	0	1
		3d. To a site/bricks and mortar outside district	0	0	0	0	1	1
		In-migrant households						
		3e. Allowance for in-migration (+)	10	0	1	5	8	24
3f. TOTAL Net impact (-3c-3d+3e)		10	0	1	4	7	22	
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	10	0	18	15	22	65
		4b. Currently on sites and planning to live on another site in LA	3	0	3	1	4	11
		4c. Currently on site and planning to live on site outside the study area	0	0	0	1	0	1
		4d. Currently in B&M planning to move to a site in LA	0	0	0	0	0	0
		4e. Currently in B&M and moving to B&M (no net impact)	0	0	0	0	0	0
		4f. Currently on Site and moving to B&M (no net impact)	0	0	0	1	0	1
		4g. TOTAL (4a+4b+4d)	13	0	21	16	26	76
5	Total Need	1g+3f+4g	75	0	74	67	107	323
SUPPLY								
6	Current supply of authorised pitches	6a Occupied authorised pitches	51	0	39	39	101	230
		6b. Vacant pitches	14	0	1	5	4	24
		6c. Authorised pitches occupied by non G&T households	5	0	0	6	0	11
		6d. Total current authorised supply (6a+6b+6c)	70	0	40	50	105	265
RECONCILING NEED AND SUPPLY								
7	Total need for pitches	5 years (from 5)	75	0	74	67	107	323
8	Total supply of authorised pitches	5 years (from 6d)	70	0	40	50	105	265
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)			5	0	34	17	2	58

Need

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

- 7.12 These figures are derived from council data and site observation data. In summary there are a total of 225 households living on pitches (See Table 7.1). Note figures in Table 7.1 are subject to rounding errors.

Current households in bricks and mortar accommodation (2)

- 7.13 The 2021 Census reports a total of 255 households of whom 176 household (around 70%) live in bricks and mortar accommodation.

Weighting of data

- 7.14 Survey data has been weighted to take account of non-response households. For each district, the weighting is total households living on pitches divided by total response (Table 7.2).

Table 7.2 Weighting applied to survey data

Local Authority	Total responses	Total households	Weighting (Total households divided by Total responses)
Cherwell	26	52	2
Oxford	0	0	0
South Oxfordshire	38	52	1.37
Vale of White Horse	33	47	1.42
West Oxfordshire	56	74	1.32
Oxfordshire total	153	225	

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

- 7.15 This was derived from information from the 2024 household survey for respondents currently on pitches. Analysis takes into account households planning to move and the impact this has on the overall pitch need.
- 7.16 There is a need for +24 (weighted) pitches due to households moving in the district based on past trends of in-migration over the past 5 years. Modelling assumes the same level of in-migration in the next five years.
- 7.17 The factors presented in Section 3 of the model result in an overall net requirement of +22.0 pitches (weighted) from existing households planning to move in the next 5 years across Oxfordshire.
- 7.18 The potential need from bricks and mortar households is considered at the end of this narrative.

Emerging households (4)

- 7.19 This is the number of households expected to emerge in the next 5 years based on 2024 household survey information and planning application data. The total number is +76 (weighted) across Oxfordshire. 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. 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.

Total need for pitches (5)

- 7.20 This is a total of current households on authorised pitches, 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 323 pitches (225 existing households on sites, a net need for 22 (weighted) pitches from existing households planning to move including in-migration and a need for 76 (weighted) pitches from emerging households across Oxfordshire.

Supply

Current supply of authorised pitches (6)

- 7.21 Modelling assumes a total supply of 265 pitches. There are a total of 236 occupied authorised pitches, 24 vacant pitches on authorised sites and 5 pitches on authorised sites not occupied by Gypsies and Travellers.

Reconciling supply and need

- 7.22 There is a total need over the next five years (2024/25 to 2028/29) for 323 pitches in Oxfordshire (row 7) compared with a supply of 265 authorised pitches (row 8). The result is an overall need for 58 additional pitches.

Potential need from bricks and mortar households

- 7.23 An allowance for households moving from bricks and mortar dwellings to a pitch would result in an additional need for 10 pitches across Oxfordshire (Table 7.3). This is based on an assumption that 5.3% of households living in bricks and mortar would prefer to live on a pitch based on arc4 national survey evidence: based on 281 interviews with Gypsies and Travellers living in bricks and mortar, 15 stated they would prefer to live on a pitch or 5.3%). However, no specific needs were identified from bricks and mortar households and households also move in the other direction from sites to bricks and mortar, with one emerging household in Vale reporting this intention. Any net need arising from bricks and mortar is assumed to be considered through criteria-based policies.

Table 7.3 Potential need arising from bricks and mortar accommodation

Local Authority	Census 2021 estimate of bricks and mortar households	Potential pitch need based assumption that 5.3% would prefer to live on a pitch	Potential pitch need (rounded)
Cherwell	43	2.3	2
Oxford	30	1.6	2
South Oxfordshire	30	1.6	2
Vale of White Horse	46	2.4	2
West Oxfordshire	31	1.6	2
Oxfordshire total	180	9.5	10

Longer-term pitch requirement modelling

- 7.24 Under the A1 scenario, longer-term pitch need modelling has been carried out using known household structure information from the survey of households living on pitches. On the basis of 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.
- 7.25 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 2028/29 to 2041/42. 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 in close proximity to 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 Oxfordshire. This approach has been tested at inquiry and the assumption has been corroborated by several Travelling interviewees. Analysis would suggest a total need for 102 additional pitches over the period 2028/29-2041/42 (Table 7.4). This should be considered as a minimum level of longer-term need as other factors such as net in-migration in the longer-term may have an impact on need, which could be considered in future GTAA updates.

Table 7.4 Future longer term pitch requirements based on the assumption that 50% of children will require a pitch in Oxfordshire

Number of people	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Over period 2028/29 to 2032/33	16	0	18	21	12	67
Over period 2033/34 to 2037/38	16	0	27	12	25	81
Over period 2038/39 to 2041/42	8	0	22	12	15	57
Longer-term number of people	40	0	67	46	52	205
Longer-term need	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Over period 2028/29 to 2032/33	8	0	9	11	6	34
Over period 2033/34 to 2037/38	8	0	14	6	13	41
Over period 2038/39 to 2041/42	4	0	11	6	7	28
Longer-term need TOTAL	20	0	34	23	26	103

NOTE: Table subject to rounding errors

Overall plan period pitch need

- 7.26 Table 7.5 summarises the overall need for pitches across Oxfordshire over the period 2023/24 to 2041/42. The main drivers of need in the first five years are new household formation and in-migration.

Table 7.5 Gypsy and Traveller pitch need 2023/24 to 2041/42: Principal scenario

	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)	5	0	34	17	2	58
Longer-term need						
<i>Over period 2028/29 to 2032/33</i>	8	0	9	11	6	34
<i>Over period 2033/34 to 2037/38</i>	8	0	14	6	13	41
<i>Over period 2038/39 to 2041/42</i>	4	0	11	6	7	28
Longer-term need TOTAL	20	0	34	23	26	103
TOTAL NET SHORTFALL 2023/24 to 2041/42	25	0	68	40	28	161

Potential capacity for Gypsy and Traveller pitches on existing sites

Turnover/relets on sites

- 7.27 Turnover/relets relates to the number of pitches that are expected to become available for occupancy. Analysis only includes expected turnover/relets on public sites as this is referenced in (former) government 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. It should also be noted that 60% of emerging need is from households living on council pitches.
- 7.28 A detailed analysis of the length of time households have resided on pitches on council sites would indicate that around 29% have moved onto their pitch in the past 5 years (Table 7.6). This compares with a social rented relet rate of 36.1% based on CORE lettings data for social rented stock over the period 2018/19 to 2022/23.
- 7.29 Based on data from household surveys, an annual supply of 5 pitches on council sites across Oxfordshire would be anticipated (South 3, Vale 1 and West 1). This would help meet need, particularly from households forming on local authority sites. Over the plan period of 19 years this could yield a supply of

48 in South, 26 in Vale and 18 in West. It will be for the local planning authorities to decide whether and how much to factor in supply from social site re-lets.

Table 7.6 Relets of council pitches

Council pitches	Cherwell	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Pitch moved onto in past 5 years	0	8	5	3	16
Total households interviewed	0	23	23	10	56
Actual occupied pitches	0	36	31	16	83
Weighting based on LA site information obtained	0	1.565	1.347	1.6	-
No. pitches becoming available for occupancy through relets over 5 years	0	13	7	5	24
Annual supply	0	3	1	1	5
% of pitches coming available for relet		34.8%	21.7%	30.0%	29.0%
Plan period supply through relets	0	48	26	18	91
% of social rented properties relet in past 5 years	37.6%	34.9%	39.8%	31.0%	36.1%

As this analysis focuses on districts with sites, data for Oxford City is not included

Regularisation of existing sites

- 7.30 There are currently 27 pitches on sites that are not permanently authorised. It is recommended that the councils consider assessing these pitches against an appropriate assessment criteria and/or policy guidance to consider if they can be regularised (permanently authorised) (see Table 7.7). It would be assumed that pitch regularisation would be carried out in the short-term 5 year period.

Table 7.7 Summary of pitches that are not permanently authorised

Sites not regularised	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Temporary Authorised	0	0	5	0	0	5
Tolerated	0	0	4	0	0	4
Unauthorised	0	0	2	0	5	7
Planning decision pending	6	0	3	2	0	11
Total	6	0	14	2	5	27

Expansion/intensification of existing sites

- 7.31 Respondents were asked if their sites could be expanded either through a physical expansion or intensification of use to provide more pitches. A potential for at least **12 pitches** could be delivered this way. The councils have been provided with details of potential sites for expansion/intensification. In South and Vale, land adjacent to two councils sites also has potential and needs further assessment, so although no figures have been assigned at the current time, this could be explored further (see Table 7.8).

Vacant pitches

- 7.32 There are a total 24 vacant pitches on authorised sites which are considered to be part of authorised supply and factored into needs modelling. In addition, there is **1 vacant pitch** on a site that is not permanently authorised (Table 7.8).

Potential for additional pitches on existing sites through household dissolution

- 7.33 When considering the potential future supply of pitches, consideration should be given to the potential availability of pitches due to household dissolution. By considering the age profile and household structures of households, there is the potential for 19 pitches to become available through household dissolution over the period to 2041/42 (Table 7.8) The potential from household dissolution over the plan period is assumed where there are singles or couples aged 65 and over, with no other people living on the pitch.

Table 7.8 Gypsy and Traveller pitch need - potential sources of pitch supply from existing sites

District	Option				
	Regularisation	Additional pitches	Vacant pitches on sites that are not permanently authorised	Pitches potentially available through household dissolution	Total potential pitches
Cherwell	1 site with planning permission pending (6 pitches)	CPriv7 (10 pitches for family use) CPriv8 (2 pitches)	0	6	24
Oxford City	0	0	0		0
South Oxfordshire	1 temporary authorised site (5 pitches) 1 tolerated site (4 pitches) 2 unauthorised sites (2 pitches) 1 planning decision pending sites (3 pitches)	Potential land next to Ten Acre Park Council site	1	7	22
Vale of White Horse	2 planning decision pending sites (2 pitches)	Potential land next to Red Bridge Hollow Council site	0	2	4
West Oxfordshire	1 unauthorised site (5 pitches)		0	4	9
TOTAL	27 pitches	12 pitches (at least)	1 pitch	19 pitches	59 pitches

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

- 7.34 Under the principal A1 scenario, the overall pitch need over the next 5 years (2023/24 to 2027/28) is 52. There is a further need from 2028/29 to 2041/42 for 103 pitches, resulting in an overall need for 155 pitches. If an allowance for need potentially emerging from brick and mortar households is included, this increases to 165 pitches although there is no evidence of households moving from bricks and mortar properties to pitches.
- 7.35 There is a potential supply of additional pitches through:
- Regularisation (16 pitches) and new sites where the planning permission is being determined (11 pitches)
 - Potential expansion/intensification (at least 12 pitches)
 - Vacant pitches on sites not permanently authorised (1 pitch)
 - Household dissolution (19 pitches)
- 7.36 This potential supply could provide **59** additional pitches. This has the potential to help meet both the five-year and longer-term need.
- 7.37 Further work is recommended to review the potential for additional pitch development on existing sites and the occupancy of permanent pitches.
- 7.38 There is also potential for need to be met through relets on council pitches, with an anticipated 5 pitches (3 in South, 1 in Vale, 1 in West) coming available each year based on recent trends in length of residence on pitches.
- 7.39 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance households moving into Oxfordshire. It is therefore recommended the councils have criteria-based policies to inform future planning applications for private sites should they arise.
- 7.40 It is implicit in this study that the needs arising from the private family sites will be met either through the use of vacant pitches on those sites or through new site provision. No turnover is assumed on private sites but over the plan period this may help provide pitches for occupation by Gypsies and Travellers in housing need.

Tenure preferences

- 7.41 Analysis of the tenure preferences of households was based on the expressed preferences of households planning to move (base=3) and emerging households (base=48). Out of a total of 51 responses across Oxfordshire, 45% stated a preference for a pitch on a private site and 55% preferred a pitch on a council site. The councils are recommended to engage with social housing providers to explore potential social pitch development to help meet these identified needs.

Variant scenario modelling

- 7.42 Alternative scenario modelling has also been carried out which exclude migration assumptions and consider alternative household formation rates.

Variant scenario A2

- 7.43 This variant scenario includes in-migration assumptions within the first five years but uses a household growth rate assumption to model longer-term need (Table 7.9). This assumption is derived from national household formation rates applied to the Oxfordshire districts and assumes a 1.6% growth rate (Vale) and 1.7% (other districts).

Table 7.9 Gypsy and Traveller pitch need 2023/24 to 2041/42: A2 scenario

	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)	5	0	34	17	2	58
Longer-term need						
<i>Over period 2028/29 to 2032/33</i>	5	0	5	4	8	22
<i>Over period 2033/34 to 2037/38</i>	6	0	6	5	8	25
<i>Over period 2038/39 to 2041/42</i>	3	0	3	3	4	13
Longer-term need TOTAL	14	0	14	12	20	60
TOTAL NET SHORTFALL 2023/24 to 2041/42	19	0	48	29	22	118

Variant scenario B1

- 7.44 This variant scenario excludes in-migration assumptions within the first five years and uses household demographic information from household data (Table 7.10). Referring back to Table 7.1, this scenario removes from the modelling row 3e (allowance for in-migration). Under this scenario, any need arising from households moving into a district would be considered through a criteria-based policy.

Table 7.10 Gypsy and Traveller pitch need 2023/24 to 2041/42: B1 scenario

	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)	-5	0	33	12	-5	35
Longer-term need						
<i>Over period 2028/29 to 2032/33</i>	8	0	9	11	6	34
<i>Over period 2033/34 to 2037/38</i>	8	0	14	6	13	41
<i>Over period 2038/39 to 2041/42</i>	4	0	11	6	7	28
Longer-term need TOTAL	20	0	34	23	26	103
TOTAL NET SHORTFALL 2023/24 to 2041/42	15	0	67	35	21	138

Variant scenario B2

- 7.45 This variant scenario excludes in-migration assumptions within the first five years but uses a household growth rate assumption to model longer-term need (Table 7.11). This assumption is derived from national household formation rates applied to the Oxfordshire districts and assumes a 1.6% growth rate (Vale) and 1.7% (other districts).

Table 7.11 Gypsy and Traveller pitch need 2023/24 to 2041/42: B2 scenario

	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)	-5	0	33	12	-5	35
Longer-term need						
<i>Over period 2028/29 to 2032/33</i>	5	0	5	4	7	21
<i>Over period 2033/34 to 2037/38</i>	5	0	6	4	8	23
<i>Over period 2038/39 to 2041/42</i>	4	0	5	4	6	18
Longer-term need TOTAL	14	0	15	12	21	62
TOTAL NET SHORTFALL 2023/24 to 2041/42	9	0	48	24	17	97

Summary of alternative scenarios

- 7.46 Table 7.12 provides a summary of pitch need under the principal scenario and the three variant scenarios and compares with potential supply. This also presents an indicative range in the shortfall of pitches under the various scenarios modelled. Note that this excludes any potential relets of local authority pitches.

Table 7.12 Overall pitch need over Plan Period 2023/24 to 2041/42 under principal and variant modelling scenarios

Overall plan period need based on principal and variant scenarios	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Principal A1 (includes migration; household demographic data)	25	0	68	40	28	161
Variant A2 (includes migration; household growth rates)	19	0	48	29	22	118
Variant B1 (excludes migration; household demographic data)	15	0	67	35	21	138
Variant B2 (excludes migration; household growth rates)	9	0	48	24	17	97
Potential supply (excluding social relets)	24	0	22	4	9	59
Shortfall in pitches : range based on different scenario outcomes minus potential supply.	-15 to 1	0	26 to 46	20 to 36	8 to 19	38 to 102

Transit requirements

- 7.47 There are a number of 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. According to MHCLG caravan count data there are no transit pitches available on council sites in Oxfordshire. There is one transit site for Travellers in Vale of White Horse on an authorised private site (ref VPriv2), secured through a legal agreement attached to a planning permission which specifies an area of the site for transit pitch use and the number of days they can be occupied for, but no data on whether this is actively in use.
- 7.48 Households interviewed were asked their views on transit provision. Only a small number of households (4) expressed a need for transit provision.
- 7.49 An indicator of transit need is unauthorised encampment activity and data for Oxfordshire districts is presented in Table 7.13. Overall, across Oxfordshire there were 22 reported encampments over the period May 2022 to October

2023. The number of caravans ranged between 1 and 17, the most frequently reported number of caravans was 3 and the median number was 5.

Table 7.13 Unauthorised encampment activity in Oxfordshire

District	No. Encampments	Date	No. of caravans	
Cherwell	6	May 22 to July 23	Range Mode (most frequent number) Median (middle value)	3 to 17 3 6
Oxford City	2 (usually move on quickly)	April 23 to May 23	Range Mode (most frequent number) Median (middle value)	1 to 16 N/A N/A
South Oxfordshire and Vale of White Horse	10	May 23 to Oct 23	Range Mode (most frequent number) Median (middle value)	2 to 13 5 5
West Oxfordshire	4	May 23 to Jul 23	Range Mode (most frequent number) Median (middle value)	3 to 9 3 3
Oxfordshire	22	Various	Range Mode (most frequent number) Median (middle value)	1 to 17 3 5

Source: Council data

- 7.50 When considering transit need, the councils need to be mindful of new legislation through the Police, Crime, Courts and Sentencing Act 2022 (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).
- 7.51 Although only a minority of household survey respondents indicated there was a need for transit provision, there is clear evidence of a need to provide land to address the need for temporary places to stop. There are several ways to deliver temporary places where Travellers can stop whilst passing through a local authority area and in general, councils are moving towards providing temporary stop over areas and negotiated stopping to help meet short-term transit need rather than develop transit sites. However, we understand there are some transit pitches available at Twelve Oaks in Vale of White Horse.
- 7.52 A temporary stop over area is land which can be used on a temporary basis if unauthorised encampments occur or are 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.
- 7.53 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).

- 7.54 Based on emerging good practice nationally, it is recommended that the councils consider developing a flexible approach to unauthorised encampment activity using negotiated stopping arrangements. It is recommended the councils should consider identifying areas of land that can be used for smaller encampments (up to 5 caravans), encampments of between 5 and up to 10 caravans and for larger encampments at least 10 caravans to accommodate Travellers passing through Oxfordshire.

8. Travelling Showperson plot need

Introduction

- 8.1 As reported in Chapter 4 Table 4.6, there are 12 Travelling Showperson yards in Oxfordshire. These provide a total of 61 plots of which 51 are occupied, 3 are vacant (South Oxfordshire), 3 are used for storage (Cherwell), 4 are used for transit provision (South Oxfordshire) and in West Oxfordshire some households occupy more than one plot and some large plots are occupied by more than one household who are part of an extended family group. Travelling Showpeople have an important economic role to play in the local economy, with involvement in local fairs, catering at events and therefore helping to sustain important cultural traditions.

Oxfordshire residential plot need

- 8.2 Table 8.1 provides a summary of the 5-year plot need calculation for Oxfordshire. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated. To avoid confusion, the analysis considers the need from households and recognises that multiple households are living on one plot.

Need

Current households living on plots (Table row 1a to 1c)

- 8.3 These figures are derived from council data and site observation data. In summary there are a total of 50 household units living across 51 plots. Note that due to the size of the plots, no overcrowding is assumed (See Table 8.1).

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

- 8.4 This was derived from information from the 2024 household survey for respondents currently on plots. Of existing households currently on yards, the household survey indicates that none plan to move in the next 5 years. This is the sum of rows 3a to 3g. The needs model considers migration but need arising through future in-migration should be met through a criteria-based policy. The factors presented in Section 3 of the model result in an overall net requirement of 0.0 pitches (weighted) from existing households planning to move in the next 5 years.

Table 8.1 Summary of demand and supply factors: Travelling Showpeople – Oxfordshire 2023/24 to 2027/28

			Cherwell	Oxford	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
1	Total households living on pitches	1a. On LA Site	0	0	0	0	0	0
		1b. On Private Site - Authorised	11	0	12	1	26	50
		1c. Total (1a + 1b)	11	0	12	1	26	50
2	Current households in bricks and mortar accommodation	Not Applicable						
WEIGHTING			2.0	0.0	1.0	1.0	1.0	
3	Existing households planning to move in next 5 years	Currently on sites						
		3a. To another pitch/same site (no net impact)	0	0	0	0	0	0
		3b. To another site in District (no net impact)	0	0	0	0	0	0
		3c. From site to Bricks and Mortar (-)	0	0	0	0	0	0
		3d. To a site/bricks and mortar outside District (-)	0	0	0	0	0	0
		Currently in Bricks and Mortar						
		3e. Planning to move to a site in LA (+)	0	0	0	0	0	0
		3f. Planning to move to another/stay in same B&M property (no net impact)	0	0	0	0	0	0
		In-migrant households						
		3g. Allowance for in-migration (+)	0	0	0	0	0	0
		3h. TOTAL Net impact (-3c-3d+3e+3g)	0	0	0	0	0	0
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	4	0	4	0	3	11
		4b. Currently on sites and planning to live on another site in LA	0	0	1	0	1	2
		4c. Currently on site and planning to live on site outside the study area	0	0	0	0	0	0
		4d. Currently in B&M planning to move to a site in LA	0	0	0	0	0	0
		4e. Currently in B&M and moving to B&M (no net impact)	0	0	0	0	0	0
		4f. Currently on Site and moving to B&M (no net impact)	0	0	0	0	0	0
		4g. TOTAL (4a+4b+4d)	4	0	5	0	4	13
5	Total Need	1c+3h+4g	15	0	17	1	30	63
SUPPLY								
6	Current supply of authorised pitches	6a Occupied authorised pitches	11	0	12	1	26	50
		6b. Vacant pitches	0	0	3	0	0	3
		6c. Total current authorised supply (6a+6b)	11	0	15	1	26	53
RECONCILING NEED AND SUPPLY								
7	Total need for pitches	5 years (from 5)	15	0	17	1	30	63
8	Total supply of authorised pitches	5 years (from 6c)	11	0	15	1	26	53
5yr Authorised Pitch Shortfall (2023/24 to 2027/28)			4	0	2	0	4	10

Emerging households (Table row 4)

- 8.5 This is the number of households expected to emerge in the next 5 years based on 2023/24 household survey information. The total number is 13.

Total need for plots (Table row 5)

- 8.6 This is a total of current households on authorised plots, households on plots planning to move in the next five years and demand from emerging households currently living on plots. This indicates a total need from 63 households.

Supply

Current supply of authorised plots (Table row 6)

- 8.7 This is a summary of the total number of authorised plots occupied by Travelling Showpeople and the number of vacant authorised plots. There is a total supply of 53 authorised plots. Of these 50 are occupied and 3 are vacant.

Reconciling supply and need

- 8.8 There is a need over the next five years (2022/23 to 2027/28) for 10 additional plots in Oxfordshire, resulting from new household formation which is assumed to be met through new plot provision (row 7).

Longer-term plot requirement modelling

- 8.9 Longer-term plot need modelling has been carried out using known household structure information from the household survey of households living on plots. On the basis of 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.
- 8.10 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 2028/29 to 2041/42. The model reasonably assumes that 50% of children will form households when they reach 18 and that these households remain in Oxfordshire. Analysis would suggest a total need for 8 additional plots over the period 2028/29-2041/42 (Table 8.2).

Table 8.2 Future plot requirements based on the assumption that 50% of children will require a plot across Oxfordshire

Number of people	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
Over period 2028/29 to 2032/33	0	0	2	0	3	5
Over period 2033/34 to 2037/38	0	0	2	0	4	6
Over period 2038/39 to 2041/42	0	0	0	0	3	3
Longer-term number of people	0	0	4	0	10	14
Longer-term need	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
<i>Over period 2028/29 to 2032/33</i>	0	0	1	0	1	2
<i>Over period 2033/34 to 2037/38</i>	0	0	1	0	2	3
<i>Over period 2038/39 to 2041/42</i>	0	0	0	0	1	1
Longer-term need TOTAL	0	0	2	0	4	6

Overall plan period plot need

- 8.11 Table 8.3 summarises the overall need for plots across Oxfordshire over the plan period 2023/24 to 2041/42 and highlights a need for 16 additional Showperson plots.
- 8.12 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance households moving into the county. It is therefore recommended that Local Plans set out criteria-based policies to inform future planning applications for private sites should they arise.

Table 8.3 Travelling Showperson plot need across Oxfordshire 2023/24 to 2041/42

Number of people	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised plot Shortfall (2023/24 to 2027/28)	4	0	2	0	4	10
Longer-term need						
<i>Over period 2028/29 to 2032/33</i>	0	0	1	0	1	2
<i>Over period 2033/34 to 2037/38</i>	0	0	1	0	2	3
<i>Over period 2038/39 to 2041/42</i>	0	0	0	0	1	1
Longer-term need TOTAL	0	0	2	0	4	6
TOTAL SHORTFALL 2023/24 to 2041/42 (rounded)	4	0	4	0	8	16

Potential capacity for Travelling Showperson plots on existing yards

Turnover on plots

- 8.13 Turnover relates to the number of plots that are expected to become available for occupancy. All plots are on private yards. Although there is likely to be turnover, the ability of households to move onto private plots may be more restrictive (for instance the plot may be restricted to a particular family) and less likely to be recorded. No turnover is therefore assumed.

Regularisation of existing yards

- 8.14 All yards are permanently authorised so there is no potential for yards to be regularised.

Expansion/intensification of existing yards

- 8.15 Respondents were asked if their yards could be expanded either through a physical expansion or intensification of use to provide more plots. Nothing was specifically indicated by respondents but there may be expansion to the number of plots at Cuckoowood Farm.

Potential for additional pitches on existing plots through household dissolution

- 8.16 When considering the potential future supply of pitches, consideration should be given to the potential availability of pitches due to household dissolution. By considering the age profile and household structures of households, there is the

potential for 13 plots to become available through household dissolution over the period to 2041/42 (Table 8.4)

Table 8.4 Travelling Showperson plot need - potential sources of pitch supply from existing sites

District	Option			
	Regularisation	Additional plots	Plots potentially available through household dissolution	Total potential pitches
Cherwell	None	None	4	4
Oxford City	None	None	0	0
South Oxfordshire	None	None	3	3
Vale of White Horse	None	None	0	0
West Oxfordshire	None	Possible expansion of Cuckoowood Farm	6	6 + additional plots at Cuckoowood Farm
TOTAL	None	TBC	13	13 + Cuckoowood Farm

Impact of turnover, regularisation, additional plots and household dissolution on overall need.

- 8.17 The overall plot need over the next 5 years (2023/24 to 2027/28) is 10. There is a further need from 2028/29 to 2041/42 for 6 plots, resulting in an overall need for 16 plots.
- 8.18 There is a potential supply of additional pitches through:
- Potential further development at Cuckoowood Farm (to be determined)
 - Household dissolution (13 plots)
- 8.19 This potential supply could provide **13** additional plots plus additional potential supply at Cuckoowood Farm. This has the potential help meet both the five-year and longer-term need. Councils should also consider visiting other yards to assess potential additional plot development.
- 8.20 Regarding tenure, all Travelling Showperson yards are privately owned and all emerging households for which tenure data were obtained (base=7) stated a preference for a plot on a private yard.
- 8.21 Notwithstanding evidence in this GTAA on need, additional need may arise over the plan period, for instance households moving into Oxfordshire. It is

therefore recommended the councils have criteria-based policies to inform future planning applications for private sites should they arise.

- 8.22 It is implicit in this study that the needs arising from the private family plots will be met either through the use of vacant plots on those sites or through new plot provision. No turnover is assumed on private plots but over the plan period this may help provide pitches for occupation by Travelling Showpeople in housing need.

9. Boat dweller need

Introduction

- 9.1 The Housing and Planning Act 2016 (section 124) creates a duty under section 8 of the Housing Act 1985 to consider the needs of people residing in or resorting to a local authority area with respect to sites for caravans and the mooring of houseboats as part of the periodical review of housing needs. It deletes sections 225 and 226 of the Housing Act 2004.
- 9.2 The adopted Oxford Local Plan 2016-2036 recognises that ‘residential boats and their dwellers on both permanent and temporary visitor moorings contribute to the cultural and housing diversity of Oxford and provide a type of accommodation that can be more affordable’. Policy H13 establishes the approach of the council to granting planning permission for new residential moorings.
- 9.3 A dedicated Oxford Boat Dwellers Accommodation Needs Assessment 2018 was undertaken to better understand current provision of moorings and services and to determine need which was considered in the Oxford Local Plan. This has been supplemented with interviews carried out with boat dwellers a part of the 2024 assessment of Gypsies, Travellers and Travelling Showpeople. The findings from the 2018 assessment remain valid and an appropriate base for assessing the future demand/need for residential moorings in Oxford. This established a demand/need for 41 new residential moorings across the city.

Boat dweller moorings

- 9.4 A review of data from the councils, Canal and River Trust and Environment Agency indicates there are a range of moorings available on the River Thames and Oxford Canal. Most moorings are for leisure purposes or for winter quarters and permanent residential moorings are mainly located in Oxford City, with 4 potentially in Cherwell and none in South, Vale or West Oxfordshire.

Boat dweller survey

- 9.5 A list of 43 residential mooring addresses was provided. Of these, 37 were occupied and 7 vacant. Letters were sent to all addresses encouraging recipients to take part in a telephone survey. The addresses were based on council tax data and principally related to moorings in the Oxford City area. There are other marinas within Oxfordshire but it is understood these are principally for leisure purposes. The boat dweller survey considered the current circumstances of households and future need. 8 boat dweller households made initial contact and 7 were successfully interviewed, representing 19% of occupied moorings. The surveys provided useful insight into the characteristics of boat dweller households in Oxfordshire:
- Most lived on narrowboats, with one living a houseboat.
 - Five described themselves as boat dwellers who rent/own a residential mooring and two identified as being Bargee Travellers.
 - Household types includes older singles, couples and younger couples with children.

- Respondents were from a range of age groups, with 4 under 50 and 3 over 50.
 - Generally, accommodation was not overcrowded.
 - Most respondents lived on their boat with no other home base, but some had another home base which could include houses/flats elsewhere.
 - Reasons for being a boat dweller included: affordability, lifestyle, way of life, like living on boats and low environmental impact
 - All owned their boat and rented their mooring from the Canal and River Trust and private landowners.
 - Most had mains electric/electric hook-up and solid fuel (coal/wood)
 - Most said access to domestic facilities and essential boat services was OK, for instance water for drinking/cooking, showers, toilet, waste disposal, postal services and maintenance. There were some issues raised with access to postal services and waste disposal.
 - All said they were happy with their current accommodation.
 - Concerns were raised about anti-social behaviour, with better security needed.
 - Given the household profile, there were no emerging households identified.
 - When asked if there was a need for additional residential moorings in the Oxfordshire, three respondents said yes and between 10 and 20 were needed and one said there were plenty already.
 - There was a preference for renting rather than owning moorings.
- 9.6 Regarding boat dwellers, arc4 have been working with a number of other councils and we are also experiencing a range of challenges when considering boat dweller need. There is complex interplay between permanent and part-time house boat residents; how moorings are managed; the use of moorings by continuous cruisers, permanent residents and leisure boaters; and the business priorities of marinas which tend to focus on leisure boaters. We therefore recommend that councils have criteria-based policies.
- 9.7 Having spoken with various stakeholders over this and other studies, it is apparent that any identified need can only at best be a broad estimate because of the very small number of people actually living on boats..

Stakeholder feedback

- 9.8 **Please note that this section of the report summarises feedback received by stakeholders. The views and comments are not necessarily those of the councils or arc4.**

Residential Mooring Need for boat dwellers in Oxfordshire

- 9.9 The control of residential moorings falls under two authorities in Oxfordshire, the Environment Agency for the River Thames and the Canal and River Trust for the Oxford Canal. Both waterways already have designated residential

- moorings at various locations within the county, some are near urban developments and others are in very rural locations.
- 9.10 There are residential moorings at most locations along the Oxford Canal where there is urban development and services such as water and waste disposal are provided. At present these moorings are at full occupancy with waiting lists which is why they are allocated by a bidding process when they become available.
- 9.11 Some marinas allow residential moorings. The ratio of residential boats to non-residential is controlled by the local council planning department when the initial planning application is submitted. On the River Thames there are more boats that are residential, either in marinas or moored on the riverbank, often without permission that move infrequently.
- 9.12 The number of people that have elected to live on the waterways for various reasons such as lifestyle change, cost, opting out of the mainstream rat race or to live a tranquil lifestyle is increasing all the time. There is a need for more residential moorings on the banks of the canals and rivers, but when residential moorings are authorised by the governing body then there needs to be the infrastructure to support the residents such as water, waste disposal and parking.
- 9.13 The Cruising Club highlighted that there are a large number of unregistered moorings, particularly in the Dukes Cut area without proper access to water and sanitary facilities. Due to the high cost of housing (either buying or renting) in Oxfordshire it is unlikely this number will diminish in the near future. Providing proper moorings and the associated facilities would certainly improve the situation, but unless these are at low cost it will not replace the current arrangements but rather attract in new residential boaters. The current demand would indicate a need for 50+ residential moorings.
- 9.14 Within Oxfordshire, the Canal and River Trust own and maintain the Oxford Canal. They are also part of the Wiltshire, Swindon and Oxfordshire Canal Partnership whose aim is to restore the Wiltshire Berkshire and Oxfordshire Canal network. The Trust operate the Agenda 21 residential mooring site alongside the towpath, 3 miles to the north of Oxford City centre as well as the 320 metre long Hythe Bridge mooring site. However, out of the total of 58 moorings on these two sites, only eight of these moorings are sold by the Trust. The remainder have the benefit of assignability and are therefore only available when purchasing one of the existing boats on site. The Trust also provides visitor and leisure moorings for various time periods along the canal throughout Oxfordshire.
- 9.15 The last twenty years has seen a steady growth in boat ownership on the inland waterway network for all types of Boaters and not just those who wish to live onboard permanently. Of those who wish to live onboard permanently, some wish to continue cruising whilst others may wish to stay in one location and will therefore require planning permission for a residential mooring. Not all continuous cruisers wish to have a permanent mooring and so cannot be taken as an indication of need either nationally or locally.
- 9.16 The Trust's most recent Boater census asked Boaters without a permanent mooring (continuous cruisers) whether they were interested in a permanent mooring; 6.6% of respondents stated they were actively looking for a mooring, a

further 22.7% of respondents stated they would be interested in a permanent mooring at some point in the future. These respondents indicate that there is a demand for moorings and given that most Boaters without a permanent mooring use their boat for residential use, then there is a demand for permanent residential moorings.

- 9.17 However the Trust's census cannot be broken down to a local authority area as data was not collected on that basis. The figures stated above are a national overview and not based on Oxfordshire. Given Boaters without a home mooring will move around continuously it cannot be assumed that they are specifically located in one local authority or count within a census and therefore, without further local survey work, it is not possible to indicate the level of demand for permanent residential moorings in Oxfordshire.
- 9.18 More generally, there are some permanent moorings provided on the towpaths by the Canal and River Trust but these are often very expensive (due to the bidding system) and rarely come up. Lots of people are choosing boats as a lifestyle choice for accommodation, which also frees up social and private rented housing.

Location of moorings

- 9.19 Oxfordshire County Council officers suggested that location of moorings falls into two groups; those that want to be near urban development, so they have access to shops, schools, and other retail facilities and those that want to be in isolated locations and make occasional visits to urban areas to resupply.
- 9.20 There are many crafts that never move. For those boaters that wish for the isolated lifestyle, they do not want or need the regulation of a residential mooring which do come with restrictions. For those who wish to moor in an urban area there are few locations where they can be located, as each urban area needs space for those boats that constantly cruise the networks and will already have areas allocated for residential and visiting boats.
- 9.21 This leaves the marinas as a possible location for more residential moorings which would require the consent of the marina owners and amended planning consent from the local councils. Many areas are already overcrowded with boats that moor illegally or overstay the permitted mooring time (which vary as different regulations apply in summer and winter months for the length of stay).
- 9.22 In terms of West Oxfordshire, the main reason there are no existing moorings is due to the stretches of rivers being in isolated locations without access to services, facilities and supporting infrastructure. Provision would be costly and is likely to be contrary to many national and local planning policies.
- 9.23 The number of enforcement investigations involving unauthorised moorings appears to have diminished over recent years in South Oxfordshire. There are occasional complaints regarding the lengthy mooring of boats for residential use in temporary moorings at Henley-on-Thames.
- 9.24 The Canal and River Trust point out that if permanent residential moorings are created then consideration needs to be given to the needs of boaters who reside there. Factors that would determine appropriate locations include access to facilities (refuse / recycling / water / waste / electricity supplies) and services

- (shops / public services such as medical facilities, and schools). Provision or access to parking or public transport also needs to be considered.
- 9.25 The creation of permanent residential moorings also needs to be balanced with the need to provide mooring spaces for continuous cruising boats and leisure boaters particularly as Oxford is a popular destination for this. Due to the presence of existing moorings, navigational safety issues and water control assets, the Trust is not currently able to promote online canal locations within their ownership for additional moorings.
- 9.26 Offline provision (moorings in a marina or basin off the main line of the canal) may be best suited for permanent residential use. Moorings of this type within Oxfordshire are provided by private independent providers rather than the Canal and River Trust. Support in local planning policy documents for permanent residential moorings would be needed to encourage the creation of new moorings or to change the use of existing offline moorings.
- 9.27 The local Cruising Club identified a large former sandpit adjacent to Dukes Cut between the canal and the A34 which could be a suitable location for moorings. If this location was available, it could remove boats along that part of the river into a more appropriate location. It might be suitably managed by the boating community themselves with some degree of support from the local authorities responsible for that area.
- 9.28 More generally, councils and the Canal and River Trust should liaise on this as well as the Environment Agency. There are some unofficial moorings below Osney Lock shortly to be evicted after several years, as well as further along down to Donnington Bridge. There is plenty of space to make some of those areas official and safer for boaters. Further to the north there is not much available access to stretches of the so collective moorings might be difficult to establish without putting in better banks and access tracks. It may be a case of adding one or two moorings to existing stretches of permanent moorings all the way up to Warwickshire.
- 9.29 The Canal and River Trust hope that the survey team will have contacted individual marina / moorings operators along the Oxford Canal to establish whether the creation of new residential moorings or the conversion of existing leisure moorings may be of interest. Marina operators should discuss this with the Trust to ensure that there are no navigational safety or water resource implications as a result. The Trust are not aware of any such proposals within Oxfordshire at present.

Recommendations

- 9.30 The analysis of houseboat need would suggest there is additional need for residential moorings across waterways in Oxfordshire although there are complex dynamics relating to households living on waterways and accessibility to moorings. The principal location of residential moorings is in Oxford city. The creation of permanent residential moorings needs to be balanced with biodiversity, ecology and the need to provide mooring spaces for continuous cruising boats and leisure boaters, particularly as Oxford is a popular destination for this. Feedback from boat dwellers and stakeholders would suggest there is a need for more moorings, with a suggested range of 20 to 50 additional residential moorings to be made available. Therefore, the current

figure of 41 in the Oxford Local Plan 2036 as an expression of need remains appropriate. No specific needs were identified in Cherwell, South, Vale or West Oxfordshire.

9.31 Regarding planning policy for additional moorings, which can apply across Oxfordshire, it is recommended that planning permission will only be granted for new residential moorings on waterways where all of the following criteria are met:

- They do not have negative impacts on navigation and navigational safety or operational requirements of the waterway.
- The biodiversity of the water, its margins and nearby nature conservation sites will be maintained or enhanced.
- There is adequate access for emergency services to ensure safety.
- Sites have adequate accessibility by walking, cycling and public transport to facilities and services including shops, healthcare, education and employment.
- There is adequate access to or provision of facilities and servicing, including water supply, electricity and disposal facilities for sewage and waste.
- Use of any adjacent paths will not be impeded.

10. Conclusion and response

- 10.1 This concluding chapter provides a brief summary of key findings and recommendations.

Current accommodation

- 10.2 There are well-established Gypsy and Traveller and Travelling Showperson communities living across Oxfordshire. The GTAA assumes a total of 42 Gypsy and Traveller sites with 292 pitches (256 occupied by 225 Gypsy and Traveller households and 31 vacant, with some households occupying more than one pitch). On some sites the number of pitches does not match the number of households because some households occupy more than one pitch.
- 10.3 There are 12 Travelling Showperson yards with 61 plots (51 occupied and 3 vacant), with some households occupying more than one plot and some large plots are occupied by more than one household who are part of extended family groups and 3 plots are used for storage.

Future Gypsy and Traveller residential need

- 10.4 Based the analysis of need under the principal scenario which includes migration assumptions and household demographic data, there is an overall need for 161 additional Gypsy and Traveller pitches across Oxfordshire over the period 2023/24 to 2041/42 (Table 10.1). Of this need, 58 are needed in the first five years and 103 over the period 2028/29 to 2041/42. 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. The annual net shortfall need is 8.4 pitches.

Table 10.1 Gypsy and Traveller pitch need 2023/24 to 2041/42: Principal Scenario

Scenario	Cherwell	Oxford City	South Oxfordshire	Vale of White Horse	West Oxfordshire	Oxfordshire Total
5yr Authorised Pitch Shortfall (2023/24 to 2027/28) (A)	5	0	34	17	2	58
Longer-term need						
<i>Over period 2028/29 to 2032/33 (B)</i>	8	0	9	11	6	34
<i>Over period 2033/34 to 2037/38 (C)</i>	8	0	14	6	13	41
<i>Over period 2038/39 to 2041/42 (D)</i>	4	0	11	6	7	28
Longer-term need TOTAL (E=B+C+D)	20	0	34	23	26	103
TOTAL NET SHORTFALL 2023/24 to 2041/42 A + E	25	0	68	40	28	161
Potential supply of pitches excluding social re-lets	24	0	22	4	9	59

- 10.5 A small number of alternative scenarios have also been considered which use different assumptions regarding migration and long-term household growth.
- 10.6 In order to meet its need for pitches, the councils are recommended to consider intensifying and expanding existing sites; and regularising temporary authorised and unauthorised sites where possible; and taking into account likely household dissolution. This potential supply could provide at least 59 additional pitches. This has the potential to help meet the future need for pitches across Oxfordshire. Analysis has also considered potential pitch availability the reletting of social rented pitches.
- 10.7 Further work is recommended to review the potential for additional pitches on sites, including adjacent to two council sites in South and Vale.
- 10.8 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 Oxfordshire than anticipated. It is therefore recommended that Local Plans set out criteria-based policies to inform future planning applications for private sites.
- 10.9 The following suggestions, based on a range of policies from other local authorities could be taken into account when drafting criteria-based 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 is 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 provision

- 10.10 The councils should consider how land can be provided for short-term use and particularly in response to the Police, Crime, Sentencing and Courts Act 2022. It is recommended that the councils consider negotiated stopping arrangements to positively manage unauthorised encampment activity, with a recommendation to identify land to accommodate encampments of up to 5 caravans, encampments of between 6 and 10 caravans and encampments of more than 10 caravans.

Travelling Showperson need

- 10.11 There are currently Travelling Showperson yards in Oxfordshire. These provide a total of 61 plots of which 51 are occupied. There are 3 vacant plots and the remainder are used for storage or transit provision. Over the plan period 2023/24 to 2041/42 there is a need for 16 additional Showperson plots. There is potential supply of 13 plots through household dissolution and additional development at Cuckoowood Farm. It is recommended that the councils develop criteria-based policies to consider any applications coming forward over the plan period.

Boater need

- 10.12 The creation of permanent residential moorings needs to be balanced with the need to provide mooring spaces for continuous cruising boats and leisure boaters particularly as Oxford is a popular destination for this. Feedback from boat dwellers and stakeholders would suggest there is a need for more residential moorings and a range between 20 and 50 would be recommended. the current figure of 41 in the Oxford Local Plan as an expression of need

remains appropriate. There were no identified needs in Cherwell, South, Vale and West Oxfordshire although each council should have criteria-based policies to consider any applications for residential moorings.

Future updating

- 10.13 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 Oxfordshire. Councils should also be mindful that government guidance on definitions used in the PPTS may be reviewed and would need to be reflected in future GTAA updates.

Appendix A: Gypsy and Traveller Fieldwork Questionnaire

Date and Time	
Site Reference	
Address	
General Data Protection Regulation (2018) and Data Protection	This study is being done for your local 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 to identify you personally, will be kept strictly confidential. Anonymous survey data may be shared with the council.
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			
	Person2			
	Person 3			
	Person 4			
	Person 5			
	Person 6			
	Person 7			
	Person 8			

10	ETHNICITY	
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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	
16	In the last year have you or someone in your household travelled?	Y / N
17	If yes, reason(s) for travelling	
18	If yes, please describe when and where do you travel? (if relevant)	
19	If no, what reasons do you or your household have for not travelling now or in the future?	

	WHERE YOU PLAN TO LIVE IN THE FUTURE	
20	Are you planning to move to another place to live in the next 5 years?	Y / N
21	Why are you planning to move ?	
22	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)	
23	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)	
24	If pitch, single (one static) or double pitch (for two statics)	

	IF IN B&M HOUSING	
25	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
26	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/ depressed)?	Y / N

	EMERGING HOUSEHOLDS	
27	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
28	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)				

29	What type of dwelling ? (caravan, trailer, chalet, house, flat, bungalow)				
30	If pitch, single (one static) or double pitch (for two statics)				
31	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	
32	Scope to expand site (extend the boundary of the site)	Y / N
33	No. additional pitches	
34	Scope to intensify pitches (put more pitches on the existing site)	Y / N
35	No. additional pitches	
36	Are there any vacant pitches on the site which could be used by another family? If so how many pitches	
37	In general, is there a need for more authorised pitches (for people to live on all the time?) in this district?	Y / N
38	If so, now many are needed?	
39	Who should own them (Council, people from the Traveller Community, non-Travellers)	
40	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	
41	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
42	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
43	If so, how many are needed?	
44	Who should manage them ? (Council, Traveller Community)	
45	Where should they be located?	
46	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
47	If so, how many are needed?	
48	Who should manage them ? (Council, Traveller Community)	
49	Where should they be located?	

	RESIDENTIAL HISTORY	
50	How many years have you lived here?	
Routing	If more than five years	Go to Q56
	If five years or less	Go to Q51

51	Where did you move from? (District)	
52	Were you living on a Private Site, Council Site, Roadside or Bricks and Mortar housing?	
53	When you moved here, was the pitch vacant, a brand new pitch or had the pitch been created by dividing up an existing pitch?	
54	What were the reasons for moving here?	
55	Did you already have a connection with the area ? (e.g. family or friends living here; or you used to live here?)	

	SUPPORT NEEDS
56	Do you or a member of your household have any health-related needs? Could you please explain what they are?

	FINAL QUESTIONS	
57	Is there anything else you'd like to tell us about your housing or support needs?	
58	Do you know anyone in bricks and mortar housing looking to live on a pitch? If so, can you provide contact details	

OTHER COMMENTS

Appendix B: Glossary of terms

Bargee Travellers: Itinerant boat dwellers on Britain's inland and coastal waterways. This includes anyone whose home is a boat and who does not have a permanent mooring for their boat with planning permission for residential use

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.

Duty to cooperate: introduced in the Localism Act 2011 and is set out in section 33A of the Planning and Compulsory Purchase Act 2004. It placed a legal duty on local planning authorities in England to engage constructive, actively and on an ongoing basis with prescribed bodies on the preparation of a Local Plan. The Duty, as a legal test, has now been rescinded by the Levelling Up and Regeneration Act, which received Royal Assent on 26 October 2023. This has replaced the legal test with a soundness test (in national policy). The Levelling-up and Regeneration Act 2023 will revoke the Duty to Cooperate in relation to the reformed plan making system. However, the Duty remains a legal requirement under the current local plans system and will continue to apply to local plans progressed within the current system.

Gypsies and Travellers: Defined in DCLG *Planning policy for traveller sites 2024* annex 1 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 or permanently, and all other persons with a cultural tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.”

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).

MHCLG: Ministry of Communities, Housing and Local Government. Previously renamed DLUHC Department for Levelling Up, Housing and Communities in 2021 from the MHCLG in 2018. The ministry has oversight of policies to meet the needs Gypsies and Travellers in England.

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

Negotiated Stopping: involves Local Authority officers making an agreement with Gypsies and Travellers on unauthorised encampments. The agreement allows Travellers to stay either on the land they are camped on or move to a bit of land more suitable for all parties. The length of the agreement can also vary from 2 weeks to several months but tend to be around 28 days. The agreement is a local one and will vary but has so far included Travellers agreeing to leave sites clean and not make too much noise and the Local Authority providing waste disposal and toilets, sometimes showers and water too. See www.negotiatedstopping.co.uk for more information.

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.

MHCLG *Planning policy for traveller sites* (December 2024) 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, amended 2023 with latest edition published by MHCLG December 2024).

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.

Roma: Migrant populations from Central and Eastern Europe that have arrived in the UK in the last half-century. It is an umbrella term used to describe sub-groups including Sinti, Lovari, Erldes and others.

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 in MHCLG *Planning policy for traveller sites* (December 2024) 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 (Gypsy and Traveller): 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.