



ENFORCEMENT APPEALS

Carousel Park, Micheldever

Winchester, Hampshire

**PROOF OF EVIDENCE OF
STEVEN OPACIC DipTP, MRTPI**

**HOUSING LAND SUPPLY (INCLUDING
AFFORDABLE HOUSING) & GYPSY/TRAVELLER
ACCOMMODATION NEED/SUPPLY**

August 2023

Appeal References:

- APP/L1765/C/22/3296767 (Plot 1)**
- APP/L1765/C/22/3296771 (Plot 2C)**
- APP/L1765/C/22/3296773 (Plot 3)**
- APP/L1765/C/22/3296776 (Plot 6)**
- APP/L1765/C/22/3296778 (Plot 8)**
- APP/L1765/C/22/3296781 (Plot 9)**
- APP/L1765/C/22/3296783 (Plot 9B)**

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1. Introduction to the Witness and Scope of Evidence

Personal Qualifications / Experience

- 1.1. My name is Steven Opacic. I have a Diploma in Town and Country Planning (with Distinction) and am a Member of the Royal Town Planning Institute. I have been employed by Winchester City Council for 41 years, in both the Forward Planning and Development Control Teams. Until 2017 I was the Council's Head of Strategic Planning and lead the Team responsible for production of the Local Plan. I now work part-time as the Strategic Planning Project Officer.
- 1.2. I have worked at various levels on every Local Plan produced by Winchester City Council and have led the production of each of the Council's 5 most recent Local Plans. This has involved evidence gathering, analysis, policy development and examination / public inquiries. I was seconded to the Development Control Team early in my career, dealing with planning applications and appeals.
- 1.3. I have been the Council's lead / policy witness at many informal hearings and public inquiries (planning appeals), compulsory purchase order inquiries, and examinations in public (Structure Plans and Regional Spatial Strategy). I have a very good working knowledge of the District, including the area of the appeal site, and of the policies applying. I am very familiar with relevant Government advice including the National Planning Policy Framework.

Scope of Evidence

- 1.4. In my proof of evidence, I address matters of housing land supply, gypsy and traveller accommodation, and affordable housing. I also address various policy issues arising from the above and, given my background, I deal with the relevant components of the Development Plan. I note that my colleague, Tom Wicks, is giving evidence on other matters, including the principle of development, and the implications of the issues I have addressed (such as the weight to be accorded to any unmet need for gypsy/traveller accommodation) in relation to the planning balance.
- 1.5. I set out the up-to-date planning policy situation at the national and local level and consider the relevance of the various policies to the appeal proposal. I consider the relevant provisions of the development plan, and in particular seek to address the land availability situation regarding 5-year housing land supply, and gypsy/traveller site needs and supply. I provide a separate Summary and conclusions document.

2. Planning Policies

Government Policy

- 2.1. The main Government policies which are 'material considerations' in these appeals are contained within the updated (2021) National Planning Policy Framework (NPPF) and, more particularly, the Planning Policy for Traveller Sites (PPTS), updated in 2015. The Planning Practice Guidance (PPG) is also relevant, especially in terms of housing land availability. The key guidance in these documents is considered below.

National Planning Policy Framework 2021 (NPPF)

- 2.2. The NPPF brings together Government planning policy into one document and is, therefore, wide ranging. The key guidance that is relevant to the matters covered by my evidence for this appeal is in the following paragraphs:
- The primacy of the development plan and the presumption in favour of sustainable development – NPPF paragraphs 7-14. Development proposals that accord with an up-to-date plan should be approved (para 11c). If the policies which are most important for determining the application are out-of-date (including where the local planning authority cannot demonstrate a five year supply of deliverable housing sites) this could also warrant approval (para 11d, footnote 8). The development plan is the starting point for decision making and development that conflicts should be refused unless material considerations indicate otherwise (para 12). The deemed planning application proposals are not in accordance with the development plan, which is not absent, silent or out of date.
 - Delivering a sufficient supply of homes – NPPF paragraphs 60-62. The number of homes needed is now to be determined by the 'local housing need' figure, based on a standard national methodology, unless there are exceptional circumstances to demonstrate an alternative figure through the local plan process (para 61). Provision should be made for different groups in the community, including travellers (para 62 and footnote 27 referring to PPTS).
 - Maintaining housing supply and delivery – NPPF paragraphs 74-77. Strategic plans should include a trajectory of housing delivery and authorities should identify a supply of sites sufficient to provide at least 5 years' worth of housing, measured against the strategic policies or the 'local housing need' (para 74). The supply of traveller sites should be assessed separately in line with the PPTS (para 74, footnote 38). In addition there should be a buffer of at least 5%, increasing to 20% where there has been significant under delivery over the previous 3 years (measured against the Housing Delivery Test).

- Rural housing – NPPF paragraphs 78-80. Housing in rural areas should be responsive to local needs and enhance or maintain the vitality of rural communities (paras 78-79). Elsewhere, the development of isolated housing in the countryside should be avoided unless it meets one of 5 exceptional criteria (para 80), none of which apply in the case of the appeal site.
- Conserving and enhancing the natural environment – paragraphs 174-188. Paragraph 174 expects planning decisions to contribute by “*protecting and enhancing valued landscapes*” and, “*recognising the intrinsic character and beauty of the countryside...*”.

Planning Policy for Traveller Sites 2015 (PPTS)

2.3. The PPTS was published alongside the NPPF in 2012 and revised in August 2015 to update the definition of travellers. The key guidance that is relevant to the matters covered by my evidence for this appeal is in the following paragraphs:

- The Government’s overarching aim of ensuring fair and equal treatment for travellers is set out in paragraph 3, with paragraph 4 listing other aims.
- Policy A (paragraph 7) requires the use of evidence, including early and effective community engagement, cooperation with traveller groups and robust evidence of accommodation needs.
- Policy B relates to plan-making and requires that local plans are consistent with the NPPF (paragraph 8), set out pitch targets and address accommodation needs (paragraph 9) and maintain an adequate supply of sites while protecting local amenity and the environment (paragraph 10). Paragraph 13 sets out how sites should be made sustainable economically, socially and environmentally, by ensuring access to local facilities, consideration of the environment and avoiding undue pressure on local infrastructure.
- Policy C (paragraph 14) requires that sites in rural areas do not dominate the nearest settled community.
- Policy F requires authorities to consider mixed residential and business sites (paragraph 18), including having regard to the needs of travelling showpeople (paragraph 19), but excluding mixed use on rural exception sites (paragraph 20).

Policy H deals with determining planning applications and stresses that applications should be determined in accordance with the development plan (paragraph 22). Paragraph 24 lists particular issues that should be considered, with paragraph 25 confirming that new traveller sites in the open countryside should be strictly limited and should not dominate the settled community. Paragraph 26 sets out guidance on site planning and

paragraph 27 confirms the importance of maintaining a five-year supply of deliverable sites. Paragraph 28 deals with conditions and planning obligations.

- Annex 1 sets out the definition of gypsies and travellers.

Planning Practice Guidance (PPG)

- 2.4. The Planning Practice Guidance contains substantial guidance on demonstrating 5-year land supply, deliverability, etc. However, as the appellants' statements do not provide any detail as to why it is alleged that an adequate supply of housing land cannot be demonstrated this is not reproduced here. The PPG is publically available and I may need to refer to it as necessary depending on the evidence brought forward by the appellant.

The Development Plan

- 2.5. The Development Plan consists of the Winchester District Local Plan Part 1 – Joint Core Strategy (2013), the Winchester District Local Plan Part 2 – Development Management and Site Allocations (2017), the Gypsy and Traveller Development Plan Document ('Traveller DPD') 2019, and the Hampshire Minerals and Waste Plan (2013).
- 2.6. The Council is in the process of producing a new Local Plan that will replace the Local Plan Parts 1 and 2 and the Traveller DPD in due course. The draft (Regulation 18) Local Plan was published for consultation in late 2022. Given the early stage that the Plan has reached, it is not yet part of the Development Plan and carries minimal weight in decision making. I do not detail or rely on its policies further and many of them carry forward similar policies in the adopted Local Plans and DPDs.

Winchester District Local Plan Part 1 – Joint Core Strategy

- 2.7. The Local Plan Part 1 – Joint Core Strategy (LPP1) sets out the approach to development and the housing requirement for the District. It was adopted in 2013 having been examined and found to be sound and NPPF compliant, with several modifications having been made to the submitted Plan to take account of the NPPF during 2012. The Inspector determined that the 'objectively assessed need' (OAN) for housing in the District is 12,500 dwellings over the Plan period (2011 – 2031).
- 2.8. The development strategy of LPP1 (Policy DS1) is to meet a large part of this requirement (about 8,000 dwellings) through three strategic allocations in different parts of the District, at West of Waterlooville, North Winchester and North Whiteley. The remaining requirement is split amongst the most sustainable settlements, with a further 2,000 allocated to Winchester (in addition to 2000 at North Winchester), and 2,500 distributed between the 8 largest and most sustainable rural settlements (500 or 250 dwellings in each settlement). The overall requirement and spatial split is set out in policy CP1. There is no housing requirement or target for the area of the appeal site, which

is unrelated to any established built-up area, or for any of the nearest small settlements (e.g. Micheldever Station, Woodmancote).

- 2.9. The appeal site falls within the defined countryside, being outside any built-up settlement defined in the Local Plan (Policy MTRA4). Development in the countryside is strictly controlled, in line with Policy MTRA4 and the NPPF. However, Policy CP5 potentially allows for sites for gypsies and travellers to be developed in the countryside, where all of its criteria are met. Policy CP5 post-dates the original planning policy for Traveller Sites (PPTS) 2012 so, in finding the policy sound, the Local Plan Inspector examined its PPTS compliance. The revisions to the PPTS in 2015 relate only to the definition of travellers.
- 2.10. There was no up-to-date GTAA to inform Policy CP5, so it committed the Council to undertake needs assessments to quantify accommodation requirements for gypsies and travellers and to allocate sites to meet the objectively assessed need. It was expected at the time that the pitch targets and site allocations would be established in Local Plan Part 2 (or the South Downs Local Plan within the National Park area). In practice, LPP2 sets the pitch/plot targets and sites are allocated, as necessary, through the Gypsy and Traveller Development Plan Document (DPD) – see below.

Winchester District Local Plan Part 2 – Development Management and Site Allocations

- 2.11. The Winchester District Local Plan Part 2: Development Management and Site Allocations (LPP2) was adopted as part of the statutory Development Plan on 5 April 2017. Before it could be adopted, the Local Plan underwent various stages of consultation as well as an examination by an independent Inspector. The Plan is, therefore, fully compliant with the PPTS (2015) and consistent with the NPPF (updated 2021).
- 2.12. One of the Local Plan Inspector's 'Main Modifications' arising from the examination process related to the inclusion of a new policy (DM4) setting targets for gypsy, traveller and travelling showpersons' pitches and plots. This was informed by evidence from the Winchester Gypsy and Traveller Accommodation Assessment 2016 (the 2016 GTAA), produced on behalf of a consortium of 7 Hampshire authorities by Opinion Research Services (ORS).

Winchester Gypsy and Traveller Development Plan Document

- 2.13. The Winchester Gypsy and Traveller Development Plan Document ('Traveller DPD') was adopted as part of the statutory Development Plan on 28 February 2019. The Local Plan underwent various stages of consultation as well as an examination by an independent Inspector. The Plan is, therefore, fully compliant with the PPTS (2015) and consistent with the NPPF (updated 2021).
- 2.14. The DPD identifies sufficient sites to meet the identified need for gypsy and traveller (GT) sites in full, in fact it significantly exceeds the requirements set in policy DM4 of LPP2. However, despite all efforts to identify sufficient travelling showpersons' (TSP) sites, including several calls for sites and discussions with

neighbouring authorities under the Duty to Cooperate, the DPD was not able to identify the number of TSP sites required by Policy DM4. The DPD therefore contains a policy to safeguard all existing authorised TSP sites, including Carousel Park (policy TR1) as well as a policy specifically allocating Carousel Park for TSP use (policy TR3). One of the modifications recommended by the Inspector following examination of the DPD was the inclusion of a 'criteria-based' policy to allow for proven traveller needs to be met, subject to various criteria (policy TR6).

- 2.15. The DPD was being progressed at the time of the previous enforcement appeal inquiries for Carousel Park, so the appellants were aware of the emerging Traveller DPD but at no point during the various consultation stages were any representations made by the appellants or their agent in response to the consultation stages of the DPD. The DPD now forms part of the Development Plan and should clearly be accorded the full weight that this status requires. In particular, it contains a policy specifically allocating Carousel Park for travelling showpersons' use (TR3), as follows:

Policy TR 3 – Carousel Park, Micheldever

Land at Carousel Park, Micheldever, as shown on the Policies Map, is allocated for travelling showpersons' use. The site should be occupied by people meeting the definition of travelling showpeople, and comply with the following requirements:

- **protect the biodiversity of Black Wood (an adjacent Site of Importance for Nature Conservation - SINC) and reinforce the site's visual containment by providing and retaining a bund and landscaping around the whole site boundary;**
- **avoid further expansion or intensification beyond the currently-defined extent of the site;**
- **satisfy the requirements of Policy TR7.**

3. The Planning Issues – 5 Year Housing Land Supply

Introduction

- 3.1. The appellants' Statement of Case for the appeals against EN1 and EN2 (July 2022) states that the appellant will demonstrate that the Council is unable to demonstrate a five year housing land supply, engaging paragraph 11 and footnote 8 of the NPPF. The appellants also suggest that there is a failure of policy to deliver the required level of housing. The appellants for EN4 do not claim that there is an issue in terms of 5-year housing land availability, although they do question traveller pitch availability (see section 4 below).
- 3.2. The planning agent for appeal EN4 is now representing the appellants for appeals EN1 and EN2. The original agent's July 2022 Statement of Case for appeals EN1 and EN2 did not provide any details as to why it was alleged the Council was failing to demonstrate an adequate housing land supply and I do not know until I see the current agent's evidence for each appeal whether a 5-year housing land supply argument is being maintained for any of the appeals.
- 3.3. Therefore, I cover for completeness the 5-year housing land supply situation in case it is challenged, but I do so fairly broadly, relying particularly on the Council's 'Authorities Monitoring Report' which is published annually and assesses housing land supply in some detail. The Council will seek to clarify the appellants' current position on housing land supply through a statement of common ground and to clarify any areas of dispute. Depending on the outcome, I may need to produce additional evidence to deal with points raised by the appellants, after the exchange of main proofs of evidence and upon receipt and consideration of the appellants' evidence.

5-Year Land Supply Update

- 3.4. The 5-year housing land supply situation is summarised at Chapter 4 of the Winchester District Authorities Monitoring Report – 2021-2022 (AMR), attached at Appendix SO1. This updates the information in the Council's 2022 Appeal Statement (paragraph 132), which was based on the previous year's Authorities Monitoring Report.

Summary of 5-Year Housing Land Supply (AMR 2021-2022)

5 Year Land Availability		
	2022-2027 District Total	2023-2028 District Total
Requirement (including 5% buffer)	3,754	3,754
Supply	4,575	4,195
Years supply	6.1 Years	5.6 Years

- 3.5. Appendix 3 of the AMR, attached at Appendix SO2, sets out in detail the methodology used to derive the above conclusions (Appendix 3.1), and contains full information on housing completions (Appendix 3.2), small site commitments (Appendix 3.3), large site commitments (Appendix 3.4), communal accommodation (Appendix 3.5), and SHELAA sites (Appendix 3.6). Appendices 3.7 and 3.8 set out a trajectory for future housing provision to the end of the current Local Plan period in 2031.
- 3.6. In the absence of any evidence from the appellants regarding the alleged failure to demonstrate a 5-year housing land supply, I simply make a number of broad points as follows:
- The summary above considers two 5-year periods: 2022-2027 and 2023-2028 as the assessment should be forward looking. The appeal will be determined during 2023/24, so the 2023-2028 period is the relevant one for the appeal. This shows a supply of 5.6 years, including a 5% buffer.
 - The 5-year housing requirement is based on the Standard Method figure (at 2022) of 715 dwellings per annum, as advised by NPPF paragraph 74 and PPG para 005 ref ID 68-005-20190722. This gives a 5-year requirement of 3,575 dwellings. The Standard Method figure is updated annually and changed to 692 dwellings per annum from March 2023 (3,460 dwellings over 5 years).
 - A 5% 'buffer' is applied as the Council has not produced an 'annual position statement' (10% buffer) and has not had 'significant under delivery of housing' (20% buffer). This gives a total 5-year requirement of 3,754 dwellings (or 3,633 if the current Standard Method figure is used).
 - Each component of land supply has been assessed in detail in the AMR (Appendix SO2) to ensure that they are 'deliverable' in accordance with the NPPF definition (NPPF Annex 2). A significantly higher number of dwellings are 'available' within the 5-year period, but only those which meet the NPPF definition of 'deliverable' are counted.
- 3.7. The Council is satisfied that it can demonstrate an adequate supply of housing land, in accordance with NPPF paragraph 74, and that NPPF paragraph 11(d) / footnote 8 does not therefore apply. It monitors housing land supply in detail and on a regular basis through the Authorities Monitoring Report and can show over 5 years' supply with an appropriate 'buffer'.

Affordable Housing

- 3.8. The original agent's July 2022 Statement of Case for appeals EN1 and EN2 also alleged that the Council is unable to demonstrate sufficient affordable housing provision. Again, no evidence is provided to substantiate this but it appears to suggest that some of the accommodation on the appeal sites is, or

could provide, 'affordable housing'. I do not know until I see the current agent's evidence for each appeal whether an affordable housing argument is being maintained for any of the appeals and I cannot add much to the points made in the Council's 2022 Appeal Statement (paragraphs 139-144).

- 3.9. In summary, the Development Plan policies for affordable housing have been tested through the Local Plan processes and have been adopted. There is no requirement to identify a 5-year supply of affordable housing sites. Nevertheless, Local Plan policies are monitored and AMR Appendix 4 (Appendix SO2) indicates that affordable housing provision has amounted to 35% of total housing provision over the Local Plan period, with particularly high levels of affordable housing provision in the last 4 years or so (AMR Appendix 4, Figure 4.6). The appeal site may be providing lower cost accommodation, due to its sub-standard and unauthorised nature, but this does not satisfy the NPPG definition of 'affordable housing' which must be provided '*at least 20% below market rents*' (NPPF Annex 2: Glossary). Even if it were claimed that the accommodation amounts to an affordable housing exception site it does not satisfy the requirements of policy CP4.

- 3.10. I reserve the right to provide additional evidence on this matter should it be pursued by the appellants in their proofs of evidence.

4. The Planning Issues – 5 Year Traveller Site Supply

The Assessment Period

- 4.1. The Council monitors traveller site provision annually over a period from 1 September to 31 August, as this reflects the base date of the 2016 GTAA. The Council's 2022 Appeal Statement set out the position in the 2020-2021 AMR (paragraph 150). As the inquiry will be during the monitoring year Sept 2023 – Aug 2024, the 5-year assessment period should be updated to September 2023 to August 2028.

The 5-Year Requirement

- 4.2. The level of need is set in LPP2 (policy DM4) and the Traveller DPD (paragraph 2.11), which breaks this down into 5 year periods. The pitch/plot requirement is calculated by taking the DPD requirement to the end of the 5-year period (2028), subtracting sites authorised ('completed') since the start of the Plan period (September 2016) and adding a buffer to the remaining requirement, as follows.

5 Year Traveller Pitch/Plot Requirement 2023 - 2028

Calculation	Gypsies & Travellers	Travelling Showpeople
a. 2016-2028 requirement + other proven need*	14 + 4 = 18	23
b. Completions 2016-2022 **	35	4
c. Remaining requirement 2023 – 2028 (a – b)	- 17	19
d. Buffer (5% / 20%) (c + 5% or 20%)	0	0.95 / 3.8
e. Total 5 year requirement 2023 – 2028 with 5% / 20% buffer	- 17	20 / 23 (rounded)

* Traveller DPD para 2.11, periods 2016-2021 + 2021-2026 + part of 2026-2031

** AMR Appendix 6, total completions to Aug 2022

Pitch / Plot Supply

- 4.3. The sources of supply reflect those used by the Traveller DPD (paragraph 2.11), as follows:
- Vacant sites
 - New permissions / commitments
 - Pitches vacated
 - Traveller DPD sites

Each of these potential sources is detailed below.

Vacant Sites

- 4.4. The GTAA included 10 (gypsy & traveller) pitches at Tynefield that were vacant at the time of the survey as 'supply'. A further 8 pitches have since been vacated at Tynefield by residents that have now moved away from the District. There are no other vacant traveller's pitches (1 vacant pitch previously recorded at Travellers Rest, Bishops Sutton has been occupied). Therefore there are 8 vacant gypsy & traveller pitches and no vacant travelling showpersons' plots.

New sites/commitments

- 4.5. All the new sites permitted from Sept 2016 – Aug 2022 are taken into account in calculating the pitch/plot requirements above. The details of these sites are set out at Appendix 6 of the AMR (Appendix SO2).

Pitches Vacated

- 4.6. No pitches have been identified as being vacated by people moving to bricks and mortar, or by households moving away from the area, other than those counted already above as vacant sites.

Traveller DPD sites

- 4.7. The Traveller DPD safeguards and allocates various traveller sites, some of which have or will result in a net gain of authorised sites. Appendix B of the Traveller DPD estimated that it will result in about 10 additional gypsy and traveller pitches over the Plan period (7 from the allocation of temporary sites to permanent use and 3 through expansion or intensification) and about 13 additional travelling showpersons' plots (3 from enforcement action at Carousel Park, 4 from the allocation of temporary sites to permanent use, and 6 through intensification).
- 4.8. Since the DPD was adopted all the temporary gypsy and traveller site allocations have been granted permanent consent, so have been implemented. There is still scope for expansion or intensification under policies TR5 and TR6, so the estimate of 3 from this source is retained.
- 4.9. Since the DPD was adopted there has been no gain of travelling showpersons' plots at Carousel Park, although there is potential for a gain of plots if the enforcement notices are upheld (estimated at 4 plots). The 4 unauthorised plots at The Nurseries remain to be authorised (although they are 'tolerated' given the DPD allocation), and there is potential from intensification of existing sites, although this has not yielded any recent consents, so an estimate of 3 plots within a 5-year period may be more realistic.

Traveller Site Supply – Conclusion

- 4.10. On the basis of the evidence above, the Council can demonstrate the following supply of gypsy and traveller and travelling showpersons' sites.

5 Year Traveller Pitch/Plot Supply

Calculation	Gypsies & Travellers	Travelling Showpeople
f. Vacant pitches / plots	8	0
g. Traveller DPD sites (within 5 years)	3	11
h. Total supply 2023 - 2028 (i + j)	11	11

5 Year Traveller Site Assessment

- 4.11. The 5-year site assessment calculation is set out at Chapter 7 of the AMR (Appendix SO1), as of 2022. The information above updates this and produces the following updated assessment:

Calculation	Gypsy & Travellers	Travelling Showpeople
a. 2016-2028 requirement + other proven need	14 + 4 = 18	23
b. Completions 2016-2022	35	4
c. Remaining 5 year requirement 2023-2028 (a-b)	-17	19
d. Buffer (5% / 20%) (c + 5% or 20%)	0	0.95 / 3.8
e. Total 5 year requirement 2023 – 2028 (c + d)	-17	20 / 23 (rounded)
f. Supply 2023 - 2028	11	11
g. Years pitch / plot supply	N/A (negative requirement)	2.4 – 2.7

- 4.12. For gypsies and travellers (GT) there is a negative requirement (-17) compared to a 5-year supply of 11 pitches, so comparison of the 5-year requirement and

supply for gypsies and travellers produces an infinite supply. A large part of the supply consists of vacant sites at a former public site (Tynefield) which is now unoccupied. There may be some doubt about the re-occupation of pitches here within 5 years but, given the negative pitch requirement, the Council continues to have an adequate 5-year supply of GT pitches when measured against the requirements of the Development Plan.

- 4.13. For travelling showpeople (TSP) the situation is very different as there is a requirement of 20 or 23 plots (depending on the 'buffer' used) but a supply of only 11 plots, resulting in a 2.4 – 2.7 year supply. It will be noted that the supply includes an estimate of 4 additional plots being gained for TSPs at Carousel Park, but this is obviously subject to the outcome of the enforcement notices, the compliance period and any further delays.
- 4.14. The above assessment does not include any needs that may arise from Carousel Park itself, as it is not possible to do this until the characteristics of the occupiers and the planning status/restrictions on the site are clarified through these appeals. This may result in the 'need' for either gypsies and travellers or travelling showpeople changing, depending on whether any existing households occupying the site become unauthorised as a result of the appeal decision. On the other hand, the appeal decision may result in certain needs being met, by authorising some plots. This may affect the calculation of land supply, although the overall conclusions are likely to be unchanged, but the precise impact is not possible to determine in advance of an appeal decision.
- 4.15. Paragraph 27 of the PPTS gives advice on what should be done where an adequate 5-year supply of sites cannot be demonstrated, namely that *'this should be a significant material consideration'* when considering applications for temporary planning permission. The accompanying footnote 9 states that there is no presumption that a temporary permission should be granted permanently. The advice is, therefore, very different to that for housing generally, as set out in the NPPF, whereby relevant policies may be rendered out-of-date if an adequate land supply is not demonstrated. The NPPF confirms the different approach: *'a five year supply of deliverable sites for travellers – as defined in Annex 1 to Planning Policy for Traveller Sites – should be assessed separately, in line with the policy in that document'* (NPPF, paragraph 74 / footnote 38).
- 4.16. Therefore, the lack of an adequate 5-year supply of sites for travelling showpeople is a *'significant material consideration'* in the case of this appeal but does not render policies for the supply of traveller sites or general housing out of date under NPPF paragraph 11(d). Given the adequacy of supply of gypsy and traveller sites, the need for these sites is not *'a significant material consideration'* in this appeal. Accordingly, while the PPTS refers to applications for temporary consent, the lack of available sites for travelling showpeople, whether temporary or permanent, is a *'significant material consideration'* which should be taken into account in this appeal, in contrast to the adequate supply of gypsy and traveller pitches. This is especially so in view of the lack of

showpersons' sites available to meet overall needs, not just those within the immediate 5-year period.

5. 2022 Gypsy and Traveller Accommodation Assessment (GTAA)

- 5.1. The Council has commissioned various evidence studies to inform the production of the new Local Plan, including a new Gypsy and Traveller Accommodation Assessment (GTAA), attached at Appendix SO3. This was published in October 2022 and informed the consultation draft Local Plan published in November 2022. A Pitch Deliverability Assessment was also published at the same time and is summarised in the GTAA.
- 5.2. The new GTAA shows considerably higher pitch needs than in the current Development Plan, particularly for gypsies and travellers. Figures 24 and 25 of the GTAA (Appendix SO3, page 67) show that 115 pitches will be needed over the new Local Plan period for gypsies and travellers meeting the planning definition, 45 for those not meeting the definition, and 40 for undetermined needs. For travelling showpeople the corresponding figures (in Figures 26 and 27, pages 68-69) are 27 plots for those meeting the planning definition, 3 for those not meeting the definition, and 3 for those that are undetermined.
- 5.3. The draft emerging Local Plan includes policies aimed at providing 115 pitches that the GTAA indicated would be needed over its period for gypsies and travellers meeting the planning definition and the 27 plots for travelling showpeople meeting the planning definition.
- 5.4. Figures 16 and 17 and figures 20 and 21 (Pages 55 and 59) of the GTAA show the identified needs for gypsies and travellers (GT) and travelling showpeople (TSP), both in total and broken down into 5-year periods from 2022 to 2038. Figures 16 and 20 show a 'current need' for 52 GT pitches and 9 TSP plots. Of these, 29 GT pitches are needed to address concealed households / doubling-up / over-crowding, with all 9 TSP pitches needed for these reasons.
- 5.5. Figure 16 shows that a large part of the GT need results from unauthorised developments (23 pitches). Figure 12 of the GTAA shows that the majority of unauthorised pitches are at two large sites / areas: the appeal site (Carousel Park) and a series of sites at Firgrove Lane, North Boarhunt. For Carousel Park Figure 12 of the GTAA shows 19 unauthorised GT pitches and 5 authorised TSP plots. These numbers refer to pitches / plots so are not directly comparable with those in Figures 14 and 16, which relate to households. In Figure 16 the needs of those on unauthorised pitches are recorded under the 'households on unauthorised developments' or 'concealed households / doubling-up over-crowding' headings, depending on the circumstances of the households concerned.
- 5.6. The GTAA records Carousel Park as having 5 authorised travelling showpeople plots occupied and that there were 5 interviews of these occupiers (GTAA Figure 12, pages 45-47). Figure 12 also shows that there were 19 unauthorised pitches where 12 interviews were conducted (for the other 7 there were 4 'no contact', 2 'refusals' and 1 'vacant'). Of the 12 interviews, nearly half (5) were considered to be non-travellers. While the number of caravans on the appeal sites may vary over time, the GTAA interviews show that a large proportion of

pitches were occupied by non-travellers (5 at the time of the survey) and that many others were not interviewed so are 'undetermined' (7 at the time of the survey).

- 5.7. It should be noted that the term 'non-traveller' used in Figure 12 does not just relate to whether someone meets the PPTS definition of travelling, it can mean that the occupiers are simply not travellers (i.e neither gypsies, travellers or showpeople). These people could therefore occupy bricks and mortar accommodation and they appear to reside at Carousel Park for financial rather than cultural reasons. The same may apply for some or all of the 'undetermined' households. Any 'non-traveller' households do not add to the need for traveller accommodation.

Implications for the Appeals

- 5.8. Under the heading of 'Plan-making' paragraph 9 of the Planning Policy for Traveller Sites (PPTS) advises that Local Plans should '*set pitch targets for gypsies and travellers as defined in Annex 1 and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area...*'. PPTS paragraph 10 advises that in Local Plans authorities should '*identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of sites against their locally set targets*'.
- 5.9. It is, therefore, clear that pitch targets must be set in the Development Plan and that these are the targets that should be used to assess 5-year pitch requirements. Accordingly, the pitch targets for Winchester are set in the current Development Plan (LPP2 and the Traveller DPD) and the Council's AMR shows that a 5-year supply of gypsy and traveller sites can be demonstrated, but not of travelling showpersons' sites.
- 5.10. The updated GTAA's pitch targets are included within the consultation draft of the emerging new Local Plan, along with policies on how the requirements would be met. The emerging Local Plan 2039 is at a very early stage (Regulation 18 consultation draft) and does not yet carry any weight in decision making, including this appeal. The suitability of the emerging Local Plan's proposals to meet the needs identified in the GTAA and maintain a 5-year supply of pitches have yet to be tested through the Local Plan's preparation and examination processes.
- 5.11. Therefore, the PPTS requires that the assessment of 5-year land supply for the purposes of the current appeal should be based on the current Development Plan targets. The new GTAA will inform the emerging Local Plan and new targets will be set through that process, but this has not yet happened. It is accepted that the new GTAA indicates updated needs for gypsy and traveller pitches and showpersons' plots and that this is a material consideration in the appeals. However, the GTAA is an evidence document which does not carry the weight of planning policy, let alone that of the Development Plan, and is not the proper basis for determining 5-year pitch requirements.

- 5.12. The appellants may claim that some occupiers of the site are GTs and seek to demonstrate that their needs justify departing from Development Plan policies which seek to retain the site for showpersons' use and protect it from other traveller or general residential development. However, the deemed planning applications are for general residential use, not for traveller accommodation. Granting the applications would not secure additional traveller accommodation and would prevent the use of the relevant land for its allocated (showpersons') use.
- 5.13. The new GTAA records any traveller needs on the site, but it does not increase those needs or currently result in a 5-year land supply shortfall. Even if there were a 5-year shortfall of pitch supply, this could be a '*significant material consideration*' according to the PPTS, but would be largely irrelevant to the deemed application for general residential use. It would also not result in NPPF paragraph 11d being triggered and the relevant Development Plan policies becoming 'out of date'. Furthermore, even if paragraph 11d were evoked, the weight to be accorded to the policies of the Development Plan is still something which a decision-taker is required to consider.

6. Other Needs

- 6.1. Section 124 of the Housing and Planning Act 2016 includes:

*In the case of a local housing authority in England, the duty under subsection (1) includes a duty to consider the needs of people residing in or resorting to their district with respect to the provision of –
(a) sites on which caravans can be stationed....*

It also removes sections 225 and 226 of the Housing Act 2004 which required authorities to assess the accommodation needs of gypsies and travellers. There is also a requirement to consider the needs of houseboat dwelling households, but this is not relevant as the District has no known houseboats or locations capable of accommodating them.

- 6.2. The Government issued 'Draft Guidance to Local Authorities on the Periodical Review of Housing Needs – Caravans and Houseboats' in March 2016. This draft guidance has never been finalised and appears to have been superseded by the NPPF. The NPPF advises that *'the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to... travellers²⁷...)* (NPPF, paragraph 62). Footnote 27 confirms that the needs of travellers covered by the definition in Annex 1 of the PPTS should be dealt with in accordance with that document – i.e. differently from those that do not fall within the definition, including the occupiers of caravans and houseboats.
- 6.3. The NPPF therefore expects authorities to assess and reflect the needs of occupiers of caravans and houseboats as part of 'general' housing needs, through their local plans. The Planning Practice Guidance does not give further advice on caravan and houseboats needs.
- 6.4. The Council's Strategic Housing Market Assessment (2020) carried out a comprehensive housing assessment and did not identify any specific needs that relate to people residing or resorting to Winchester District in caravans or houseboats. If any needs are identified in the future they will be addressed in the emerging Local Plan, but at no point during the current or emerging Local Plan processes were any needs for caravan or houseboat accommodation identified by the evidence base or by objectors to the Plans, other than for traveller needs.

Appendix SO1

Winchester District Authorities Monitoring Report – 2021-2022

See: <https://www.winchester.gov.uk/assets/attach/33869/Authorities-Monitoring-Report-2021-2022.pdf>

Appendix SO2

Appendix to Authorities Monitoring Report 2021 – 2022

See: <https://www.winchester.gov.uk/assets/attach/33868/Authorities-Monitoring-Report-Appendix-2021-2022.pdf>

Appendix SO3

2022 Gypsy and Traveller Accommodation Assessment

See: <https://www.winchester.gov.uk/assets/attach/33711/2022-10-31-Winchester-GTAA-Final-Report.pdf>

YOUR PLACE YOUR PLAN.

Winchester District Local Plan

Winchester District Authorities Monitoring Report

1st April 2021 – 31st March 2022



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PLAN



96.9%

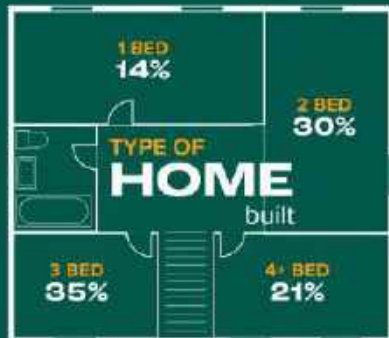
Planning applications APPROVED

Housing Land SUPPLY Winchester District

6.1 yrs



BUILD



NEW COMMERCIAL FLOOR SPACE

3,507 m²



NEW HOMES TEAM

112 complete



NEW HOMES TEAM

130

In construction



CONTRIBUTE

CIL FUNDING spent on projects in the district:
£538,266

- FLOOD PREVENTION SCHEME
- SPORTS PAVILION IMPROVEMENTS
- CAR PARKING FACILITIES
- TRAFFIC CALMING
- WINCHESTER WAY FINDING SIGNS



1. Introduction and Background

- 1.1 This Authorities Monitoring Report (AMR) for the Winchester District covers the period 1st April 2021 to 31st March 2022. The Planning and Compulsory Purchase Act 2004 (as amended by the Localism Act 2011) requires Local Planning Authorities to produce monitoring reports on at least a yearly basis. The main purpose of the AMR is to monitor the:
- effectiveness of the policies set out in the local development documents; and
 - progress of preparing and adopting the local development documents that are set out in the Local Development Scheme.
- 1.2 The National Planning Policy Framework (NPPF) also sets out that Local Planning Authorities should identify and maintain a five-year supply of deliverable sites for housing. This AMR therefore includes an assessment of the five-year housing land supply for the period April 2022 to March 2027 and in accordance with government advice that assessments should be forward looking, a second assessment is included for the period between April 2023 and March 2028.
- 1.3 The AMR can be used to;
- Review actual progress against the LDS timetable (the timetable for producing a new Local Plan). List any adopted or approved Development Plan Documents (DPDs) or SPDs that were listed in the LDS;
 - Identify where policies are not being implemented, explain why and set out the steps (if any) to be taken to implement the policy;
 - Specify the number of net additional dwellings (including affordable dwellings) during the report period and since the policy began in any part of the area as relevant;
 - Detail any Neighbourhood Development Orders (NDO) or Neighbourhood Development Plans (NDP) made;
 - Report on financial information relating to Community Infrastructure Levy (CIL) receipts as required under Reg 62(4) CIL Regulations 2012;
 - Detail action taken under the Duty to Co-operate requirements during the report period; and
 - Provide a commentary on the progress of local development documents, including any changes in the timetable set out in the LDS
- 1.4 Although monitoring information can now be provided via a number of reports, it has been considered in Winchester that it is most practical to continue to produce a single report on an annual basis by the end of the December. This reflects the availability of data, much of which is not available until the autumn following the end of the financial year.

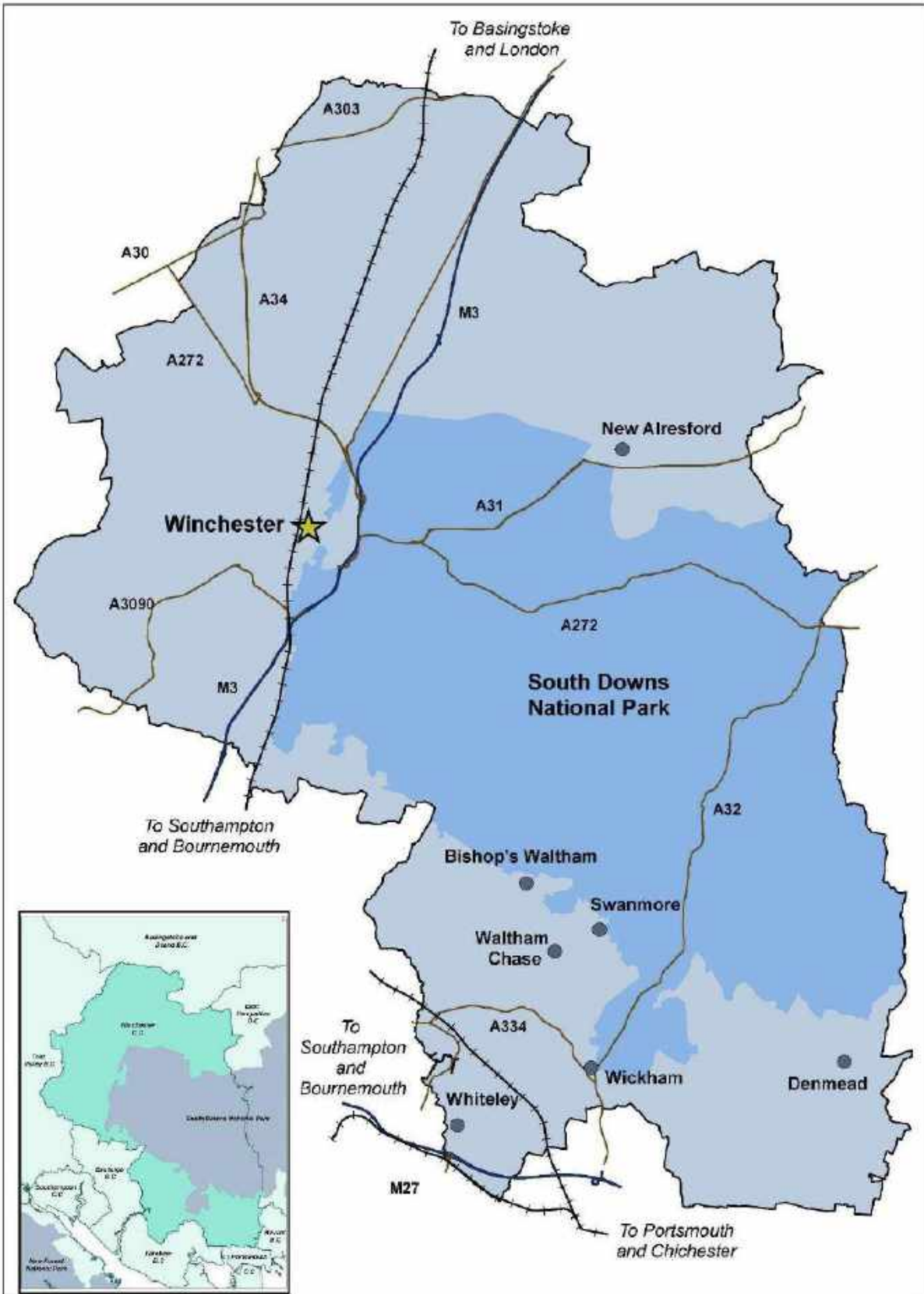


Figure 1: Winchester City Council Boundary (Light Blue Area covered by the AMR)

2. Monitoring Policy Progress

2.1.1 This chapter of the AMR reviews the progress of production of the policy documents. It describes the progress made during the monitoring year in general and discusses the future programme.

2.2 The Local Development Scheme (LDS)

2.2.1 The relevant LDS at the time, did not specify any DPDs for approval or adoption during this monitoring period and no DPDs have been approved or adopted during this time. Two Design Statements SPDs were adopted (as set out in Table 1 below) but these are not listed in the LDS. The Council's LDS was last updated in July 2021 and sets out the timetable for producing a new Local Plan. LDS can be viewed on the Council website [here](#).

2.2.2 Although outside of the monitoring period, it is important to report in the AMR on any adjustments that have been made to the timetable for the preparation of the and adoption of the Local Plan. The timetable for the public consultation on the Draft Local Plan Regulation 18 had to be slightly adjusted to into account:

- The request from Parish/Town Councils for additional time to be able to respond to the request to identify which SHELAA sites they would recommend allocating for development to meet their housing target;
- The latest advice from Natural England on how development needs to deal with the new issue of phosphates; and
- The availability of the Council's planning barrister.

2.2.3 This resulted in the Regulation 18 public consultation taking place between the 2nd November to the 14th December instead of August and September which was the date that had been identified for public consultation in the Council's adopted Local Development Scheme.

2.3 Adopted Development Plan Documents (DPD)

2.3.1 Local Plan Part 1: Joint Core Strategy

This is the key document in the Winchester District Development Framework (LDF). LPP1 was adopted by Winchester City Council on 20 March 2013 and can be viewed [here](#)

2.2.2 Local Plan Part 2: Development Management and Site Allocations

LPP2 was adopted on 5 April 2017 and can be viewed [here](#).

2.2.3 Gypsy, Traveller and Travelling Showpeople Development Plan Document

This was adopted by the Council in February 2019 and document can be viewed [here](#)

2.3 Neighbourhood Planning

2.4.1 The Localism Act 2011 introduced Neighbourhood Planning as a way for communities to decide the future of their areas through community-led planning policy documents. The Neighbourhood Plans can include planning policies and allocations of land for different uses.

2.4.2 Neighbourhood Plans can be produced by town or parish councils in consultation with their communities, but must be in conformity with the NPPF and local planning policy. There is only one 'made' Neighbourhood Plan within the district and that is Denmead and can be viewed [here](#). Monitoring of these Plans can be found in Chapter 8 of this AMR.

2.4 Emerging Development Plan Documents (DPD) - Local Plan 2038

- 2.4.1 The Government is very clear that in order to be effective plans need to be kept up-to-date. The National Planning Policy Framework states policies in Local Plans and Spatial Development Strategies should be reviewed to assess whether they need updating at least once every 5 years and should then be updated as necessary. Local Plans should cover a minimum of 15 years from the date of adoption. The time period that the Local Plan covers therefore needs to align itself with the above requirement.
- 2.4.2 In view of the above, the time period that the new Local Plan covers has been extended from 2038 to 2039 in order to take in account the adjustments that have been made to the timetable for preparing the Local Plan. The Local Plan covers the administrative area of Winchester City Council except for that part within the South Downs National Park, which has adopted its own Local Plan.
- 2.4.3 Cabinet agreed a 2021 SHELAA on the 8th December 2021. As part of the work on the emerging Local Plan a number of evidence base studies have completed. Consultation on the Strategic Issues and Priorities document took place in Spring 2021. Consultation has taken place on the Regulation 18 Local Plan which is after this year's monitoring period. The consultation was accompanied by a new standalone Local Plan website, linked [here](#).

2.5 Supplementary Planning Documents (SPD)

- 2.5.1 Supplementary Planning Documents (SPDs) provide further details, guidance and principles on Local Plan policies. SPDs are material considerations when processing planning applications and development proposals in the District and have to be considered when making a planning decision. The Council has numerous SPD's currently adopted covering a range of topics, linked [here](#).
- 2.5.2 Village and Neighbourhood Design Statements (VDS/NDS) are produced by local groups within each parish or neighbourhood and then adopted by the Council as a SPD. Two VDS were adopted in 2022 but both of these were outside of the monitoring period (Colden Common and Micheldever). Officers are currently working collaboratively with Littleton Parish Council on a Village Design Statement.

2.5.3 Table 1 VDS and SPD progress 2021 - 2022

Document	Status
VDS Adopted or formally consulted within monitoring year	
Colden Common VDS	Consulted: 10/05/21 – 21/06/21
Colden Common VDS	Adopted 07/02/22
Micheldever VDS	Decision day for permission to consult 07/02/2022 (this VDS was adopted outside of the monitoring period)
SPDs currently being developed	
Soberton VDS. Littleton VDS, Compton & Shawford.	

2.6 Self and Custom Build Register

2.6.1 The Self-build and Custom Housebuilding Act 2015 requires local planning authorities to keep a register of individuals and associations of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects.

2.6.2 The monitoring year for the self and custom build register runs from 31st October to 30th October annually and so does not tie in with the monitoring year for the AMR. At 30th October 2021 (base period 6) 69 individuals had been added to part 1 (those with a local connection) of the register and 24 on part 2 (those who don't have a local connection).

3 Duty to Cooperate and Working in Partnership

3.1 Duty to Cooperate

- 3.1.1 Section 34 (6) of the Local Planning Regulations 2012 asks for details of actions taken under the 'Duty to Cooperate' requirement during the monitoring period. The Planning and Compulsory Purchase Act 2004 (as amended by Section 110 of the Localism Act 2011) places a legal duty on local planning authorities, county councils, public and prescribed bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters. Appendix 2 includes a table of all of the DTC meetings that have taken place during the monitoring year.
- 3.1.2 In line with the regulations, the council has formally consulted the prescribed organisations during consultation periods on emerging planning documents. The council has also consulted relevant bodies informally in the development of its policies and approach through duty to cooperate meetings.
- 3.1.3 A wide variety of liaison and joint working with neighbouring authorities and other organisations is undertaken under the duty to cooperate

3.2 Joint Working

- 3.2.1 The council undertakes regular and ongoing joint working meetings including with a range of statutory agencies and organisations, Boards and Partnerships as part of the work on the development of the Local Plan.
- 3.2.2 The council continues to meeting with the following groups on a regular basis to discuss matters of relevance to strategic planning issues:
- 3.2.3 Hampshire and Isle of Wight Planning Officers Group (HIPOG), Development Plans Group (DPG), Planning Research and Liaison Group (PRLG), Partnership for South Hampshire Planning Officers Group (PfSH POG), PfSH Planning Officers Group, PfSH Water Quality Working Group, PfSH Air Quality Working Group, Development Control Practitioners Group, Hampshire wide Biodiversity Net Gain Officers Group and HIPOG Sustainable Design Group.
- 3.2.4 These groups all continue to meet regularly. These meetings include officer representatives of all Hampshire and Isle of Wight Planning Authorities and Hampshire County Council. Experience and information is discussed and joint approaches agreed on strategic planning

matters, including the progress of Local Plans, shared technical research and the evidence base. The interpretation of government advice and emerging policy is also discussed; common approaches have been developed on a number of issues as a result of these meetings.

3.3 Partnership for South Hampshire (PfSH)

- 3.3.1 Winchester City Council is part of the Partnership for South Hampshire (PfSH) group of authorities which aims to coordinate planning strategy across the area of South Hampshire. This includes the strategic development areas of North Whiteley and West of Waterlooville. Although PfSH has no statutory powers or functions, it works collaboratively with the Solent Local Enterprise Partnership and has a formally constituted Joint Committee. Winchester City Council is actively involved in all aspects of PfSH work, through Planning Officer Group (POG) and Member representation on the Joint Committee and officer working groups on a number of issues.

3.4 Solent Recreation and Mitigation Partnership (SRMP)

- 3.4.1 WCC is part of the Solent Recreation Mitigation Partnership (SRMP). The Partnership consists of the PfSH authorities, Chichester District Council, the New Forest and South Downs National Park Authorities, Natural England and other key wildlife/conservation bodies. The role of the SRMP is to coordinate implementation of the mitigation measures necessary to address the impact of additional recreational pressure on the Solent Special Protection Areas (SPA) arising from new housebuilding, which would be funded by developer contributions. Contributions have been collected from relevant developments within a 5.6km radius of the SPA.

3.5 Cooperation with Neighbouring Local Planning Authorities

- 3.5.1 The Council has continued to liaise with neighbouring planning authorities on a number of important issues including emerging Local Plans and DPD's from neighbouring authorities
- 3.5.2 The council also engages with neighbouring authorities specifically under Duty to Cooperate in the provision of new Local Plans and has Statements of Common Ground with neighbours which will need to be updated before the council consults on the regulation 19 Local Plan
- 3.5.3 The South Downs National Park covers 40% of the area of Winchester District and there continues to be cross – boundary liaison in respect of settlements that are close to or cross the boundary. The SDNP local plan is now adopted and discussions continue with SDNP in respect of VDS for settlements that cross the boundary.

3.6 Planning of Strategic Sites

- 3.6.1 Strategic sites which cross administrative boundaries are a particular instance where cross-boundary cooperation is important. Sites where liaison has occurred are the continuing development of West of Waterlooville (part in Havant Borough) and planned new developments at North Whiteley, Welborne (in Fareham Borough).
- 3.6.2 The West of Waterlooville Forum is administered by WCC and includes representatives of Havant Borough Council, Hampshire County Council, Denmead Parish Council and Southwick and Widley Parish Council. The Forum focuses on the development of the new community in detail, particularly community infrastructure and the establishment of community democratic forums.
- 3.6.3 The Joint West of Waterlooville Planning Committee was formed by agreement of Havant Borough Council and Winchester City Council to consider planning applications within the major development area. Details of the meetings of the West of Waterlooville Forum and the Joint West of Waterlooville Major Development Area Planning Committee.
- 3.6.4 The North Whiteley Development Forum has been established to discuss issues relating to the development of this area and includes representatives of Eastleigh Borough Council, Fareham Borough Council, Hampshire County Council, Botley Parish Council, Curdridge Parish Council and Whiteley Town Council.
- 3.6.5 Welborne is a substantial new development (6000 Dwellings with allocated green space and other infrastructure) planned in Fareham Borough but adjacent to and including significant green infrastructure within Winchester District. Winchester City Council is safeguarding the area of green infrastructure in its development plan (policy CP18) under its Duty to Cooperate.

3.7 Infrastructure Delivery Agencies and Other Bodies

- 3.7.1 Hampshire County Council (HCC) is the third largest shire council in the country and delivers a range of public services HCC deals with minerals and waste, education and highway management and is therefore responsible for various issues that affect the Local Plan. It is also the head local flood authority and deals with countryside, children's services, social care, libraries and some public health services all of which may need to be considered as part of the planning process.
- 3.7.2 HCC has been heavily involved in discussions relating to the delivery of the strategic sites

allocated in the LPP1 and the allocation of other sites in the LPP2 and will continue to be involved in the new Local Plan.

- 3.7.3 The Marine Management Organisation (MMO) works with Winchester in respect of the part of the River Hamble, which is tidal up as far as Botley and forms part of the boundary of Curdridge Parish.
- 3.7.4 Local Planning Authorities are required to liaise with Local Enterprise Partnerships (LEPs). The Solent LEP has resolved that PfSH should continue to take the lead on strategic planning, in particular developing and updating the Spatial Strategy for the area.
- 3.7.5 Local planning authorities are required to liaise with Local Nature Partnerships (LNPs). The Hampshire and Isle of Wight Local Nature Partnership (HloWLNP) was established in 2012 and WCC is now actively engaged with the Local Nature Partnership as a member of the Ecological Network Working Group. WCC is also involved with the Hampshire and Isle of Wight Wildlife Trust on a number of projects on a periodic basis.
- 3.7.6 The table which provides a summary of the main specific actions undertaken during the monitoring year 2021 – 2022 can be found in Appendix 2.

4 Housing Land Supply

4.1 This section sets out the 5 year housing land supply situation for the 5-year period from April 2022 to March 2027, and for the period 2023-2028.

4.1.1 This meets the requirement at paragraph 74 of the National Planning Policy Framework (NPPF) to ‘*identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old*’ The detailed information used to compile the 5-year land availability assessment is included in **Appendix 3**, including net completions during the Local Plan period and information on the delivery of large sites, small sites and SHELAA sites.

4.1.2 Comparison of the 5-year requirement with the available supply produces the following results (**see Appendix 3 for full calculation**):

5 Year Land Availability		
	2022-2027 District Total	2023-2028 District Total
Requirement (including 5% buffer)	3,754	3,754
Supply	4,575	4,195
Years supply	6.1 Years	5.6 Years

4.1.3 The table above shows that there is substantially more than 5 years’ supply for both the 2022-2027 and 2023-2028 monitoring periods. The housing trajectory (Appendix 3.7 and 3.8) shows that as the major developments in the District continue to come on-stream, along with sites allocated in the Local Plan Part 2, land supply continues to increase and peaks in the 5 years from 2021 to 2026.

Table - Full 5 Year Land Availability Calculations

5 Year Period: 2022-2027			
a	2011- 2022 requirement (housing trajectory & local housing need)		5,908
b	Completions to Apr 2022 (including communal)		6,715
c	Shortfall at 2022	(a - b)	0
d	Remaining years of Plan		9 years
e	Annual shortfall 2022-2031	(c / d)	0
f	5 Year shortfall	(e x 5)	0
g	5-year requirement from 2022 (local housing need)	(715 x 5)	3,575
h	5 Year requirement + shortfall	(f + g)	3,575
i	Total requirement with 5% buffer	(h + 5%)	3,754
Therefore			
j	Annual requirement for 5 years	(i / 5)	751
k	Supply over 5 years		4,575
l	District 5 year land supply	(k / j)	6.1 years

5 Year Period: 2023-2028			
a	2011- 2023 requirement (Local Plan trajectory & local housing need)		6,623
b	Completions to Apr 2023 (projected, incl. communal)		7,763
c	Shortfall at 2023	(a - b)	0
d	Remaining years of Plan		8 years
e	Annual shortfall 2023-2031	(c / d)	0
f	5 Year shortfall	(e x 5)	0
g	5-year requirement from 2023 (local housing need)	(715 x 5)	3,575
h	5 Year requirement + shortfall	(f + g)	3,575
i	Total requirement with 5% buffer	(h + 5%)	3,754
Therefore			
j	Annual requirement for 5 years	(i / 5)	751
k	Supply over 5 year period		4,195
l	District 5 year land supply	(k / j)	5.6 years

5 Local Plan Part 1: Core Strategy 2013

5.1 This chapter provides a snapshot on the Council's position in relation to targets from the adopted Core Strategy (2013).

5.2 All supporting documentation within this section is available on the website. Please see Appendix 4 for data from 2011 – 2022. The council consulted on a new draft Local Plan during the last monitoring year and has used all the feedback received from the Strategic and Priorities consultation to help inform and develop the new draft Local Plan ('Regulation 18' stage).

5.3 For the full text of the policies and explanatory text please see the following links:

5.3.1 Chapters 1 – 3 (Introduction and Background, Profile of Winchester District, Development Strategy) can be viewed [here](#)

5.3.2 Chapters 4 – 6 (Spatial Strategy Winchester Town, South Hampshire Urban Areas, Market Towns and Rural Area) can be viewed [here](#)

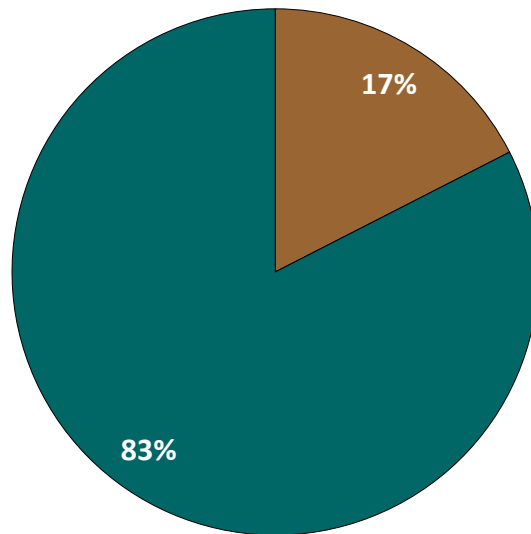
5.3.3 Chapters 7 – 10 (Active Communities, Prosperous Economy, High Quality Environment, Implementation and Monitoring with appendices) can be viewed [here](#)

5.4 Development Strategy

5.4.1 The council is in the process of updating the Local Plan and as part of the consultation on the Strategic Issues and Priorities document a table was included in this document that identified whether a policy would be potentially replaced by a national policy or there was scope for a Local Plan policy. Although published outside of the monitoring period, the new draft reg 18 Local Plan contains a glossary of all policy numbers and whether they are new or have replaced existing policies.

5.5 Policy DS1 Development Strategy and Principles

5.5.1 **Development on Previously Developed Land (PDL) and Greenfield Land**

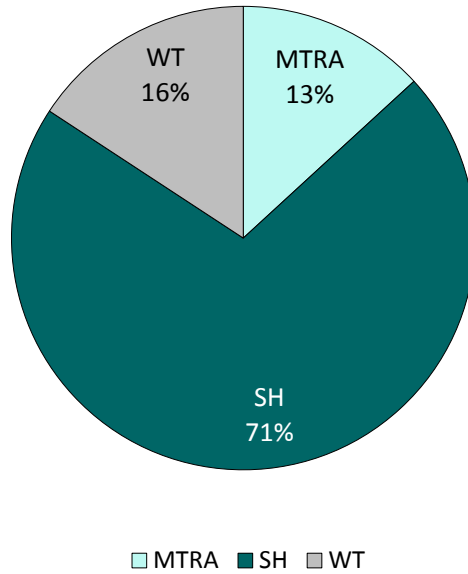


■ Previously Developed Land ■ Greenfield Land

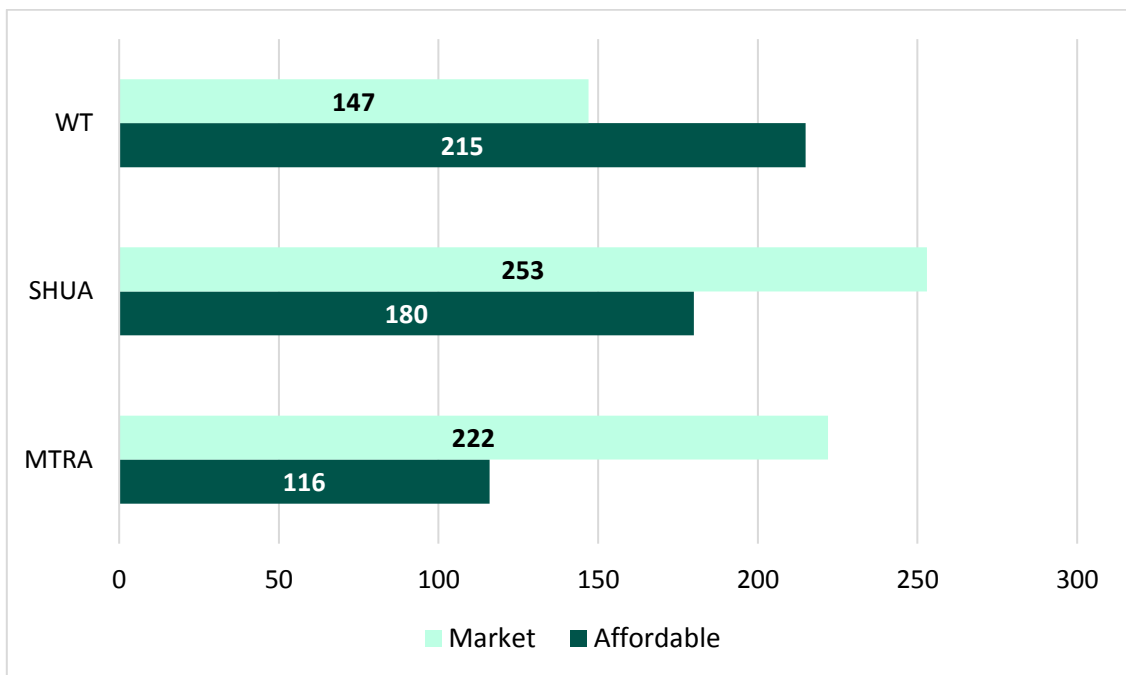
5.5.2 The increase in the proportion of housing completions on Greenfield land is due to completions on a number of sites that were previously undeveloped including various Local Plan Part 2 allocations, Barton Farm, and Land West of Waterlooville which included greenfield land in their allocations. It is anticipated that the percentage of PDL development will continue to fall in the next few years as many of the sites coming forward are now on Greenfield land albeit allocated in the plan.

5.5.3 For further details on the proportion of housing completions on previously developed land and greenfield land please see Appendix 4 – table 4.1

Net dwelling completions by policy area (MTRA, SHUA and WT)



Net dwelling completions by policy area (affordable housing and market rate)



5.5.4 For details on net dwelling completions split by affordable housing and market rate since 2011/12, please see Appendix 4 – table 4.6

5.6 Winchester Town Area (including Policy WT1, WT2 and WT3)

- WT1 (Development Strategy for Winchester Town): there were 286 net dwelling completions in this policy area, of which 103 were market rate and 183 were affordable rate.

- WT2 (Strategic Housing Allocation – Barton Farm): there were 76 net dwelling completions in this policy area, of which 44 were market rate and 32 were affordable rate.
- WT3 (Bushfield Camp Employment Site): the employment allocation at Bushfield camp has not yet come forward although it is understood that the owners of the site are in active discussion regarding bringing forward plans for the development of this site.

5.6.1 South Hampshire Urban Areas (including policy SH1, SH2, SH3 and SH4)

- SH1 Development Strategy for South Hampshire Urban Areas: there were no dwellings built in this policy area during the monitoring period
- SH2 Strategic Housing Allocation – West of Waterlooville): there were 109 net dwelling completions in this policy area, of which 65 were market rate and 44 were affordable housing.
- SH3 (Strategic Housing Allocation – North Whiteley): there were 324 net dwelling completions in this policy area and 188 of these dwellings were market rate and 136 were affordable housing.
- SH4 (North Fareham Strategic Development Area (SDA): there were no dwelling completions in this policy area in the monitoring year. This is an area designated as a settlement gap to protect its open character and this is achieved under policy CP18.

5.7 Spatial Strategy – Market Towns and Rural Area

- MTRA2 (Market Towns and Larger Villages): there were 281 net dwelling completions in this policy area of which 200 were market and 81 were affordable housing.
- MTRA3a (Other Settlements in the Market Towns and Rural Area): there were 12 net dwelling completions in this policy area during the monitoring period. All of these dwellings were market rate.
- MTRA3b (Other Settlements in the Market Towns and Rural Area): there were 3 dwelling completions in this policy area in the monitoring year. All of these dwellings were market rate.
- MTRA4 (Development in the Countryside): there were 42 net dwelling completions of which 7 were market and 35 were affordable housing.
- MTRA5 (Major Commercial and Educational Establishments in the Countryside): there were no completions in this policy area during the monitoring period.

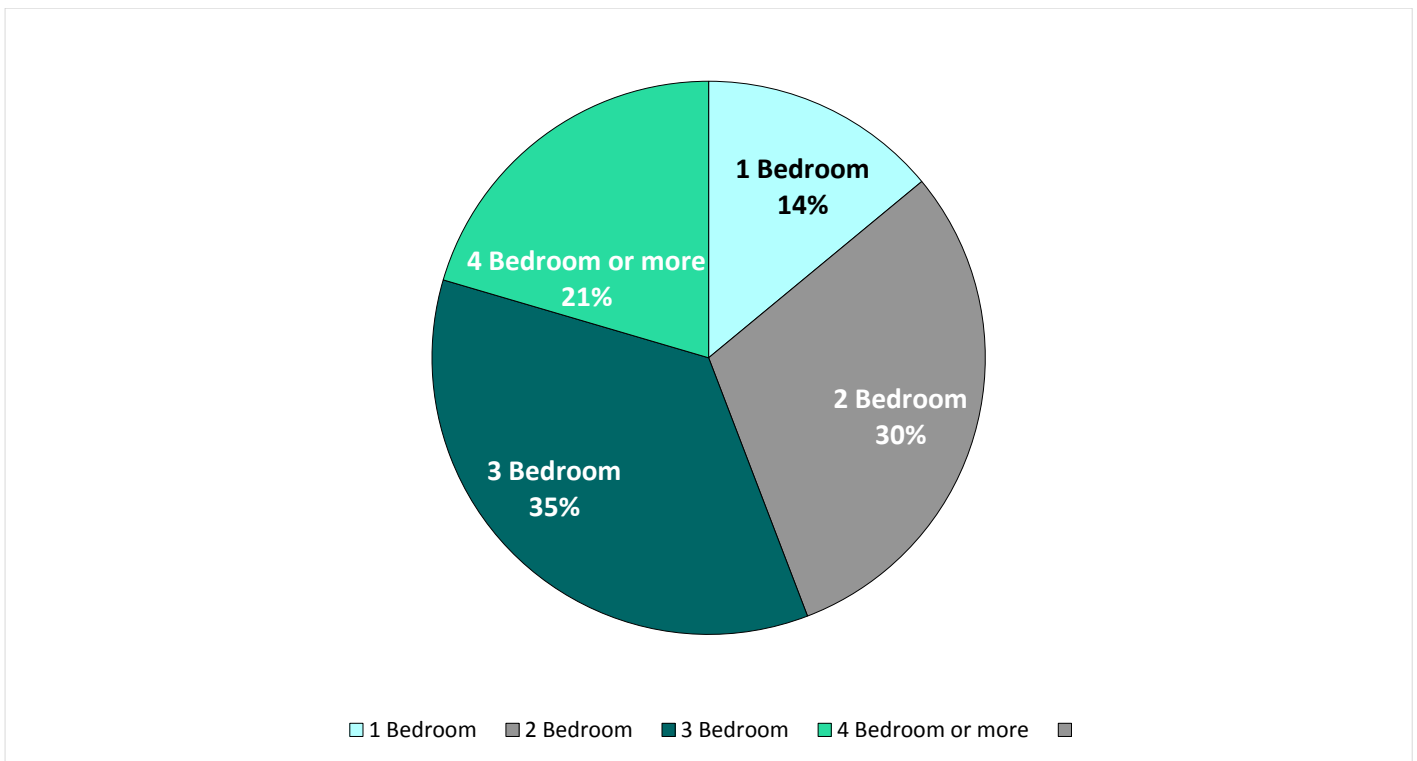
5.8 Housing Completions by plan area 2011-2022 can be found in Appendix 4 – table 4.2

5.9 Policy CP2 - Housing Provision and Mix.

5.9.1 Policy CP2 requires a suitable housing mix of sizes, types and tenures. Table (5.10) below shows the variety of housing sizes on new completions in the year 2021 – 2022 by the number of bedrooms.

5.10 Net dwelling completions by number of bedrooms 2021 - 2022

This chart indicates that 65% of completions were 2 or 3 bedroomed dwellings, indicating the policy is being achieved. Appendix 4 – table 4.3 shows how the target for a majority of new homes (i.e. over 50%) to be 2-3 bed properties has been met since the start of the Local Plan period (2011)



5.11 Policy CP3 Affordable Housing Provision on Market Led Housing Sites

5.11.1 There were 511 affordable net dwelling completions within the monitoring period and this accounts for 45% of all net dwelling completions and therefore above the target of 40% of new dwellings to be affordable. For details of all Affordable Housing Completions 2021 – 2022 please see Appendix 4 table 4.5

5.12 Policy CP7 Open Space, Sport and Recreation

5.12.1 There were no new areas of open space that were provided during the monitoring year. During that time period there were very few S106 agreements entered in to, so there were no open space receipts in terms of financial sums or land contributions. Although outside of the monitoring period, in 2022 a new [Open Space Assessment](#) was published which can

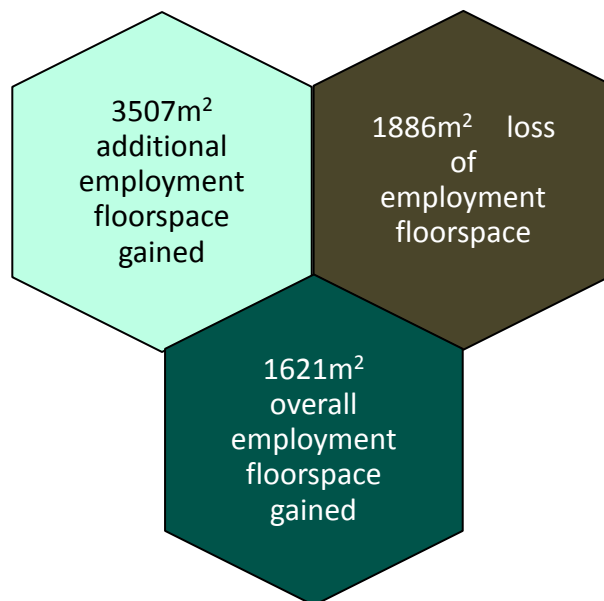
be access via the link. For details of Open Space fund receipts from 2011/12 please see Appendix 4 – table 4.7.

5.13 Summary of gains and losses of employment floor space

5.13.1 The figures for gains and losses cannot be directly correlated as losses due to redevelopment often occur during a different monitoring year to the construction of the new development.

5.14 Policy CP8 Economic Growth and Diversification

- For details on employment floor space gains and losses by type 2011 – 2022 please see Appendix 4 table 4.8
- For further details on amount for floor space gains completed 2021-2022 by type please see Appendix 4 table 4.9
- For further details on amount for floor space losses completed 2021-2022 by type please see Appendix 4 table 4.10



5.14.1 In terms of Policy CP8 (Economic Growth and Diversification) during the monitoring period 1621m² of overall additional (including the floor space lost during this monitoring period) employment space was completed within the district.

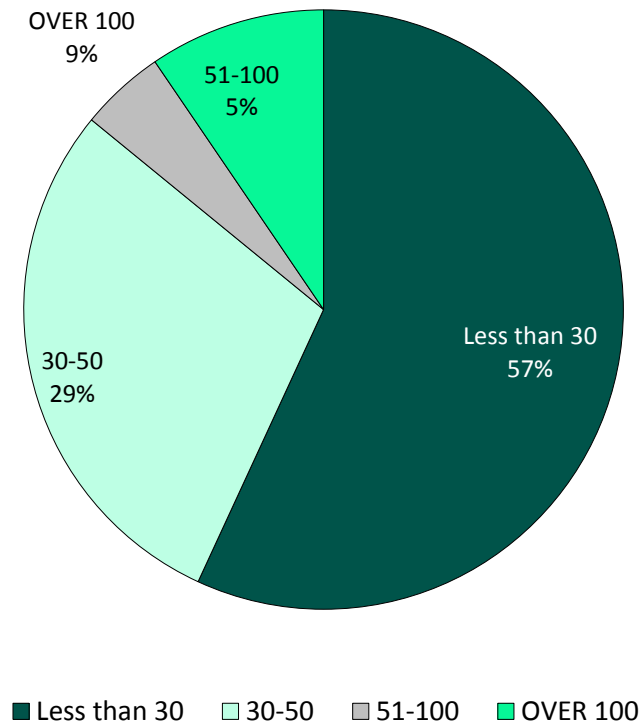
5.15 Policy CP9 Mix of employment land and premises in the District

5.15.1 Policy CP9 seeks retain a mix of employment land and premises in the District, the Local

Planning Authority will resist the loss of existing or allocated employment land and floor space within Use Classes B1, B2 or B8.

5.16 Policy CP14 The Effective Use of Land

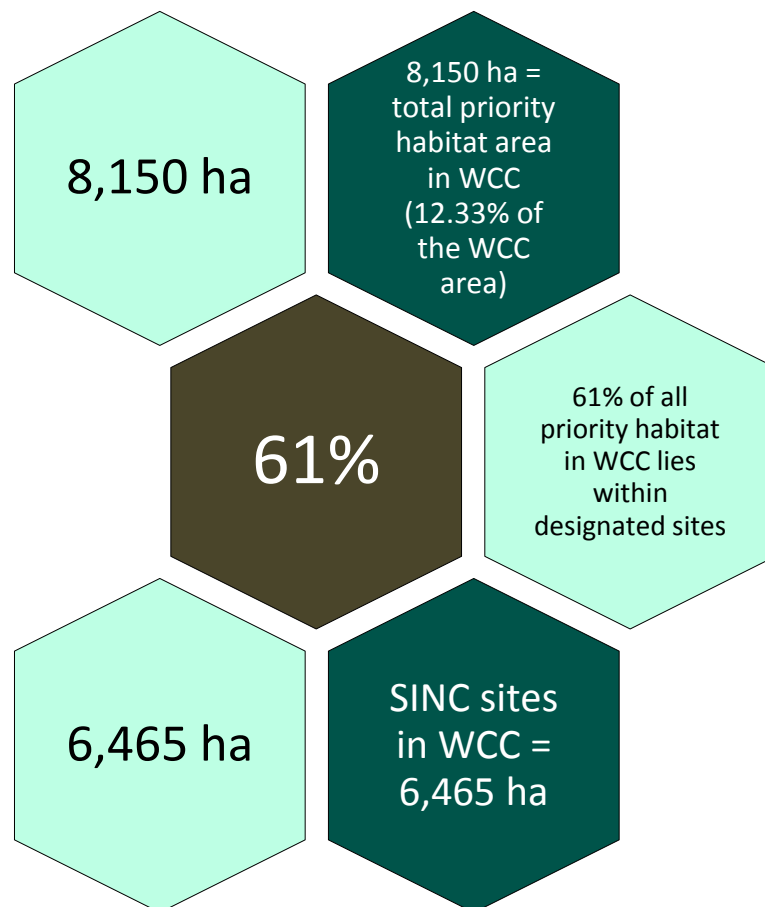
5.16.1 The chart below shows the average densities of new housing developments as dwellings per hectare



5.16.2 For the average density of completions (residential) within each monitoring year since 2011/12 please see **Appendix 4 – table 4.4**

5.17 HBIC Priority habitats: 2021 – 2022 summary

- No new SINCs in Winchester City Council were approved during 2021-2022
- No SINCs in Winchester City Council were removed during 2021-2022.
- The information in this section has been provided by the Hampshire Biodiversity Information Centre (HBIC), who carries out work in this area on behalf of the Districts of Hampshire.
- For full details on site losses and changes over the monitoring period and from 2011, please see the full HBIC data in appendix – Appendix 4 – tables 4.11 – 4.17



6 Local Plan Part 2: Development Management and Site Allocations 2017 (LPP2)

6.1 Introduction

- 6.1.1 The main aim of LPP2 is to allocate land to help deliver the development strategy for new housing, economic growth and diversification set out in Policy DS1 of LPP1 for the period to 2031. It also includes a number of development management policies.
- 6.1.2 One way to assess the effectiveness of policies is to examine how often each policy is referred to in a 'reason for refusal'. If a policy can confidently be used to refuse a proposal – knowing that it may be challenged at appeal – it indicates that it remains useful. However, it should be noted that some policies relate to very specific uses or individual sites. These are unlikely to be used often, but that does not in itself mean that they are ineffective or no longer needed. During the monitoring year, 1329 planning applications were determined.
- 6.1.3 LPP2 identifies the development sites necessary to meet the remainder of LPP1's requirements throughout the District, except for that part of the District that lies within the South Downs National Park, and for which the National Park Authority is the planning authority and has adopted its own local plan. A Neighbourhood Plan has been made for the part of Denmead Parish outside the National Park. This makes development allocations in Denmead, but the development management policies of LPP2 also apply to the designated Neighbourhood Plan area.
- 6.1.4 **Planning applications and refusal reasons by policy**
- 6.1.5 This includes: Full, Listed Building Consent Outline, Reserved Matters and Prior Approvals. Of these, 96.9% (1288) planning applications) were approved and 3.1% of applications (41 planning applications) were refused.
- 6.1.6 The table below identifies the most frequently cited policies mentioned in the reasons for refusal. For detail on all policies outlined in all planning application refusals, please see Appendix 5.

Policies mentioned in Planning Application refusals	Percentage policy was mentioned
DM16 Site Design Criteria	52%
CP16 Biodiversity	45%
MTRA4 Countryside	43%
DM15 Local Distinctiveness	33%
DM23 Rural Character	31%
CP13 High Quality Design	26%
CP15 Green Infrastructure	24%
MTRA3 Other Settlements in the Market Towns and Rural Area	21%
DM1 Location of New Development	19%
DM17 Site Development Principles	17%

6.2 Development Strategy

6.3 WIN4 – Silver Hill Mixed Use Site (Central Winchester Regeneration)

6.3.1 This policy sets out the development principles for the redevelopment of the Silver Hill mixed use area now referred to as the Central Winchester Regeneration (CWR). The policy sets out the principles for the redevelopment to include retail, residential, community/civic uses, and other town centre uses. The Central Winchester Regeneration Supplementary Planning Document has been adopted to provide more detailed guidance. The Council is currently in the process of procuring a development partner to help deliver its vision for the area. Final tenders are due in December 2022 with a decision on the preferred bidder programmed for next month and a decision on the preferred bidder will be made in March 2023.

6.4 WIN5 – Station Approach Area – Development Principle

6.4.1 This policy sets out the development principles for the redevelopment of the Station Approach area of town including the uses to be included and the requirement to relate positively to the Conservation Area and guidance on the design and scale of the proposed buildings. Although outside of the monitoring period, an initial consultation on vision and capacity study was carried out in the summer/autumn 2022 and feedback to the community of findings of these is due to be given in winter 2022 with the preparation of a masterplan or alternative planning routes planned for Spring/Summer 2023.

6.5 WIN6 – The Carfax Mixed Use Site

6.5.1 This policy sets out the development principles for the redevelopment of the Carfax mixed use site which is part of the Station Approach major project area. This policy sets out the principles for the redevelopment to include office, retail or leisure, residential and car

parking.

6.6 WIN7 – The Cattlemarket Mixed Use Site

6.6.1 This policy sets out the development principles for the redevelopment of The Cattlemarket mixed use site. The redevelopment should include offices, retail or leisure, residential and car parking. This site now forms part of the larger Station Approach site.

6.7 WIN8 – Stanmore

6.7.1 Policy WIN8 states that within the Stanmore area as shown on the policies map the Council will implement the key principles and proposals set out within the Stanmore Planning Framework. Development will be permitted where it accords with the Development Plan and the Stanmore Planning Framework. There were 3 applications granted planning permission within the monitoring period

DECISION DATE	APPLICATION REF	DECISION	ADDRESS	DESCRIPTION
13/09/2022	22/01792/LDP	Permitted	add a side extension to dwellinghouse	10 Thurmond Road Winchester Hampshire SO22 4DE
11/07/2022	22/01150/DIC	Permitted	Discharge of conditions 7 (SAP/BRE) and 9 (ecology) of application ref 19/02709/FUL 167 Romsey Road Winchester Hampshire SO22 5PQ	167 Romsey Road Winchester Hampshire SO22 5PQ
12/08/2022	22/01434/PNHOU	Permitted	Single storey rear extension	15 Battery Hill Winchester Hampshire SO22 4BY

6.8 WIN9 – Houses in Multiple Occupation

6.8.1 Policy WIN9 sets out criteria for controlling the number of HMOs and states that the Council will designate Article 4 Directions in areas where it is necessary to restrict permitted development rights in relation to the creation of HMOs. No more than 20% of properties in the total area and 25% in any one street should be HMOs. No dwelling should be bounded

by HMOs on both sides or a continuous line of 3 or more HMOs and adequate parking should be provided. The table below lists the decisions relating to HMOs during the monitoring period.

DECISION DATE	APPLICATION REF	DECISION	ADDRESS	DESCRIPTION
11/03/2022	21/03100/HOU	Permitted	81 Stuart Crescent, Winchester, SO22 4AS	Single storey rear extension and associated works, to an existing HMO. 81 Stuart Crescent Winchester SO22 4AS
15/03/2022	21/02880/FUL	Permitted	20 Sparkford Close Winchester SO22 4NH	Changes to existing HMO (Class C4 to Sui Generis use) including increase in occupancy from 5 persons to 7 persons, conversion of integral garage/store into lounge/dining area and internal re-arrangement
07/12/2021	21/01622/FUL	Permitted	10 St Cross Road, Winchester, SO23 9HX	Increase in size of an existing HMO from 6 bed to 8 bed and associated rear dormer.
18/08/2021	21/01036/FUL	Permitted	71 Imber Road, Winchester, SO23 0NH	Change of use from C3 Residential to C3/C4 Dual residential/HMO use a
03/11/2021	20/02790/FUL	Permitted	102 Firmstone Road, Winchester SO23 0PB	(Amended Plans) C3 use to Dual use C3 Residential / C4 (4 Bed) HMO Use

6.9 WIN10 – Abbots Barton

6.10 This development at Hillers Way has now been completed.

6.11 WIN11 – Winnall

6.11.1 Policy WIN11 deals with the employment part of the Winnall area of Winchester and divides it into 4 sub areas. This policy is intended to ensure that Winnall remains the main employment area in Winchester. Sub area 1 which is the largest geographical sub area is the core employment area focussed on Moorside Road where there is a presumption in favour of retaining “B” Class Uses. Sub area 2 which lies along Easton Lane is an area where a more flexible approach to uses is acceptable and employment generating uses outside the “B” Class Uses may be acceptable. Sub area 3 is the area where there is emphasis on start-up businesses and small to medium enterprises. Sub area 4 is the smallest area and the intention is to resist the loss of employment generating uses by applying policy CP9 (LPP1) criteria to applications.

6.11.2 The table below shows the planning applications that were permitted during the monitoring

year for Winnall.

19/10/2022	22/02046/DIC	Permitted	Demolition of the existing office building, mixed-use redevelopment of the site	The Cavendish Centre, Winnall Close, Winchester, SO23 0LB
06/09/2022	22/01424/FUL	Permitted	Subdivision of employment unit (Block A) approved under application 20/02706/FUL to create 2x employment units	Gentian House, Moorside Road, Winchester, Hampshire, SO23 7RX

6.12 Market Towns and Rural Area

6.12.1 LPP1 identifies three ‘spatial areas’ within the district. The Market Towns and Rural Area (MTRA) is the largest covering the parts of the district which are outside Winchester Town and the South Hampshire Urban Areas, including all the rural settlements and undeveloped countryside.

6.12.2 Policy CP1 sets out a target of 2,500 dwellings for the Market Towns and Rural Areas. This target has been distributed across the area, see the below table 6.13) Denmead has been excluded from this table as their target of 250 has been addressed through the Denmead Neighbourhood Plan.

6.13 Table: Housing Distribution across the MTRA Area from LPP2

Settlement	Requirement	Net Completions		Outstanding
		01.04.2011 – 31.03.2022	2021 - 2022	
Bishop’s Waltham	500	410	154	90
New Alresford	500	196	7	304
Colden Common	250	122	29	128
King’s Worthy	250	186	26	64
Swanmore	250	204	12	46
Waltham Chase	250	214	3	36
Wickham	250	76	16	174
Total	2,250	1408	247	842

7 Gypsy, Traveller & Travelling Showpersons Development Plan Document (Traveller DPD)

Please see link here to the [Gypsy, Traveller & Travelling Showpersons Development Plan Document](#) for detailed information outlining individual policies.

7.1.1 Local Authorities are required by Central Government to assess the accommodation requirements of Gypsies, Travellers and Travelling Showpersons and to develop a strategy that addresses any need identified. The Gypsy, Traveller and Travelling Showpeople Development Plan Document (Traveller DPD) forms part of the Winchester District Development Plan and identifies, safeguards and allocates sites for traveller needs, it also responds to and implements the local planning policies already established in other adopted Local Plans particularly:

- Policy CP5 – Sites for Gypsies, Travellers and Travelling Showpeople – Local Plan Part 1 adopted March 2013.
- Policy DM4 - Gypsies, Travellers and Travelling Showpersons – Local Plan Part 2 adopted April 2017.

7.1.2 The plan period for the DPD is 1 September 2016 – 31 August 2031 – planning permissions granted since 1st September 2016 therefore contribute to meeting the identified need. The Gypsy and Traveller DPD was adopted in February 2019.

7.1.3 The Council is required by the Government’s Planning Policy for Traveller Sites to *‘identify and update annually, a supply of specific deliverable sites sufficient to provide 5 years’ worth of sites against their locally set targets’*. There is a target for 19 gypsy and traveller pitches to be provided within the Local Plan period (to 2031) and for 24 travelling showpersons’ plots. In producing the Traveller DPD the Council was unable to identify sufficient sites to meet the identified need for travelling showpeople and cannot, therefore, demonstrate a 5-years supply of available plots. For gypsy and traveller pitches, the 5-year land supply position is as follows:

Calculation	Gypsy & Travellers	Travelling Showpeople
a. 2016-2027 requirement + other proven need	13 + 4 = 17	22
b. Completions 2016-2022	35	4

c. Remaining 5 year requirement 2022-2027 (a-b)	-18	18
d. Buffer (5%/20%) (c x 5% or 20%)	0	0.9/3.6
e. Total 5 year requirement 2022 – 2027 with 5% / 20% (c + d)	-18	19 / 22 (rounded)
f. Supply 2022 - 2027	11	7
g. Years pitch / plot supply	N/A negative requirement	1.8 / 1.6

7.2 GTAA

7.2.1 The council has published an updated GTAA but this was outside of the current monitoring period. The results of the GTAA have helped to inform the approach towards Gypsy and Travellers in the Regulation 19 Local Plan.

7.3 TR1 – Safeguarding Permitted Sites

7.3.1 Policy TR1 seeks to ensure that existing sites which have planning permission or lawful use for gypsy or traveller or travelling showpersons use, will be safeguarded to ensure that the permitted use as a traveller site is not lost through the grant of any subsequent planning permission, or relaxation of planning conditions, to allow for other types of development. This is to ensure that these sites and others that may be authorised are retained to meet identified traveller needs within the District and any wider unmet needs under the Duty to Co-operate. There were no sites lost under this policy during the monitoring period.

7.4 TR2 – Sites with Temporary Consent

7.4.1 Policy TR2 identified two sites within the district that had temporary permission and allocated these for permanent traveller use. Both of the sites identified in policy TR2 have now gained permanent planning permission in previous monitoring periods. This policy will therefore no longer be used.

7.5 TR3 – Carousel Park, Micheldever

7.5.1 The site currently has consent for 9 travelling showpersons' plots, granted in 2003 (W05589/12) which is subject to various conditions and a planning obligation. Policy TR3 allocates Carousel Park for continued showpersons' use. Enforcement action was taken

by the council due to concerns that several plots were not being used for Travelling Showpersons' use. The result of the appeal was received in the 2019/2020 monitoring period and the appeal Inspector concluded at the time that most of the plots were being used in accordance with the consent, at the time of the enforcement action. The Inspector's decision reflects the site's allocation by policy TR3 and notes that the policy serves a valid planning purpose. Accordingly, the site remains allocated for showpersons' use by policy TR3 and has consent for this use. The council has subsequently investigated the current situation and has served further enforcement notice. The council has reviewed the site allocation has allocated it for Gypsy and Traveller in the Regulation 18 Local Plan.

7.6 TR4 – The Nurseries, Shedfield

7.6.1 Policy TR4 is allocated for the use of Travelling Showpersons'. This site currently already consists mostly of travelling showpersons' plots. There are currently 3 authorised plots on the site with the remainder being unauthorised. Policy TR4 seeks to enable the unauthorised plots to receive planning permission and contribute to meeting the unmet need for Travelling Showpersons. There is also potential capacity within the site for further plots, subject to any necessary access improvements.

7.7 TR5 – Expansion or intensification of existing sites

7.7.1 Policy TR5 encourages the expansion or intensification of existing sites identified in Policies TR1 – TR4. The council recognised that during the plan period there may be a demonstrable need for an additional pitch/plot on those sites safeguarded or allocated through this DPD, to meet the changing needs of the households on existing sites. 1 planning application 20/02752/FUL was refused under this policy.

7.8 TR6 – Planning Applications

7.8.1 This policy sets out the criteria for those applications that come forward from sites that have not been identified in the plan (Policies TR1 – TR4). The Policy seeks to enable the council to meet the identified need for, in particular Travelling Showpeople, on sites that have not been identified yet comply with Policies DM1, MTRA3, CP5 and TR7. This policy was used to permit an application 19/01007/FUL.

7.9 TR7 – Design guidance and Site Layout

7.9.1 Policy CP5 sets out broad parameters to be considered and in addition the general site criteria and principles policies included in LPP2 should be taken into consideration

(DM15- 18). Policy TR7 sets out more detailed criteria relating to design.

8. Neighbourhood Plans

8.1 Introduction

8.1.1 Neighbourhood Plans were introduced through the Localism Act 2011 giving local communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. They are able to choose where they want new homes, shops and offices to be built, have their say on what those new buildings should look like and what infrastructure should be provided.

8.1.2 Once Neighbourhood Plans have been through an examination process, had a successful referendum and been 'made' the policies contained within them are used in the determination of planning applications. Policies must comply with the development plan and Neighbourhood Plans cannot be used as a means to prevent development that is already part of the Local Plan.

8.1.3 There are currently three Neighbourhood Plans being produced in the district:

- New Alresford Town Council
- Hursley Parish Council; and
- Denmead Parish Council.

8.1.4 New Alresford Town Council

8.1.5 New Alresford Town Council is at the early stages of producing a Neighbourhood Plan. The Regulation 18 Local Plan has identified the need for the Neighbourhood Plan to plan for about 100 additional dwellings (2019 – 2039).

8.1.6 Hursley Parish Council

8.1.7 Hursley Parish Council is in the process of preparing a Neighbourhood Plan. The Regulation 18 Local Plan has not identified a need to plan for any additional dwellings over and above an allowance for windfall (20 dwellings over the period 2019 -2039).

8.1.8 Denmead Parish Council

8.1.9 Denmead is currently the only settlement within the district with a Neighbourhood Plan. The Denmead Neighbourhood Plan (DNP) was "made" and became part of the Development Plan on 1 April 2015. A revised Denmead Village Design Statement (VDS) was adopted on 29th February 2016. The VDS provides further guidance on detailed design matters in the Denmead area.

8.1.10 Denmead Parish Council are currently undertaking a review of the Neighbourhood Plan. The

Regulation 18 Local Plan has identified the need to plan for 100 additional dwellings (2019 – 2039).

8.2 Policy Monitoring

8.2.1 There are six key objectives in the Denmead Neighbourhood Plan with associated indicators. There are seven land use policies which will assist in the delivery of the objectives of the plan. These policies set out proposals for development and criteria to be used alongside other adopted planning policies in the consideration of planning applications. Proposals are non-statutory proposals that will be pursued by the Parish Council and others in parallel with the implementation of the formal policies in the Neighbourhood Plan. The AMR is solely concerned with monitoring the planning policies of the Neighbourhood Plan and how they relate to the achievement of the key objectives. You can read the Denmead Neighbourhood Plan [here](#)

Details and further explanation for each [policy can be found on the Denmead Neighbourhood Plan linked here –

<http://denmeadneighbourhoodplan.org.uk/>

9. Community Infrastructure Levy (CIL)

9.1 Introduction

9.1.1 Regulations require that the monitoring report should contain information on the annual receipts under the Community Infrastructure Levy (CIL) regime including:

- The total CIL receipts for the reported year;
- The total CIL expenditure for the reported year;
- Summary details of CIL expenditure during the reported year including the items of infrastructure to which CIL money has been allocated, the amount spent on each item, the amount applied to repay borrowed money and the amount and percentage applied to administrative expenses; and
- The total amount of CIL receipts retained at the end of the reported year.

9.1.2 Winchester City Council's CIL came in to effect on 7th April 2014. The Cabinet, at its meeting on 19th March 2014 approved the CIL Regulation 123 List together with the instalments policy and how CIL should be appropriated. In summary this is as follows:

- Up to 5% of CIL receipts can be used to cover administrative costs for both the collection and implementation of CIL.
- 15% of CIL for qualifying development in a particular area to go to the appropriate Parish Council or in the case of Winchester Town Area, the Winchester Town Account (this rises to 25% where there is an approved neighbourhood plan)
- 25% of the remaining total to Hampshire County Council for the delivery of infrastructure projects which are the responsibility of the County Council form the Regulation 123 List.
- The remaining CIL receipts to a programme to be developed for the delivery of priority infrastructure projects included on the Regulation 123 List.

9.1.3 The CIL charging schedule, map of the charging areas, and further information regarding CIL in Winchester District can be found on the Council's [website](#). The council has placed a CIL calculator and other information on the website to assist developers in calculating their CIL liability.

9.2 Background

9.2.1 At a Cabinet meeting held in September 2018 several proposed changes regarding CIL were approved. These included:

- The proposal to appoint a CIL Implementation Officer funded from the 5% for CIL administration
- That the existing principle to pass 25% of the available 'District' CIL funding to Hampshire County Council cease with immediate effect.
- That from 2019 to 2022, £1m of CIL receipts be used to fund community proposals with a value of between £10,000 and £200,000 which would be submitted as part of a bid invitation open (members, parish councils, community groups etc.) Bids would be submitted between 1st January and 31st March each year (details of the assessment methodology to be delegated to the Corporate Head of Regulatory in consultation with the Portfolio Holder for Built Environment)
- That the revised Regulation 123 List be consulted upon with key partners and any proposed amendments be presented to Cabinet in January 2019

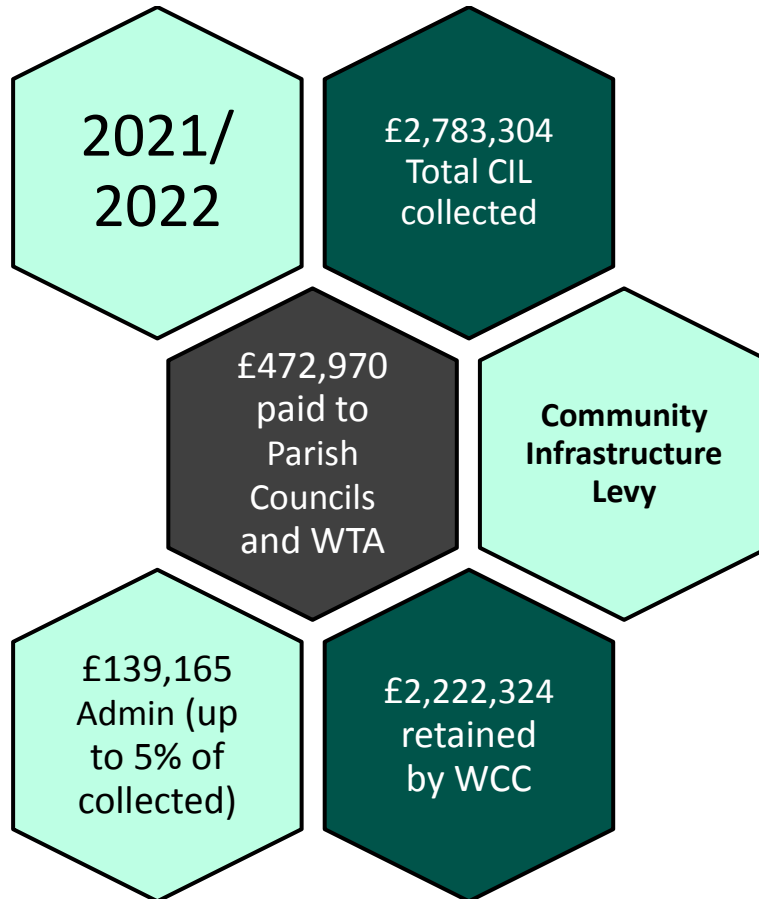
9.2.2 In June 2019 the post of CIL Implementation Officer commenced to take forward the programme of CIL funded schemes. This included both the community proposals which came forward as a result of the bidding process, and those projects which would be taken forward by the city council. CIL funding was allocated as part of this process on an annual basis and agreed by Cabinet.

9.2.3 Since CIL was adopted by the City Council there have been various amendments to the CIL regulations. The most recent 'The Community Infrastructure Levy (Amendment) (England) (No.2) Regulations 2019 replaced the Regulation 123 List with a requirement to publish an Infrastructure Funding Statement, containing an Infrastructure List. The Infrastructure Funding Statement is a reporting mechanism covering the collection, and allocation of funds in relation to both CIL and s106 planning obligations. It was required to be published by 31st December 2020 and each subsequent year, thereafter. The Infrastructure List sets out the future priorities for CIL spending and replaced the previous Regulation 123 List. A link to the Infrastructure Funding Statement can be found [here](#).

9.3 Reporting for 2021/22

9.3.1 During the monitoring year 2021/22, £2,783,304.48 of CIL was collected by Winchester

City Council. The figure below sets out the amount of CIL collected, passed on to Parish Councils (including Winchester Town Account), and retained during the monitoring period and compares it with the previous five years. For more information on this please see Appendix 7 - table 7.1



9.3.2 It should be noted that a parish council will only receive CIL funding (15% of that collected, except for Denmead which receives 25%) if there is a CIL liable development within that parish council area, from which CIL has been collected. CIL collected from qualifying development is often collected in instalments, and funds are transferred to parish councils usually bi-annually

9.3.3 In 2021/22 £1,794,000 of CIL funding was allocated to the following projects:

- £550,000 to support the continuation of the funding of community projects
- £755,000 for Winnall Flats development open space improvements
- £110,000 for Abbey Gardens playground redevelopment
- £61,000 for Hookpit Farm Road layby and footpath
- £200,000 for Winchester Football Club 3G pitch
- £68,000 for Theatre Royal public realm improvements

- £50,000 for Stockbridge Road pedestrian steps

9.3.4 In 2021/22, £538,266.91 of CIL funding was spent on the projects and is detailed in Appendix 7 - table 7.2

9.3.5 There has not been any CIL funding used to repay any borrowed money in 2021/22, nor any other year since the introduction of CIL in 2014.

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Appendix 1 – Glossary

Affordable Housing	Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision.
Affordable Rented Homes	Rented housing let by local authorities or private registered providers of social housing to households who are eligible for social rented housing with rents set at a level agreed with the Council, having regard to local incomes, to ensure homes are affordable to eligible households, but in any event not more than 80 per cent of the local market rent (including service charges).
Annual/Authority Monitoring Report (AMR)	Part of the Local Development Framework, this assesses the implementation of the Local Development Scheme and the extent to which policies in the Local Development Documents are being successfully applied.
Biodiversity	The range and diversity of life (including plants, animals and micro-organisms), ecosystems and ecological processes.
Biomass	A fuel derived from biological material including both plant and animal derived material.
BREEAM	Building Research Establishment's Environmental Assessment Method. Used to assess the environmental performance of new and existing non-residential and mixed use buildings.
Brownfield land/sites	See Previously Developed Land
Buildings at Risk (BAR)	This is a list published by English Heritage and includes grade I and II* listed buildings and structural scheduled monuments (structures rather than earthworks and buried sites), known to English Heritage to be at risk through neglect and decay, or vulnerable to becoming so.
Code for Sustainable Homes (CfSH)	A national environmental standard which measures the environmental sustainability performance of new homes to ensure they deliver improvements in key areas such as carbon dioxide emissions and water use reduction.
Community Infrastructure Levy (CIL)	The Community Infrastructure Levy (CIL) is a levy that the Council charges on certain types of new developments to support development by funding infrastructure.
Community Strategy	A high level corporate visioning document for the Winchester District produced by the City Council, but originally prepared in partnership with the Winchester District Strategic Partnership (WDSP), dealing with wide social, economic and environmental issues that affect the District.
Conservation Area	Areas designated by the Local Planning Authority, under Section 69 of the Planning (Listed Building and Conservation Area) Act 1990, as being "of special architectural or historical interest, the character or appearance of which it is desirable to preserve or enhance".
Core Indicator (CI)	A list of indicators previously set by central government to be included in the AMR. Now cancelled as of 31st March 2011

Core Strategy	The lead Development Plan Document which sets out the spatial vision and objectives for the future of the planning area and establishes a development strategy to be followed For the Winchester District the Joint Core Strategy: Local Plan Part 1 was adopted in March 2013.
Department of Communities and Local Government (DCLG)	Government Department, source of information on government planning guidance, amongst other matters.
Development Plan	Comprises adopted Local Plans and Neighbourhood Plans, together with any Minerals and Waste plans. In Winchester District currently Local Plan Part 1, Winchester District Local Plan Review (2006) Saved Policies and the Hampshire Minerals and Waste Plan (2013) and Denmead Neighbourhood Plan (2015).
Development Plan Document (DPD)	Spatial planning document that is subject to independent examination and, forms part of the Development Plan for the local authority area.
Economic Strategy (2010 – 2020)	The Economic Strategy for 2010-2020 is the principal means by which the City Council’s economic vision and plans will be turned into practical outcomes for people and businesses throughout the District.
Evidence Base	The evidence base is a collective term for the documents, studies, reports and community feedback used to support development plan documents.
Examination	The examination deals with soundness of the DPD (SPD is not subject to Examination) and is chaired by an independent Planning Inspector.
Green Infrastructure	Green Infrastructure describes natural and managed green spaces, features and water bodies that together make up a network of multifunctional green space, urban and rural, capable of delivering a wide range of environmental and quality of life benefits for local communities. The network includes green spaces such as parks and gardens on private or public land, and green links between spaces such as hedgerows and rights of way, as well as features such as blue corridors (defined above), green roofs/walls and ponds.
Greenfield land/sites	Land or sites which have not previously been developed or which were developed but have now blended back into the landscape. Since June 2010, now also includes residential gardens.
Hampshire Alliance for Rural Affordable Housing (HARAH)	Hampshire Authorities promoting and delivering in partnership Affordable Housing in their rural areas.
Hampshire Biodiversity Action Plan (BAP)	A detailed ten year programme of action for protecting and enriching nature in Hampshire.
Hampshire Biodiversity Information Centre (HBIC)	The Hampshire Biodiversity Information Centre (HBIC) is a partnershiped initiative, hosted by Hampshire County Council, which has been established to bring together valuable information on Hampshire’s wildlife and natural environment, to collate and manage this data, and to disseminate to those who need it.
Hampshire County Council (HCC)	County Council of Hampshire. Planning authority for minerals and waste planning. Performs certain strategic functions including highways, education and social services
Informal Open Space	These are spaces open to free and spontaneous use by the public. They are not laid out or managed for a specific function (e.g. as a park, public playing field or recreation ground) and are not managed as a natural or semi-natural habitat.
Infrastructure	A range of services and facilities necessary for development to take place, and may include: transport matters (roads, public and community transport), affordable housing, education provision (pre-

	school, primary,secondary etc), health and social services, community and recreation provision (open space, built leisure, community facilities etc), public services including water supply and waste, utility services (electricity, gas and renewable energy sources), flood defences. Etc.
Intermediate affordable housing	Housing at prices or rents above those of social-rent but below market prices or rents. This can include shared equity products (for example HomeBuy) and intermediate rent (i.e. rents above social-rented level but below market rents).
Listed Building	A building officially listed as being of special architectural or historic interest as defined in the Planning (Listed Buildings and Conservation Areas) Act 1990. They are documented in the national Statutory Lists of Buildings of Special Architectural or Historic Interest.
Local Area Design Statement (LADS)	An advisory document usually produced for part of a neighbourhood with specific design issues. The Statement might address how development should be carried out in the area in a way which respects the character of the neighbourhood. A Local Area Design Statement can be given weight by being approved as a Supplementary Planning Document
Local Development Document (LDD)	A generic name given to all constituent documents of the Local Development Framework.
Local Development Framework (LDF)	All local development documents that inform spatial planning in an area including; Development Plan Documents, Local Development Scheme, Statement of Community Involvement, Annual Monitoring Report, Community Infrastructure Levy and Supplementary Planning Documents
Local Development Scheme (LDS)	This sets out the programme and timetable for the preparation and production of Local Development Documents.
Local Enterprise Partnership (LEP)	Local enterprise partnerships are partnerships between local authorities and businesses. They decide what the priorities should be for investment in roads, buildings and facilities in the area. The Solent and Enterprise M3 LEPs cover parts of the Winchester District.
Local Indicator (LOI)	Local Output Indicators address the outputs of planning policies and are chosen by the local planning authority
Local Nature Partnership (LNP)	Local Nature Partnerships (LNPs) are partnerships of a broad range of local organisations, businesses and people who aim to help bring about improvements in their local natural environment. They work with local decision-makers including local authorities and LEPs. The Hampshire and Isle of Wight Local Nature Partnership (HioWLNP) was established in 2012.
Local Nature Reserve(LNR)	Sites designated by local authorities or local naturalist trusts, under the National Parks and Access to the Countryside Act 1949, as being of local wildlife importance.
Local Reserve Site (LRS)	Sites held in reserve for extensions to WDLP Review (2006) Policy H3 settlements and released if monitoring shows that housing provision will not be achieved by other sources. Local Reserve Sites are subject to countryside policies unless and until the Local Planning Authority identifies a need for them to be released for housing.
Local Transport Plan (LTP)	A strategy produced by Hampshire County Council which outlines the policy approach to planning for transport.
Localism Act	Includes some aspects of planning legislation, including Neighbourhood Plans and sets framework for Regulations on monitoring – amongst other matters.
Major Development Area (MDA)	An area identified in the Hampshire County Structure Plan (Review) and Winchester District Local Plan Review (2006) for

	large-scale, mixed use development (2000 or more homes).
Marine Management Organisation	Responsible for preparing marine plans across the country, including the south marine planning area. The tidal part of the Hamble within the Winchester District is part of the south marine planning area.
National Park	An area designated under the National Parks and Access to the Countryside Act 1949 (as amended). Part of Winchester District lies within the South Downs National Park.
National Planning Policy Framework (NPPF)	The National Planning Policy Framework (NPPF) 2012 sets out the Government's policies for planning in England.
National Planning Policy Guidance (NPPG)	National Planning Policy Guidance (NPPG) 2013 provides the Government's interpretation of NPPF. It replaces advice previously expressed in planning policy guidance notes (PPGs) and good practice guidance. It is web-based and updated as and when required.
Natural Greenspace	Natural England (formerly, English Nature) has produced guidance on Accessible Natural Greenspace. This emphasises the significance and importance of natural green spaces such as accessible countryside, riverside walks and woodlands.
Neighbourhood Design Statement (NDS)	An advisory document produced by the local community, suggesting how development might be carried out in harmony with the neighbourhood. A Neighbourhood Design Statement can be given weight by being approved as a Supplementary Planning Document.
Neighbourhood Plans	Under the Localism Act local communities are given new rights and powers to produce statutory Neighbourhood Plans to allocate sites for development and outline general policies for the development and use of land in their neighbourhoods.
Open Space	Defined in the Town and Country Planning Act as land laid out as a public garden, used for the purposes of public recreation, or which is disused burial ground. It should be taken to mean all open areas of public value, including water areas, which offer important opportunities for sport and recreation, and can also act as a visual amenity.
Open Space Strategy	The City Council currently prepares, each year, an Open Space Strategy for the District which specifies the amount and types of facility currently available, together with an assessment of levels of deficiency.
Parish Plan/Community Plan	Parish plans outline how a community would like to change and usually include an action plan detailing how development can be achieved. Unlike Neighbourhood Plans, parish/community plans may deal with a range of issues and are not subject to formal tests before adoption.
Partnership for South Hampshire (PFSH)	A sub-regional Partnership of 11 local authorities from the Test Valley in the west to Havant in the east, set up to co-ordinate economic development, transport, housing and environmental policy within South Hampshire.
Previously Developed Land (PDL)	Land or sites containing permanent structures and associated development, such as car-parking, which can be developed for other uses. Also referred to as 'brownfield'.
RAMSAR site	These are internationally designated sites, identified under the Ramsar Convention. They are identified in order to protect the ecological interest of wetlands.
Registered Provider	Any body which is from time to time included in the Council's list of Registered Providers with which the Council has a partnership agreement and any other body registered by the Tenant Services Authority or Homes and Communities Agency under the Housing and Regeneration Act 2008 or any successor body or eligible to be so registered and approved by the Council (such approval not to be

	unreasonably withheld) and shall include any Landlord providing social housing whose status and functions are similar to a Registered Provider as aforesaid and who is accredited as such by the Tenant Services Authority or HCA
Renewable Energy/Resources	Energy forms/resources that occur naturally and repeatedly in the environment, such as wind and solar power. Combustible or digestible waste materials are also regarded as renewable sources of energy.
Rural Exception Sites	Small sites within and adjoining existing villages, which would not otherwise be released for housing, which may be developed specifically for affordable housing to meet local needs in perpetuity.
Saved Policies	Policies saved from the Local Plan. They will be used in the transitional period between the old local plan system and the new LDF.
Schedule Ancient Monument (SAM)	The most important archaeological sites nationally are identified as SAMs by central government.
Settlement Gap	An area of countryside which is of special value for its role in preventing the coalescence of urban areas and protecting their separate identities. The previous distinctions between Strategic and Local Gaps no longer apply.
Site of Special Scientific Interest (SSSI)	A site identified under the Wildlife and Countryside Act 1981 (as amended by the Countryside and Rights of Way Act 2000) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features. These are designated by English Nature under the Wildlife and Countryside Act 1981, for their special ecological or geological interest. The General Development Order requires planning authorities to consult Natural England before granting consent for development within an SSSI.
Sites of Importance for Nature Conservation (SINC)	Sites within Hampshire that are of particular importance for nature conservation, containing habitats or features which are effectively irreplaceable (excluding statutorily designated sites). Criteria for identifying these sites have jointly been adopted by Hampshire County Council, Natural England and the Hampshire Wildlife Trust.
Social rented accommodation	Rented housing owned by Registered Providers (often Housing Associations), local authorities or other eligible bodies available to eligible households at target rent levels (target rents being determined through the national regime set out in the Government's Guide to Social Rent Reforms 2001 or equivalent rental arrangements).
Solent Recreation Mitigation Project	A project set up to develop appropriate mitigation for the effects of recreation impacts on the Solent SPA arising from new housing development as required under the Habitat Regulations. Previously called the Solent Disturbance and Mitigation Project.
Special Areas of Conservation (SAC)	Sites designated under the EC Directive on the Conservation of Natural Habitats and of Wild Flora and Fauna (the Habitats Directive) of international importance as natural habitats, designated and protected in order to contribute to the conservation of biodiversity.
Special Protection Area (SPA)	Areas identified as being of international importance for breeding, feeding, wintering or migration of rare and vulnerable bird species found within European Union countries. They are European designated sites, classified under the 'Birds Directive 1979' which provides enhanced protection given by the Site of Special Scientific Interest (SSSI) status all SPAs also hold.
Statement of Community Involvement (SCI)	Sets out the standards which local authorities will achieve with regard to involving individuals, communities and other stakeholders in the preparation of Local Development Documents and in development control decisions. The Council's current Statement of

	Community Involvement was adopted in January 2007.
Strategic Housing Land Availability Assessment (SHLAA)	A key component of the evidence base needed to support the delivery of the Core Strategy. The study provides detailed information on housing land supply and aims to identify sufficient land to accommodate the District's housing need.
Strategic Housing Market Assessment (SHMA)	A report considering the different types of housing required in response to predicted population change and anticipating the affordable accommodation requirements of specific groups.
Supplementary Planning Document (SPD)	Provides additional information and guidance in regard to the policies in Development Plan Documents. Does not form part of the Development Plan and is not subject to public examination, but must include public consultation.
Sustainability Appraisal (SA)	A process for the evaluation and refinement of policy options, to ensure that emerging policies and proposals will be the most sustainable and deliverable for the District. The requirement to undertake SA is an integral part of the plan making process.
Use Class Order	The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories, planning permission not being required for changes of use within the same use class. In practice changes between use classes are likely to require planning permission.
Village Design Statement (VDS)	An advisory document, usually produced by local communities, suggesting how development might be carried out in harmony with the village and its setting. A village design statement can be given weight by being approved as Supplementary Planning Documents.

Appendix 2 Duty to Cooperate

Table 2.1 Duty to Co-operate main meetings / actions between 01 April 2021 to 31 March 2022.

Name	Date	Type	Form/Issues/Actions
Biodiversity Net Gain Officer Group	24/05/2021, 28/09/2021 and 10/03/2022.	Policy and ecology officer meetings for all Hampshire local authorities and Natural England.	To talk about BNG and the Environment Act, formation of policy for Local Plans and the use of the Metric.
Development Plans Group	18/06/202, 01/10/2021 and 04/03/2022.	Officer meetings for all Hampshire local authorities.	To discuss local plan updates, 5 year land supply, Government advice & consultations, appeals, training and any other relevant matters.
Duty to Cooperate meeting with Basingstoke and Deane Borough Council	30/09/2021	Officer meeting	To discuss local plan updates from both authorities, current consultations and 5 year housing land supply.
Hampshire LPS's Liaison Meeting for Developer Contributions	17/06/21 13/10/21	Officer meeting	Meeting of officers to discuss S106/CIL contributions and monitoring fees and contributions reporting.
Hampshire Planning Research & Liaison Group	12/05/21 16/09/21 26/01/22	Officer meetings for all Hampshire local authorities.	To discuss OAN statistics, housing delivery, land supply and monitoring issues, demographics, census, current research projects and any other relevant matters.
Key output of the PRLG meeting: In December 2021, the County Council published a study of 'Strategic housing delivery on 4 key sites in Winchester District 1980-2020'. The study provides observations on matters that have impacted on four strategic housing sites in Winchester District in the period 1980 though to 2020.			
Key output of the PRLG meeting: In November 2021 the County Council published Housing delivery trends in Hampshire 2000-2020: Analysis of key trends on sites of 100-399 dwellings which utilises historic data to inform ongoing discussions relating to the delivery of housing in Hampshire on sites of 100-399 in size.			
HIPOG Sustainable Design Group meeting.	14/06/2021, 21/09/2021, 13/12/2021 14/03/2022.	Officer meetings for all Hampshire local authorities.	Remit is to discuss innovations / approaches to sustainable design and try to achieve a consistent approach across Hampshire.

Name	Date	Type	Form/Issues/Actions
PFSH Planning Officers Group	14/01/2022 03/12/2021 22/10/2021 10/09/2021 30/07/2021 25/06/2021 14/05/2021 30/04/2021 01/04/2021	Officer meetings for all Hampshire local authorities in the PFSH area.	Joint working to develop a Statement of Common Ground and commission evidence on matters of strategic cross-boundary importance.
Statement of Common Ground Workshop	16/022022 10/022022	Officer meetings for all Hampshire local authorities in the PFSH area.	Joint working to develop a Statement of Common Ground and commission evidence on matters of strategic cross-boundary importance.
PFSH Water Quality Working Group	18/03/2022	Officer meetings for all Hampshire local authorities in the PFSH area.	Joint working to address water quality issues, particularly nutrient neutrality and mitigation.
Basingstoke and Deane Borough Council Local Plan update meeting	02/06/2021	Local Plan update meeting	To discuss local plan updates
SSEN DFES	13/10/2021	Distribution Future Energy Scenarios (Southern Central England)	Infrastructure provider (Electric) meeting as a part of their stakeholder engagement on the DFES process

Appendix 3.1 – Five Year Housing Land Supply

Housing Land Supply – Methodology Used for 2021-2022 AMR

3.1.1 5 Year Periods

The assessment of housing land availability should be forward-looking, as the NPPF requires the assessment to provide five years' worth of specific deliverable housing. Therefore the five year land supply assessment **sets out 2 calculations of housing supply for the District for the periods April 2022 – March 2027 and looking ahead to the period 2023 – 2028**. Summaries of the five year land supply calculation are set out, one for each 5-year period.

3.1.2 Past Completions

Table 1 below shows independent dwelling completions (District-wide including SDNP), but the Planning Practice Guidance (July 2019) advises that '*all student accommodation... can in principle count towards contributing to an authority's housing land supply*' and '*local planning authorities will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply*' (PPG Paragraph 034 Reference ID: 68-034-20190722 and Paragraph 035 Reference ID: 68-035-20190722). The Housing Delivery Test applies adjustments using nationally set ratios to arrive at dwelling equivalents (2.5 for students and 1.8 for other communal accommodation) but local ratios are used in this AMR, these are calculated using the advice in paragraphs 034 and 035 of Planning Practice Guidance (resulting in ratios of 3.7 for students and 1.8 for other communal accommodation).

Table 3.1.3 Independent Dwelling Completions 2011 – 2022

Year	Dwelling Completions (District Total)
2011 – 2012	317
2012 – 2013	204
2013 – 2014	470
2014 – 2015	262
2015 – 2016	421
2016 – 2017	555
2017 – 2018	547
2018 – 2019	810
2019 – 2020	636
2020 – 2021	804
2021 - 2022	1141
TOTAL 2011 – 2022	6167

Communal completions since the start of the Local Plan period (District-wide including SDNP) produce the following (adjusted) completion rates (see AMR Appendix 3.5 for 2021-22 information).

Table 3.1.4 Communal Completions (Dwelling Equivalents) 2011 – 2022

Year	Communal Completions (student / care)
2011 – 2012	0
2012 – 2013	0
2013 – 2014	200
2014 – 2015	0
2015 – 2016	0
2016 – 2017	51
2017 – 2018	95
2018 – 2019	65
2019 – 2020	7
2020 – 2021	70
2021 – 2022	60
TOTAL 2011 – 2022	548

The total level of housing (independent and communal accommodation) completions can be updated as follows (Table 1 + Table 2 figures):

Table 3.1.5 TOTAL Housing Completions 2011 – 2022

Year	Total Housing Completions (dwellings + communal)
2011 – 2012	317
2012 – 2013	204
2013 – 2014	670
2014 – 2015	262
2015 – 2016	421
2016 – 2017	606
2017 – 2018	642
2018 – 2019	875
2019 – 2020	643
2020 – 2021	874
2021 - 2022	1201
TOTAL 2011 – 2022	6715

3.1.6 The Housing Requirement

The requirements and advice contained in the NPPF 2021 and current Planning Practice Guidance have been followed. Paragraph 74 of the 2021 NPPF requires authorities to *‘identify and update annually a supply of specific deliverable sites*

sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old'. Winchester's housing requirement was established in Local Plan Part 1, which was adopted over 5 years ago and was not formally reviewed in producing Local Plan Part 2. Therefore, the PPG advises that the future housing requirement should be based on the 'local housing need' derived using the standard method in national planning guidance: 'where strategic policies are more than 5 years old, or have been reviewed and found in need of updating, local housing need calculated using the standard method should be used in place of the housing requirement.' (PPG Paragraph 003 Reference ID: 68-003-20190722).

3.1.7

Currently the **standard method calculation results in a 'local housing need' of 715 dwellings per annum** (updated March 2022). In order to be included in the five year supply, sites must be 'deliverable' (*'available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years'* – NPPF Annex 2).

3.1.8 Buffer

The NPPF includes the requirement for a 'buffer' (moved forward from later in the plan period) of 5% to ensure choice and competition in the market for land, or 10% where an authority relies on a recently adopted local plan or annual position statement, or 20% where there has been significant under delivery of housing over the previous 3 years (measured against the Housing Delivery Test). The annual 'local housing need' figure (derived using the standard method) is used as the Local Plan housing requirement is over 5 years old. On this basis, it is expected that the housing requirement which the Government will use to assess housing delivery in the 3 years to April 2022 will be 2,024 dwellings. This is made up using the local housing need requirements of 666 (2019-20) + 692 (2020-21) + 665 (2021-2022) = 2,024 (derived from the latest Housing Delivery Test results and HDT Technical Note).

3.1.9

Table 3 above shows that total housing completions (dwellings and communal) for the 3 years 2019-2022 were 2,718 dwellings, which is **135% of the anticipated Housing Delivery Test requirement of 2,024 dwellings**. The NPPF requires that a 20% buffer is applied where there has been significant under delivery of housing, measured using

the Housing Delivery Test, and defined as below 85% of the housing requirement (NPPF paragraph 74c and footnote). Accordingly, with completions of 135% of the expected Housing Delivery Test requirement there has not been '*significant under delivery of housing over the previous 3 years*' (NPPF paragraph 74) and a **5% buffer should be applied** to the housing requirement (see Table 5 below).

3.1.10 Previous Shortfalls

In order to determine the 5-year requirement, account also needs to be taken of any shortfall since the start of the Local Plan period. The Local Plan trajectory (Appendix 3.7) can be used to determine the requirement up until April 2018, when the housing requirement reaches 5 years old and the 'local housing need' figure must be used to determine the annual requirement thereafter.

3.1.11

The Local Plan trajectory expects provision of 3,226 dwellings to April 2018 and the standard methodology would expect 659 dwellings in 2018-19, 666 dwellings in 2019-20, 692 in 2020-21, and 665 dwellings in 2021-22, giving a **2011-2022 requirement of 5,908** (3,226 trajectory requirement 2011-2018 + 659 + 666 + 692 + 665 standard methodology requirements = 5,908). Total **completions (including independent and communal dwellings) since April 2011 are 6,715 dwellings** (Table 3 2011-2022) so there is **no shortfall to be added** to the future 5-year requirement. Accordingly, the housing requirement from 2022 – 2027 is based on the latest 'local housing need' figure of 715 dwellings per annum and a buffer of 5%.

3.1.12

To calculate the requirement for 2023 – 2028, the Local Plan trajectory expects provision of 3,226 dwellings to April 2018 and the standard methodology would expect 659 dwellings in 2018-19, 666 dwellings in 2019-20, 692 dwellings in 2020-21, 665 dwellings in 2021-22, and 715 dwellings in 2022-23, **giving a 2011-2023 requirement of 6,623** (3,226 trajectory requirement 2011-2018 + 659 + 666 + 692 + 665 + 715 standard methodology requirements = 6,623). Projected completions (dwellings and communal) for 2022/23 are used, based on the expected development rates shown in the updated trajectory at Appendix 3.7 (1,011) and for communal dwellings at Appendix 3.5 (37) giving a total of 1,048 expected total completions in 2022/23. These are **added to completions for 2011-2022 (6,715) resulting in an estimated provision of 7,763**, resulting again in **no shortfall**.

3.1.13

The total 5-year requirements are set out in Table 4 below, including a 5% 'buffer'.

Table 3.1.14 Housing Requirements

5 Year Period	5 Year Requirement (Local Housing Need Assessment 715 x 5)	+ 5% Buffer
2022 – 2027	3575	3754
2023 – 2028	3575	3754

3.1.15 Housing Supply

The supply of future housing comes from a variety of sources:

Commitments and Planning Permissions

These are sites which, at April 2022, have planning permission or are allocated in a statutory development plan. The 2021 NPPF (Annex 2) advises that *'sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years'*. Sites with outline planning permission, permission in principle, allocated in the development plan or identified on a brownfield register should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

3.1.16

The phasing of large sites (10 or more dwellings) is individually assessed by Hampshire County Council (HCC) on an annual basis. So as to reflect the NPPF definition of 'deliverable' and advice in the Planning Practice Guidance (PPG Paragraph 007 Reference ID: 68-007-20190722) the schedule of large sites (10 or more dwellings) at AMR Appendix 3.4 includes separate lists of sites with detailed planning consent, sites with outline permission or allocated in the Local Plan (there are no further sites with permission in principle or from the brownfield register) and strategic allocations. Each site has a brief commentary regarding its status, which is taken into account in estimating the timing of completions on the site, listing its planning status, progress towards detailed consent and expected delivery timescales. All Local Plan allocations were subject to a site selection process and viability assessment, tested through the examination process, with most now having planning consent. There are detailed schedules of large and small site completions (AMR Appendix 3.2) and outstanding small site consents, including dwellings under construction (AMR Appendix 3.3).

3.1.17

The development profiles for each large site at AMR Appendix 3.4 are updated every year to take account of developer progress and known aspirations. The information for each site is therefore as accurate as possible and takes account of known progress, constraints, developers' plans and discussions with the local planning authority. While the housing trajectory (AMR Appendix 3.7) includes all the large sites listed at AMR Appendix 3.4, **only strategic sites and sites with detailed consent / reserved matters approval are treated as 'deliverable' for 5-year land supply purposes**, so as to reflect the NPPF definition of 'deliverable'.

3.1.8

Sites with outline consent or Local Plan allocations could only be treated as 'deliverable' in terms of 5-year land supply where there is clear evidence that they will be delivered within 5 years. In most cases, dwelling completions are not expected on these sites until the latter part of the 5 year period, or beyond. Additionally, there is currently an issue in relation to the impact of nutrients on the Solent European Sites protected as Special Protection Areas (SPA) and Special Areas of Conservation (SAC) under European law. Natural England advised in March 2022 that there is also an issue in terms of the effects of phosphates on the River Itchen SAC. These issues mean that new planning consents may be held back on sites that do not already have at least outline consent, potentially delaying the implementation of allocated sites that are not already permitted.

3.1.19

Accordingly, **none of the sites which have only Local Plan allocations or outline consent are treated as deliverable or included in the 5-year land supply calculation**, given the potential delays in these being brought forward (some are not projected to achieve significant completions within the 5-year period anyway). This is very much a 'worst case' approach but seeks to reflect Government advice and current issues in terms of the impact of nutrients.

3.1.20

The resulting deliverable supply within the relevant 5-year periods from sites which are committed/permitted is shown below in Table 5 (large sites) and Table 6 (small sites). The 'Deliverable Dwellings' figures for large sites (Table 5) include only sites which are deliverable in terms of 5-year land supply: those with full planning consent and the strategic allocations. The figures in the 'Total Dwellings' column show the total

commitments on large sites, based on the trajectory at AMR Appendix 3.7, so also includes sites with outline consent or Local Plan allocations:

Table 3.1.21 Large Site Commitments (10 or more dwellings)

Monitoring Period	Total Dwellings (District Total)	'Deliverable' Dwellings (District Total)
2022 – 2027	3,996	3,826
2023 – 2028	3,891	3,513

3.1.22

For large sites, any delay in implementation is already taken into account in the profile for each site (AMR Appendix 3.4) and reflected in the 'Deliverable Dwellings' figures in Table 5 above, so there is no need for a non-implementation discount.

3.1.23

For small sites, the NPPF advises that *'sites which do not involve major development and have planning permission... should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years'* (NPPF Annex 2). In view of this advice, the small non-implementation rate that had previously been applied for small sites has been dropped and **all small sites with consent are treated as deliverable in terms of the 5-year land supply.**

3.1.24

The total number of independent dwellings outstanding on small sites at 1 April 2022 was 391 (including 31 in the South Downs National Park), excluding communal dwellings (see AMR Appendix 3.5). For the available supply in the period 2023 -2028, 4/5ths of this figure is used (313). Table 6 sets out the expected supply from small sites with planning permission during the two monitoring periods.

Table 3.1.25 Small Sites (less than 10 dwellings)

Monitoring Period	Expected Dwelling Completions (District Total)
2022 - 2027	391
2023 – 2028	313

3.1.26 Sites Identified in the SHELAA

The Strategic Housing Land Availability Assessment (SHLAA) has been updated on a regular basis since it was first produced in 2009, with a new Strategic Housing and Employment Land Availability Assessment (SHELAA) produced following a 'call for sites' in 2021. Therefore the estimate of sites expected to arise from the SHELAA has been updated and the sites included are listed in AMR Appendix 3.6. The SHELAA figures do not include any sites within the South Downs National Park, as the SDNP Authority now produces its own SHELAA to assess sites within its boundary, nor any communal accommodation. Therefore the figures in Table 7 below are likely to slightly under-estimate the contribution of all SHELAA sites at the District level.

3.1.27

As the Winchester City Council SHELAA identifies specific sites with development potential, it is possible to check that there is no double-counting with sites which already have planning permission (see 'Commitments' above), and these have been removed from the SHELAA figures. The SHELAA maps each site which it estimates will contribute to dwelling supply in each of its three 5-year time periods.

3.1.28

As SHELAA sites do not have planning consent, the revised NPPF means that care is needed if these are to be treated as 'deliverable' in terms of 5-year land supply. Additionally, the current issue in relation to the impact of nutrients on Solent European Sites and the River Itchen means that future planning consents may be held back, potentially limiting the delivery of SHELAA sites. Normally the estimated phasing in the SHELAA would be relied upon but, in order to reflect the uncertainties, **it is assumed that SHELAA sites will only contribute completions in the last 2 years of the 5-year periods.**

3.1.29

Therefore, Table 7 below indicates the total number of dwellings that could potentially be delivered on SHELAA sites during the relevant 5-year periods, but also indicates the number which can currently be considered 'deliverable' in terms of 5-year land supply. Only SHELAA sites within the existing defined built-up areas of settlements are included, as any countryside sites would require a change of policy for them to be brought forward. These are not, therefore, currently 'available' (unless they already have permission or are allocated, in which case they are included as 'commitments' in Table 5 and Table 9).

Table 3.1.30 SHELAA Sites (5 or more dwellings)

Period	Total Potential Dwellings	'Deliverable' Dwellings
2022 – 2027	223	89
2023 – 2028	168	67

3.1.31

To calculate the potential SHELAA supply for each 5-year period, the following assumptions about completions have been made. For 2022 – 2027 4/5ths of sites within the SHELAA period 2021 – 2026 are counted as potentially available (223 dwellings) as only 4 years of this 5 year period remain along with 1 year's worth of the SHELAA 2026 – 2031 dwellings (one fifth of 0 dwellings = 0). For the 2023 – 2023 period, 3/5ths of sites within the SHELAA period 2021 – 2026 are counted (168 dwellings) along with 2 years' worth of the SHELAA 2026 – 2031 dwellings (two fifths of 0 dwellings = 0). This results in totals of 223 dwellings in 2022-2027 (223 + 0 = 223) and 168 dwellings in 2023-2028 (168 + 0 = 168). The 'Deliverable Dwellings' are calculated as 2 years' worth (2/5ths) of these totals.

3.1.32 Windfall allowance

Windfall sites have traditionally formed a significant and consistent component of land supply and are expected to continue to do so. The NPPF allows the local planning authority to make an allowance for windfall sites in the five year supply if there is *'compelling evidence that they will provide a reliable source of supply... having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends'*.

3.1.33

Detailed work undertaken for the Local Plan Part 1 demonstrated the contribution that windfalls make to the land supply in the District. Even excluding gardens (as advised by the NPPF at the time) and communal accommodation, windfalls contributed an annual average of 171 completions for the 5-year period 2006-2011. Further analysis of windfall development was undertaken for Local Plan Part 2 and reports on windfall trends and potential were produced for Winchester and all the larger rural villages as part of the LPP2 evidence base. These demonstrated that a specific windfall allowance was justifiable during the Plan period for both Winchester Town and Kings

Worthy, but that windfall was not expected to be a sufficiently reliable source of supply in other settlements.

3.1.34

A further 'Assessment of Windfall Trends and Potential' was published in February 2021 as part of the evidence base for the emerging Local Plan 2039. This showed that the estimates of windfall in the previous study of 70 dwellings per annum had been significantly exceeded, with an average of over 200 dwellings per annum from windfall sites in the period 2012 – 2019. Having analysed past windfall trends and likely future delivery, the 2021 Windfall Assessment concludes that a total windfall allowance for Winchester District (outside the South Downs National Park) of 115 dwellings per annum is justified and robust. This estimate had already been reduced to ensure there is no double counting of sites identified within the SHELAA

3.1.35

Although the 2021 Windfall Assessment is the most up to date, it has not been tested fully through the Local Plan consultation and examination processes. Therefore, **for the time being the older and lower windfall estimate of 70 dwellings per annum is retained.**

3.1.36

In order to avoid any double counting with sites already permitted, no allowance for windfall development is made for the first year of the 5-year period. As windfall sites do not yet have planning consent, the revised NPPF means that care is needed if these are to be treated as 'deliverable' in terms of 5-year land supply, especially in view of issue of nutrient impacts on Solent European Sites and the River Itchen, which means that future planning consents may be held back. Accordingly, **it is assumed that windfall sites will only contribute completions from the last 2 years of the first 5-year period (2025/26)**, similar to SHEELA sites.

3.1.37

Therefore, an annual average of 70 dwellings per annum are allowed from 2025/26 (based on 65 per annum in Winchester and 5 per annum in Kings Worthy), giving a total of 140 dwellings in the 2022-27 5 year period and 210 in the 2023-28 period – see Table 8 below.

Table 3.1.38 Windfall Allowance

Period:	Windfall completions expected 2022-2027	Windfall completions expected 2023-2028
2022/23	0	-
2023/24	0	0
2024/25	0	0
2025/26	70	70
2026/27	70	70
2027/28	-	70
Total	140	210

The reason there are none counted in the years 2022/23 to 2024/25 is because these windfall cannot be counted in the first 5 years.

3.1.39 Communal Accommodation

It is also now necessary to add expected completions in communal accommodation, adjusted by the relevant ratio, as advised in Planning Practice Guidance (PPG paragraph 034 Reference ID: 68-034-20190722 and paragraph 035 Reference ID: 68-035-20190722). **Details of schemes with outstanding planning consents are set out at AMR Appendix 3.5** along with a commentary on whether these are expected to be delivered within the 5 year period. The schemes which are certain enough to be included within the 2022-27 5 year land supply total are 88 student bedrooms in one scheme (under construction) but there is a loss of 32 student beds in another scheme, resulting in an overall gain of 56 student beds equating to 40 dwelling equivalents. For care schemes there are a net gain of 160 beds in four care schemes (two under construction), equating to 89 dwelling equivalents. One of the student schemes comprises self-contained flats, so the normal ratio for discounting student housing is not applied, reflecting PPG advice, whereas for the care schemes a ratio of 1.8 is applied. The total of 129 dwelling equivalents on communal sites are added into the expected housing supply, set out in Table 9 below for the 2022-27 period.

3.1.40

Most of the same schemes are expected to contribute in the 2023-28 5 year period except for the self-contained student scheme which will be partly completed in 2022/23. The schemes result in a net total of 12 student bedrooms (equating to 3 dwelling equivalents) and 160 beds in care schemes (equating to 89 dwelling equivalents). The total of 92 dwelling equivalents on communal sites are added into the expected housing supply, set out in Table 9 below for the 2023-28 period

Table 3.1.41 Communal Accommodation

Period	Total Potential Dwelling Equivalents
2022 – 2027	129
2023 – 2028	92

3.1.42 Conclusion - Total 5-Year Land Availability

Taking account of the various components of housing supply described above, Table 10 sets out the total ‘deliverable’ housing land supply for the 5-year periods from April 2022 and April 2023 respectively.

Table 3.1.42 Total 5 Year Land Supply

Sources of supply	2022 – 2027 Monitoring period	2023 – 2028 Monitoring period
Commitments (large) – Table 5	3826	3513
Commitments (small) – Table 6	391	313
SHELAA Sites – Table 7	89	67
Windfall – Table 8	140	210
Communal accommodation – AMR Appendix 3.5	129	92
TOTAL	4,575	4,195

Comparison of the 5-year requirement with the available supply produces the following results:

Table 3.1.43 5 Year Land Availability

	2022 - 2027 District Total	2023 - 2028 District Total
Requirement (including 5% buffer)	3,754	3,754
Supply	4,575	4,195
Years supply	6.1 Years	5.6 Years

3.1.44

The table above shows that there is ample land availability, for both the 2022 – 27 and 2023 – 2028 monitoring periods. It will be noted from the housing trajectory (AMR Appendix 3.7) that as the major developments in the District continue to come on-stream, along with sites allocated in the Local Plan Part 2, land supply continues to increase and peaks in the 5 years from 2021 to 2026.

3.1.45 Risk Assessment

The assessment of the housing requirement uses the Local Plan trajectory to determine the requirement over the period 2011-2018, which is 5 years from adoption

of the Plan. From April 2018 onwards the 'local housing need' figure applicable for each year is used, derived using the standard method in national planning guidance, reflecting Planning Practice Guidance. Using the Local Plan housing trajectory to 2018 avoids the need to apply an annual average housing requirement, which has been rejected as a methodology in the LPP2 Inspector's Report and all relevant appeal decisions. The lower levels of provision planned in the early years of the Plan period are compensated by using the 'local housing need' figure for future provision.

3.1.46

It should be noted that there has been significant 'over-provision' of housing in the period 2011-2022, compared to the requirements of the Local Plan trajectory and 'local housing need' (standard method). This currently amounts to some 800 dwellings above the requirements. No allowance for this additional provision has been made in calculating 5 year housing requirements for the future.

3.1.47

The information used to determine the housing supply reflects Government advice that only deliverable sites should be included, as defined in the NPPF (Annex 2). This includes all small (non-major) sites and all major sites (10 or more dwellings) with full consent. All other sites (with outline consent, Local Plan allocations, SHELAA sites and windfall sites) have been discounted, either in part or in total, to accord with Government advice and achieve a cautious estimate of their contribution.

3.1.48

While an assessment of housing supply over the coming 5-6 years cannot be a precise science, if anything it errs on the side of caution. For example, it does not take account of past 'over-provision' and the sources of supply above do not include any allowance for allocations or windfall sites within the South Downs National Park area, even though the South Downs Local Plan makes some allocations in settlements within Winchester District, as well as allowing for windfall development. Similarly, the assessments of windfall potential (Table 8 above) use older (and lower) estimates of windfall completions that do not include any allowance for the development of residential gardens (to reflect NPPF advice at the time), but there are no policies that prevent these sites from coming forward and it is expected that they will continue to contribute to housing supply.

3.1.49

One source of uncertainty regarding housing supply relates to the economic situation, now recovering from the Covid pandemic. Figure 1 below illustrates that housing completions were at a relatively low level during the previous recession, consistent with Hampshire and national trends, but recovered to now substantially exceed pre-recession levels. The economic uncertainty associated with the pandemic has now largely settled, although the economic outlook remains weak, but the local housing market continues to appear buoyant with substantial house building continuing. The Government has introduced various measures to promote housebuilding, acknowledging that this is a national issue. Therefore, previous relatively low levels of completions have not just affected Winchester and were not caused by a lack of available or suitable sites in the District. There are many and varied development opportunities in the District, controlled by a variety of housebuilders, ranging from the 3 strategic development sites (with planning consent for almost 6,000 remaining dwellings), through 20 large sites (of 10 or more dwellings) with full planning consent (over 1,200 dwellings) and 10 with outline consent or allocated in the Local Plan (totalling over 800 dwellings), and numerous small sites of less than 10 dwellings with permissions for almost 400 dwellings.

3.1.50

Another area of uncertainty relates to nutrients and the recent requirements to avoid increasing the impacts of nitrates on The Solent, or phosphates on the River Itchen. After some initial disruption, there is now a good understanding of the nitrates issues and a supply of 'credits' that developers can acquire if they are unable to offset the impacts on-site. The situation regarding phosphates has arisen more recently and remains more uncertain. However, the assessments of supply above already take a cautious approach to allowing for development that does not yet have full planning consent. Even if a worst-case scenario were assumed (e.g. no additional planning consents being issued in the next 5 years), this would only affect the assumptions about windfall and SHELAA sites. As well as being very unlikely, this scenario would only reduce supply by less than 300 dwellings, still resulting in a housing land supply of over 5 years.

3.1.51

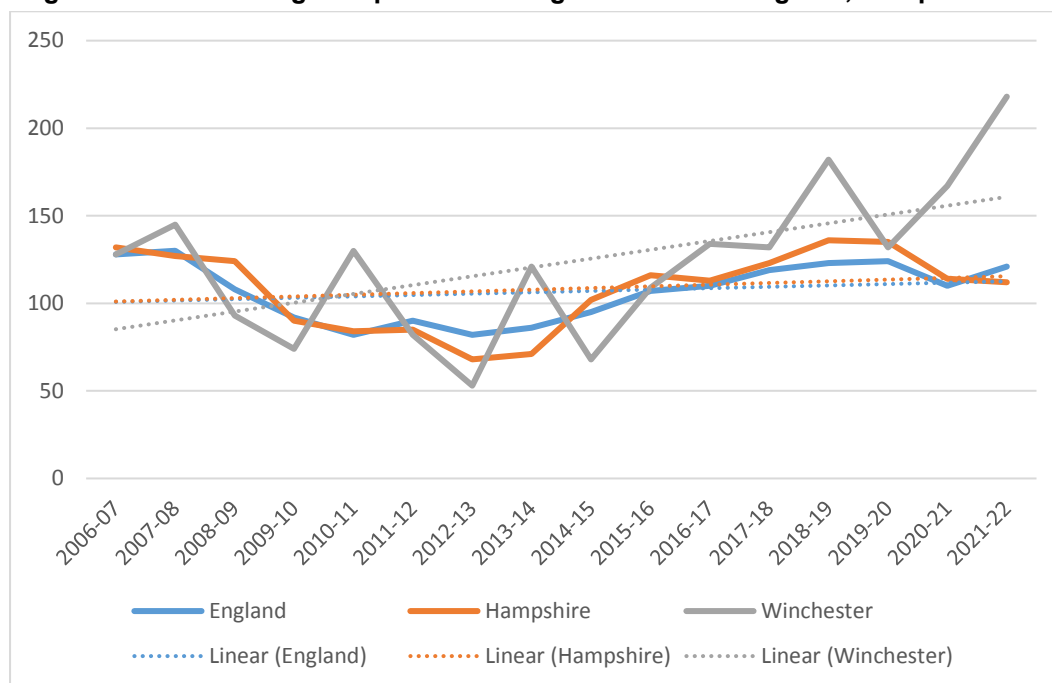
The updated trajectory at AMR Appendix 3.7 shows how completions are now reaching a peak as all three strategic sites are underway. Market conditions resulted in lower levels of provision in the first part of the Plan period than was anticipated but the trajectory was updated in Local Plan Part 2 (as recommended by the Local Plan

Inspector) to provide a more realistic basis for future monitoring. Nevertheless, the Local Plan’s strategy is being delivered, including the strategic allocations, and the City Council, Government and the Local Economic Partnerships are taking measures to accelerate housing delivery.

3.1. 52 Housing Provision in Winchester District

There have been significant fluctuations in housing provision over the last 16 years or so. The overall trend was of a decline in completions since 2006 followed by a rise from 2014 (see Figure 1 below). Housing completion in the last 4 years have reached a particular peak. Although Winchester District annual completion figures fluctuate, they typically exceed the national (England) and Hampshire trends, particularly in recent years.

Figure 3.1. 53 Dwelling Completions Change 2006-2022 : England, Hampshire and Winchester



100 = Average completions from 2006/07 – 2021/22

3.1.54

Figure 1 plots changes in the average number of dwelling completions over the period 2006-2022, which enables comparisons to be made between areas with very different scales of development. The level of 100 in the left-hand axis of Figure 1 represents the average number of homes completed over the 2006-2022 period, with the table illustrating the variations in each year and the overall linear trends. These show that the pattern for Winchester is generally similar overall to Hampshire and

England, in that completions were above the average (100) prior to the recession but dropped significantly during the recession, in Winchester, Hampshire and England.

3.1.55

Completions are now exceeding the 16-year average on a consistent basis, with particular peaks in the last few years and the proportion of completions in Winchester substantially higher than in Hampshire or England. The peaks and troughs in numbers are more pronounced given the smaller the numbers involved, making the Winchester data appear more 'spikey', but the linear line shows the overall trend. Whilst there are some low levels of annual completions for Winchester, the table shows that completions are now consistently exceeding pre-recession levels and meeting planned targets.

Appendix 3.2 Net Completions 2021-22 by Parish

Application Number	Address	Net gain
ALRESFORD		
18/00985/FUL (MMA)	WARWICK TRAILERS SITE THE DEAN	1
16/02961/FUL	37 LAND ADJACENT TO MITFORD ROAD	1
18/01000/FUL	28 THE DEAN	2
18/01656/FUL	CEDAR VETERINARY SURGERY NEW FARM ROAD	3
18/02805/FUL	36 ASHBURTON ROAD	-1
19/02477/FUL	DERRYVEAGH BRIDGE ROAD	1
BISHOPS WALTHAM		
15/02914/FUL	LAND AT MARTIN STREET MARTIN STREET BISHOPS WALTHAM	39
18/00254/REM	ALBANY FARM LAND AT WINCHESTER ROAD BISHOPS WALTHAM	52
17/03237/FUL	LAND SOUTH OF COPPICE HILL	1
18/01144/REM	LAND TO THE EAST OF TANGIER LANE	45
20/00323/FUL	ALBANY FARM WINCHESTER ROAD	10
19/02153/FUL	POST MEAD SHORE LANE	7
COLDEN COMMON		
17/01912/REM	SANDYFIELDS NURSERIES MAIN ROAD	2
17/01928/REM	SANDYFIELDS NURSERIES 107 MAIN ROAD	27
COMPTON DOWN		
19/00572/FUL	NAVAHO HURDLE WAY	1
20/01085/FUL	SILKSTEDE PRIORS COTTAGE SHEPHERDS LANE	1
DENMEAD		
17/00335/FUL	LAND BOUNDED BY TANNERS LANE & KIDMORE LANE & ANMORE ROAD	33
HURSLEY		
18/01109/HOU	17 COLLINS LANE	-1
18/01109/HOU	17 COLLINS LANE	1
KINGS WORTHY		
18/01083/FUL	99-103 SPRINGVALE ROAD	7
19/00204/FUL	THE GROVE DAY SERVICES HINTON FIELDS	8
18/01174/FUL	DILDAWN TUDOR WAY	5
18/00462/FUL	ORCHARD HOUSE MOUNT PLEASANT	1
18/01198/FUL	50 WILLIS WAYE	1
18/02428/FUL	LYNWOOD SPRINGVALE AVENUE	-1
18/02428/FUL	LYNWOOD SPRINGVALE AVENUE	1
21/00398/FUL	MULBERRY HOUSE MORTIMER CLOSE	-1
20/01838/FUL	167 SPRINGVALE ROAD	1
19/02845/FUL	167 SPRINGVALE ROAD	4
LITTLETON		
17/01631/FUL	74 MAIN ROAD	1
17/02291/FUL	TAMARIND NEW ROAD	1
17/02291/FUL	TAMARIND NEW ROAD	-1

Application Number	Address	Net gain
19/00474/FUL	VALETTA DEANE DOWN DROVE	1
MICHELDEVER		
18/01245/FUL	PEVERIL WINCHESTER ROAD	1
NEWLANDS		
18/01351/REM	BEREWOOD PHASE 9A WEST OF MARRELSMOOR AVENUE	50
17/02956/REM	BEREWOOD PHASE 10A SOUTH OF MARRELSMOOR AVENUE	22
16/02621/REM	BEREWOOD PHASE 3A EAST OF NEWLANDS AVENUE NEWLANDS AVENUE	37
OTTERBOURNE		
19/01222/FUL	OLD DEEDS MAIN ROAD	4
SHEDFIELD		
18/00945/FUL	HEATHERLEA TURKEY ISLAND	-1
SHIRRELL HEATH		
18/01400/FUL	GREENACRE HOSPITAL ROAD	1
18/01400/FUL	GREENACRE HOSPITAL ROAD	-1
19/01025/FUL	2 WINTERS CROFT TWYNHAMS HILL	1
17/00202/FUL	LINDON HOUSE TWYNHAMS HILL	1
SOBERTON HEATH		
19/00760/PNACOU	UNIT 7 AND PORTABLE KITCHEN SELHURST POULTRY FARM HEATH ROAD	1
SOUTH WONSTON		
17/02408/FUL	THE PINES 71 DOWNS ROAD	2
SOUTH DOWN		
17/01152/FUL	INWOOD SOUTHDOWN ROAD	1
SUTTON SCOTNEY		
17/01346/FUL	HAZEL COTTAGE WONSTON ROAD	1
18/01790/FUL	ELMBROOK WONSTON ROAD	-1
18/01790/FUL	ELMBROOK WONSTON ROAD	1
WALTHAM CHASE		
20/00902/FUL	LAND TO THE REAR OF JUBILEE COTTAGE WINCHESTER ROAD	3
21/01079/FUL	ROSEHILL VILLA WINCHESTER ROAD	1
21/02858/FUL	ROSEHILL VILLA WINCHESTER ROAD	-1
WHITELEY		
18/02170/REM	NORTH WHITELEY URBAN EXTENSION BOTLEY ROAD	28
19/00419/REM	NORTH WHITELEY URBAN EXTENSION BOTLEY ROAD	57
18/02607/REM	NORTH WHITELEY URBAN EXTENSION PHASE 1 B2 LAND TO THE NORTH AND EAST OF WHITELEY LANE	48
19/01142/REM	LAND AT WOODLANDS CHASE WHITELEY WAY BOTLEY ROAD	68
20/00754/REM	NORTH WHITELEY URBAN EXTENSION BOTLEY ROAD	17
18/02606/REM	NORTH WHITELEY URBAN EXTENSION PHASE 1 B1 LAND TO THE NORTH OF BRIDGE FARM BOTLEY ROAD	110
18/02835/FUL	THE SPINNEY LADY BETTYS DRIVE	-1
13/00884/FUL	BIRCH GLADE HILL COPPICE ROAD WHITELEY	1

Application Number	Address	Net gain
WICKHAM		
18/01282/REM	1 TO 34 LAND TO THE REAR OF SCHOOL ROAD	16
WINCHESTER		
17/03139/FUL	HAMPSHIRE CONSTABULARY HEADQUARTERS ROMSEY ROAD	95
13/02257/REM	BARTON FARM ANDOVER ROAD	76
16/03224/FUL	FIRE STATION AND PREMISES NORTH WALLS	1
17/02896/FUL	RADLEY HOUSE 1ST FLOOR ST CROSS ROAD	6
19/00421/FUL	RADLEY HOUSE 8 ST CROSS ROAD	1
20/02784/FUL	LAND AT STANMORE ESTATE NORTH OF STANMORE LANE	2
17/00641/FUL	THE VALLEY LAND AT STANMORE LANE	66
18/01792/REM	LAND AT STANMORE ESTATE NORTH OF STANMORE LANE	9
18/01768/FUL	KINGS SCHOOL HOUSE SARUM ROAD	33
19/00343/FUL	MEADOWLANDS STOCKBRIDGE ROAD	3
17/02899/OUT	WEST HANTS NHS TRUST SPENCER HOUSE 59-63 ROMSEY ROAD	1
18/00736/FUL	TRINITY BRADBURY HOUSE DURNGATE	11
17/03096/FUL	14 CHESIL STREET	-1
20/01554/FUL	1-4 WOODPECKERS DRIVE	-4
18/01269/FUL	CHINGRI KHAL SLEEPERS HILL	5
18/01990/FUL	FAIRWAYS 21 CHILBOLTON AVENUE	7
19/02268/FUL	DANCE ACADEMY 21 ST PAULS HILL	8
17/00923/FUL	CHILCOMB ST SWITHUN STRATTON ROAD	6
18/01636/FUL	8 STONEY LANE	6
19/01105/FUL	60 EASTGATE STREET	6
19/00127/FUL	PITT MANOR COTTAGE KILHAM LANE	4
19/00312/FUL	WOODLAND HOUSE 23 CHILBOLTON AVENUE	5
15/01581/FUL	UNIT 2 DEAN COURT HILLSIDE CLOSE	1
15/01096/FUL	19 BEREWEEKE AVENUE	1
17/01680/FUL	3 WEEKE MANOR CLOSE	-1
17/01680/FUL	3 WEEKE MANOR CLOSE	1
17/01941/FUL	38 OLD KENNELS LANE	1
17/03151/FUL	23 HUBERT ROAD	1
18/00853/FUL	2 RUFFIELD CLOSE	1
18/00829/FUL	78 ALRESFORD ROAD	-1
18/01432/FUL	THE CORNER HOUSE 15 BEREWEEK CLOSE	1
18/00003/FUL	STRUTS SLEEPERS HILL	1
18/02271/FUL	KINGSWEAR 6 HARESTOCK ROAD	1
18/02271/FUL	KINGSWEAR 6 HARESTOCK ROAD	-1
18/02454/FUL	HAZELWOOD 29 DOWNSIDE ROAD	2
18/02553/FUL	HYDE ABBEY HOUSE 23 HYDE STREET	1
16/00517/FUL	180 GREENHILL ROAD	1
19/01831/FUL	130 AND 140 STANMORE LANE	2
19/00953/FUL	LEVEL 10 CHURCH STANMORE LANE	1
19/01014/FUL	165 HIGH STREET	1
19/01014/FUL	165 HIGH STREET	-1

Application Number	Address	Net gain
19/00993/FUL	37 DEAN LANE	1
19/01583/FUL	2-4 SALTERS ACRES	4
19/02860/FUL	16 CRESCENT CLOSE	1
19/02860/FUL	16 CRESCENT CLOSE	-1
19/02162/FUL	18 SIMONDS COURT CHAUNDLER ROAD	1
19/01847/FUL	37 DEAN LANE	1
20/00681/LIS	WALCOTE CHAMBERS HIGH STREET	-3
20/00681/LIS	WALCOTE CHAMBERS HIGH STREET	1
19/02677/FUL	6 WOODPECKERS DRIVE	-1
20/00324/FUL	PROSPECT HOUSE 15 MAGDALEN HILL	1
20/01672/FUL	1B ST CROSS ROAD	1
20/02172/FUL	43 SHEPHERDS ROAD	-1
20/02389/FUL	5 GREATFIELD ROAD	1
21/00023/FUL	93 OLD KENNELS LANE	-1
20/02734/FUL	36 DEAN LANE	-1
20/01357/FUL	16 TOWER STREET	-1
WONSTON		
17/01346/FUL	HAZEL COTTAGE WONSTON ROAD	1
18/01790/FUL	ELMBROOK WONSTON ROAD	-1
18/01790/FUL	ELMBROOK WONSTON ROAD	1

Appendix 3.3 Small Site Planning Permissions and Commencements 2021-2022

Application ref	Address	Net outstanding	Commenced
BIGHTON			
04/02711/FUL	CEDAR BUNGALOW MALTHOUSE LANE	1	0
21/01099/FUL	BIGHTON BOTTOM FARM BIGHTON LANE	1	0
15/00689/FUL	THE CADCAM CENTRE	1	1
20/02399/FUL	GAYWOOD BIGHTON LANE	2	0
15/02219/REM	GOSCOMBE FARM GOSCOMBE LANE	1	1
BISHOPS SUTTON			
21/02558/FUL	PILGRIMS SCHOOL LANE	1	0
BISHOPS WALTHAM			
19/01791/FUL	CHASE MILL WINCHESTER ROAD	6	0
05/00998/FUL	SUNNYSIDE LAND ADJACENT TO THE AVENUE	2	0
20/02128/FUL	9 CUNNINGHAM AVENUE	1	0
20/00644/FUL	THE OLD GRANARY BANKS BAR AND BISTRO BANK STREET	4	4
20/01870/FUL	GREENBANK COPPICE HILL	2	2
BOARHUNT			
21/02374/PNACOU	WESTWOOD MARKET GARDENS SOUTHWICK ROAD	1	0
20/01510/FUL	6A THE OLD PIGGERY FIRGROVE LANE	1	1
21/00362/FUL	LAND ADJACENT SPRINGFIELD TRAMPERS LANE	3	0
20/02253/FUL	THE YARD LAND AT TRAMPERS LANE	2	0
COLDEN COMMON			
20/01202/PNRCOU	20 BRAMBRIDGE	1	1
18/01809/FUL	6 VALLEY CLOSE	1	0
19/02720/FUL	GUBBLECOTES BOYES LANE	1	0
20/02862/FUL	TY GWYN SHEPHERDS LANE	1	0
21/03209/FUL	THE ZEN HOUSE WINDRUSH SHEPHERDS LANE	1	0
20/00351/PNACOU	WINDRUSH COTTAGE LAND ADJACENT SHEPHERDS LANE	2	1
21/02656/FUL	PLOVER HILL FIELD WAY	1	0
21/02899/FUL	SMOKE ACRE CROSS WAY	1	0
20/00217/FUL	MAWDLAM LODGE SOUTHDOWN ROAD	2	0
20/01589/FUL	THE GARDEN HOUSE SOUTHDOWN ROAD	1	0
20/02132/FUL	SCANDIA HOUSE SOUTHDOWN ROAD	1	0
21/02341/PNACOU	THE MALMS FARM SHAWFORD ROAD	5	0
19/01687/FUL	THE WELL HOUSE BRIDGE LANE	1	0
CRAWLEY			
20/00010/FUL	2 WINSLEY COTTAGE NORTHWOOD PARK	1	0
14/01925/FUL	NORTHWOOD FARM NORTHWOOD PARK	1	0
CURDRIDGE			
21/03180/PNACOU	BRACKENFIELD WANGFIELD LANE	1	0

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Application ref	Address	Net outstanding	Commenced
21/02459/REM	YEW TREES HARMSWORTH FARM BOTLEY ROAD	1	0
21/00042/FUL	HOME FARM READING ROOM LANE	3	0
20/01158/FUL	HOMELANDS CHAPEL LANE	1	0
21/03276/PNACOU	OAKWOOD CURDRIDGE LANE	1	0
20/02762/FUL	POPLARS FARM CURDRIDGE LANE	1	0
21/02290/PNACOU	LAND OFF CURDRIDGE LANE	1	1
DENMEAD			
17/02762/PNCOU	WCI TECHNOLOGY HOUSE PARKLANDS BUSINESS PARK FOREST ROAD	8	8
21/01630/FUL	THE CORNERSTONE 22 MEAD END ROAD	5	5
20/02625/FUL	LINDEN LEA UPLANDS ROAD	2	0
19/02238/FUL	FIELDHOUSE UPPER CRABBICK LANE	1	0
19/01946/FUL	FIELDHOUSE LAND TO THE REAR OF UPPER CRABBICK LANE	1	0
20/02032/OUT	INHAMS FARM HOUSE INHAMS LANE	1	0
20/00971/FUL	SHEKO HAMBLEDON ROAD	2	0
19/00095/FUL	WOODS EDGE HAMBLEDON ROAD	1	0
19/00105/FUL	ASHTREE BUNKERS HILL	1	1
21/00163/FUL	21 ASHLING PARK ROAD	1	0
18/00164/FUL	DENMEAD CARAVAN PARK DANDO ROAD	2	1
21/01067/PNACOU	THE HAY BARN SOAKE ROAD	1	0
DURLEY			
10/01679/FUL	COPPER BEECH FARM GREENWOOD LANE	1	1
17/02393/FUL	GREENWOOD FARM GREENWOOD LANE	1	0
20/00832/FUL	SUNBANK DURLEY BROOK ROAD	1	1
19/02388/FUL	WOODLANDS GREENWOOD LANE	1	0
21/00429/PNACOU	HILL FARM NETHERHILL LANE	1	0
19/02177/FUL	MIRSH COTTAGE HEATHEN STREET	1	1
20/01106/FUL	FINDENS FARM BARN KYTES LANE	1	1
21/00194/FUL	LARKFIELD KYTES LANE	1	0
21/02915/PNACOU	MANOR FRUIT FARM KYTES LANE	2	0
19/02691/PNACOU	KARMA BARN TO THE REAR OF MANOR ROAD	1	0
21/02379/FUL	WINTERSHILL COTTAGE MANOR ROAD	1	0
HEADBOURNE WORTHY			
20/00845/FUL	WELL HOUSE COTTAGE WELLHOUSE LANE	6	6
19/00969/FUL	CASITA WELLHOUSE LANE	4	4
19/02002/FUL	CHESSAUMY SCHOOL LANE	1	0
20/01860/FUL	ORCHARD LODGE PUDDING LANE	1	0
19/01786/FUL	THE MEADS PUDDING LANE	1	0
HURSLEY			
20/02419/FUL	THE GRANARY BARN FARLEY LANE	1	0
20/02150/FUL	SLACKSTEAD HOUSE DORES LANE	1	1
20/00712/FUL	UPPER SLACKSTEAD FARM OLD POULTRY SHED FARLEY LANE	1	0
19/00519/FUL	THE OLD KENNELS OLD KENNELS LANE	1	1
20/01121/FUL	CLARENDON LODGE CLARENDON WAY	1	0

Application ref	Address	Net outstanding	Commenced
KINGS WORTHY			
18/01174/FUL	DILDAWN TUDOR WAY	9	0
19/00485/PNACOU	KINGS WORTHY COURT LONDON ROAD	6	0
20/02497/FUL	ROSECROFT 136 SPRINGVALE ROAD	2	0
20/02831/FUL	NORTH WINCHESTER POULTRY FARM STOKE CHARITY ROAD	3	0
18/00916/FUL	25 SPRINGVALE ROAD	1	1
20/01014/FUL	150 SPRINGVALE ROAD	1	1
21/00398/FUL	MULBERRY HOUSE MORTIMER CLOSE	1	1
21/00614/FUL	5 BOYNE RISE	4	0
21/01374/FUL	PATCHINGS LEGION LANE	2	1
20/01247/FUL	BULL FARM KINGSWAY FARM HOUSE LOVEDON LANE	1	1
LITTLETON AND HARESTOCK			
21/02742/FUL	ALDERLEY DEANE DOWN DROVE	1	0
21/01308/FUL	BROAD VIEW DEANE DOWN DROVE	1	0
17/02887/FUL	THE PINES 116 HARESTOCK ROAD	1	1
MICHELDEVER			
21/01279/FUL	GARAGE BLOCK 1 TO 6 SOUTHBROOK COTTAGES	6	0
19/01381/FUL	THE ANCHORAGE NORTHBROOK	1	0
19/02716/FUL	MICHELDEVER SHOP CHURCH STREET	1	1
21/00297/FUL	COXFORD FARM	1	1
21/02751/HOU	JORDANS LONDON ROAD	1	0
19/00995/FUL	HIGHWAYS BUNGALOW LONDON ROAD	1	0
NEW ALRESFORD			
20/00353/FUL	FORMER NEW FARM ENGINEERING SITE AND THE GABLE HOUSE NEW FARM ROAD	6	0
20/02609/FUL	NEW FARM ENGINEERING LTD NEW FARM ROAD	7	7
20/02588/FUL	NETHERBOURNE LAND ADJACENT NEW FARM ROAD	1	0
19/00746/FUL	CHALK HILL NEW FARM ROAD	1	0
16/01117/FUL	THREE WAYS BRIDGE ROAD	3	2
18/02805/FUL	36 ASHBURTON ROAD	3	3
20/01443/FUL	68 GRANGE ROAD	1	1
21/01018/FUL	10 LINDLEY GARDENS	1	1
21/01634/FUL	49 BROAD STREET	1	0
10/00169/FUL	5 REAR OF EAST STREET	2	2
19/02519/FUL	MADDIE ATTENBOROUGH PHOTOGRAPHY STUDIO 7A EAST STREET	1	0
NORTHINGTON			
20/01182/FUL	MERRIVALE BASINGSTOKE ROAD	1	0
19/02620/FUL	SWARRATON FARM	1	0
OLD ALRESFORD			
21/02462/FUL	THE LODGE DROVE LANE	1	0
OLIVERS BATTERY			
21/03207/FUL	93-95 OLIVERS BATTERY ROAD SOUTH	6	0

Application ref	Address	Net outstanding	Commenced
21/00023/FUL	93 OLD KENNELS LANE	1	1
21/00673/FUL	35 SUNNYDOWN ROAD	1	0
12/02092/FUL	3 LAND ADJACENT TO LAKE DRIVE	2	1
18/02904/FUL	WINDWHISTLE 10 OLD KENNELS LANE	1	0
16/01645/FUL	11 MOUNT VIEW ROAD	2	1
18/02699/FUL	5 OLIVERS BATTERY GARDENS	1	1
OTTERBOURNE			
17/00163/FUL	MELROSE PARK LANE	1	1
OWLESBURY			
21/02625/PNACOU	HANGAR NURSERIES THOMPSONS LANE	1	0
SHEDFIELD			
20/01256/PNACOU	OAKLANDS FARM LOWER CHASE ROAD	5	0
10/02966/FUL	MANSFIELD BARN BIDDENFIELD LANE	1	1
19/02107/FUL	THE TREE NURSERY THE BARN NORTH OF SANDY LANE SANDY LANE	1	0
13/01856/FUL	NORTHCROFT FARM SANDY LANE	1	0
20/02668/FUL	LAND ADJACENT TO WOODLANDS CLEWERS HILL	1	0
21/00254/FUL	THE HOLDING LITTLE BULL LANE	1	0
21/02829/FUL	NESTLEDOWN CURDRIDGE LANE	2	0
19/02151/FUL	9 AND 10 LAND TO THE REAR OF CLUBHOUSE LANE	1	1
21/00065/FUL	EDENBRIDGE WINCHESTER ROAD	1	1
21/02858/FUL	ROSEHILL VILLA WINCHESTER ROAD	3	3
17/02521/FUL	SANDY HILLS FARM WINCHESTER ROAD	1	1
20/00269/FUL	BLACK HORSE FARM SOLOMONS LANE	2	0
17/01766/PNACOU	GAMBLINS FARM SOLOMONS LANE	1	1
19/02700/OUT	FERNHURST LOWER CHASE ROAD	1	0
18/00945/FUL	HEATHERLEA TURKEY ISLAND	1	1
21/02033/PNACOU	EARLSFIELD HIGH STREET	3	0
21/01512/FUL	THE YARD BLACK HORSE LANE	1	0
19/01685/REM	1 WINTERS CROFT LAND ADJACENT TO TWYNHAMS HILL	1	1
21/00792/FUL	NEW HAVEN HOSPITAL ROAD	1	0
20/00262/FUL	OAK VILLA TWYNHAMS HILL	1	0
SOBERTON			
19/01719/PNCOU	SELHURST POULTRY FARM HEATH ROAD	1	1
21/01242/PNACTS	UNIT 4 SELHURST POULTRY FARM HEATH ROAD	1	0
21/01243/PNACTS	UNIT 1 SELHURST POULTRY FARM HEATH ROAD	1	0
19/00885/PNCOU	SELHURST POULTRY FARM HEATH ROAD	2	0
20/02197/OUT	LAND ADJ MANDALAY FORESTER ROAD	2	0
20/00758/FUL	LAND ADJACENT TO THE MAPLES CHURCH ROAD	1	0
20/00600/FUL	INGOLDFIELD FARM FLINTWALL COTTAGE INGOLDFIELD LANE	1	1
20/02662/FUL	HOE MANOR FARM HOE STREET	1	0

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Application ref	Address	Net outstanding	Commenced
21/02442/FUL	ARION STUD HOE STREET	1	0
SOUTH WONSTON			
21/02098/FUL	PENRHYN 129 DOWNS ROAD	2	0
18/02875/FUL	131 DOWNS ROAD	1	0
09/00745/FUL	WALLERS ASH FARM ALRESFORD DROVE	1	1
SPARSHOLT			
20/01274/FUL	CHURCH FARM WOODMAN LANE	7	0
20/00699/FUL	THE DUTCH BARN STOCKBRIDGE ROAD	1	0
20/01275/FUL	LAND AT JUNCTION OF WOODMANS LANE AND CHURCH FARM LANE	1	0
21/03003/PNACOU	CHURCH FARM WOODMAN LANE	3	0
20/02598/FUL	CRABWOOD VALE FARM SARUM ROAD	1	0
17/01083/PNACOU	FLAGSTAFF STABLES CLARENDON WAY	2	1
SWANMORE			
19/00853/PNCOU	LAND WEST OF GRAVEL HILL	5	0
19/00696/FUL	LAND OFF CORONATION ROAD CORONATION ROAD	1	0
14/00649/FUL	WOODSIDE MANOR THE LAKES	1	1
21/03050/FUL	FLOWER COTTAGE SPRING LANE	1	0
20/01943/FUL	DUNROMIN CHAPEL ROAD	1	1
20/02866/FUL	LAND ADJACENT TO DUNROMIN CHAPEL ROAD	1	1
21/02015/PNCOU	OFFICE 1A UNIT 1, WASSALLS HALL BISHOPS WOOD ROAD	2	0
19/02022/PNACOU	WASSALLS HALL BISHOPS WOOD ROAD	2	0
UPHAM			
21/00106/PNACOU	OAKTREE FARM SCIVIERS LANE	1	0
WHITELEY			
18/02835/FUL	THE SPINNEY LADY BETTYS DRIVE	7	7
15/00553/FUL	OAKMERE LADY BETTYS DRIVE	1	1
16/01079/FUL	CHESTNUT RISE WHITELEY LANE	1	1
WICKHAM AND KNOWLE			
18/00013/FUL	UNIT D SOUTH SQUARE	8	8
19/00457/FUL	MOORS HILL FARM FONTLEY ROAD	2	0
20/00598/FUL	AL MAHDI FONTLEY ROAD	1	0
21/00803/PNACOU	TWO WAYS BIDDENFIELD LANE	1	1
19/01065/FUL	3 LOWER HOUSE COTTAGES WINCHESTER ROAD	2	0
20/02879/FUL	FIRGROVE LAND ADJACENT TO SOUTHWICK ROAD	1	1
WINCHESTER			
19/00127/FUL	PITT MANOR COTTAGE KILHAM LANE	9	5
18/02917/FUL	STANMORE PRIMARY SCHOOL LAND ADJ TO STANMORE LANE	9	9
20/02818/FUL	GOODWORTH HOUSE 53 ST CROSS ROAD	7	7
17/00446/FUL	WINCHESTER COLLEGE KINGSGATE ROAD	8	0
21/00068/FUL	13 LAND ADJACENT TO CITY ROAD	6	6
21/02582/FUL	24 DOWNSIDE ROAD	1	0

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Application ref	Address	Net outstanding	Commenced
20/01694/FUL	TEG DOWN FARM SARUM ROAD	1	0
21/02199/FUL	112 TEG DOWN MEADS	1	0
20/02734/FUL	36 DEAN LANE	1	1
19/02677/FUL	6 WOODPECKERS DRIVE	4	0
21/02632/FUL	175 ROMSEY ROAD	1	0
19/02709/FUL	167 ROMSEY ROAD	4	4
21/02333/FUL	72 ROMSEY ROAD	1	0
21/02053/FUL	34 HAMPTON LANE	1	0
19/00391/FUL	BRAMBLE COTTAGE 4 DEAN LANE	1	1
21/01911/FUL	30 CHILBOLTON AVENUE	4	0
21/02958/FUL	130 AND 140 STANMORE LANE	2	2
22/00133/FUL	6 CHILBOLTON AVENUE	4	0
20/00465/FUL	148 GREENHILL ROAD	1	0
19/02005/FUL	LITTLE SNAKEMOOR SLEEPERS HILL	4	0
21/02016/FUL	CULDUTHEL HOUSE LINKS ROAD	1	0
21/00296/FUL	MAGNA GEORGE EYSTON DRIVE	1	0
20/00169/FUL	DASHWOOD HOUSE SLEEPERS HILL	1	0
19/01896/FUL	43 STONEY LANE	1	0
20/01959/FUL	18 TAPLINGS ROAD	3	0
21/03141/FUL	25 ST MATTHEWS ROAD	1	0
17/02944/FUL	LOMMEDAL MILNTHORPE LANE	3	0
20/00290/FUL	43 CROMWELL ROAD	2	0
21/01990/FUL	BERWICK COTTAGE 10 HALLS FARM CLOSE	1	0
20/00734/FUL	30 STONEY LANE	1	1
19/02817/FUL	44 BEREWEEKE AVENUE	1	0
19/01595/FUL	85 CROMWELL ROAD	1	1
20/02482/FUL	24 LANGTON CLOSE	1	0
21/02063/FUL	HOMEWELL 7 BEREWEEKE ROAD	1	0
19/02751/FUL	16 UPLANDS ROAD	1	0
19/01159/FUL	MINSTRELS UPLANDS ROAD	2	0
20/02484/FUL	53 ROMSEY ROAD	1	0
19/00318/FUL	LITTLE SPARK SPARKFORD ROAD	1	0
19/01571/FUL	12 WHITESHUTE LANE	1	0
19/01047/FUL	5 AIRLIE CORNER	1	0
19/00466/FUL	GIFFARD HOUSE HOTEL 50 CHRISTCHURCH ROAD	1	0
20/01113/FUL	50 STOCKBRIDGE ROAD	1	0
20/02543/FUL	RUTLAND HOUSE 11 PARK ROAD	3	0
21/02065/FUL	10 ST CROSS ROAD	1	0
20/00896/FUL	BRINKHILL LAND ADJACENT WINTON CLOSE	1	0
06/02810/FUL	GEORGE S HALL LTD 7 ST CROSS ROAD	2	2
20/01357/FUL	16 TOWER STREET	2	0
20/01894/FUL	6 SOUTHGATE STREET	3	0
19/01472/FUL	21 CITY ROAD	1	0
03/00609/FUL	MADOC HOUSE, 27C SOUTHGATE STREET	1	1
21/00133/FUL	23 LITTLE MINSTER STREET	1	0
13/00610/FUL	47 HIGH STREET	1	1

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Application ref	Address	Net outstanding	Commenced
19/01563/FUL	42-48 TROWBRIDGE COURT ST GEORGES STREET	4	0
21/02779/FUL	BARTON EDGE WORTHY ROAD	1	0
20/01156/FUL	3 EASTGATE STREET	2	0
18/01013/FUL	CAR PARK REAR OF 5 BRIDGE STREET WATER LANE	1	1
16/03482/FUL	EAST WINCHESTER SOCIAL CLUB 50 CHESIL STREET	2	0
20/01450/FUL	BLUE BELL COTTAGE 1 CHESTER ROAD	1	0
18/02487/FUL	CAPITOL HOUSE OLD STATION APPROACH	1	0
18/01538/FUL	33 BEGGARS LANE	1	1
20/00686/FUL	MOOR VIEW EASTON LANE	1	0
19/00714/FUL	2 FIONA CLOSE	1	0
21/02652/FUL	27 FIRMSTONE ROAD	1	1
21/00107/FUL	SALTERS STORES ST LEONARDS ROAD	4	0
15/01414/FUL	22 QUARRY ROAD	4	0
18/00829/FUL	78 ALRESFORD ROAD	1	1
18/00829/FUL	78 ALRESFORD ROAD	3	3
21/01420/FUL	48 GORDON AVENUE	1	0
19/01055/FUL	THE CAVENDISH CENTRE WINNALL CLOSE	1	1
20/02172/FUL	43 SHEPHERDS ROAD	2	2

Appendix 3.4 Large Sites Phasing

Address	Status / Commentary	Net Available	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Unlikely by 2031	Total Supply
Sites With Detailed Planning Consent													
Police Headquarters Romsey Road Winchester	Under construction, completion expected 2023.	124	100	24	0	0	0	0	0	0	0	0	124
Worthy Down Camp, Worthy Down Winchester	Under construction, completion expected 2027.	30	0	0	0	0	0	30	0	0	0	0	30
Fire Station, North Walls, Winchester	Largely completed.	1	1	0	0	0	0	0	0	0	0	0	1
Knowle Village Business Park, Mayles Lane, Knowle	Largely completed.	2	1	1	0	0	0	0	0	0	0	0	2
The Vineyard, Tangier Lane, Bishops Waltham	LPP2 allocation for 120 dwellings. Detailed reserved matters consents issued for 132 units in total. Under construction.	68	15	20	33	0	0	0	0	0	0	0	68
Albany Farm, Winchester Road, Bishops Waltham	LPP2 allocation for 120 dwellings. Reserved matters consent for 125 units and full consent for additional 10 units. Part complete, completion expected 2024.	46	35	11	0	0	0	0	0	0	0	0	46
Land at The Dean, Alresford	LPP2 allocation for 75 dwellings. Detailed consents for a total of 126 units, 10 estimated on the rest of the area. 136 units expected in total, part complete, completion expected	75	45	10	20	0	0	0	0	0	0	0	75

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Address	Status / Commentary	Net Available	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Unlikely by 2031	Total Supply
	2025.												
Land east of Sun Lane, Alresford	LPP2 allocation for 325 dwellings. Reserved matters consent for 302 units. Phasing estimated accordingly.	325	0	20	40	50	50	50	50	30	12	23	325
Land at Hillpound The Lakes Swanmore	LPP2 allocation for 140 dwellings. 91 units completed. Detailed consent for for 64 units. Further application for 32 units refused, appeal dismissed. Phasing estimated accordingly.	64	0	20	30	14	0	0	0	0	0	0	64
Land east of Winchester Road, Wickham	LPP2 allocation for 125 dwellings. Full consent for 120 units. Under construction.	120	35	35	35	15	0	0	0	0	0	0	120
Land east of School Road, Wickham	LPP2 allocation for 80 dwellings. Reserved matters consent for 82 units, under construction.	66	45	21	0	0	0	0	0	0	0	0	66
14 Chesil Street, Winchester	Full consent for 16 units (12 net), phasing estimated accordingly.	13	-3	16	0	0	0	0	0	0	0	0	13
108 Colebrook Street, Winchester	Full consent for 15 units. Under construction, completion expected 2023.	15	15	0	0	0	0	0	0	0	0	0	15
Kings Worthy House, Kings Worthy	Prior Notification approval for 16 residential units, lapsed, development unlikely.	16	0	0	0	0	0	0	0	0	0	16	16
Spencer House, 59 - 63 Romsey Road, Winchester	Consent for 10 units. Under construction, completion expected 2022.	9	9	0	0	0	0	0	0	0	0	0	9
1-4 Woodpeckers Drive, Winchester	Full consent erection of 19 units (15 net), under construction, phasing estimated accordingly.	19	0	19	0	0	0	0	0	0	0	0	19
Brymor House,	Prior Notification approval for 26	26	0	26	0	0	0	0	0	0	0	0	26

Address	Status / Commentary	Net Available	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Unlikely by 2031	Total Supply
Ocean House Parklands Business Park, Denmead	residential units, not started, phasing estimated accordingly.												
Winnall Flats, Winnall Manor Road, Winchester	Full consent erection of 76 units, under construction, phasing estimated accordingly.	76	0	76	0	0	0	0	0	0	0	0	76
Land at Sherecroft Farm, Botley	Full consent erection for 115 units, not started, phasing estimated accordingly.	115	0	20	50	45	0	0	0	0	0	0	115
The Old Gaol House, Winchester	Full consent for change of use to 15 units, not started, phasing estimated accordingly.	15	0	15	0	0	0	0	0	0	0	0	15
Detailed consents TOTAL		1225	298	334	208	124	50	80	50	30	12	39	1225
Sites With Outline Consent / Local Plan Allocation													
Abbey Mill Station Road Bishops Waltham	Previous consent unlikely to be completed, planning application for 70 units + care home under consideration, phasing estimated accordingly.	70	0	0	20	30	20	0	0	0	0	0	70
Area Between Friarsgate Silver Hill, Broadway Winchester	Local Plan allocation for mixed use development. Previous consent unlikely to be implemented, SPD adopted, capacity and phasing estimated accordingly.	307	0	0	0	0	50	80	80	80	17	0	307
Land off Tanners Lane, Denmead	Denmead Neighbourhood Plan allocation for 20 dwellings (18 net) post 2019. No consent, phasing estimated accordingly.	18	0	0	0	0	0	-2	10	10	0	0	18

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Address	Status / Commentary	Net Available	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Unlikely by 2031	Total Supply
Land off Anmore Road, Denmead	Denmead Neighbourhood Plan allocation for 10 dwellings post 2020. No consent, phasing estimated accordingly.	10	0	0	0	10	0	0	0	0	0	0	10
Tollgate Sawmill, Winchester Road, Bishops Waltham	LPP2 allocation for up to 10 dwellings. No consent, phasing estimated accordingly.	10	0	0	0	0	0	10	0	0	0	0	10
Clayfield Park, Main Road, Colden Common	LPP2 allocation for 53 dwellings. No consent, phasing plan (48 units) provided, phasing estimated accordingly.	53	0	0	0	0	20	20	8	0	0	5	53
Morgan's Yard, Winchester Road, Waltham Chase	LPP2 allocation for 100 dwellings. Full planning application for 98 units under consideration, phasing estimated accordingly.	100	0	0	0	0	20	50	28	0	0	2	100
Carfax, Sussex Street, Winchester	LPP2 mixed-use allocation (50 dwellings estimated). Previous application for commercial development - housing likely to be on Cattlemarket site (below), capacity revised accordingly.	50	0	0	0	0	0	0	0	0	0	50	50
Cattlemarket site, Andover Road, Winchester	LPP2 mixed-use allocation (100 dwellings estimated), likely to increase to 150 to replace Carfax (above). No consent, phasing estimated accordingly.	150	0	0	0	0	0	30	50	50	20	0	150
Area 2 Lady Bettys Drive Whiteley	LPP2 allocation for 75 dwellings. Previous temporary school use relocated to N Whiteley development. Phasing estimated accordingly.	75	0	0	0	0	0	20	55	0	0	0	75

Address	Status / Commentary	Net Available	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	Unlikely by 2031	Total Supply
Outline consents / Local Plan allocations TOTAL		843	0	0	20	40	110	208	231	140	37	57	843
Strategic Allocations													
Grainger Site, West of Waterlooville,	Part of LPP1 policy SH2 allocation. 4 phases currently under construction and 3-6 phases expected to be under construction in each of the next 5 years. Phasing estimated accordingly.	1299	100	120	120	120	120	120	120	120	120	239	1299
North Whiteley	LPP1 policy SH3 allocation. Outline consent granted July 2018 4 phases complete, 14 phases under construction, and reserved matters approved for 5 further phases. Phasing estimated accordingly.	2960	385	372	320	300	300	250	250	225	175	383	2960
Barton Farm, Andover Road, Winchester	LPP1 policy WT1 allocation. Phase 1b complete, Phase 1a under construction. Reserved matters applications for Phases 2-4 under consideration. Phasing estimated accordingly.	1615	95	115	115	115	115	115	115	115	115	600	1615
Strategic Allocations TOTAL		5874	580	607	555	535	535	485	485	460	410	1222	5874
TOTAL Large Sites Supply		7,942	878	941	783	699	695	773	766	630	459	1,318	7,942

Appendix 3.5 Communal Accommodation Completions and Consents

Communal Accommodation - Completions 2021 - 2022					
Completed Sites	Student bedrooms	Apply Ratio (3.7*)	Care bedrooms	Apply Ratio (1.8**)	Total Dwelling Equivalents
Pine Cottage, 4 Sparkford Road, Winchester (17/01595/FUL)	18	18 (self-contained units)	-	-	18
180 Greenhill Road, Winchester (16/00517/FUL)	134	36	-	-	36
Burrell House , Romsey Road, Winchester (18/02229/FUL)	-	-	10	6	6
TOTAL	152	54	10	6	60

* Local student accommodation ratio calculated for Winchester District in accordance with advice in Planning Practice Guidance (paragraph 034 Reference ID: 68-034-20190722).

** Local older people’s accommodation ratio calculated for Winchester District in accordance with advice in Planning Practice Guidance (paragraph 035 Reference ID: 68-035-20190722) (the same as national ratio).

Communal Accommodation - Consents Outstanding at April 2022									
Outstanding Sites	Scheme Status / Commentary	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	Total 2022- 2027	Total 2023- 2028
Student									
The Cavendish Centre, Winnall Close, Winchester (19/01055/FUL)	88 student beds as part of mixed-use redevelopment including 35 studios approved May 2019. Under construction, phasing estimated accordingly.	44	44					88	44
The Old Gaol House, Winchester (20/02288/FUL)	Change of use of student halls of residence to residential (loss of 32 student beds) approved Oct 2021. Not started, phasing estimated accordingly.		-32					-32	-32
Student Total		44	12	-	-	-	-	56	12
Apply ratio (3.7:1) (except 35 self-contained units at Cavendish Centre)		37	3	-	-	-	-	40	3
Care									
Site of former Captain Barnard PH, Otterbourne Road, Compton (19/00761/OUT)	64 bed care unit, approved Feb 2020. Under construction, programme estimated accordingly.		64					64	64
Former Queens Head, Fishers Pond (20/02269/FUL)	60 bed care home (C2) approved Dec 2021, not started phasing estimated accordingly.			60				60	60
Abbeygate, 42 Quarry Road, Winchester (18/02385/FUL)	60 bed dementia and nursing care home approved May 2019 (net gain 30). Under construction.		-30	60				30	30

Appendix to Authorities Monitoring Report 2021 – 2022

Humphries Farm, Hazeley Road, Twyford (SDNP/14/05196/REM)	131 bed (approx.) care unit within mixed use scheme. Industrial element implemented, no progress on care element. Implementation in 5 years uncertain.							0	0
Foxhill Farm, Fontley Road, Titchfield (19/02457/FUL)	Extension to existing care home to provide 6 additional bedrooms approved Sept 2021. Not started, phasing estimated accordingly.			6				6	6
Care Total		-	34	126	-	-	-	160	160
Apply ratio (1.8:1)		-	19	70	-	-	-	89	89

Appendix 3.6 SHELAA Sites included in 5 Year Land Supply

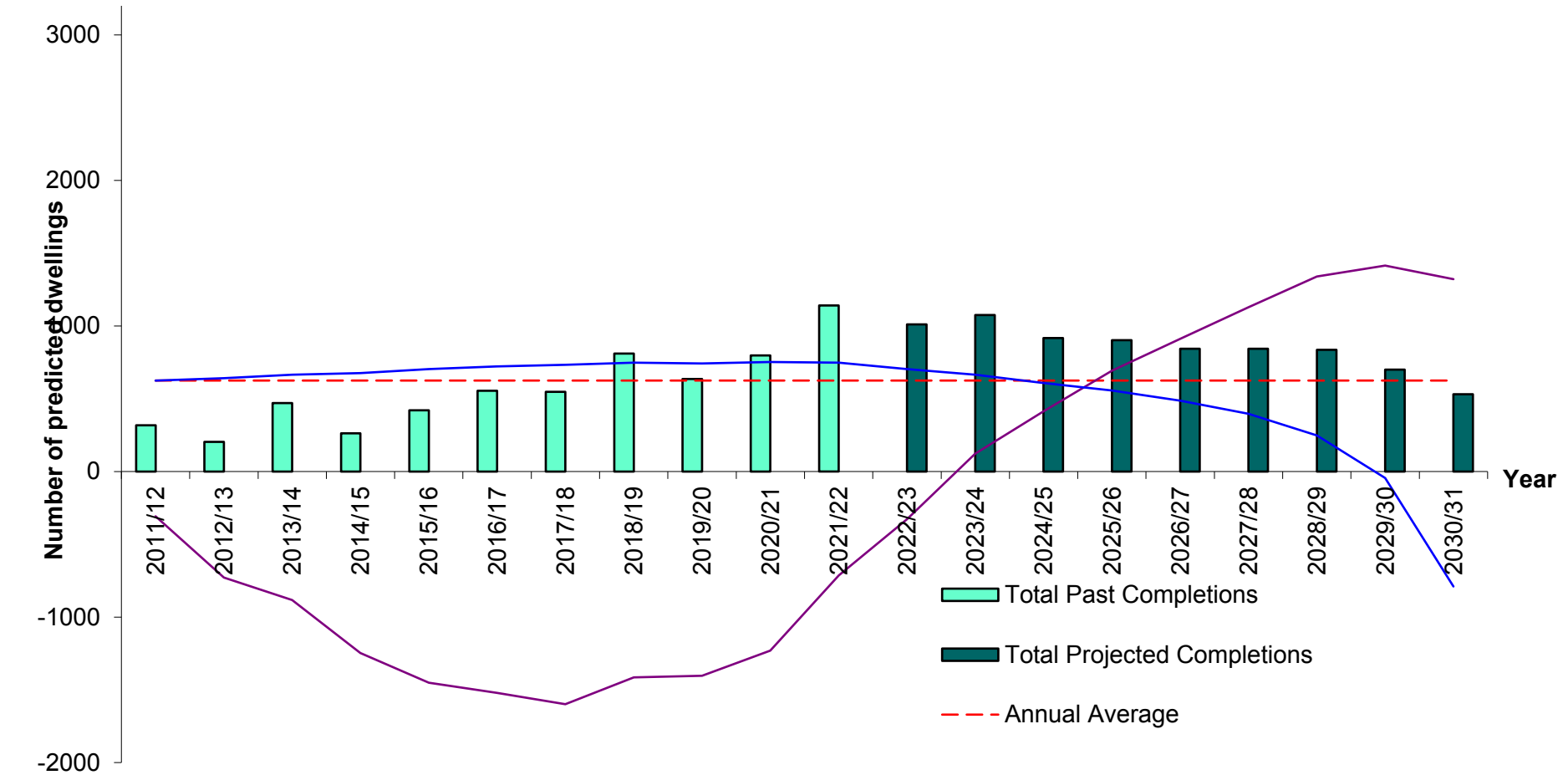
Parish	Site Address	Site Ref	Total Estimate Housing	2021-2026	2026-2031	2031-2036
Denmead	61 Anmore Road	DE26	7	7	0	0
Denmead	The Cornerstone PH, Mead End Road	DE34	0*	0	0	0
Denmead	Rear of 65 Anmore Road	DE35	0**	0	0	0
Denmead	Denmead Health Centre, Hambledon Road	DE36	9	0	0	9
Kings Worthy	Kings Worthy House / Court, Court Road	KW04	31	31	0	0
Kings Worthy	Cornerways and Merrydale, Church Lane	KW12	31	31	0	0
New Alresford	Land on the east side of Bridge Road	NA08	8	8	0	0
New Alresford	Units 1-3, The Dean	NA10	0***	0	0	0
Winchester	Land south of 91-95 St Cross Road	WIN10	11	11	0	0
Winchester	The Masters Lodge, St Cross Road	WIN11	15	15	0	0
Winchester	Milnthorpe Lane, Winchester	WIN16	45****	45	0	0
Winchester	Land adj. to Melbury Lodge, Winchester	WIN19	71	71	0	0
Winchester	Jewry Street / St Georges Street	WIN20	4	4	0	0
Winchester	Citygate House, City Road	WIN21	6	6	0	0
Winchester	St Peters Car Park, Gordon Road	WIN22	30	30	0	0
Winchester	Station Multi Storey Car Park, Winchester	WIN27	16	16	0	0
Winchester	Station Brassey Road Car Park, Winchester	WIN28	4	4	0	0
Total			288	279	0	9

- * 5 units permitted since SHELAA (Oct 2021) and included in 'commitments'
- ** Part of land allocated by Denmead Neighbourhood Plan (policy 2iv), 10 units included in 'commitments'
- *** Part of land allocated by Local Plan Part 2 (policy NA2), 10 units included in 'commitments'.
- **** Excludes 3 dwellings already permitted under ref: 17/02944/FUL

Table 3.7 Housing Trajectory 2011 – 2030/31

Local Plan Housing Trajectory	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL	
Commitments (Large)												298	334	228	164	160	288	281	170	49	1972	
Small sites												78	78	78	78	79	0	0	0	0	391	
SHELLA												55	56	56	56	0	0	0	0	2	181	
Strategic Allocs												580	607	555	535	535	485	485	460	410	4652	
Windfall												0	0	0	70	70	70	70	70	70	420	
Total Projected Completions												1011	1126	1139	885	835	748	722	570	537	9554	
Total Past Completions	317	204	470	262	421	555	547	810	636	798	1141										6161	
Cumulative Completions	317	521	991	1253	1674	2229	2776	3586	4222	5030	6125	7214	8340	9479	10364	11199	11947	12669	13239	13776	13776	
Annual Average	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	625	12500
MONITOR - dwellings above or below cumulative average	-308	-729	-884	-1247	-1451	-1521	-1599	-1414	-1403	-1220	-750	-286	215	729	989	1199	1322	1419	1364	1276	1276	
MANAGE - Annual requirement using past/projected completions	625	641	666	677	703	722	734	748	743	753	747	708	661	594	504	427	325	184	-85	-739		

Graph 3.8 Winchester Housing Trajectory 2011 – 2022



Appendix 4 – Local Plan Part 1

Figure 4.1 Net Completions on Previously Developed Land and Greenfield Land (2011/12 – 2021/22)

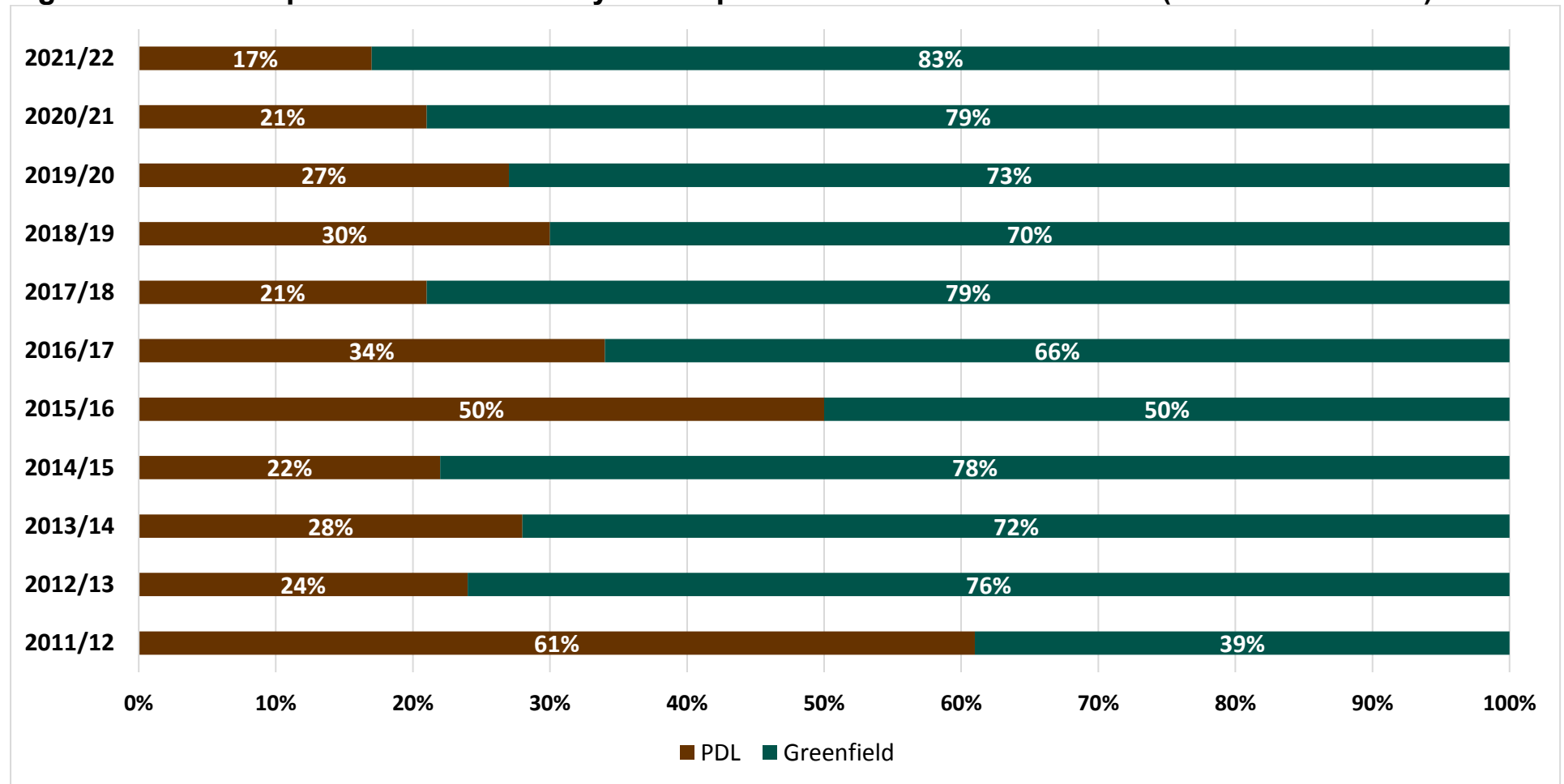


Table 4.2 Housing Completions by plan area 2011 – 2022

Plan Area											
AMR Year	Market Towns and Rural Areas				South Hampshire Urban Areas			Winchester Town		South Downs National Park	Total
	MTRA2	MTRA3a	MTRA3b	MTRA4	SH1	SH2	SH3	WT1	WT2	SDNP	
2011-2012	70	12	6	27	49	28	0	77	0	45	314
2012-2013	71	26	8	3	5	14	0	28	0	49	204
2013-2014	85	29	11	54	0	107	0	184	0	17	487
2014-2015	56	42	2	9	0	93	0	60	0	17	279
2015-2016	139	10	8	5	0	76	0	183	0	9	430
2016-2017	356	3	17	27	0	131	0	0	21	23	578
2017-2018	123	16	34	79	0	121	0	94	80	13	560
2018-2019	181	32	26	86	0	178	0	184	93	39	819
2019-2020	242	23	9	31	0	180	4	62	65	11	627
2020-2021	288	6	28	13	-1	91	211	95	67	6	798
2021-2022	281	12	3	42	0	109	324	286	76	8	1141
Total	1892	211	152	376	53	1128	539	1253	402	237	

Table 4.3 Net Dwelling completions by number of bedrooms (2011/12 – 2021/22)

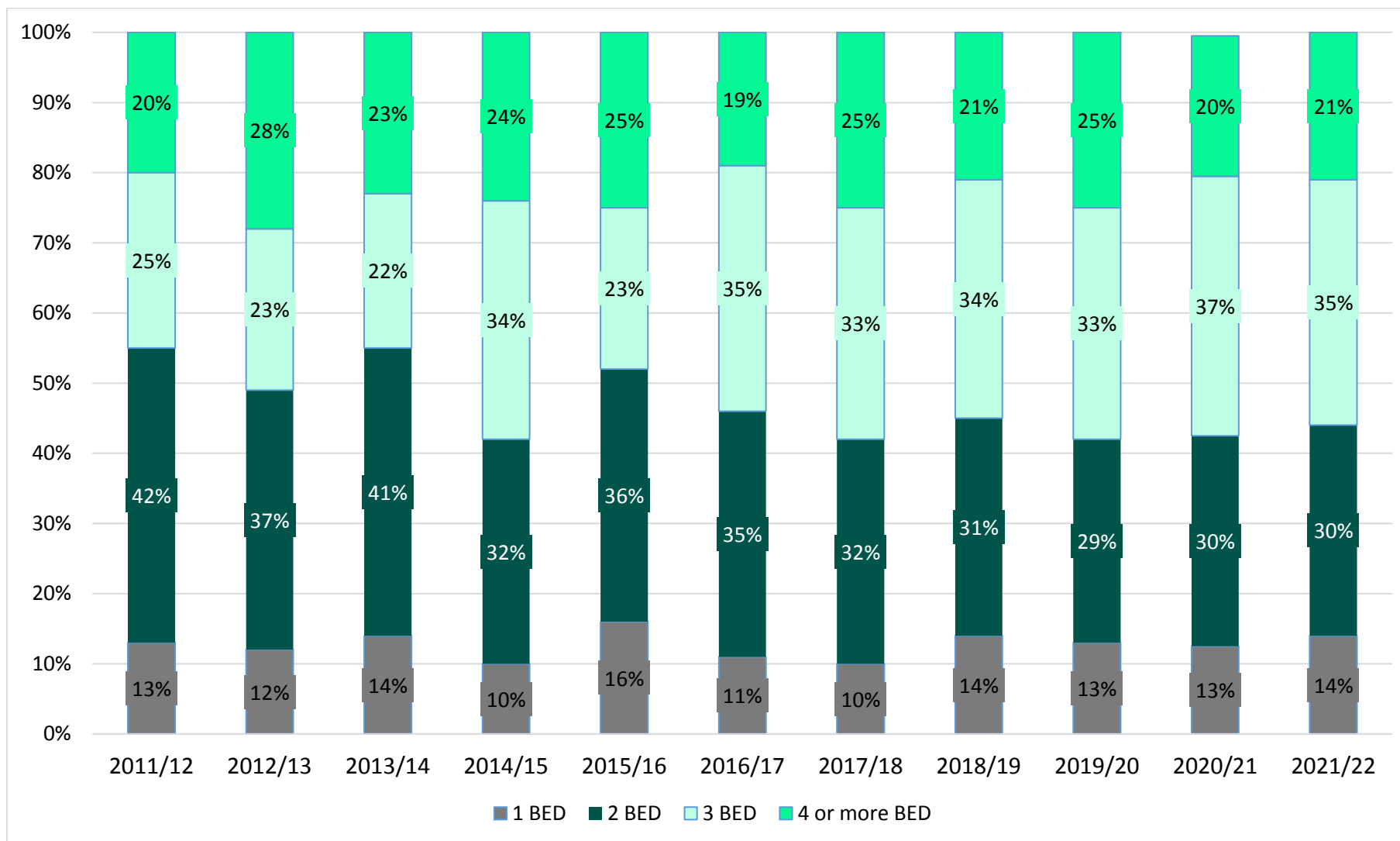


Table 4.4. Average density of new dwellings per hectare (2011/12 – 2021/22)

Monitoring Year	Average Density Density of new dwellings (dph)
2011/12	32
2012/23	23
2013/14	32
2014/15	31
2015/16	49
2016/17	41
2017/18	31
2018/19	31
2019/20	38
2020/21	43
2021/22	28

Table 4.5 Affordable net dwelling completions (2021 – 2022)

Address	Completions (net)
LAND AT MARTIN STREET MARTIN STREET	16
ALBANY FARM LAND AT WINCHESTER ROAD	15
LAND TO THE EAST OF TANGIER LANE	19
SANDYFIELDS NURSERIES MAIN ROAD	13
LAND BOUNDED BY TANNERS LANE & KIDMORE LANE & ANMORE ROAD	10
LAND OFF BURNET LANE	35
BEREWOOD PHASE 9A WEST OF MARRELSMOOR AVENUE	12
BEREWOOD PHASE 10A SOUTH OF MARRELSMOOR AVENUE	17
BEREWOOD PHASE 3A EAST OF NEWLANDS AVENUE NEWLANDS AVENUE	15
NORTH WHITELEY URBAN EXTENSION BOTLEY ROAD	10
NORTH WHITELEY URBAN EXTENSION PHASE 1 B2 LAND TO THE NORTH AND EAST OF WHITELEY LANE	43
NORTH WHITELEY URBAN EXTENSION PHASE 1 B1 LAND TO THE NORTH OF BRIDGE FARM BOTLEY ROAD	83
1 TO 34 LAND TO THE REAR OF SCHOOL ROAD	8
HAMPSHIRE CONSTABULARY HEADQUARTERS ROMSEY ROAD	95
BARTON FARM ANDOVER ROAD	32
LAND AT STANMORE ESTATE NORTH OF STANMORE LANE	2
THE VALLEY LAND AT STANMORE LANE	66
LAND AT STANMORE ESTATE NORTH OF STANMORE LANE	9
TRINITY BRADBURY HOUSE DURNGATE	11
14 CHESIL STREET	-1
165 HIGH STREET	1
Total	511

Figure 4.6 Net dwelling completions split by affordable housing and market rate (2011/12 – 2021/22)

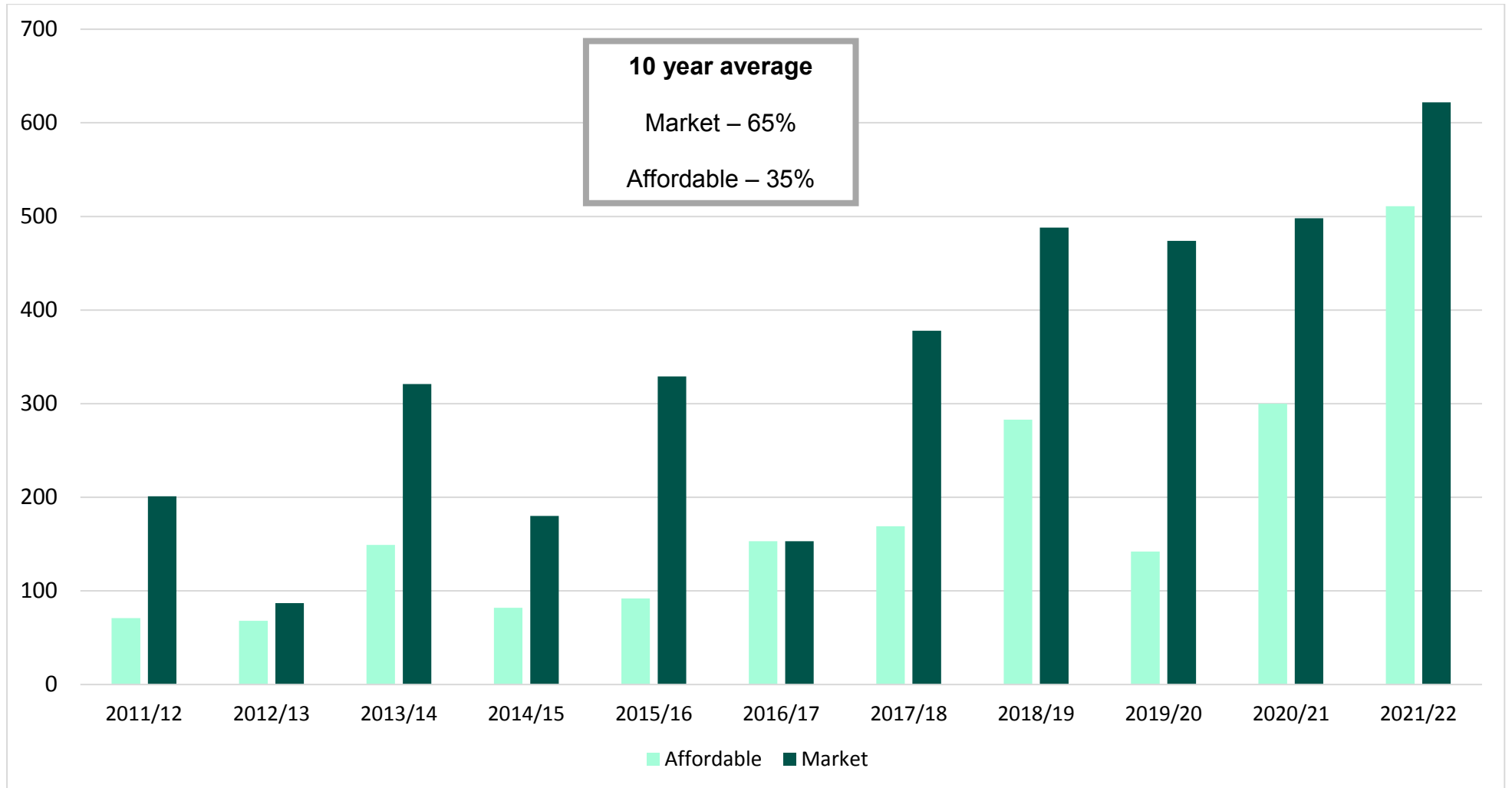


Table 4.7 Open Space Fund Receipts (2011/12 – 2021/22)

Monitoring Year	Open Space Fund Receipts
2011 – 2012	£332,337
2012 – 2013	£378,409
Monitoring Year	Open Space Fund Receipts
2013 – 2014	£231,987
2014 – 2015	£99,114
2015 - 2016	£108,635
2016 - 2017	£153,022
2017 - 2018	£91,899
2018 - 2019	£266.63
2019 -2020	£56,032.20
2020-2021	£0
2021-2022	£0

Table 4.8 Employment gains and losses by type (2011 – 2022)

Monitoring Year	Employment Use								Net Total m ²
	B1		B2		B8		Total		
	Gain	Loss	Gain	Loss	Gain	Loss	Gain	Loss	
2011/12	1,387	1,122	0	1,050	277	0	1,664	2,172	-508
2012/13	2,676	1,788	0	0	0	297	2,676	2,085	+591
2013/14	2,059	634	332	1,564	227	0	2,618	2,198	+420
2014/15	510	6,227	2,095	786	0	376	2,605	7,389	-4784
2015/16	719	1,909	600	0	618	1,408	1,937	3,317	-1380

2016/17	275	11,319	481	0	2,000	0	2,756	11,319	-8563
2017/18	0	3,505	4,562	2,935	0	0	4,562	6,440	-1878
2018/19	0	414	0	760	0	1,194	0	2,368	-2368
2019/20	2,423	2,168	543	0	1,212	0	15,874	2,168	+13,706
2020/21	17,333	2,283	5,737	690	0	2,966	23,070	5,939	+17,131
2021/22	3145	1886	362	0	0	0	3507	1886	+1621

Table 4.9 Amount of employment floor space gains completed by type (2021-2022)

Reference	Type	Address	Description	Size (m ²)
322	B1-8	PITT DOWN FARM	CHANGE OF USE FROM AGRICULTURAL TO B1/B8 USE	2520
324	B1C	FRONT DEPOT	REDEVELOPMENT FOR REPLACEMENT 3 BAY INDUSTRIAL UNIT	625
333	B2	LONG ACRES FARM	CHANGE OF USE FROM AGRICULTURAL TO B2 INDUSTRY	362
Total			3507m²	

Table 4.10 Amount of employment floor space loss by type (2021 – 2022)

Application Reference	Type	Address	Description	Loss
18/01000/FUL	B1(c)	28 THE DEAN ALRESFORD	ERECTION OF 2 DETACHED 3 BED HOUSES FOLLOWING DEMOLITION OF THE EXISTING FACTORY	416
17/02306/FUL	B1(a)	BENNETT HOUSE AND THE OLDE FORGE THE DEAN ALRESFORD	REDVELOPMENT OF SITE; CONSTRUCTION OF 17 RESIDENTIAL DWELLINGS AND OFFICE BUILDING. CONV OF OLD FORGE TO 3 RESIDENTIAL	200
334	B1A	CAVENDISH CENTRE	REDEVELOPMENT FOR MIXED USE INCLUDING B1A OFFICES	1270
Total			1886m²	

HBIC Priority habitats

4.11 Extent of Priority habitats (as at 31st March 2022)

Priority Habitat	Comments on Status	Combined Hants area (ha)	% of Combined Hants area	WCC area (ha)	% of WCC area	2020/21 WCC area (ha)	Change in area (ha)
Grasslands							
Lowland Calcareous Grassland	Comprehensive	2,026	0.52	346	0.52	346	0
Lowland Dry Acid Grassland	Comprehensive. Some overlap with Lowland Heath	3,710	0.96	14	0.02	9	5
Lowland Meadows	Comprehensive. Some overlap with Coastal and Floodplain Grazing Marsh and with Wood-Pasture and Parkland.	1,511	0.39	296	0.45	292	4
Purple Moor Grass and Rush Pastures	Comprehensive. Some overlap with Coastal and Floodplain Grazing Marsh.	1,593	0.41	91	0.14	89	2
Heathlands							
Lowland Heathland	Comprehensive. Some overlap with Lowland Dry Acid Grassland.	12,157	3.13	2	0.00	2	0

Priority Habitat	Comments on Status	Combined Hants area (ha)	% of Combined Hants area	WCC area (ha)	% of WCC area	2020/21 WCC area (ha)	Change in area (ha)
Woodland, wood-pasture and parkland							
Lowland Beech and Yew Woodland	Not complete. Ongoing work to distinguish from Lowland Mixed Deciduous Woodland.	444	0.11	35.4	0.05	35	0
Lowland Mixed Deciduous Woodland	Ongoing work as all ancient/non ancient woodland has been included yet not all has been surveyed for qualifying NVC types. Also ongoing to remove small clumps.	35,485	9.13	5,948	9.00	5,933	15
Wet Woodland	Fairly complete. Areas will exist in LMDW that are not yet surveyed for qualifying types.	2,205	0.57	239	0.36	238	1
Wood-Pasture and Parkland	Not complete. Further work needed to classify this habitat within historic parkland.	5,487	1.41	118	0.18	119	-1

Priority Habitat	Comments on Status	Combined Hants area (ha)	% of Combined Hants area	WCC area (ha)	% of WCC area	2020/21 WCC area (ha)	Change in area (ha)
Arable, orchards and hedgerows							
Arable Field Margins	Incomplete. Figures only show SINC's on arable land designated for rare arable plant assemblages.	[94]	[0.02]	[2.2]	[0.00]	[2]	[0]
Open Mosaic Habitats on Previously Developed Land	No comprehensive evaluation yet carried out. Two sites with HBIC field surveys.	33	0.01				
Hedgerows	No comprehensive information for Priority hedgerows. All hedgerows mapped as linear features (km).	[16,448]	n/a	[3,036]	n/a	[3,036]	[0]
Traditional Orchards	Work to be undertaken to incorporate areas recently identified by PTES.	0	0.00				
Open waters							
Ponds	No comprehensive information yet available.	83	0.02				
Rivers	Incomplete data. Figures for Chalk Rivers now digitised from latest OSMM polygons as Ha not from EA linear (km) as previously.	585	0.15	121	0.18	121	0

Priority Habitat	Comments on Status	Combined Hants area (ha)	% of Combined Hants area	WCC area (ha)	% of WCC area	2020/21 WCC area (ha)	Change in area (ha)
Wetlands							
Coastal and Floodplain Grazing Marsh	Work ongoing to verify all qualifying grazing marsh. Some overlap with Lowland Meadows and with Purple Moor Grass and Rush Pastures.	7,776	2.00	907	1.37	1,195	-288
Lowland Fens	Comprehensive.	1,909	0.49	5	0.01	6	-1
Reedbeds	Not complete as OSMM translation inaccurate in places.	251	0.06	19.9	0.03	20	0
Coastal							
Coastal Saltmarsh	Near comprehensive, ongoing checking with OSMM and APs..	888	0.23	2	0.00	2	0
Coastal Sand Dunes	EA data partly verified.	47	0.01				
Coastal Vegetated Shingle	Comprehensive.	215	0.06				
Intertidal Mudflats	Near comprehensive, ongoing checking with OSMM and APs.	4,234	1.09	6	0.01	6	0
Maritime Cliff and Slopes	Comprehensive.	41	0.01				
Saline Lagoons	Comprehensive.	72	0.02				
Marine							
Seagrass Beds	Comprehensive. Data from HIOWWT incorporated.	348	0.09				
Total		81,100	20.88	8,150	12.33	8,413	-263

Summary:

Despite on-going problems correcting the OSMM translation and issues with the habitat data capture tool most significant errors were corrected, but there still remain a few.

Some areas of Floodplain and Grazing Marsh were removed because they mostly lie outside of the flood zone modelled by EA and/or are now arable.

The integration of a layer of Seagrass beds from the HIOWWT has increased the area of

Seagrass Beds and decreased the area of Intertidal Mudflats.

The gain of 5ha of acid grassland is an error caused by the habitat data capture tool which led to habitat information in the database being linked to wrong polygon. This will be corrected next time round.

Notes:

1. The Hampshire and district totals of Priority habitat are the sum of the individual Priority habitat types (excluding Arable Field Margins). This is not the total area of land covered by Priority habitat within Hampshire and each district because some Priority habitat types overlap and hence are double counted (e.g. Coastal and Floodplain Grazing Marsh may overlap Lowland Meadows or Purple Moor Grass and Rush Pastures).
2. Because the total area of Priority habitat may include areas when habitats overlap the % of the district area covered by Priority habitat may be slightly over-exaggerated.
3. Minor changes in area might not always reflect real change but are results of a rounding of figures.

4.12 Extent of Nature Conservation Designations (as at 31st March 2022)

Designation	Combined Hants sites (no)	Combined Hants area (ha)	Combined Hants area (%)	WCC sites (no)	WCC area (ha)	WCC area (%)	2020/21 WCC area (ha)	Change (ha)
LNR	70	0	0	9	103	0.16	103	0
NNR	10	0	0	2	103	0.16	103	0
RAMSAR	6	4	0	1	23	0.03	23	0
SAC	13	4	0	2	182	0.28	182	0
SPA	11	4	0	1	23	0.03	23	0
SSSI	131	5	0	18	1,313	1.99	1,313	0
Stat Sites Combined	241	5	0	33	1,365	2.06	1,365	0
SINC	4,119	35,723	0	695	6,463	9.78	6,465	-2

Summary:

1. There were no changes to statutory sites during 2021/22.
2. For details of any new, amended and deleted SINCs see tables 22G, H & I.

Notes:

1. The areas total for 'Statutory sites combined' may not equal the total for each of the individual statutory site designations because there is often an overlap between statutory designations.

4.13 Statutory Designated Sites (as at 31st March 2022)

Designation	Site Name	Area (ha) within district
LNR	Berry Coppice	2.99
LNR	Bishops Waltham Branch Line	1.62
LNR	Claylands	5.78
LNR	Crab Wood	37.75
LNR	Dundridge Meadows	7.48
LNR	Gull Coppice	7.12
LNR	Round Coppice	6.35
LNR	Shawford Down	19.65
LNR	The Moors, Bishops Waltham	14.47
NNR	Beacon Hill	40.06
NNR	Old Winchester Hill	62.82
Ramsar	Solent & Southampton Water	22.92
SAC	River Itchen	158.14
SAC	Solent Maritime	24.00
SPA	Solent & Southampton Water	22.92
SSSI	Alresford Pond	30.17
SSSI	Beacon Hill, Warnford	46.45
SSSI	Botley Wood and Everett's and Muses Copses	352.69
SSSI	Cheesefoot Head	13.41
SSSI	Crab Wood	73.00
SSSI	Galley Down Wood	16.65
SSSI	Hook Heath Meadows	5.86
SSSI	Lye Heath Marsh	4.37
SSSI	Micheldever Spoil Heaps	5.37
SSSI	Old Winchester Hill	66.17
SSSI	Peake Wood	17.75
SSSI	Ratlake Meadows	0.00
SSSI	River Itchen	575.57
SSSI	River Test	4.26
SSSI	St. Catherine's Hill	43.03
SSSI	The Moors, Bishop's Waltham	27.99
SSSI	Upper Hamble Estuary and Woods	24.00
SSSI	Waltham Chase Meadows	6.36

4.14 Extent of Priority habitats within Designated Sites (as at 31st March 2022)

Designated Sites	Combined Hants area (ha)	Combined Hants area (%)	WCC (ha)	WCC area (%)	2020/21 WCC area (ha)	Change area (ha)
Statutory sites combined	39,401	48.6	1,097	13.5	1,093	5
SINC	22,187	27.4	3,887	47.7	3,851	36
Total combined	60,756	74.9	4,943	60.7	4,904	39

Summary:

1. Approx. 61% of Priority habitat in Winchester lies within designated sites.

Notes:

1. Total Priority habitat in Winchester as at 31st March 2022 = 8,150ha.

4.15 Conditions of Sites of Special Scientific Interest (SSSIs) (as at 31st March 2022)

Condition	Combined Hants area (ha)	Combined Hants area (%)	WCC area (ha)	WCC area (%)	2020/21 WCC area (ha)	Change in area (ha)
Favourable	23,773.52	47.0	416.65	31.7	410.77	5.88
Unfavourable Recovering	21,263.37	42.1	615.52	46.9	627.09	-11.57
Unfavourable no Change	3,638.84	7.2	181.92	13.9	181.92	0.00
Unfavourable Declining	1,860.47	3.7	91.29	7.0	85.60	5.69
Part Destroyed	6.34	0.0	0.00	0.0	0.00	0.00
Destroyed	17.44	0.0	7.80	0.6	7.80	0.00
Grand Total	50,559.97	100.0	1,313.17	100.0	1,313.17	0.00

Notes:

1. Although data has been provided by Natural England the total amount of SSSI may differ from NE figures because NE do not always assign a portion of an SSSI to the correct District where the majority of that SSSI occurs within another District, whereas HBIC are able to clip the SSSI management units directly to the district boundaries.
2. Any change in area is due to NE re-digitising boundaries. The number of SSSIs remains the same.

4.16 Extent of changes to SINCs observed and recorded between 1st April 2021 and 31st March 2022

SINCs	Hants sites (no)	Hants sites (area)	WCC sites (no)	WCC sites (area)
Total sites (2020/21)	4,109	35,742.43	695	6,464.74
New Sites	11	28.39		
Amended Sites	12	-46.51	3	-2.02
Deleted sites	1	-0.92		
Total sites (2021/22)	4,119	35,723.39	695	6,462.72
Net change	10	-19.04		-2.02
% change in area		-10.27		-0.03

Notes:

1. Data extracted from HBIC SINC layer and database between 1st April 2021 and 31st March 2022.

2. The totals in the previous report were not correct – see Section 1.2.6. This report now uses the correct figures.

The gain of one SINC from last year’s number (694 → 695) can be explained by the splitting of the SINC ‘Meadow between Disused Railway & River Meon’ (WC0342) and a new SINC ‘Meadow West of Deer Lodge’ (WC0828) being created in 2019/20. In the database this SINC was marked as amendment, not as new, and so wasn’t picked up.

New SINC approved between 1st April 2021 and 31st March 2022

No new SINC in Winchester City Council were approved during 2021-2022.

Deleted SINC approved between 1st April 2021 and 31st March 2022

No SINC in Winchester City Council were deleted during 2021-2022.

4.17 Major amendments to SINC between 1st April 2021 and 31st March 2022

Site Ref	Site Name	Reason	Old Size (ha)	New Size (ha)	Old Criteria	New Criteria
WC0071	Bushfield Camp - C	Lack of management	12.21	10.26		
WC0073	Bushfield Camp - B	Habitat Creation/Restoration			2D/6A	2B
WC0186	Round Coppice Meadow 1	Domestic/Amenity	0.95	0.88		

Appendix 5 – LPP1 & LPP2 Policies used in refusals during the monitoring period 2021-2022

Spatial Strategy – Market Towns and Rural Area	
MTRA2 Market Towns and Larger Villages	2%
MTRA3 Other Settlements in the Market Towns and Rural Area	21%
MTRA4 Countryside	43%
Active Communities	
DM1 Location of New Development	19%
DM4 Gypsies, Travellers and Travelling Showpersons	7%
DM5 Protecting Open Areas	2%
Economic Prosperity	
DM10 Essential Facilities and Services in the countryside	5%
DM12 Equestrian Development	2%
DM13 Leisure and recreation in the countryside	5%
High Quality Environment	
DM15 Local Distinctiveness	33%
DM16 Site Design Criteria	52%
DM17 Site Development Principles	17%
DM18 Access and Parking	10%
DM19 Development and Pollution	2%
DM20 Development and Noise	12%
DM23 Rural Character	31%
DM24 Special Trees, Important Hedgerows and Ancient Woodlands	7%
DM27 Development in Conservation Areas	7%
DM28 Demolition in Conservation Areas	2%
DM29 Heritage Assets	14%
DM33 Shopfronts	2%
DM34 Signage	2%
Development Strategy	
DS1 Development Strategy and Principles	12%
Active Communities	
CP5 Sites for Gypsies, Travellers and Travelling Showpeople	10%
CP6 Local Services and Facilities	2%
CP7 Open Space, Sport and Recreation	2%
CP13 High Quality Design	26%
CP15 Green Infrastructure	24%
CP16 Biodiversity	45%
CP17 Flooding	7%
CP18 Settlement Gaps	2%
CP20 Heritage and Landscape Character	17%
TR6 Planning Applications	2%
TR7 Design guidance and Site Layout	2%
Village Design Statement/Neighbourhood Design Plan/Neighbourhood Design	17%
North Itchen Downs Landscape Character Area Assessment 2004	2%

Appendix 6 Traveller Pitch/Plot Availability**Table 6.1 Gypsy and Traveller Consents (Permanent) Since 2016 GTAA**

Year	Site	Details	Pitches
Sept 2016 – Aug 2017			
	Riverside, Highbridge Road , Highbridge	Consent granted 17 Nov 2016 (16/01993/FUL)	1
	Woodley Farm, Alma Lane, Lower Upham	Appeal allowed 05 Dec 2016 (APP/L1765/W/15/3131614)	1
	Barn Farm, The Lakes, Swanmore	Appeal allowed 10 Mar 2017 (APP/L1765/W15/3141334)	5
	Stablewood Farm, The Lakes, Swanmore	Consent granted 17 Jul 2017 (17/00764/FUL)	1
	Joymont Farm, Curdridge Lane	Consent granted 16 Aug 2017 (17/00789/FUL)	1
2016-17 TOTAL			9
Sept 2017 – Aug 2018			
	Bowen Farm, Wangfield Lane, Curdridge	Consent granted 02 Feb 2018 (17/02504/FUL)	1
	Ourlands, Land East of Mayles Lane, Knowle	Consent granted 19 Apr 2018 (17/02212/FUL)	3
	Adjacent Berkeley Farm, Durley Street, Durley	Appeal allowed 16 Jul 2018 (APP/L1765/W/17/3184059)	4
2017-18 TOTAL			8
Sept 2018 – Aug 2019			
	Old Piggery, Firgrove Lane, North Boarhunt	Consent granted 01 Nov 2018 (18/01691/FUL)	4
	Riverside, Highbridge Road, Highbridge	Consent granted 24 May 2019 (19/00516/FUL)	1
	Gold Oaks Farm, Alma Lane, Upham	Consent granted 04 Jun 2019 (19/00493/FUL)	1
	Fir Tree Farm, Shirrell Heath	Consent granted 24 Jun 2019 (17/02213/FUL)	3
	Straightpath Paddock, Shedfield	Consent granted 28 Jun 2019 (18/01264/FUL)	2
	Willow Park, The Lakes, Swanmore	Appeal allowed 10 Jul 2019 (APP/L1765/C/17/3190135)	2
2018-19 TOTAL			13
Sept 2019 – Aug 2020			
2019-20 TOTAL			0
Sept 2020 – Aug 2021			
	Southwick Ranch, North Boarhunt	Appeal allowed 08 Dec 2020 (APP/L1765/C/19/3230601)	1
	Straightpath Paddock, Shedfield	Consent granted 26 May 2021 (20/02243/FUL)	3
2020-21 TOTAL			4
Sept 2021- Aug 22			1

	Little Ranch, Fishers Pond	Consent granted 26.1.2022 (19/01007/FUL)	1
2021-22 TOTAL			1
2016-2022 TOTAL			35

6.2 Travelling Showpersons' Consents (Permanent) Since 2016 GTAA

Year	Site	Details	Pitches
Sept 2016 – Aug 2017			
	Plot 1, The Nurseries, Shedfield	Consent granted 19 Sep 2016 (16/00752/FUL)	2
	Plot 2, The Nurseries, Shedfield	Consent granted 21 Dec 2016 (16/00952/FUL)	1
	Plot 5, The Nurseries, Shedfield	Consent granted 21 Dec 2016 (16/00956/FUL)	1
2016-17 TOTAL			4
Sept 2017 – Aug 2018			
2017-18 TOTAL			0
Sept 2018 – Aug 2019			
2018-19 TOTAL			0
Sept 2019 – Aug 2020			
2019-20 TOTAL			0
Sept 2020 – Aug 2021			
2020-21 TOTAL			0
Sept 2021- Aug 2022			
2021-22 TOTAL			0
2016-2022 TOTAL			4

Table 6.3 Gypsy and Traveller Pitch Supply at Sept 2022

Site Type	Source	Pitches
Vacant sites	Tynefield, Whiteley	8*
Windfall	Current applications, Traveller DPD policies TR5 & TR6	3
TOTAL SUPPLY		11

* 18 vacant pitches in total (10 already counted as supply in GTAA)

Table 6.4 Travelling Showpersons' Plot Supply at Sept 2021

Site Type	Source	Plots
Allocated sites	Traveller DPD policy TR4	4
Windfall	Traveller DPD policies TR5 & TR6	3
TOTAL SUPPLY		7

* 7 plots at The Nurseries in total (3 already have consent for showpersons' use)

Appendix 7 - Community Infrastructure Levy (CIL)

Table 7.1 Amount of CIL collected, passed on and retained during the monitoring period and compares it with the previous six years.

Year	Total collected (£)	Admin (up to 5% of collected) (£)	Paid to Parish Councils and WTA (£)	Paid to Hampshire County Council (£)	Retained by WCC (£)
2015/16	674,000	33,700	101,100	134,800	404,400
2016/17	2,119,973	105,998	319,042	401,260	1,293,673
2017/18	2,883,033	141,651	430,136	565,311	1,745,935
2018/19	3,187,405	159,370	480,267	439,451	2,108,317
2019/20	4,314,673	435,594	431,686	0	3,447,393
2020/21	3,716,100	185,805	558,438	0	2,971,857
2021/22	2,783,304	139,165	472,970	0	2,222,324
Total	16,895,184	1,062,118	2,320,669	1,540,822	11,971,575

Table 7.2 Amount of CIL funding spent on the projects in the monitoring year (2021/22)

Project	Amount Spent
Durngate Flood Prevention Scheme	£345,894 (from a total of £800,000 allocated in 2019/20)
Sports Pavilion Improvements at Colden Common Recreation Ground	£25,650 (from a total of £90,000 allocated in 2020/21)
Car Parking facility for St Swithun's Church Headbourne Worthy	£42,104 (from a total of £50,000 allocated in 2020/21)
Traffic Calming/signing at Lower Upham	£25,000
Chilcomb sports pavilion	£93,618 (from a total of £135,000 allocated and part paid in 2019/20)
Winchester wayfinding signs	£6,000
Total Spent	£538,266



Winchester
City Council

Winchester City Council – including South Downs National Park (SDNP)

Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report

October 2022



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Winchester City Council (the Council). The assessment has been completed for sites in Winchester District, including those sites that are located in the South Downs National Park (SDNP) in Winchester.
- 1.2 As well as updating previous GTAAs, The GTAA provides a credible evidence base which can be used to aid the implementation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2019/20 to 2038/39 to cover the Winchester Local Plan period and the 15-year requirements set out in Planning Policy for Traveller Sites (PPTS). It also includes a break to 2036 to allow for comparison with other Local Plan evidence base documents. The outcomes of this study supersede the outcomes of any previous GTAAs for Winchester City Council.
- 1.3 The time periods covered by the GTAA are set out in the table below. Whilst the 17-year GTAA period commences from 2022, which is the baseline date for the study, need and supply for the period 2019-21 which is when the Local Plan period commenced nets to zero given that a full new study was completed with a 2022 baseline date.

Figure 1 – GTAA Time periods

2019-21	2022-2026	2027-31	2032-36	2037-38
	Years 0-5	Years 6-10	Years 11-15	Years 16-17
2019-20	2022-23	2027-28	2032-33	2037-38
2020-21	2023-24	2028-29	2033-34	2038-39
2021-22	2024-25	2029-30	2034-35	
	2025-26	2030-31	2035-36	
	2026-27	2031-32	2036-37	

- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Winchester through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards, and encampments. A total of 87 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Winchester and a total of 20 interviews were completed with Travelling Showpeople in Winchester. A total of 7 interviews or proxy interviews were completed with Gypsies and Travellers living in SDNP and a total of 3 interviews were completed with Travelling Showpeople living in SDNP. A total of 12 stakeholder interviews were also completed with Officers from Winchester, SDNP and with Officers from neighbouring local authorities.

- 1.5 The fieldwork for the study was completed between September 2019 and July 2022, and the baseline date for the study is July 2022. The reason for the extended fieldwork period was primarily due to the onset of COVID-19 in March 2020 which was when the majority of the fieldwork has been completed. Further work was then undertaken following the lockdown periods to complete and update the fieldwork. Further details can be found in Chapter 3.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.6 Overall, the pitch needs for Gypsies and Travellers for the period 2022-2038/39 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller (PPTS, Annex 1); for any undetermined households¹ (where an interview was not able to be completed due to households not being present despite up to three visits to each site) who may meet the planning definition; and for those households that did not meet the planning definition – although this is no longer a requirement for a GTAA.
- 1.7 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA. The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies as appropriate.
- 1.8 The Council will need to carefully consider how to address any need associated with undetermined Travellers as it is unlikely that all this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications.
- 1.9 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies. This approach is specifically referenced in the National Planning Policy Framework (NPPF) 2021. Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 62 then states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

¹ See Chapter 3 for further information on undetermined households.

- 1.10 The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Winchester due to data protection issues, the Council have more detailed data to enable accurate Local Plan allocation to be made.

Winchester (excluding SDNP)

- 1.11 There were 106 Gypsy or Traveller households identified in Winchester that met the planning definition; 38 undetermined households that may meet the planning definition; and 33 households that did not meet the planning definition.
- 1.12 There is a current and future need for **115 pitches for households that met the planning definition**. This is made up of 23 unauthorised pitches; 29 concealed or doubled-up households or single adults; 24 teenagers who will need a pitch of their own in the next 5 years; 3 from in-migration/roadside; and 36 from new household formation² using a growth rate of 2.00% derived from the household demographics.
- 1.13 There is a current and future need identified for **up to 40 pitches from the 38 undetermined Gypsy and Traveller households**. This is made up of 23 unauthorised pitches; 6 pitches with temporary planning permission; and new household formation of 11 from a maximum of 40 households using the ORS national formation rate of 1.50%. If the ORS national average³ of 30% proved to subsequently meet the definition this could result in a need for 12 pitches. If the locally derived proportion of households that met the planning definition (76%) were applied this could result in a need for 30 pitches.
- 1.14 Whilst not now a requirement to include in a GTAA, there is a current and future need for **45 pitches for households that did not meet the planning definition**. This is made up of 17 unauthorised pitches; 8 concealed or doubled-up households or single adults; 6 teenagers in need of a pitch of their own in the next 5 years; 1 from in-migration; and 13 from new household formation, using a growth rate of 2.20% derived from the household demographics.
- 1.15 Figure 2 summarises the identified need and Figure 3 breaks this down by 5-year periods.

Figure 2 – Need for Gypsy and Traveller households in Winchester (2022-38)

Status	2022-2038
Meet Planning Definition	115
Undetermined	0-40
Do not meet Planning Definition	45

Figure 3 – Need for Gypsy and Traveller households in Winchester that met the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	79	14	15	7	115

² See Chapter 7 for further information on new household formation.

³ Based on over 5,000 interviews completed by ORS across England.

Winchester (SDNP)

- 1.16 The assessment of need has also covered the parts of the South Downs National Park (SDNP) that are located within Winchester – see the shaded area on the map below. There are just 2 small Gypsy and Traveller sites located in the SDNP in Winchester, one of which also includes a bricks and mortar property. Interviews were completed with households living on both of the sites and in the house 3 households met the planning definition of a Traveller and 7 did not meet the planning definition of a Traveller.



- 1.17 There is a need for **no pitches for households that met the planning definition.**
- 1.18 There were no undetermined households on sites in SDNP in Winchester.
- 1.19 There is a need for **5 pitches for households that did not meet the planning definition.** This is made up of 3 concealed or doubled-up households or adults; and 2 from new household formation derived from the household demographics.

Figure 4 – Need for Gypsy and Traveller households in Winchester (SDNP) 2020-38

Status	2020-38
Meet Planning Definition	0
Undetermined	0
Do not meet Planning Definition	5

Figure 5 – Need for Gypsy and Traveller households in Winchester (SDNP) that meet the Planning Definition by year periods

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

Plot Needs - Travelling Showpeople

- 1.20 Overall, the plot needs for Travelling Showpeople from 2022-2038/39 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson (PPTS, Annex 1); for those undetermined households where an interview was not able to be completed who may meet the planning definition; and for those households that did not meet the planning definition (although this is no longer a requirement for a GTAA).
- 1.21 Only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.22 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.
- 1.23 The Council will need to carefully consider how to address any need associated with undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots.
- 1.24 Any need for households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.08-1.09 for further details.

Winchester (excluding SDNP)

- 1.25 There are 13 Travelling Showperson's yards in Winchester with a total of 24 plots. There were 27 households identified that met the planning definition; 8 undetermined households that may meet the planning definition; and 2 households that did not meet the planning definition.
- 1.26 The GTAA identifies a current and future need for **27 plots for households that met the planning definition**. This is made up of 9 concealed or doubled-up households; 12 teenagers in need of a plot of their own in the next 5 years; and 6 from new household formation using a rate of 1.10% derived from the household demographics.
- 1.27 There is a need for **up to 3 plots for undetermined households** and this is all from new household formation.

- 1.28 There is a need for **3 plots for households that did not meet the planning definition**. This is made up of 1 concealed adult and 2 from new household formation derived from the household demographics.

Figure 6 – Need for Travelling Showpeople households in Winchester (2022-2038)

Status	2020-38
Meet Planning Definition	27
Undetermined	0-3
Do not meet Planning Definition	3

Figure 7 – Need for Travelling Showpeople households in Winchester that meet the Planning Definition by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	21	2	3	1	27

Winchester (SDNP)

- 1.29 There is 1 Travelling Showperson yard with 3 plots in Winchester located in the SDNP area and it was possible to complete interviews with all households and all met the planning definition.
- 1.30 There is a need identified for **8 plots from the Travelling Showpeople households that met the planning definition**. This is made up of 1 doubled-up single adult; 3 teenagers in need of a pitch in the next 5 years; and 4 from new household formation derived from the household demographics.

Figure 8 – Need for Travelling Showpeople households in Winchester (SDNP) 2020-2038

Status	2020-38
Meet Planning Definition	8
Undetermined	0
Do not meet Planning Definition	0

Figure 9 – Need for Travelling Showpeople households in Winchester (SDNP) that meet the Planning Definition by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	4	3	1	0	8

Transit Recommendations

- 1.31 Due to historic low numbers of unauthorised encampments, it is not recommended that there is a need for a formal public transit site in Winchester at this time. However, the situation relating to levels of unauthorised encampments should be monitored to determine if there are any increases in the number of encampments.
- 1.32 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need

or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).

- 1.33 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Hampshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 1.34 In the short-term the Council should continue to use its current approaches when dealing with unauthorised encampments, and management-based approaches such as negotiated stopping agreements could also be considered.
- 1.35 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- 1.36 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Apart from Wickham Fair, such regular large-scale events are unlikely to occur in Winchester, the Council should still be aware of temporary arrangements that could be put in place if required.

2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Winchester, including areas covered by the South Downs National Park (SDNP). The outcomes of the study will supersede the outcomes of the previous Traveller and Travelling Showpeople Accommodation Needs Assessment completed for Winchester City Council in 2016.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2021, and the Planning Practice Guidance (PPG) 2021.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2019/20 to 2038/39 to meet the Local Plan period and the 15-year requirements of the PPTS. It also includes a break to 2036 to allow for comparison with other Local Plan evidence base documents. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 Whilst the 17-year GTAA period commences from 2022, which is the baseline date for the study, need and supply for the period 2019-21, which is when the Local Plan period commences, nets to zero given that a full new study has been completed with a 2022 baseline date – see Figure 1.
- 2.5 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.6 The baseline date for the study is July 2022 which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

For the purposes of this planning policy “gypsies and travellers” means:

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

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

- a) Whether they previously led a nomadic habit of life.*
- b) The reasons for ceasing their nomadic habit of life.*
- c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.*

For the purposes of this planning policy, "travelling showpeople" means:

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

(Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), August 2015)

- 2.9 The key change that was made to both definitions was the removal of the term "*persons...who have ceased to travel permanently*", meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.10 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term '*nomadic*'.
- 2.11 **R v South Hams District Council (1994)** – defined Gypsies as "persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)" This includes 'born' Gypsies and Travellers as well as 'elective' Travellers such as New Age Travellers.
- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.

- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling, and was taking a course that led to permanent employment.
- 2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.17 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.18 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances the household unit would be defined as travelling under the planning definition.
- 2.19 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled for work in the past. In addition, households will also have to demonstrate that they plan to travel again for work in the future.
- 2.20 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

Case law, including the R v South Hams District Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be

some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

- 2.21 This was further reinforced in a more recent Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

As discussed during the hearing, although the PPTS does not spell this [the planning definition] out, it has been established in case law (R v South Hams DC 1994) that the nomadism must have an economic purpose. In other words, gypsies and travellers wander of travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

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

- » The Housing Act, 1985
- » The Equality Act, 2010
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2021
- » Planning Practice Guidance⁴ (PPG), 2021

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

- 2.24 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the NPPF (2021). In addition, the Housing and Planning Act (2016) makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

⁴With particular reference to the sections on *Housing needs of different groups* (July 2019).

Planning Policy for Traveller Sites (PPTS) 2015

2.25 PPTS (2015), sets out the direction of Government policy. As well as introducing the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

2.26 In practice, the document states that (PPTS Paragraph 9):

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

2.27 PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*

- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- » *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a Duty-to-Cooperate on strategic planning issues that cross administrative boundaries).*
- » *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
- » *Protect local amenity and environment.*

2.28 Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, PPTS 2015 also notes in Paragraph 11 that:

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

National Planning Policy Framework (NPPF) 2021

2.29 The most recent version of the NPPF was issued in July 2021. Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

2.30 Paragraph 62 then states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

2.31 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

2.32 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to the NPPF that:

It seems to me that this wording makes clear that it is only those meeting that definition that should be included in an assessment of need for 'planning definition' travellers and that gypsies who have ceased travelling should be counted and provided for elsewhere and this is the approach proposed in the emerging LP. This does not, of course mean that these gypsies should be allocated 'bricks and mortar' type housing. They will also need a suitable supply of caravan sites to meet their needs.

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

- 2.33 In October 2022 the Court of Appeal handed down judgment in *Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391*. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work. The Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.
- 2.34 Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it has not been quashed or declared unlawful at this time.
- 2.35 It is too early to properly identify the impact that the judgement will have on an assessment of need for Travellers. However, the approach taken by ORS does include an assessment of need for all Travellers, and should any changes be made to the PPTS planning definition of a Traveller, the outcomes of the GTAA can be amended accordingly.

Levelling-up and Regeneration Bill (2022)

- 2.36 Among other things, this Bill seeks to make provision about town and country planning. Whilst there is currently no specific reference to changes to policy and guidance for Gypsies and Travellers, the Council may need to consider the outcomes of any changes to planning legislation that may impact on the accommodation needs of Gypsies and Travellers.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016) the NPPF (2021), and the PPG (2021). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Blaby, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.
- 3.4 An Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:
- '...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAAs produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'*
- 3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- 'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

3.7 A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

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

- » Census data.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on enforcement actions.
- » Existing Needs Assessments and other relevant local studies.
- » Existing national and local policy, guidance, and best practice.

Stakeholder Engagement

3.9 Engagement was undertaken with key Council Officers from Winchester through telephone interviews. A total of 4 interviews were completed with Council Officers from the study area. In addition, an interview was completed with an Officer from South Downs National Park.

Working Collaboratively with Neighbouring Planning Authorities

3.10 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. ORS have completed the most recent GTAA's for all of the neighbouring authorities to Winchester and have a good working knowledge of Traveller and cross-border issues. This included interviews with Officers from the Councils set out below. Again, a detailed topic guide was agreed with the Council.

- » Basingstoke & Deane Borough Council.
- » East Hampshire District Council.
- » Eastleigh Borough Council.
- » Fareham Borough Council.
- » Havant Borough Council.
- » Portsmouth City Council.
- » Test Valley Borough Council.

Survey of Travelling Communities

- 3.11 As a result of travel and social distancing restrictions due to COVID-19 that were introduced in March 2020 a 3-stage methodology was used to complete the site and yard fieldwork.

Stage 1 – Face-to-Face Interviews (September 2019-March 2020)

- 3.12 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots.
- 3.13 In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 attempts were made to contact households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.14 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.
- 3.15 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. Members of ORS' dedicated team of experienced Researchers who work on our GTAA studies across England and Wales sought to visit all sites and yards in the district. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.16 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.17 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).

Stage 2 – Telephone Interviews (April 2020-November 2021)

- 3.18 Following the travel and social distancing restrictions as a result of COVID-19 that were put in place in March 2020, ORS' Researchers sought to complete any outstanding site and yard interviews over the telephone. Letters and reminder letters were sent to residents on all sites where contact had not been able to be made during the face-to-face interviews. The wording of the letters was agreed with members of the Travelling Community, and asked households to call ORS Researchers to complete an interview over the telephone. In addition, for sites where some

contact had been made but where not all interviews had been completed, ORS Researchers contacted households who had been interviewed and asked them to share our contact details with other households, or to provide information to complete a proxy interview.

- 3.19 In July 2020 when some of the travel and social distancing restrictions were relaxed in England, ORS completed a detailed COVID-19 Risk Assessment that allowed for limited fieldwork activities to resume. These were restricted to making observational visits to sites to confirm site names, occupancy levels, and where possible to share contact details whilst observing social distancing requirements.

Stage 3 – Baseline Review (April 2022-July 2022)

- 3.20 Prior to the Regulation 18 consultation on the emerging Local Plan, a final review was completed to ensure that the GTAA site and yard baseline accurately reflected any sites and yards where there had been changes since November 2021. This included any new sites and yards that had been granted planning permission, and any changes to existing sites and yards.

Engagement with Bricks and Mortar Households

- 3.21 The 2011 Census recorded 42 households that identified as either Gypsies or Irish Travellers who lived in a house or bungalow Winchester and 8 who lived in a flat or maisonette.
- 3.22 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything possible to give households living in bricks and mortar the opportunity to make their views known.
- 3.23 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.24 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. However, due to COVID-19 restrictions the fieldwork was completed between September 2019 and November 2021, with a final review completed between April and July 2022.

Applying the Planning Definition

- 3.25 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. Since the PPTS was issued in 2015, a number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.19 and 2.20 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- 3.26 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling.
 - » Where household members travelled to and for how long.
 - » The times of the year that household members travelled.
 - » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 3.27 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers. This included information on the type of work that is undertaken; which family members travelled for work; the times of year that family members travel for work; the duration of trips for work; and where family members stay when travelling away from home for work.
- 3.28 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:

- » Households that travel under the planning definition.
- » Households that have ceased to travel temporarily under the planning definition.
- » Households where an interview was not possible who may fall under the planning definition.

3.29 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the NPPF (2021).

Undetermined Households

3.30 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.

3.31 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter, the ORS national rate of 1.50%⁵ has been used as the demographics of residents are unknown.

3.32 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.

3.33 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.

3.34 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall, approximately 30% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 400 interviews that have been completed) – and in some local authorities, no households meet the planning definition.

3.35 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on approximately 35% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic

⁵ See Appendix F for further details.

in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

- 3.36 This would also suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- 3.37 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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

Households that Do Not Meet the Planning Definition

- 3.38 Households who do not travel for work now fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁶ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the NPPF (2021).
- 3.39 Paragraph 62 of the NPPF states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'*. The footnote

⁶ Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. DCLG (March 2016). Note that this Guidance was never finalised and brought into effect. However, the key principles have been accepted.

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

Calculating Current and Future Need

^{3.40} To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

^{3.41} The first stage of the assessment sought to determine the number of occupied, vacant, and potentially available supply in the study area:

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

^{3.42} It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on small private family sites are not included as components of available supply but can be used to meet any current and future need from the family living on the site.

Current Need

^{3.43} The second stage was to identify components of current need, which is not necessarily the need for new pitches because they may be able to be addressed by space already available in the study area. It is important to address issues of double counting i.e. concealed or doubled-up households or households living in bricks and mortar that are also on the waiting list:

- » Households on unauthorised developments for which planning permission is not expected.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

^{3.44} The final stage was to identify components of future need. This includes the following four components:

- » Teenage children in need of a pitch of their own in the next 5 years.
 - » Households living on sites with temporary planning permissions.
 - » New household formation.
 - » In-migration/roadside.
- 3.45 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.
- 3.46 ORS are also increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them displaced in-migration.
- 3.47 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2038/39.

Pitch Turnover

- 3.48 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches on sites are not available to meet any local need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

- 3.49 In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers⁷ produced jointly in June 2016 by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

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

- 3.50 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available through the household interviews, pitch turnover has not been considered as an ongoing component of supply in this GTAA.

Transit Provision

- 3.51 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel from the roadside, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.
- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
 - » **Emergency stopping places** - more limited facilities.
 - » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
 - » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.
- 3.52 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.
- 3.53 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 3.54 Another alternative is ‘negotiated stopping’. The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 3.55 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as

determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

- 3.56 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- 3.57 Consideration will also have to be given to the Police, Crime, Sentencing and Courts Act which came in to force on 28 June 2022. Part 4 of the Act gives the Police additional powers to deal with unauthorised encampments through new offences relating to residing on land without consent in or with a vehicle and new powers in relation to the seizure of property.
- 3.58 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Department for Levelling Up, Housing and Communities (DLUHC)⁸ Traveller Caravan Count. The outcomes of the Stakeholder Interviews with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁸ Formerly the Ministry for Housing, Communities and Local Government (MHCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁹. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).
- 4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they

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

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

- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Sites and Yards in Winchester (excluding SDNP)

- 4.6 In Winchester, at the base date for the GTAA, there were 27 private sites with permanent planning permission (75 pitches); 2 private sites with temporary planning permission (6 pitches); and 11 unauthorised sites (69 pitches). There were also 13 Travelling Showmen’s yards – 3 of which are tolerated for planning purposes (24 plots) and no public transit sites identified. See **Appendix D** for further details.

Figure 10 - Total amount of provision in Winchester (excluding SDNP) (July 2022)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	27	75
Private with temporary planning permission	2	6
Unauthorised sites	11	69
Travelling Showpeople yards	13	24
TOTAL	53	174

Sites and Yards in Winchester (SDNP)

- 4.7 In the area of Winchester covered by the SDNP, at the base date for the GTAA, there were 2 private sites with permanent planning permission (6 pitches); and 1 Travelling Showmen’s yard that is tolerated for planning purposes (3 plots). See **Appendix D** for further details.

Figure 11 - Total amount of provision in Winchester (SDNP - November 2020)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	2	6
Travelling Showpeople yards (tolerated)	1	3
TOTAL	3	10

DLUHC Traveller Caravan Count

- 4.8 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to DLUHC. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.

^{4.9} As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the assessment of the need to provide for transit provision and this is set out later in this report. Whilst the data from the Caravan Count cannot be robustly used to determine a need for transit provision, it does give a broad indication of numbers of unauthorised caravans on land that is not owner by Travellers.

5. Stakeholder Engagement

Introduction

- 5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 A total of four interviews were undertaken with four Council Officers from the study, and with a representative from SDNP.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from six neighbouring local authorities:
- » Basingstoke & Deane Borough Council.
 - » East Hampshire District Council.
 - » Eastleigh Borough Council.
 - » Fareham Borough Council.
 - » Havant Borough Council.
 - » Portsmouth City Council.
 - » Test Valley Borough Council.
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Winchester

Accommodation Needs

- 5.6 Since the last GTAA, Winchester have reviewed the requirement for accommodation based on the outcomes of the GTAA.
- 5.7 Winchester had hoped to incorporate the last GTAA into the Local Plan Part 2, which was making site allocations. Winchester have instead since produced a separate Development Plan Document (DPD) on Gypsies, Travellers and Travelling Showpeople. All of the allocated sites set out in the

Development Plan Document, which had temporary permission, now have permanent permission.

- 5.8 The need for Travelling Showpeople plots has not been met. This need has been highlighted in the DPD and Winchester have done numerous calls for sites, and also asked neighbouring authorities for help accommodating the need. No potential sites have come forward and the DPD Inspector has accepted that Winchester are doing all they can on the matter.
- 5.9 The future of the former public site at Tynfield is a concern. The site was previously owned and operated by Hampshire County Council and was sold to a private Traveller site operator and it is now empty, despite Winchester City Council issuing them with a licence for the purpose of housing Travellers and the operator expressing an intention to refurbish the site.

Short-term Encampments and Transit Provision

- 5.10 Short-term unauthorised encampments occasionally occur in the area. Those that stop are visited by Enforcement Officers to assess how long encampments will be staying to ensure that the appropriate action can be taken. In the majority of cases encampments are moved on.
- 5.11 It was widely felt that some form of well managed transit provision, either in the area or across Hampshire would help with enforcement. It was also felt that a form of Hampshire-wide transit provision could benefit and assist the Gypsy and Traveller community, enabling them to temporarily settle.

Cross Border Issues

- 5.12 Officers were aware of cases involving the migration of Travellers into Winchester from southerly located neighbouring authorities, such as Eastleigh.
- 5.13 Winchester have worked closely with neighbouring authorities in the past on combined GTAA's. The council are open to working alongside neighbouring authorities in the future.
- 5.14 No issues were raised concerning Winchester or its neighbouring authorities not meeting the Duty to Cooperate.

Future Priorities

- 5.15 A future priority commonly identified was the need for some form of transit provision nearby.
- 5.16 Continuing to focus on the accommodation needs of Travelling Showpeople was also identified as being a priority.

South Downs National Park Authority

- 5.17 With regard to **overall accommodation need** in South Downs National Park, the views of the officer interviewed were as follows:

- » The South Downs Local Plan was adopted in July 2019. The plan safeguards permanent lawful sites, establishes the need for new sites and sets policy criteria for new sites that may come forward. The SDNPA have made an effort make provisions through the Local Plan to meet the needs of Gypsy, Travellers and Travelling Showpeople within the National Park, and positively with our neighbouring authorities on all planning matters.
- » In total there are 6 GTAA's that cover the National Park and these documents were used to inform the Gypsy, Traveller and Travelling Showpeople Background Paper (2018). The outcome was that the South Downs National Park is currently unable to identify sufficient sites to meet the entire identified need for Gypsies, Travellers and Travelling Showpeople within the National Park. However, the Local Plan does allocate several sites for Gypsies & Travellers.
- » There is a transit site near to SDNP; St Michael's Way with 21 transit pitches available where occupants can stay up to 3 months at a time. Despite the apparent capacity to accommodate transient visitors, there are a number of unauthorised encampments in the Brighton area of the park, which are typically seasonal. It is assumed that, for some reason, Travellers make a personal choice not to use the transit provision.

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

- » The delivery of new homes, including 'affordable homes and pitches for Gypsies & Travellers and Travelling Showpeople' is one of six cross boundary strategic issues identified in the SDNP Local Plan. The SDNPA therefore works closely with all neighbouring Authorities on all planning matters, including the provision of housing to meet the needs of the Travelling community.
- » Through close joint working ventures, SDNP remain aware of any concerns or issues from neighbouring authorities. No specific cross-border issues were raised at this time.

Neighbouring Authorities

Basingstoke and Deane Borough Council

5.19 With regard to **overall accommodation need** in Basingstoke and Deane, the views of the officer interviewed were as follows:

- » Since the last GTAA, Basingstoke and Deane have continued to progress the delivery of its strategy, as set out in the adopted Local Plan (2011 – 2029), which involves making provision for pitches on the largest strategic housing allocation sites. This has culminated in 2 pitches being consented at outline on one of the housing allocation sites. Two other applications, comprising provision for 6 pitches, are also currently under consideration, and are expected to be determined in the

near future. Once consented this would make sufficient provision in order to meet the level of need identified by ORS in the GTAA dated April 2017.

- » The Council has had significant problems with temporary unauthorised encampments in recent years. However, this is not considered to be an indicator of a need for pitches, as the individuals in question are believed to have permanent accommodation. Additionally, the individuals in question do not appear to be in need of transit accommodation, as their permanent residences are within the local area.
- » In response to the problem of unauthorised encampments, the council has been successful in obtaining an injunction in order to prevent such incidents in the parts of the borough most effected.

^{5.20} With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:

- » A cross-border issue identified was that Basingstoke and Deane receive applications from Travellers who appear to have connections to West Berkshire. The travellers in question allege that they are being forced out of a site and into bricks and mortar by West Berkshire Council. However, West Berkshire have informed that the site in question is being refurbished, not closed
- » In April 2018, Winchester wrote to Basingstoke and Deane in connection with Winchester's Gypsy and Traveller Development Plan Document. Winchester requested if Basingstoke could possibly take any of the Travelling Showpeople need. However, Basingstoke were not able to assist.

East Hampshire District Council

^{5.21} With regard to **overall accommodation need** in East Hampshire, the views of the officer interviewed were as follows:

- » Since the last GTAA, East Hampshire Council have approved planning applications for Gypsy and Traveller pitches and are progressing a new Local Plan (draft at present) which includes potential site allocations for Gypsy and Traveller pitches and Travelling Showpeople plots (including some potential provision on Large Development Sites). The Council have also liaised and met with members of the Gypsy, Traveller and Travelling Showpeople community to seek site suggestions during recent Local Plan Consultations and Call for Sites.
- » It is felt that there is a lack of provision for Travelling Showpeople accommodation and, to a lesser extent, for Gypsy and Traveller accommodation.
- » East Hampshire do experience some unauthorised encampments. The Council has been collecting information about encampments to provide an evidence base in relation to transit accommodation. However, at present, the Council has not identified a specific need for a transit site.

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

- » It was believed there may be an unmet need for Travelling Showpeople in Winchester, following the adoption of their Traveller accommodation DPD. This should be confirmed with Winchester CC.
- » East Hampshire consider that any nearby Local Council that is starting its needs assessment and preparing DPD's in relation to Local Plans or Traveller accommodation should be considering their capacity to meet any identified unmet need in Winchester for Travelling Showpeople, and any other such identified unmet need.
- » The Council continues to work with its neighbouring councils to identify and consider how unmet needs can be met.

Eastleigh Borough Council

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

- » There is a continued difficulty finding suitable sites to meet the demand in the borough due to difficulties competing with residential developers for sites.
- » Since the last GTAA, Eastleigh Council have therefore written and amended Local Plan policies. The plan includes a general policy to guide new sites, pitches and plots and site allocations to regularise some existing unauthorised tolerated sites. Applications are regularly received for new sites and intensification of existing sites, and these are assessed against the emerging policy. The new Local Plan has gone through Examination and an Inspectors Report was issued in March 2022. The new Local Plan was adopted by the Council in April 2022.
- » It was acknowledged that there is a lack of transit provision in Hampshire to deal with unauthorised encampments. It was felt that the needed transit provision should be in proximity to key transport routes in Hampshire, be that in Eastleigh, elsewhere in the county, or sub region.

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

- » No specific cross-border issues were identified.
- » Some of the sites in Eastleigh and Southampton are close to the border and the two authorities therefore work closely through the joint Local Plan team. Eastleigh Council are also involved as part of the recently established Hampshire Police and Crime Commissioners Gypsy and Traveller group. The group are currently compiling data on Gypsies and Travellers living in the county and monitoring encampments and changes over time.

- » It was felt that Eastleigh and all the neighbouring authorities are complying with the Duty to Cooperate. There has been a long-standing co-operation with joint GTAAs between councils in the area and discussions about how to address strategic issues, such as transit sites.

Fareham Borough Council

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

- » In 2017, the Council formed part of a joint GTAA commission with neighbouring authorities. That GTAA identified a need for 3 additional pitches for Gypsy, Travellers for the period 2016-2036. The Council, whilst currently preparing its emerging Local Plan, undertook a call for sites process in 2018. However, no land was submitted during this period for consideration to specifically meet the identified need. The Local Plan has gone through Examination in 2022 and in September 2022 the Council received the Inspector's Post Hearings Letter.
- » The Council's Adopted Local Plan makes provision for 5 new pitches whilst allowing 4 temporary pitches to become permanent
- » There is one site in Fareham which benefits from 1 pitch temporary planning permission.
- » There are occasional short-term unauthorised encampments that occur in Fareham. These however are often quite sporadic although most likely to occur in the summer months. When encampments occur on Council owned land, the Council's usual response is to take action to move them on

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

- » Fareham Borough Council not aware of any pressing immediate cross-border issues with regards to Gypsy, Travellers and Travelling Showpeople.
- » Fareham work with other authorities, particularly in the south of the county, informing and frequently updating on the location of travellers. In addition, Fareham is a member of Partnership for South Hampshire (PFSH) which has a working group for local authorities to come together on housing issues.
- » Planning officers from Fareham and from other member authorities meet regularly to discuss strategic issues and satisfy the requirements of Duty to Cooperate.

Havant Borough Council

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

- » Havant have met the identified need from the last GTAA and there is currently no need outstanding. A new Local Plan is currently being prepared and Stage 1 Hearings took place in July 2021.
- » Havant have experienced 18 short-term unauthorised encampments over the past year. The groups that do stop do so on the basis of passing through the borough as they journey to employment opportunities elsewhere.
- » There is no transit provision in Havant. It is believed that there is currently no need for any.

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

- » Havant are aware that Winchester currently has an outstanding accommodation need for Travelling Showpeople.
- » Havant have been involved in meetings with Winchester in the past and are happy continue with that involvement.

Portsmouth City Council

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

- » There was no accommodation need identified in the last GTAA.
- » A new Local Plan is being prepared and initial consultation took place in September and October 2021.
- » Portsmouth do experience short-term unauthorised encampments which stop in the area. In 2017 there were 7 reported instances, in 2018 there were 22 and 19 so far in 2019. Encampments are moved on and made aware of transit provision in neighbouring authorities

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

- » No specific issues with Winchester identified.
- » There is some cross-over of migrating Travellers between Portsmouth and Havant, but it was not believed to be a substantial issue.

Test Valley Borough Council

5.31 With regard to **overall accommodation need** in Test Valley, the views of the officer interviewed were as follows:

- » Since the last GTAA, Test Valley Borough Council has undertaken a scoping report ready for the publication of a Gypsy and Traveller DPD. A new Local Plan is being prepared and Regulation 18 consultation is planned for late 2022.

- » There currently remains a deficit of authorised pitches in Test Valley which is possibly contributing to instances of overcrowding and concealed households. An update to the GTAA has recently commenced for the Borough to update the picture of current need.
- » Test Valley Borough Council are aware of short-term unauthorised encampments occurring in the area. Encampments were thought to mainly be stopping for family visiting and special occasions.
- » There is no transit provision available to meet the needs of those in short-term encampments. It was felt that the issue of transit provision should become a joint approach across a wider strategic area rather than individual authorities working separately.

^{5.32} With regard to the subject of **cross border issues and the Duty to Cooperate**, the views of the officer interviewed were as follows:

- » The officer interviewed was unaware of whether neighbouring local authorities are meeting their own individual need.
- » Successful cross-border joint working is evidenced through the Hampshire GTAA which was undertaken with six other Local Planning Authorities.
- » It was felt that more could be done regarding a cross-boundary strategic approach towards the issue of providing transit provision across Hampshire.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified that in Winchester (excluding SDNP) there were no public sites; 27 private sites with permanent planning permission; 2 temporary sites; no sites that are tolerated for planning purposes; 11 unauthorised sites; and 13 Travelling Showman’s yards – 3 of which are tolerated for planning purposes.
- 6.3 In the parts of Winchester that are covered by SDNP there was 1 private site with permanent planning permission; 1 unauthorised site; and 1 Travelling Showmen’s yard that is tolerated for planning purposes.
- 6.4 The tables below set out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed.
- 6.5 During the period between commencing the GTAA and reporting no further transient households were identified to interview other than those who were interviewed.

Figure 12 – Interviews completed in Winchester (excluding SDNP)

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/Additional interviews
Public Sites			
None	-	-	-
Private Sites			
1 & 2 Willow Park (Land adjoining Stablewood Farm)	2	2	-
7 The Old Piggery, North Boarhunt (Firgrove Lane)	1	1	-
Ash Farm, Wickham	2	2	-
Ashbrook Stables, Colden Common	1	1	-
Barn Farm Caravan Park, Swanmore	5	5	-
Beacon Haven (also Bekon), Swanmore	6	6	-
Big Muddy Farm, Upham	1	1	-
Bowen Farm, Curdridge	4	4	-

East of The Old Piggery, North Boarhunt (Firgrove Lane)	1	1	-
Fir Tree Farm, Swanmore	3	3	-
Gold Oaks Farm, Upham	1	1	-
Green Acres, Shedfield (Rambling Renegade)	1	1	-
Joymount Farm, Southampton	1	1	-
Land Opposite Woodward Farm (aka Fordean Stud), Upham	1	1	-
Land west of Lasek, Mislingford	1	0	1 x no contact
Little Ranch, Fishers Pond	2	2	-
Ourlands, Knowle	3	0	3 x no contact
Riverside, Adj Chapel House, Highbridge	3	3	-
Rose View (Straightpath Paddock), Shedfield	5	5	-
Southwick Ranch, North Boarhunt	1	1	-
Stablewood Farm, Swanmore	1	1	-
The Old Piggery, North Boarhunt (Firgrove Lane)	4	0	4 x no contact
The Paddock, Durley	4	4	-
Travellers Rest, Bishops Sutton	1	0	1 x no contact
Tynefield, Whiteley	18	0	18 x vacant
West Fork, Hambledon	1	0	1 x no contact
Windy Ridge, Denmead	1	0	1 x vacant
Temporary Sites			
Land to rear of Chairmakers Arms, Denmead (3, 4, 7 & 8)	4	0	4 x no contact
Land to rear of Chairmakers Arms, Denmead (5 & 6)	2	0	2 x no contact
Tolerated Sites			
None	-	-	-
Unauthorised Sites/Pitches			
20A & 21 Firgrove Lane, North Boarhunt (Firgrove Lane)	2	0	2 x no contact
Carousel Park, Micheldever	19	12	4 x no contact, 2 x refusal, 5 x non-Travellers, 1 x vacant
Cushty Tan, Wickham	1	1	-
East of The Old Piggery, North Boarhunt (Firgrove Lane)	6	0	6 x no contact
Green Acres, Shedfield (Rambling Renegade)	2	2	-
Land at Firgrove Lane, North Boarhunt (Firgrove Lane)	1	0	1 x no contact
Oak Hill (Land east of Maybank Cottage/The Stables)	1	1	-

The Old Piggeries, North Boarhunt (Firgrove Lane)	11	11	-
The Paddock, Durley	8	0	8 x no contact
The Withy Beds, North Boarhunt (Firgrove Lane)	16	16	-
Woodley Farm, Lower Upham	2	2	-
Travelling Showpeople			
Carousel Park, Micheldever	5	5	-
Grig Ranch, Wickham	1	0	1 x no contact
Plot 1, The Nurseries, Shedfield	2	0	2 x no contact
Plot 2, The Nurseries, Shedfield	1	3	-
Plot 4, The Nurseries, Shedfield	1	1	-
Stokes Yard, Waltham Chase	1	1	-
The Bungalow, North Boarhunt	2	0	2 x no contact
The Haven, Denmead	1	1	-
The Orchard (Land at Forest Road), Swanmore	4	4	2 x no contact
The Vardo, Swanmore	1	0	1 x no contact
Plot 3, The Nurseries, Shedfield (Tolerated and allocated in DPD)	1	1	-
Plot 6, The Nurseries, Shedfield (Tolerated and allocated in DPD)	2	2	-
Plot 7, The Nurseries, Shedfield (Tolerated and allocated in DPD)	2	2	-
TOTAL	174	107	

Figure 13 - Sites and yards visited in Winchester SDNP Area

Site Status - SDNP	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Eastwood Yard, Soberton	1	1	-
Four Acres, Droxford	5	5	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
None	-	-	-
Unauthorised Sites/Roadside			
None	-	-	-
Bricks and Mortar			
Four Acres, Droxford	1	1	
Travelling Showpeople			
Pointers Paddock, Meonstoke	3	3	
TOTAL	10	10	

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{6.6} Following all of the efforts that were made it was possible to identify and interview 2 households living in bricks and mortar – one in Winchester and 1 in the SDNP area of Winchester.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2038/39. This includes both current unmet need and need which is likely to arise in the future¹⁰. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, in the past a household formation and growth rate of 3.00% net per annum¹¹ has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS prepared a *Technical Note on Gypsy and Traveller Household Formation and Growth Rates* in 2015 and updated it in June 2020. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that, in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic

¹⁰ See Paragraphs 3.41 and 3.42 for details of components on current and future need.

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

assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.
- 7.8 This view has been supported by Planning Inspectors in a number of Decision Notices. The Inspector for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used concluded:

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

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

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

- 7.10 In addition, the Technical Note has been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice in December 2017. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit.

- 7.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the baseline includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution, and in-/out-migration.
- 7.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status). This approach has been taken to determine the new household formation rate for Gypsy and Traveller households that met and did not meet the planning definition, and for Travelling Showpeople who met the planning definition in Winchester.
- » For Gypsy and Traveller households in Winchester (excluding SNDP) that met the planning definition 48% of residents were aged under 18. This demographic evidence is higher than the ORS national proportion of 36% that was identified when calculating the ORS national growth rate of 1.50%. Therefore, an adjusted rate of 2.00% has been used based.
 - » For Gypsy and Traveller households in Winchester (excluding SNDP) that did not meet the planning definition 53% of residents were aged under 18. This demographic evidence is higher than the ORS national proportion of 36%. Therefore, an adjusted rate of 2.20% has been used.
 - » For Travelling Showpeople households in Winchester (excluding SNDP) that met the planning definition 27% of residents were aged under 18. This demographic evidence is lower than the ORS national proportion of 36%. Therefore, an adjusted rate of 1.10% has been used.
 - » For SNDP, due to the very small number of households, the demographics of the residents have been used to determine new household formation.
 - » In circumstances where the numbers of households and children are low, or the population age structure is skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales. This approach has been taken to determine levels of new household formation for Travelling Showpeople households that did not meet the planning definition in Winchester due to very low number of children aged under 18.
 - » The ORS national formation rate of 1.50% has been applied to undetermined households in the absence of any demographic data for these households.

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

Breakdown by 5 Year Bands

- 7.14 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTAA period based on the compound rate of growth that was applied rather than being split equally over time.

Applying the Planning Definition

- 7.15 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The table below sets out ORS's current assessment of the planning status of households that were interviewed for the Winchester GTAA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults, accepted roadside and in-migration, and households in bricks and mortar.

Figure 14 – Planning status of households in Winchester (excluding SDNP)

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Private Sites	65	3	17
Temporary Sites	0	0	6
Unauthorised Sites	37	29	23
Roadside	1	0	0
In-Migration	2	1	0
Bricks & Mortar	1	0	0
TOTAL	106	33	38
Travelling Showpeople			
Private Yards	19	2	7
Tolerated/Allocated Yards	8	0	0
Bricks and Mortar	0	0	1
TOTAL	27	2	8

Figure 15 – Planning status of households in SDNP area of Winchester

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined - Visited
Gypsies and Travellers			
Private Sites	2	7	0
Bricks and Mortar	1	0	0
TOTAL	3	7	0
Travelling Showpeople			
Tolerated Yards	4	0	0
TOTAL	7	7	0

- 7.16 Figure 14 shows that for Gypsies and Travellers in Winchester 106 households met the planning definition of a Traveller, and for Travelling Showpeople 27 households met the planning definition, in that they were able to demonstrate that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence or have ceased to travel temporarily.
- 7.17 A total of 33 Gypsy and Traveller households and 2 Travelling Showpeople households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently.
- 7.18 It was not possible to make contact with Gypsy and Traveller households on 38 pitches, and with Travelling Showpeople households on 8 plots. These households are recorded as Undetermined for the purposes of the GTAA.
- 7.19 Figure 15 shows that in SDNP 3 Gypsy and Traveller households and 4 Travelling Showpeople households met the planning definition of a Traveller, and that 7 Gypsy and Traveller households did not. There were no undetermined households in the SDNP area of Winchester.

Interviews with Gypsies and Travellers in Bricks and Mortar

- 7.20 Following all of the efforts that were made, it was possible to identify and interview 2 households living in bricks and mortar and they both met the planning definition.

Migration/Roadside

- 7.21 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.

- 7.22 The study also sought to identify need from households who have been forced to move from sites due to overcrowding and who are currently living on the roadside or on sites in other local authorities – and who have strong family links with households in Winchester. These are referred to as roadside households or displaced in-migration.
- 7.23 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified 3 households living in another local authority who are seeking to move back to a family site in Winchester, and 1 household living on the roadside in need of a pitch on a family site in Winchester.
- 7.24 ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to Winchester. Therefore, apart from the identified in-migration and roadside need, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions.
- 7.25 It is important to note that any applications for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by a Criteria-Based Local Plan Policies.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition – Winchester (excluding SDNP)

7.26 Analysis of the household interviews indicated that there is a need from 23 unauthorised pitches; 29 concealed or doubled-up households or adults; for 24 pitches for teenagers who are in need of a pitch of their own in the next 5 years; 3 pitches from in-migration/roadside; and for 36 pitches as a result of new household formation using a rate of 2.00% derived from the demographics of the residents. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **115 pitches** over the GTAA period.

Figure 16 – Need for Gypsy and Traveller households in Winchester (excluding SDNP) that met the Planning Definition (2022-38/39)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	23
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	29
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	52
Future Need	
5 year need from teenage children	24
Households on sites with temporary planning permission	0
In-Migration/Roadside	3
New household formation	36
<i>(Household base 120 and formation rate 2.00%)</i>	
Total Future Needs	63
Net Pitch Need = (Current and Future Need – Total Supply)	115

Figure 17 – Need for Gypsy and Traveller households in Winchester (excluding SDNP) that met the Planning Definition by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	79	14	15	7	115

Pitch Needs – Undetermined Gypsies and Travellers – Winchester (excluding SDNP)

- 7.27 Whilst it was not possible to determine the planning status of a total of 38 households as they were away from their sites at the time of the fieldwork or refused to take part in an interview, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 7.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.29 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the planning definition. This would suggest that it is likely that only a proportion of the potential need identified from these undetermined households will require conditioned Gypsy and Traveller pitches, and that the remainder can be addressed through other means.
- 7.30 Need for **up to 40 pitches** has been identified from these households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is made up of 23 unauthorised pitches, 6 temporary pitches, and 11 pitches from new household formation using the ORS national formation rate of 1.50%¹². As set out in above, it is likely that only a proportion of the 46 undetermined households will meet the planning definition. If the ORS national average of 30% were to be applied the need identified from undetermined households could be for 12 pitches. If the locally derived proportion of households that met the planning definition (76%) were to be applied this could rise to 30 pitches.
- 7.31 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition – Winchester (excluding SDNP)

- 7.32 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹³ and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.
- 7.33 On this basis, it is evident that whilst the needs of the 33 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the

¹² The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

¹³ See Chapter 3 for details.

Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.

- 7.34 Analysis of the household interviews indicated that there is a need from 17 unauthorised pitches; 8 concealed or doubled-up households or single adults; 6 from teenagers who will need a pitch of their own in the next 5 years; 1 from in-migration; and 13 from new household formation using a rate of 2.20% derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **45 pitches** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition - Winchester (SDNP)

- 7.35 The 3 households that were interviewed who met the planning definition were found on one of the private sites and in bricks and mortar site. Analysis of the household interviews indicated that there is current and future need for no pitches.

Figure 18 – Need for Gypsy and Traveller households in Winchester (SDNP) that met the Planning Definition (2020-38/39)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children - Sites	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No formation from 4 adults)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 19 – Need for Gypsy and Traveller households in Winchester (SDNP) that met the Planning Definition by time periods

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

Pitch Needs – Undetermined Gypsies and Travellers – Winchester (SDNP)

7.36 It was possible to complete interviews with all households living on sites in the areas of Winchester in SDNP so there is no current or future need from undetermined households.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition – Winchester (SDNP)

7.37 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹⁴ and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.

7.38 On this basis, it is evident that whilst the needs of the 7 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.

7.39 Analysis of the household interviews indicated that there is a current need from 3 concealed or doubled-up households or single adults. The future need identified is for 2 from new household formation derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **5 pitches** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

¹⁴ See Paragraph 3.34 for details.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople Winchester (excluding SDNP) that meet the planning definition

^{7.40} Analysis of the household interviews for households that met the planning definition indicated that there is a need for 9 plots for doubled-up households or single adults; a need for 12 plots for teenagers who will need a plot of their own in the next 5 years; and a need for 6 plots from new household formation using a rate of 1.10% derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson is for **27 plots** over the GTAA period.

Figure 20 – Need for Travelling Showpeople households in Winchester that met the Planning Definition (2022-38/39)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from pitches on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	9
Movement from bricks and mortar	0
Total Current Need	9
Future Need	
5 year need from teenage children	12
Households on yards with temporary planning permission	0
In-migration	0
New household formation	6
<i>(Household base 39 and formation rate 1.10%)</i>	
Total Future Needs	18
Net Plot Need = (Current and Future Need – Total Supply)	27

Figure 21 – Need for Travelling Showpeople households in Winchester that met the Planning Definition by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-36	
	21	2	3	1	27

Plot Needs – Undetermined Travelling Showpeople Winchester (excluding SDNP)

- 7.41 Whilst it was not possible to determine the planning status of a total of 8 households as they were away from their sites at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and may meet the planning definition.
- 7.42 Need for **up to 3 plots** has been identified from these households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is all made up of 3 plots from new household formation.
- 7.43 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Plot Needs – Travelling Showpeople that do not meet the Planning Definition Winchester (excluding SDNP)

- 7.44 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹⁵ and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.
- 7.45 On this basis, it is evident that whilst the needs of the 2 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs.
- 7.46 Analysis of the household interviews indicated that there is a need from 1 doubled-up household or single adult; and for 2 from new household formation derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Travelling Showperson is for **3 plots** over the GTAA period. A summary of this need for households that did not meet the planning definition can be found in **Appendix C**.

Plot Needs – Travelling Showpeople (SDNP)

- 7.47 There was 1 Travelling Showperson yard identified in the SDNP area of Winchester and an interview was completed with all households living on the yard. All met the planning definition.
- 7.48 Analysis of the household interviews for households that met the planning definition indicated that there is a need from 1 doubled-up household or adult; 3 teenagers in need of a plot of their own in the next 5 years; and for 4 plots from new household formation derived from the household demographics. Therefore, the overall level of need identified for those households who met the planning definition of a Travelling Showperson is for **8 plots** over the GTAA period.

¹⁵ See Paragraph 3.34 for details.

Figure 22 – Need for Travelling Showpeople households in Winchester (SDNP) that met the Planning Definition (2020-38/39)

Travelling Showpeople - Meeting Planning Definition	Pitches
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Total Current Need	1
Future Need	
5 year need from teenage children	3
Households on yards with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Formation from household demographics)</i>	
Total Future Needs	7
Net Plot Need = (Current and Future Need – Total Supply)	8

Figure 23 – Need for Travelling Showpeople households in Winchester (SDNP) that met the Planning Definition by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	4	3	1	0	8

Transit Requirements

- 7.49 When determining the potential need for transit provision the assessment has looked at data from the DLUHC Traveller Caravan Count, the outcomes of the stakeholder interviews and records on numbers of unauthorised encampments.

DLUHC Traveller Caravan Count

- 7.50 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) 'snapshot in time' conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.51 Data from the Traveller Caravan Count shows that there have been very low numbers of unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

- 7.52 There is currently no public transit provision in Winchester. The stakeholder interviews found that short-term unauthorised encampments occasionally occur in the area and that those that stop are visited by Enforcement Officers to assess how long encampments will be staying to ensure that the appropriate action can be taken. In the majority of cases encampments are moved on.
- 7.53 It was widely felt that some form of well managed transit provision, either in the area or across Hampshire would help with enforcement. It was also felt that a form of Hampshire-wide transit provision could benefit and assist the Gypsy and Traveller community, enabling them to temporarily settle.

Transit Recommendations

- 7.54 Due to historic low numbers of unauthorised encampments, it is not recommended that there is a need for a formal public transit site in Winchester at this time. However, the situation relating to levels of unauthorised encampments should be monitored to determine if there are any increases in the number of encampments.
- 7.55 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether

they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).

- 7.56 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Hampshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 7.57 In the short-term the Council should continue to use its current approaches when dealing with unauthorised encampments, and management-based approaches such as negotiated stopping agreements could also be considered.
- 7.58 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- 7.59 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Apart from the Wickham Horse Fair, other large-scale events are unlikely to occur in Winchester, the Council should still be aware of temporary arrangements that could be put in place if required.

8. Conclusions

8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies. Whilst the need evidenced at individual sites is not included in this report, additional evidence has been provided to the Council to enable them to address needs more specifically when allocating pitches and investigating opportunities for the intensification or expansion of sites.

Gypsies and Travellers – Winchester (excluding SDNP)

8.2 In summary there is a need for:

- » 115 pitches in Winchester (excluding SDNP) over the GTAA period to 2038/39 for Gypsy and Traveller households that met the planning definition.
- » Up to 40 pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- » 45 pitches for Gypsy and Traveller households who did not meet the planning definition.

Gypsies and Travellers – Winchester (SDNP)

8.3 In summary there is a need for:

- » No pitches in Winchester (SDNP) over the GTAA period to 2038/39 for Gypsy and Traveller households that met the planning definition.
- » No pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- » 5 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.4 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [mobile home] and touring caravan, parking space for two vehicles and a small garden area.

8.5 However, it is recommended that alternative approaches should also be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.

- 8.6 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term, it is likely that the accommodation needs of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.
- 8.7 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.
- 8.8 Another approach to consider is the regularisation of planning permission for sites that currently have temporary permission or for those sites that are currently unauthorised where it is difficult to identify alternative sites or could be accommodated without harm.
- 8.9 To explore some of these options, the Council also commissioned ORS to complete a Pitch Deliverability Assessment (PDA) to determine what proportion of the need identified in this GTAA could be accommodated on existing private sites with permanent planning permission in Winchester. The outcomes of the PDA are summarised in Chapter 9 of this report.
- 8.10 As far as Local Plan policies are concerned it is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification or expansion of existing sites – considering some of the alternative approaches set out above. If this is not possible, a criteria-based policy would allow future needs to be met. Given that all of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites. As set out in Paragraph 8.1 the Council have been provided with additional information that will allow them to consider sites that are suitable for intensification or expansion. Some of these sites have been considered in the PDA.
- 8.11 The Council could also explore options for bringing the currently vacant pitches on the former public site at Tynefield back in to use – either as a public site or to lease to Travellers to run as a private site. This site is an allocation in the Winchester Gypsy and Traveller DPD.
- 8.12 The Council will need to carefully consider how to address any needs from undetermined households, from windfall applications from households seeking to move to Winchester (in-migration), or from households currently living in bricks and mortar. In terms of Local Plan Policies, the Council should continue to use their existing Criteria-Based Policies (as suggested in PPTS).
- 8.13 In general terms, it is the Government’s intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need, as all Travellers that do not meet the planning definition will have been included as part of the overall Local Housing Need determined through the Government’s Standard Methodology. This is reflected in the NPPF (2021).

- 8.14 It is recognised that the Council are in the process of reviewing their Local Plan that sets out how overall housing need will be addressed. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople.

Travelling Showpeople – Winchester (excluding SDNP)

- 8.15 In summary there is a need for:
- » 27 plots in Winchester (excluding SDNP) over the GTAA period to 2038/39 for Travelling Showpeople households that met the planning definition.
 - » Up to 3 plots for undetermined Travelling Showpeople households that may meet the planning definition.
 - » 3 plots for Travelling Showpeople households who did not meet the planning definition.

Travelling Showpeople – Winchester (SDNP)

- 8.16 The GTAA identifies a need for 8 plots for households that met the planning definition in Winchester (SDNP). There was no need identified for undetermined households or households that do not meet the planning definition.

Transit Provision

- 8.17 Due to historic low numbers of unauthorised encampments, it is not recommended that there is a need for a formal public transit site in Winchester at this time. However, the situation relating to levels of unauthorised encampments should be monitored to determine if there are any increases in the number of encampments.
- 8.18 It is also recommended that a review of evidence relating to unauthorised encampments should be undertaken on a Hampshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places across Hampshire, or whether a local managed approach is preferable.

Summary of Need to be Addressed – Gypsies and Travellers Winchester (excluding SDNP)

- 8.19 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA and through a Gypsy and Traveller Local Plan Policy, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.

8.20 Total need from Gypsy and Traveller households that met the planning definition; from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 200 pitches.

8.21 The tables below break total need down by:

- » The number that met the planning definition.
- » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that meet the planning definition) of need from undetermined households and 76% (the locally derived proportion that met the planning definition).
- » The number that did not meet the planning definition.
- » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 24% (the locally derived proportion that did not meet the planning definition).

8.22 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Local Plan Policies and may be through a combination of site allocations, intensification or expansion, and through a Criteria-Based Policy. Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 24 – Need for Gypsy and Traveller households in Winchester (excluding SDNP) broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	115	-	115
30% Undetermined Need	12	-	12
Do Not Meet Planning Definition	-	45	45
70% Undetermined Need	-	28	28
TOTAL	127	73	200

Figure 25 – Need for Gypsy and Traveller households in Winchester (excluding SDNP) broken down by Local Plan Policy Type – Winchester %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	115	-	115
73% Undetermined Need	30	-	30
Do Not Meet Planning Definition	-	45	45
27% Undetermined Need	-	10	10
TOTAL	145	55	200

Summary of Need to be Addressed – Travelling Showpeople Winchester (excluding SDNP)

- 8.23 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below sets out the likely number of plots that will need to be addressed either as a result of the GTAA and through a Gypsy and Traveller Local Plan Policy, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.
- 8.24 Total need from Travelling Showpeople households that met the planning definition; from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 33 plots.
- 8.25 The tables below break total need down by:
- » The number that met the planning definition.
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 70% (the ORS national average of Travelling Showpeople that meet the planning definition) of need from undetermined households and 93% (the locally derived proportion that met the planning definition).
 - » The number that did not meet the planning definition.
 - » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 7% (the locally derived proportion that did not meet the planning definition).
- 8.26 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Local Plan Policies and may be through a combination of yard/plot allocations, intensification or expansion, and through a Criteria-Based Policy.
- 8.27 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 26 – Need for Travelling Showpeople households in Winchester (excluding SDNP) broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	27	-	27
30% Undetermined Need	2	-	2
Do Not Meet Planning Definition	-	3	3
70% Undetermined Need	-	1	1
TOTAL	29	4	33

Figure 27 – Need for Travelling Showpeople households in Winchester (excluding SDNP) broken down by Local Plan Policy Type – Winchester %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	27	-	27
93% Undetermined Need	3	-	3
Do Not Meet Planning Definition	-	3	3
7% Undetermined Need	-	0	0
TOTAL	30	3	33

Summary of Need to be Addressed – Gypsies and Travellers Winchester (SDNP)

- 8.28 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA and through a Gypsy and Traveller Local Plan Policy, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.
- 8.29 Total need from Gypsy and Traveller households that met the planning definition; from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 5 pitches.
- 8.30 The tables below break total need down by:
- » The number that met the planning definition.
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that meet the planning definition) of need from undetermined households and 30% (the locally derived proportion that met the planning definition).
 - » The number that did not meet the planning definition.
 - » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 70% (the locally derived proportion that did not meet the planning definition).
- 8.31 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Local Plan Policies and may be through a combination of site allocations, intensification or expansion, and through a Criteria-Based Policy.
- 8.32 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 28 – Need for Gypsy and Traveller households in Winchester (SDNP) broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	0	-	0
30% Undetermined Need	0	-	0
Do Not Meet Planning Definition	-	5	5
70% Undetermined Need	-	0	0
TOTAL	0	5	5

Figure 29 – Need for Gypsy and Traveller households in Winchester (SDNP) broken down by Local Plan Policy Type – Winchester %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	0	-	0
30% Undetermined Need	0	-	0
Do Not Meet Planning Definition	-	5	5
70% Undetermined Need	-	0	0
TOTAL	0	5	5

Summary of Need to be Addressed – Travelling Showpeople Winchester (SDNP)

- 8.33 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below sets out the likely number of plots that will need to be addressed either as a result of the GTAA and through a Gypsy and Traveller Local Plan Policy, or through the Councils Housing Need Assessment (HNA) process and through separate Local Plan Policies.
- 8.34 Total need from Travelling Showpeople households that met the planning definition; from undetermined households that may meet the planning definition; and from households that did not meet the planning definition is for 8 plots.
- 8.35 The tables below break total need down by:
- » The number that met the planning definition.
 - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 70% (the ORS national average of Travelling Showpeople that meet the planning definition) of need from undetermined households and 100% (the locally derived proportion that met the planning definition).
 - » The number that did not meet the planning definition.

- » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 0% (the locally derived proportion that did not meet the planning definition).
- 8.36 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Local Plan Policies and may be through a combination of yard/plot allocations, intensification or expansion, and through a Criteria-Based Policy.
- 8.37 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

Figure 30 – Need for Travelling Showpeople households in Winchester (SDNP) broken down by Local Plan Policy Type – ORS National %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	8	-	8
30% Undetermined Need	0	-	0
Do Not Meet Planning Definition	-	0	0
70% Undetermined Need	-	0	0
TOTAL	8	0	8

Figure 31 – Need for Travelling Showpeople households in Winchester (SDNP) broken down by Local Plan Policy Type – Winchester %

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	8	-	8
100% Undetermined Need	0	-	0
Do Not Meet Planning Definition	-	0	0
0% Undetermined Need	-	0	0
TOTAL	8	0	8

9. Pitch Deliverability Assessment

Background

- 9.1 Following the calculation of the need for sites in Winchester and the SDNP area of Winchester, the Council commissioned ORS to complete a Pitch Deliverability Assessment (PDA).
- 9.2 The primary objective of the PDA is to provide the Council with robust advice on the suitability, availability and achievability of any existing private Gypsy and Traveller sites with permanent planning permission to meet all or a proportion of the accommodation need for Gypsies and Travellers identified in this GTAA. It is anticipated that the outcomes of the PDA will assist the Council in preparing a revised Local Plan.
- 9.3 The PDA sought to understand the capacity of existing private Gypsy and Traveller sites with permanent planning permission through a combination of desk-based research and engagement with members of the Travelling Community living on sites in Winchester, including those sites in SDNP area.

Methodology Summary

- 9.4 The approach used by ORS sought to complete work to identify whether there is a viable opportunity on existing private sites with permanent planning permission to meet identified need through intensification, expansion, or reconfiguration of sites. The PDA:
- » Assessed existing private sites with full planning permission including an estimation of capacity; evaluation against development management constraints; and the suitability, availability, and achievability of additional pitches.
 - » Sought to understand the accommodation requirements of Gypsies and Travellers living on these sites.
 - » Makes clear recommendations on how the Council could ensure the delivery of suitable pitches to meet some or all of the identified need.
- 9.5 A breakdown of the methodology can be found in the full PDA Report (October 2022).

Summary of PDA Findings

- 9.6 The initial stage of the PDA covered a total of 29 private Gypsy and Traveller sites in Winchester, including 2 private sites in the SDNP. Following a preliminary RAG assessment of each site (see Methodology in the full PDA Report for further details) it was concluded there may be planning constraints that could prevent additional pitches being delivered on 18 of the sites at the time of the assessment. At this stage the PDA did not look at need from Travelling Showpeople. A total of 10 sites were taken forward to the next, more detailed, stage of the PDA. On one of the private sites in the SDNP area of Winchester (Four Acres) there was no need identified in the GTAA. These were:

- » 1 & 2 Willow Park.
- » Beacon Haven.
- » Bowen Farm.
- » Eastwood Yard (SDNP).
- » Fir Tree Farm.
- » Joymont Farm.
- » Little Ranch.
- » Riverside.
- » Southwick Ranch.
- » Tynefield.

9.7 The PDA concluded that, in principle, current need can be met for the following pitches in Winchester City Council for the period 2022-26 for households that met the planning definition of a Traveller through the intensification or expansion of existing sites:

- » 15 of the 15 pitches identified as being needed for Gypsies and Travellers.

9.8 The PDA has concluded that, in principle, future need can be met for the following in Winchester City Council for the period 2027-2038/39 for households that met the planning definition of a Traveller through the intensification or expansion of existing sites and yards:

- » 11 of the 12 pitches identified as being needed for Gypsies and Travellers.

9.9 The PDA has also sought to identify the likely proportion of current and future need identified for households that did not meet the planning definition of a Traveller in the GTAA. Following the initial RAG rating exercise there was no current or future need identified from households that did not meet the planning definition of a Traveller on the 9 sites in Winchester that were taken forward to the second stage of the PDA.

9.10 Current need for 3 pitches was identified from the site in the SDNP in Winchester. However, it was not possible to determine whether this need could be met on the site without encroaching on to agricultural land.

Conclusions

9.11 It is recommended that the Council consider the outcomes of the PDA to contribute towards the need identified in the GTAA in terms of the potential allocation of pitches to contribute towards meeting 5-year need and the identification of broad locations to meet future need requirements.

9.12 The Council may also wish to consider specific allocations for pitches on the sites that have been assessed in order to make a clear link between the need that has been identified and the sites that are in a position to potentially meet this need.

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Appendix A: Glossary of Terms / Acronyms used

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement of households into a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
Out-migration	Movement from one region or community in order to settle in another.
Personal planning permission	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.

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

GTAA	Gypsy and Traveller Accommodation Assessment
GTANA	Gypsy and Traveller Accommodation Needs Assessment
HEDNA	Housing and Economic Development Needs Assessment
HMA	Housing Market Assessment
LPA	Local Planning Authority
DLUHC	Department of Levelling Up, Housing and Communities
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PDA	Pitch Deliverability Assessment
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
SHMA	Strategic Housing Market Assessment
TSP	Travelling Showpeople

Appendix B: Undetermined Households

Figure 32 - Need for undetermined Gypsy and Traveller households in Winchester (excluding SDNP) 2022-38/39

Gypsies and Travellers – Undetermined Visited	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	23
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	23
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	6
In-migration	0
New household formation	11
<i>(Household base 38 and formation rate 1.50%)</i>	
Total Future Needs	17
Net Pitch Need = (Current and Future Need – Total Supply)	40

Figure 33 – Need for undetermined Gypsy and Traveller households in Winchester (excluding SDNP) by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	32	3	4	1	40

Figure 34 - Need for undetermined Travelling Showpeople households in Winchester (excluding SDNP) 2022-38/39

Travelling Showpeople – Undetermined Visited	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Household base 8 and formation rate 1.50%)</i>	
Total Future Needs	3
Net Plot Need = (Current and Future Need – Total Supply)	3

Figure 35 – Need for undetermined Travelling Showpeople households in Winchester (excluding SDNP) by time periods

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

Figure 36 - Need for undetermined Gypsy and Traveller households in Winchester (SDNP) 2022-38/39

Gypsies and Travellers – Undetermined Visited	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No undetermined households)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 37 – Need for undetermined Gypsy and Traveller households in Winchester (SDNP) by time periods

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

Figure 38 - Need for undetermined Travelling Showpeople households in Winchester (SDNP) 2022-38/39

Travelling Showpeople – Undetermined Visited	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No undetermined households)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 39 – Need for undetermined Travelling Showpeople households in Winchester (SDNP) by time periods

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

Appendix C: Households that did not meet the Planning Definition

Figure 40 - Need for Gypsy and Traveller households in Winchester (excluding SDNP) that did not meet the Planning Definition (2022-38/39)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	17
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	8
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	25
Future Need	
5 year need from teenage children	6
Households on sites with temporary planning permission	0
In-migration/Roadside	1
New household formation	13
<i>(Household base 40 and formation rate 2.20%)</i>	
Total Future Needs	20
Net Pitch Need = (Current and Future Need – Total Supply)	45

Figure 41 – Need for Gypsy and Traveller households in Winchester (excluding SDNP) that did not meet the Planning Definition by time periods

Years	0-5	6-10	11-15	16-17	Total
	2022-26	2027-31	2032-36	2037-38	
	32	5	5	3	45

Figure 42 - Need for Travelling Showpeople households in Winchester (excluding SDNP) that did not meet the planning definition (2022-38/39)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Total Current Need	1
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Formation from household demographics)</i>	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	3

Figure 43 – Need for Travelling Showpeople households in Winchester (excluding SDNP) that did not meet the Planning Definition by time periods

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

Figure 44 - Need for Gypsy and Traveller households in Winchester (SDNP) that did not meet the Planning Definition (2022-38/39)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	2
<i>(Formation from household demographics)</i>	
Total Future Needs	2
Net Pitch Need = (Current and Future Need – Total Supply)	5

Figure 45 – Need for Gypsy and Traveller households in Winchester (excluding SDNP) that did not meet the Planning Definition by time periods

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

Figure 46 - Need for Travelling Showpeople households in Winchester (SDNP) that did not meet the planning definition (2022-38/39)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Supply from vacant public and private plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople not meeting planning definition)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 47 – Need for Travelling Showpeople households in Winchester (excluding SDNP) that did not meet the Planning Definition by time periods

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

Appendix D: Site and Yard Lists (July 2022)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
1 & 2 Willow Park (Land adjoining Stablewood Farm)	2	-
7 The Old Piggery, North Boarhunt (Firgrove Lane)	1	-
Ash Farm, Wickham	2	-
Ashbrook Stables, Colden Common	1	-
Barn Farm Caravan Park, Swanmore	5	-
Beacon Haven (also Bekon), Swanmore	6	-
Big Muddy Farm, Upham	1	-
Bowen Farm, Curdridge	4	-
East of The Old Piggery, North Boarhunt (Firgrove Lane)	1	-
Eastwood Yard, Soberton (SDNP)	1	-
Fir Tree Farm, Swanmore	3	-
Four Acres, Droxford (SDNP)	5	-
Gold Oaks Farm, Upham	1	-
Green Acres, Shedfield (Rambling Renegade)	1	-
Joymount Farm, Southampton	1	-
Land Opposite Woodward Farm (aka Fordean Stud), Upham	1	-
Land west of Lasek, Mislingford	1	-
Little Ranch, Fishers Pond	2	-
Ourlands, Knowle	3	-
Riverside, Adj Chapel House, Highbridge	3	-
Rose View (Straightpath Paddock), Shedfield	5	-
Southwick Ranch, North Boarhunt	1	-
Stablewood Farm, Swanmore	1	-
The Old Piggery, North Boarhunt (Firgrove Lane)	4	-
The Paddock, Durley	4	-
Travellers Rest, Bishops Sutton	1	-
Tynefield, Whiteley	18	-
West Fork, Hambledon	1	-
Windy Ridge, Denmead	1	-
Private Sites with Temporary Planning Permission		
Land to rear of Chairmakers Arms, Denmead (3, 4, 7 & 8)	4	-
Land to rear of Chairmakers Arms, Denmead (5 & 6)	2	-

Tolerated Sites		
None	-	-
Unauthorised Sites		
20A & 21 Firgrove Lane, North Boarhunt (Firgrove Lane)	-	2
Carousel Park, Micheldever	-	19
Cushty Tan, Wickham	-	1
East of The Old Piggary, North Boarhunt (Firgrove Lane)	-	6
Green Acres, Shedfield (Rambling Renegade)	-	2
Land at Firgrove Lane, North Boarhunt (Firgrove Lane)	-	1
Oak Hill (Land east of Maybank Cottage/The Stables)	-	1
The Old Piggeries, North Boarhunt (Firgrove Lane)	-	11
The Paddock, Durley	-	8
The Withy Beds, North Boarhunt (Firgrove Lane)	-	16
Woodley Farm, Lower Upham	-	2
TOTAL PITCHES	87	69
Travelling Showpeople Yards		
Carousel Park, Micheldever	5	-
Grig Ranch, Wickham	1	-
Plot 1, The Nurseries, Shedfield	2	-
Plot 2, The Nurseries, Shedfield	1	-
Plot 4, The Nurseries, Shedfield	1	-
Stokes Yard, Waltham Chase	1	-
The Bungalow, North Boarhunt	2	-
The Haven, Denmead	1	-
The Orchard (Land at Forest Road), Swanmore	4	-
The Vardo, Swanmore	1	-
Plot 3, The Nurseries, Shedfield (Tolerated)	-	1
Plot 6, The Nurseries, Shedfield (Tolerated)	-	2
Plot 7, The Nurseries, Shedfield (Tolerated)	-	2
Pointers Paddock, Meonstoke (Tolerated) (SDNP)	-	3
TOTAL PLOTS	19	8

Appendix E: Household Interview Questions

GTAA Questionnaire 2019



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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

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

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation: *INTERVIEWER please cross one box only*

Council	Private rented	Private owned	Unauthorised	Bricks and Mortar
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

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

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

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

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

Yes No

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

Years	Months	<i>if you have moved in the past 5 years, where did you move from? Include ALL moves</i>
-------	--------	--

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

Choice No option

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

Yes No

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

1 2 3 4 5 6 7 8 9 10

B Demographics

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

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

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

C2 How many of your children will need a home of their own in the next 5 years? If they live here now, will they want to stay on this site? If not, where would they wish to move? (e.g. other site, in bricks and mortar etc.) If they do not live on this site, where do they currently live and would they want to move on to this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details *(Please specify)*

D **Waiting List**

D1 Is anyone living here on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

Yes → Continue to D2
 No → Go to D4

D2 How many people living here are on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

Other *(Please specify)*

Details *(Please specify)*

D3 How long have they been on the waiting list? *INTERVIEWER: Please cross one box only*

0-3 months 3-6 months 6-12 months 1-2 years 2+ years

Other *(Please specify)*

Details *(Please specify)*

D4 If they are not on the waiting list, do any of the people living here want to be on the waiting list? *(INTERVIEWER if they do - please take their contact details)*
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

No Other *(Please specify)*

Details *(Please specify) and take contact details)*

E Future Accommodation Needs

E1 Do you plan to move from this site in the next 5 years? If so, why?
INTERVIEWER: Please cross one box only

Yes If yes → Continue to E2
 No If no → Go to E5

If so, why? (please specify)

E2 Where would you move to? *INTERVIEWER: Please cross one box only*

Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please specify where they would move to
 If they own land elsewhere - probe for details

E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? *INTERVIEWER: Please cross one box only*

Private buy <input type="checkbox"/>	Private rent <input type="checkbox"/>	Public rent <input type="checkbox"/>
---	--	---

E4 Can you afford to buy a private pitch or site? *INTERVIEWER: Please cross one box only*

Yes <input type="checkbox"/>	No <input type="checkbox"/>
---------------------------------	--------------------------------

E5 Are you aware of, or do you own any land that could have potential for new pitches? *INTERVIEWER: Please cross one box only*

Yes <input type="checkbox"/>	No <input type="checkbox"/>
---------------------------------	--------------------------------

Please ask for details on where land/site is located and who owns the land/site?

F Travelling

F1 How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?
INTERVIEWER: Please cross one box only

0 1 2 3 4 5+

↓ Go to F6a } Continue to F2

F2 If you or members of your family have travelled in the last 12 months, which family members travelled? *INTERVIEWER: Please cross one box only*

All the family Adult males Other if other, please specify

F3 What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

Details / specify if necessary. If fairs—probe for whether this involves work

F4 At what time of year do you or family members usually travel? And for how long?
INTERVIEWER: Please cross one box only

All year Summer Winter

And for how long?

F5 Where do you or family members usually stay when they are travelling?
INTERVIEWER: Please cross all boxes that apply

LA transit sites Private transit sites Roadside Friends/family Other if other, please specify

INTERVIEWER: Ask F6a — F8 ONLY if F1 = 0. Otherwise, go to F9

F6a Are there any reasons why you don't you travel at the moment?

Details

F6b Have you or family members ever travelled? *INTERVIEWER: Please cross one box only*

Yes —————→ Continue to F7
 No —————→ Go to F9

F7a When did you or family members last travel? *INTERVIEWER: Please write in*

Details

F7b What were the reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

Details / specify if necessary. If fairs—probe for whether this involves work

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

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

if other, please specify

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

F9 Do you or other family members plan to travel in the future?
INTERVIEWER: Please cross one box only

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

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

Details

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

Details

G Any other information	
G1	Any other information about this site or your accommodation needs? <i>INTERVIEWER: Please write in</i>
	<p>Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)</p>
G2	Site/Pitch plan? Any concerns? <i>INTERVIEWER: Please sketch & write in</i>
	<p>Sketch of Site/Pitch — any concerns?</p> <p>Are any adaptations needed?</p> <p>Why does the current accommodation not meet the household's needs, and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently</p>

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

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Appendix F: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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Any press release or publication of this research requires the advance approval of ORS. Such approval will only be refused on the grounds of inaccuracy or misrepresentation.

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Household Growth Rates

Abstract and Conclusions

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

Introduction

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

Modelling Population and Household Growth Rates

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

Migration Effects

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

Population Profile

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

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

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

Birth and Fertility Rates

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

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

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

Death Rates

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

Modelling Outputs

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

Household Growth

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

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

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

17. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

Table 3 - Household Type (Source: UK Census of Population 2011)

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

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

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.
20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAs that ORS have completed across England and Wales involving over 4,300 household interviews.