



Doncaster
Council

Report

Gypsy/Traveller Accommodation Need Assessment (GTANA)

and

Travelling Show People Accommodation Need Assessment (TSPANA)

March 2022



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INTRODUCTION

1. Doncaster Council undertakes a periodic assessment of Gypsy and Traveller Accommodation Need (GTAN) and Travelling Show People Accommodation Need (TSPAN) as part of its wider analysis of housing need. An understanding of these accommodation needs are essential to make properly planned provision and avoid the problems associated with ad-hoc or unauthorised provision. A comprehensive accommodation needs assessment and strategy to meet any identified need will greatly strengthen the ability of the local authority to respond swiftly and positively to inappropriate unauthorised developments and encampments.
2. The GTANA for South Yorkshire reported in June 2007. It estimated a need for 207 pitches across the four South Yorkshire districts over a 5 year period. Doncaster's GTANA has since been renewed periodically. In response to a number of Planning Inspectorate appeal hearing reports and following independent expert review ¹, Doncaster revised its GTANA methodology (2013) to provide a much improved, more comprehensive and robust determination of pitch requirement for gypsy/travellers in Doncaster.
3. The findings of the independent review were considered and the recommended improvements implemented during the 2014 GTANA renewal. GTANA²⁰¹⁴ was submitted as part of the evidence for Doncaster's Core Strategy Sites and Policies Examination in Public and received no challenge from either the Inspector nor any other agencies or individuals involved. The same approach/methodology was therefore embedded as the norm for Doncaster's GTANAs and formed the basis of planning appeal evidence across 2014 and 2015. The GTANA was refreshed in March 2015 (GTANA²⁰¹⁵). It received endorsement and praise on the improvement it represented from earlier assessments from planning inspectors following appeal hearings².
4. The 2016 GTANA went further to address the remaining challenge points/comments received from planning inspectors regarding GTANA²⁰¹⁵ during and following planning appeals across 2015. The GTANA²⁰¹⁶ was led by Doncaster's Policy, Insight and Change team and Development Management Service using information and input from:
 - Gypsies/Travellers living on council sites
 - Gypsies/Travellers living on private sites
 - Gypsies/Travellers living in housing
 - Gypsy/Traveller liaison/representative groups
 - St Leger Homes of Doncaster
 - Doncaster Planning Enforcement
 - Doncaster Council Revenues team
 - Surrounding local authorities.
 - Doncaster Council Local Plans team
5. The GTANA²⁰¹⁶ came under scrutiny in two Planning Appeals in 2016. In both instances, the inspectors found that the assessment was robust in both its methodology and application of it. Further detail and specific quotes from the Inspectors' Decision Reports are included in the final page of this report.

Appeal A: APP/F4410/C/15/3141481. Land at Stockbridge Lane, Bentley, Doncaster, DN5 0SB. **by Simon N Hand MA. Hearing held:** 16 August 2016. **Site visit made:** 16 August 2016; **Decision date:** 30 August 2016

Appeal Ref: APP/F4410/W/15/3133490. Former Nursery, Waterside, Doncaster, DN8 4JG. **by C J Anstey BA (Hons) DipTP DipLA MRTPI. Hearing held:** 19 January & 4 October 2016; **Site visit made:** 7 March 2016; **Decision date:** 22 November 2016
6. The following assessments, GTANA²⁰¹⁷, GTANA²⁰¹⁸, and this assessment GTANA²⁰²² follow the same methodology as GTANA²⁰¹⁶ with some further enhancements. The result of the 2022 assessment supersedes all previous assessments and provides an indication of the likely pitch requirement for the next 5 years.

¹ Independent Review By Prof Robert Home, credentials at rear of report.

² Example, APP/F4410/C/15/3002106 Thistles and Meadow, 14 August 2015.

NATIONAL CONTEXT

7. Gypsies and Travellers are recognised as ethnic minority groups under the Race Relations Act 1976, the Race Relations Amendment Act 2000 and the European Human Rights Act 1998. The Equality Act 2010 brought together all the existing equality law and reinstated the enactments relating to discrimination and harassment. This act placed a duty on all public authorities to understand the effect their policies and practices have on equality, and provide equal access to services to all the protected groups: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The needs of Gypsies and Travellers should therefore be considered as part of this Act.
8. There are a number of key pieces of legislation that relate to the provision of sites for Gypsies and Travellers. One of the first, 50 years ago, was the Caravan Sites and Control of Development Act in 1960. This led to the closure of many sites that had been traditionally used by Gypsies and Travellers.
9. The Caravan Sites Act, 1968: Part II placed a requirement on local authorities, 'so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area'. The 1968 Act also gave the Secretary of State the power to exempt local authorities from the requirement to provide accommodation.
10. In 1994, the introduction of the Criminal Justice and Public Order Act repealed most of the 1968 Act. The 1994 Act removed the statutory obligation to provide sites and also to provide funding for sites. The lack of appropriate sites led to large numbers of those travelling unable to find authorised places to stop. Provision that had been made by the Gypsy and Traveller community, within planning guidance on the provision of sites, also proved ineffective as the vast majority of planning applications for sites were refused.
11. Central government has sought to address some of the problems arising from the 1994 Act. A range of guidance documents were published relating to planning and site provision including a revised Planning Circular (01/2006), a consultation on the definition of Gypsies and Travellers, Gypsy and Traveller Accommodation Needs Assessment Guidance, a guide to responsibilities and powers as well as guidance on the use of enforcement powers.
12. Part 6 of the Housing Act 2004 contains provisions designed to mainstream the provision of accommodation for Gypsies and Travellers alongside that of the settled community. This includes a requirement that local authorities take a strategic approach to assessing, monitoring and meeting the needs of Gypsies and Travellers as they do for the rest of the community.
13. The Mobile Homes Act (1983) was amended in April 2011 to include Gypsies and Travellers sites. This amendment gives Gypsies & Travellers living on authorised traveller sites improved protection against eviction and a secure home in line with residents of other residential mobile home sites.
14. In addition, the current Government priorities offer both challenges and opportunities for the way in which local authorities can deliver local priorities and core services.
15. The overall aim of the Localism Act (2012) was to shift power and decision making away from central government back into the hands of individuals, communities and councils. This could impact on Gypsies and Travellers through site provision, as many planning applications from Gypsy and Traveller groups are already refused, and greater community involvement in planning applications may make achieving permissions even more difficult.
16. The Housing and Planning Act 2016 removed the requirement for Local Authorities to undertake a specific assessment of housing/pitch need for gypsies and travellers.

PLANNING POLICY

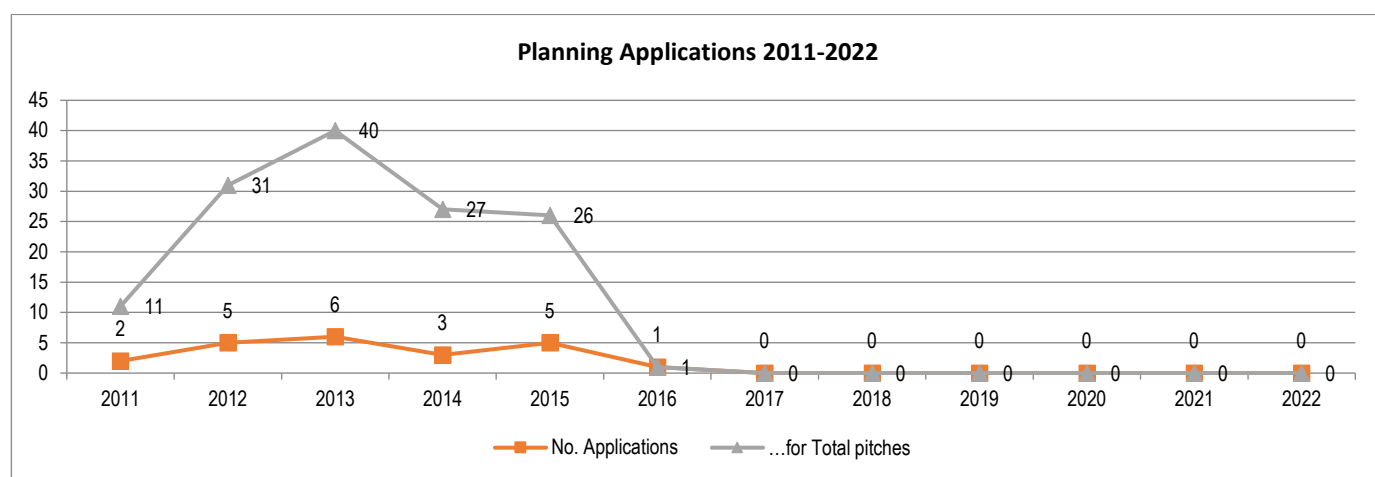
17. Planning Policy for Traveller Sites (PPTS) is the current National Policy in relation to provision for gypsies, travellers and travelling show people. It was published on Monday the 26th of March 2012 and came into effect in Tuesday 27th March with the publication of the National Planning Policy Framework. In August 2015 the government updated the Planning Policy for Traveller Sites and whilst the general premise remained the same, its aim sought to strengthen the protection given to the Green Belt. The updated PPTS has set out that subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.
18. In addition the August 2015 PPTS has altered the definition of gypsy and travellers to read as follows:
- 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.*
19. The aims of the PPTS are set out as follows:
- That local planning authorities should make their own assessment of accommodation 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 G/T 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.
20. Doncaster Local Plan (adopted September 2021) includes a Policy on Gypsies, Travellers and Travelling Show People (Policy 11). This policy establishes the criteria by which planning applications for these uses will be judged. No new allocations were made for these uses within the Local Plan, based on the evidence in the 2018 GTANA, however this position will be reviewed periodically across the plan period.

LOCAL CONTEXT

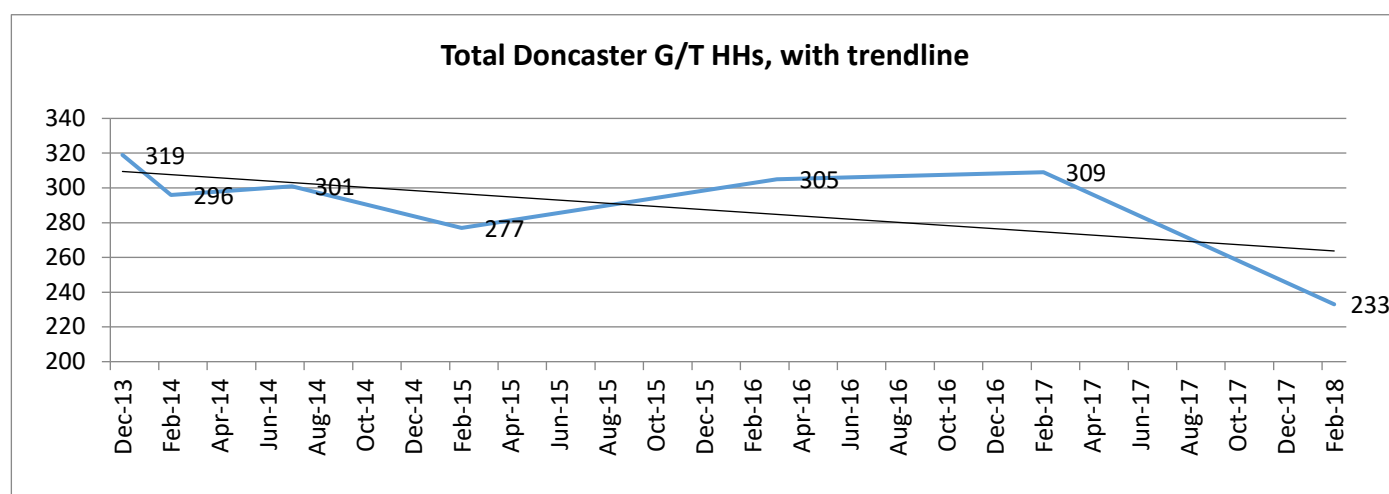
21. Doncaster has a significant gypsy and traveller community base, with estimates ranging greatly from around 590 (2011 Census) to other local estimates of 4000+ (source of estimate unknown). These estimates equate to between 0.2% and 1.3% of the total population.
22. Doncaster is well-placed when the provision of Gypsy and Traveller sites is considered. The Local Authority provides and manages (via St Leger Homes of Doncaster) a number of sites, and permissions have been granted for significantly more private sites.
23. Current Provision:

Council-owned sites (65 plots)	Sprotbrough, Armthorpe, Thorne, Wheatley
Privately-owned sites (250+ plots)	Armthorpe, Askern, Barnby Dun, Bentley, Dunscroft, Hatfield Woodhouse, Kirkhouse Green, Mexborough Stainforth, Sutton, Sykehouse, Thorne, Tickhill, Toll Bar, Wheatley

The number of planning applications each year was relatively consistent at around 5 per year between 2012-2015, with an average of around 31 plots per application. The peak in 2013 has been followed by a decreasing trend to 2015, followed by 2 years with only 1 application (for 1 plot, in 2016). There were no applications in 2017-2022. This represents a 5-year stable position with no demand for additional sites through the planning permission process. Source: Doncaster Planning department



24. G/T household counts have been part of the GTANA process since 2013. Since then the total number of households living on pitches has been relatively stable at around 300 households, with more of a reduction been seen in 2018. This includes both authorised and unauthorised pitches. Source: Doncaster GTANAs.

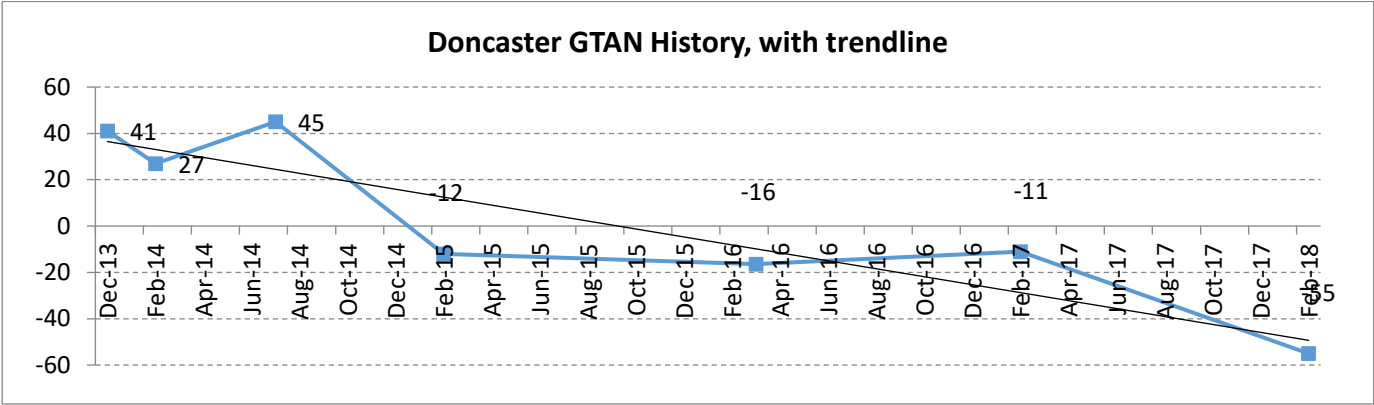


25. The number of plots with planning permission that have been vacant has seen an increase since 2013. The number has been consistently over 30 plots, increasing from 33 in 2013 to 63 in 2017, averaging 50 vacant plots. From 2018, vacancies have been around the mid-50s to mid60s. Vacant plots have been on both public and private sites, with a respective split of around 15%/85% in 2013 changing to 3%/97% in 2019. No

counts took place across mid-2019 to Jan 2021, and then the Summer 2021 count showed a 3:1 ratio of private vacancies to council vacancies.

	Dec 2013	Feb 2014	Jul 2014	Feb 2015	Mar 2016	Jan 2017	Jul 2017	Jan 2018	Jul 2018	Jan 2019	Jul 2019	Jan 2020	Jul 2020	Jan 2021	Jul 2021
Council	5	6	4	3	4	2	N/A	4	11	4	N/A	N/A	N/A	N/A	14
Private	28	47	32	44	64	61	N/A	52	52	50	N/A	N/A	N/A	N/A	41
Total	33	53	36	47	68	63	N/A	56	63	54	N/A	N/A	N/A	N/A	55
Council %	15%	11%	11%	6%	6%	3%	N/A	7%	17%	7%	N/A	N/A	N/A	N/A	25%
Private %	85%	89%	89%	94%	94%	97%	N/A	93%	83%	93%	N/A	N/A	N/A	N/A	75%

26. The G/T Accommodation Need (GTAN) decreased significantly from 2014 to 2018. From a high of 45 in 2014, the GTAN has since been a negative need (i.e. a surplus) since 2015.
27. It should be noted that the decrease in GTAN from 2014 to 2015 coincided with a review of the council pitch waiting list (which had not been reviewed for a number of years prior) which resulted in a reduction from 34 households to only 2 households. The pre-2014 GTANs may have been artificially high as a result of the old/un-reviewed waiting list figures.



28. Policy Development
- **Allocations policy waiting lists** – An allocation policy was developed to better control the way plots are allocated on Council-owned sites, similar to the Choice Based Letting’s allocation policy; pitches are allocated by the priority need of applicants.
 - **Pitch requirement action plan** – Joint working with the planning department has enabled most long-term unauthorised sites to become lawful. This work continues to formalise appropriate unauthorised sites/pitches.
 - **Police protocol** – The liaison team have worked on developing a stronger partnership with the local police to help with disturbance, enforcement and eviction.
 - **Doncaster’s Local Plan (2015 – 2035)** was found sound and adopted in September 2021. It includes Policy 11 on Gypsies, Travellers and Travelling Show People. Whilst no new allocations were made in the Local Plan for these uses, this policy sets out the criteria by which planning applications for Gypsies, Travellers and Travelling Show People will be determined. The supporting text notes that the GTANA and TSPANNA will be periodically updated across the plan period, and that the policy should be read in conjunction with the latest version of this evidence base. The new Local Plan fully replaces the previous UDP and Core Strategy.

GYPSY/TRAVELLER ACCOMMODATION NEED (GTAN)

GTANA METHODOLOGY

29. This assessment was carried out using a similar methodology to that used in GTANA²⁰¹⁸ (and GTANAs across 2014-2017 before that). The starting point for our approach was the GTANA guidance published by the Department for Communities and Local Government (DCLG) in 2007. This guidance was revoked in 2016 but there is no newer guidance therefore it remains the best available advice. However, our methodology goes further than the DCLG suggested approach in a few areas, for example: our approach to identifying the needs of 'concealed' or 'suppressed' households.
30. The guidance suggests using caravan counts along with a recommended ratio to estimate an assumed number of households; this would then require a determination or estimation of the number of additional concealed or suppressed households and number of households 'doubling up' not identified by a generic ratio calculation.
31. In Doncaster, we do not simply count caravans – local authority representatives attend each site and speak to residents/owners/managers to determine the actual number of households living onsite on each plot. This gives an accurate picture of current demand, instead of a potential false high/low from using an assumed ratio. Because the actual number of households are counted, separate sections for concealed/suppressed households are not included as they would only be 'concealed' if an assumption-based estimate was been calculated instead of the actual number being counted.
32. Our methodology takes into account the recommendations from the independent review completed in 2013/14 and 2016; and further enhancements in response to areas of improvement suggested by the Planning Inspectorate following appeal hearings. Travelling Show People have different housing and accommodation needs to the G/T community due to their need for storage of equipment, and so are therefore not included in the assessment of GTAN. A separate assessment is included later in this document.
33. The Doncaster GTANA calculation takes into account Current and Future demand (e.g. waiting lists, unauthorised pitches and housing growth); and identifies future Supply (e.g. pitch turnover, and confirmed additional pitches).

Current and Future Demand

- Unauthorised Pitches
 - o Less pitches without planning permission which are likely to gain permission within 1 year.
 - o Less pitches without planning permission which are immune from enforcement action where the occupiers have indicated they have no wish/intention to move to another pitch.
- Unauthorised pitches with temporary permission
- Pitch Waiting List (council)
- Pitch Waiting List (private)
- Planning applications
- Households living in houses wanting a pitch
- Households living outside Doncaster wanting to move to Doncaster
- Household growth
 - o Less Current vacancies (council sites and private sites)
 - o Less authorised pitches not in use but likely to come into use within 1 year

Supply

- Pitch Turnover (council and private sites) (except those moving to an existing pitch vacancy)
- Pitches expected to be developed
- Pitches (new) expected to gain permission

34. Demand has been determined from a range of different sources relating to one or more specific tenure groups. We recognise that the GTANA represents a snapshot in time, hence the periodic review. The timing of the GTANA is also chosen carefully – in response to feedback received during planning appeals by appellants and/or their representatives: "Assessments completed during the summer months are likely to provide lower need figures due to the number of households that tend to go travelling during the summer

months compared to the winter months. Doncaster is very much a base rather than a destination, and so counts in winter will give the truer representation of demand and supply rather than in summer.”

35. However, this issue has only limited relevance due to the enhanced approach adopted – if households are away travelling (and their pitch/plot is empty at the time of the assessment) then this does not mean that the pitch will be assumed to be vacant (giving a lower count). As described in this section, council representatives discuss with residents and site owners to determine actual pitch availability. In basic terms, just because a household is not present onsite at the time of the count, it does not mean that that household will not be counted as a household living onsite.
36. Nevertheless, GTANAs take place in the winter months as a means of taking the top-end of the possible households upon which to calculate need to ensure no underestimate is used in the planning process/response. Full details of all the various formula elements can be found in Appendix A.

D. Unauthorised pitches

37. This identifies immediate demand for authorised pitches. This figure is determined by local authority representatives undertaking household counts of all G/T pitches – the full list being deduced from an array of sources such as neighbourhood management teams, enforcement teams, local residents, elected members, police, and planning records. It includes all pitches without planning permission and includes those on private land as well as public land (sometime referred to as ‘roadside encampments’). It includes unauthorised pitches on sites that have permission.

E. Unauthorised pitches likely to gain permission within 1 year

38. A proportion of the unauthorised pitches are expected to gain permission within 1 year. These are pitches that exist on/as complete sites with no permission, or on/as additional unauthorised pitches on authorised sites. Planning officers with delegated powers of authorisation for planning applications review the unauthorised pitches and make a determination as to whether permission would be approved given the completion of the relevant planning application paperwork etc – i.e. pre application advice and ‘in principle’ indications available for all planning applications. Those that would be approved form the basis of the workload for a principal planning officer to engage with and support the owners/occupiers of such sites to complete and submit the necessary documentation in order to formalise their pitch. This figure is offset against the total unauthorised figure because on its own, the total unauthorised figure gives a false indication of actual additional pitches required.

F. Unauthorised pitches ‘immune’ from enforcement action

39. Similarly, some households live on unauthorised pitches and have done so for a period of time such that it is not possible to take enforcement action to remove the unauthorised development. These are sometimes categorised as ‘immune’. These households are engaged as part of the site visit process; but unfortunately, some will choose not to undertake the necessary process to formalise their pitch. Households that indicate that they have no wish/intention to move to another pitch are offset against the total unauthorised household figure as they do not, in reality, want nor need an additional pitch.

G. Actual unauthorised households needing a new/additional pitch

40. This is the total number of unauthorised pitches, less those likely to gain permission, less those that are immune from enforcement action (and have confirmed not intention/wish to move), i.e. $G = D - (E+F)$

H. Unauthorised pitches with temporary permission

41. This category represents those pitches without full planning approval that have been allocated permission temporarily for a fixed period of time. Although they have (temporary) permission, those whose permission period expires within 5 years are counted in the demand side of the calculation as they too represent demand within the 5-year GTANA period.

I. Pitch waiting lists

42. **Council-owned (PWL-C):** This identifies households that have applied for a pitch on a council owned site at a time when no vacancies are available. Households can specify one (or more) of four council-owned sites upon which they wish to live. When a plot becomes available, they are offered that place. Some households are on the PWL but already live on a council site but want a different pitch. These households are offset from the demand figure because there is no net additional need for a pitch. Similarly for those households from

authorised private pitches. Households on unauthorised private pitches are in need of a pitch, but are already counted in the demand figure from the household count of existing pitches and so are not double-counted in the PWL analysis. Households on the PWL that are living on the roadside, NFA, or in 'bricks & mortar' housing that aren't included in the household count from site visits are added to the demand figure in the overall assessment.

43. Historically, there have been many more households on the PWL than there currently are (e.g. in 2014, there were 33). However, the PWL had not been reviewed for many years, and following a two stage process, the majority of the households were removed from the PWL:

Stage One: Coinciding with the completion of a number of additional pitches on council sites, all households on the PWL were contacted both via telephone and in writing to notify them of the spare/vacant plots.

Stage Two: Coinciding with the development of GTANA2015, all households on the PWL were contacted again and given a period of 1 month to make contact and confirm that they a) wanted to take up one of the pitches and/or b) wanted to remain on the PWL.

This exercise resulted in the PWL reducing from 33 households to only 2 (in 2014/15).

44. Private owned (PWL-P): Owners of private sites are asked about any waiting lists that they hold. This information is not always forthcoming, but is requested as a matter of course. The same analysis as for the PWL-C is completed for any PWL-P information obtained from site owners.

J. Planning applications

45. Planning applications received during the last 3 years are analysed. Applications were searched for those not approved at application stage and at appeal stage (if applicable). Some applications relate to existing sites already counted in the site visits/household counts and so are not double counted. Similarly, some applications relate to households already living on a pitch within the borough and so are not double counted (i.e. they are either on unauthorised pitches, and so counted in that section; or are on authorised pitches, and so would create a vacancy if they moved, hence no net demand).

K & L. Households living in houses / living outside Doncaster

46. Independent advice suggests that in the absence of any evidence to the contrary, it is a sound assumption that migration into Doncaster is balanced by migration out of Doncaster i.e. zero net in/out migration. This GTANA looks at the following data sources to assess need from G/T living in housing and/or living outside Doncaster:
47. We have reviewed **Census** records, historic **caravan counts**, historic **household counts**, and **waiting lists** (private and council) and used them to determine whether there has been a trend of G/T population increase or overall population decrease.
48. Although widely acknowledged by the Planning Inspectorate as difficult to determine, efforts have been made to identify and engage with **G/Ts currently outside Doncaster** and/or **living in 'bricks and mortar' housing (B&M)** to determine whether or not there is a wish to move to a pitch.
49. We have utilised a range of methods to engage with G/Ts living both within and outside Doncaster. The approach was a mixture of direct engagement with known traveller households, raising awareness of the needs assessment, and seeking G/Ts to contact the authority to identify any pitch need.
50. In 2014, the Council conducted a Housing Needs Survey (HNS²⁰¹⁴) which formed part of the evidence base for the Housing Strategy 2015-25, published in summer 2015. This survey was posted to 4500 Doncaster properties which were randomly selected from the full list of 132,000 residential properties; a further 500 surveys were distributed at various locations across the borough (e.g. children's centres). The survey was well publicised and was also available online. For statistical relevance, the following number of returns was required: 90% Confidence: 272; 95% confidence: 383; 99% confidence: 660
51. The total number of returns received was 614. This equates to a Confidence Level of between 95% and 99%, with a Confidence Interval (Error margin) of 3.9%. In basic terms, this means that if the survey was conducted again 100 times, then for more than 95 times out of 100 (almost 99 times out of 100), the results would be within 3.9% of the stated results.
52. The survey contained a section which identified *households wanting to move home* and another for *new households wanting to form*. These sections asked the households to identify the *type of property for which*

they would ideally like to move to, with a number of property types suggested (e.g. house, flat, bungalow, private caravan pitch, council caravan pitch etc).

53. To build on these sources of evidence, a specific household survey for G/T households was undertaken in January/February 2016 and then repeated in January 2017 and January/February 2018. Timing of the survey was given careful consideration. Doncaster tends to be a base for G/T rather than a travelling destination; and so the winter months represent the time of year when most G/T households are at their home base. For this reason, the survey was undertaken in the winter months to ensure maximum coverage and inclusion. The survey aimed to enhance the information collected during the household counts/site visits, but also sought to gain the views of G/Ts living in B&M housing and/or outside of Doncaster. It included a mix of both direct mailing to known G/T households (all households on sites), and publicity/raising awareness of the survey amongst the community requesting contact with the Council from any G/Ts who had a need for a pitch, but currently did not live on one.
54. Within the survey itself (and communicated verbally), it was emphasised to those taking part that this exercise is designed to gain a clearer understanding of the scale of Gypsy and Traveller accommodation need which is to be addressed by the local authority, and to help it develop a strategy to meet it. The survey was conducted via mailshot and face to face. All households on sites were given the opportunity to complete the survey verbally, or take away the survey for completion at their leisure. By speaking to all households, this ensured a mix of age, gender, household size, tenure, property type, authorised and unauthorised were all given the opportunity to engage in the assessment. For speed and ease of completion, the survey included mainly tickbox closed questions; with more open questions where respondents were encouraged to expand their answers where they wished. It was kept short and concise (2-sides) to encourage completion, and allowed greater number of households to be approached.
55. The following means of engagement / raising awareness have been used:
- Surveying **households living on existing pitches** as a means of contacting any known family/friends (especially those living in B&M/outside Doncaster); both requesting their family/friend's contact details and providing the LAs contact details to be passed on to the households in question.
 - Direct mail surveys to known **traveller households living in 'bricks and mortar' housing** – identified from **Council DMBC Ethnic Minority and Traveller Achievement Service** and **Doncaster Schools'** records. This totalled over 260 households in 2016, 285 households in 2017 and 260 in 2018.
 - **Press Publications:** advertisements on the Council website publicising the GTANA evidence gathering; inviting contact from G/T households. This included households from authorised and unauthorised pitches, in housing, and those currently living outside Doncaster.
 - **Social Media:** Well-known social media sites were used to make contact with G/T community groups; inviting contact from G/Ts in need of a pitch. They were also used to raise awareness of the assessment.
 - **G/T liaison groups:** a number of G/T representatives/groups were contacted inviting contact with G/Ts in need of a pitch. The agencies/groups contacted were:
 - The National Federation of Gypsy Liaison Groups
 - The Proud Gypsy Traveller (Doncaster) Project
 - St Leger Homes of Doncaster (manage all council-owned G/T site tenancies)
 - **Liaison with surrounding Local Authorities:** All SYMCA local authorities were contacted with the view to identifying, through their own G/T liaison officers, any households currently residing in their area that have expressed a wish/intention to move to Doncaster.
56. It is acknowledged that this could be perceived as a disproportionate approach; and, due to its nature, clearly has the potential to present biased results. I.e. the vast majority of those that become aware of the assessment would only take the time to respond if they had an unmet need. This means it would be very difficult/flawed to extrapolate response rate (pitch need: yes/no) to the wider G/T population, which itself is not accurately known.

Duplicates:

57. Given the multitude of datasets gathered, we recognise the potential for double counting. For example a household on an unauthorised pitch or in B&M may be on the PWL for a council and/or private site; and/or could have submitted a planning application or proposed a site for allocation in the Local Plan. Wherever possible, households referenced on multiple demand sources will only be counted once. Where anonymous information is obtained, this is not possible and so the total demand must be considered to be a possible over-estimate.

M. Household growth

58. Nationally, a net growth rate of 3% per year has been commonly assumed and widely used in local assessments, even though there is no statistical evidence of households growing so quickly. This produces a huge over estimate of household growth due to the compound growth calculation repeated over a 5, 10 or 15 year period.
59. A recent study by Opinions Research Services (ORS) (part of Swansea University) published in March 2015 gives a detailed assessment of G/T household growth to provide an alternative to the 'fall-back option' of 3% - often used in the absence of anything else (see Appendix B for detail). This study considers migration, population profiles, births & fertility rates, death rates, household size data, and household dissolution rates – using information from both national census and their own survey results. The key results of the survey are that the household growth rate for gypsies/travellers:

- may be as low as 1.25%
- best evidence suggests 1.5%
- some LAs use 2.5% to provide a 'safety margin' or if local data suggests a relatively youthful population

Summary Conclusions from ORS Technical Note: Gypsy and Traveller Household Formation and Growth Rates March 11th 2015:

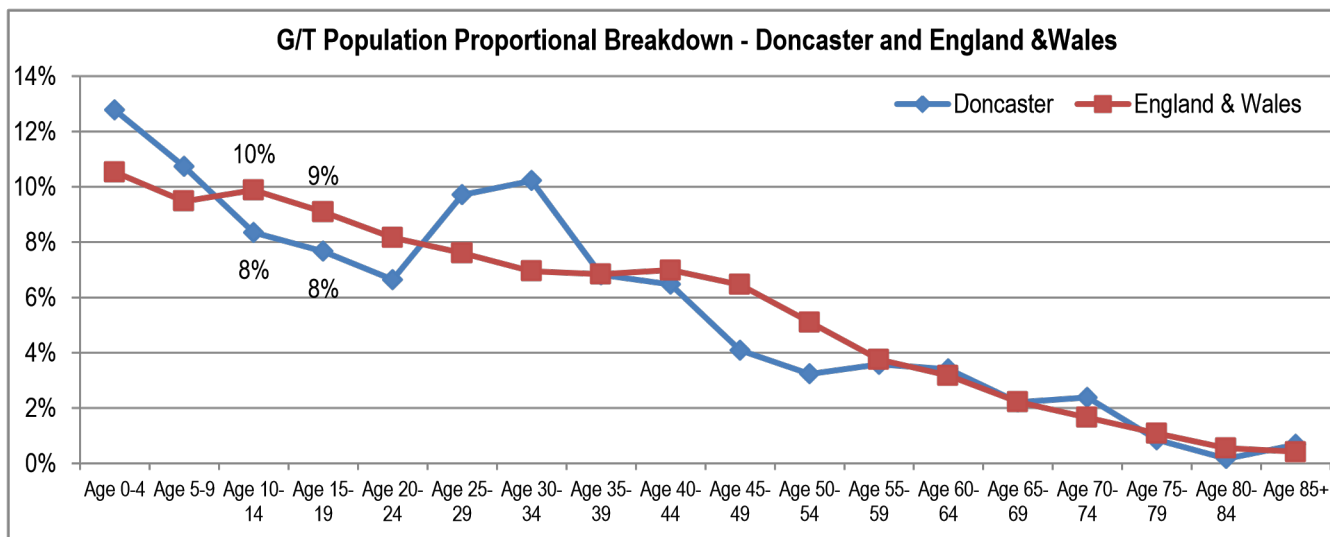
Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.

The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a 'safety margin' and 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, the lower estimate of 1.5% per annum should be used.

60. Analysis is therefore required to determine whether Doncaster has a relatively youthful population (and thus warrant using the higher (2.5%) figure than the suggested 1.5% growth rate). Census 2011, despite underestimating the total number of G/Ts, does provide a representative picture of the population breakdown by age. Doncaster's age-breakdown is compared to the national age breakdown to see if there are significant anomalies between different age bands.

Age	Doncaster		England & Wales		%point Difference
Age 0 to 4	75	13%	6,072	11%	2%
Age 5 to 9	63	11%	5,469	9%	1%
Age 10 to 14	49	8%	5,702	10%	-2%
Age 15 to 19	45	8%	5,247	9%	-1%
Age 20 to 24	39	7%	4,711	8%	-2%
Age 25 to 29	57	10%	4,391	8%	2%
Age 30 to 34	60	10%	4,009	7%	3%
Age 35 to 39	40	7%	3,947	7%	0%
Age 40 to 44	38	6%	4,030	7%	-1%
Age 45 to 49	24	4%	3,728	6%	-2%
Age 50 to 54	19	3%	2,947	5%	-2%
Age 55 to 59	21	4%	2,165	4%	0%
Age 60 to 64	20	3%	1,833	3%	0%
Age 65 to 69	13	2%	1,281	2%	0%
Age 70 to 74	14	2%	957	2%	1%
Age 75 to 79	5	1%	629	1%	0%
Age 80 to 84	1	0%	319	1%	0%
Age 85+	4	1%	243	0%	0%
Total	587		57,680		



61. This analysis shows a strong correlation between Doncaster's G/T population age-profile and the national G/T population age-profile. The 10-14yrs and 15-19yrs age groups represent the groups that are most likely to form new households within the next 5 years. Doncaster's G/T population has a smaller proportion in these bands than the national population (1-2 percentage point difference). This therefore suggests no evidential justification for opting for the higher of the range of household growth suggested by the ORS research.
62. Based on the above information, this assessment will use an average net household growth rate of 1.5% per year. This rate will be applied year on year to the total household figure (both authorised, and all those in need).

$$\text{Annual Household Growth} = (\text{Total households} \times 1.015) - \text{Total Households}$$

$$\text{Household Growth over 5 yrs} = (\text{Total households} \times 1.015^5) - \text{Total Households}$$

63. It is worth noting that this household growth rate of 1.5% has only been applied from GTANA²⁰¹⁶ onwards. Prior to this, the 3% figure was used, and thus, may have represented an overestimate of household growth in those assessments.

N & O. Current vacancies

64. These come from up-to-date site visits/household counts. Council representatives visit every G/T site in the borough. Site owners, managing agents and occupiers are engaged to determine whether empty plots are in fact permanently vacated and available. As is referenced for the occupied pitches element of the methodology, a plot that is *empty* at the time of the visit is not assumed to be *vacant and available*. Specific intelligence from numerous sources such as residents onsite, site managers/owners, planning appeals, enforcement notices, and other local authority or partner agencies are used together to determine whether or not an empty plot is in fact vacant.

P. Unused authorised plots

65. If there are pitches that are currently undergoing maintenance/repair/improvement works on council sites and are currently unused, then they will not be counted in the *Current Vacancies* section because they are not available immediately at the time of the GTANA. However, repair work is always scheduled in response to issues and is normally completed within a few days or weeks.

Calculating G/T Accommodation Need (Pitch requirement over the next 5 years)

Formula Element	Ref
Authorised households/pitches	
No. authorised households/occupied pitches: Council	A
No. authorised households/occupied pitches: Private	B
Total authorised households/occupied pitches (A+B=C)	C
Need	
Unauthorised pitches	D
Less unauthorised pitches likely to gain permission	E
Less unauthorised pitches that are immune from enforcement action	F
Actual unauthorised pitches needing additional pitch [D-(E+F)=G]	G
Unauthorised pitches with temporary permission	H
Pitch Waiting Lists	I
Planning applications	J
Household living in bricks and mortar (within Doncaster) (not on the PWL-C)	K
Households living outside of Doncaster	L
Household growth	M
Less current vacancies: council sites	N
Less current vacancies: private sites	O
Less authorised pitches not in use, likely to come into use within 1 year	P
GTAN = $\Sigma(G \text{ to } M) - \Sigma(N \text{ to } P)$	GTAN

GTAN Banding

66. In response to feedback/comments provided by Planning Inspectors during appeal hearings, GTAN, due to its 'snapshot in time' assessment process, must be treated as an indication of need rather than an exact or specific figure. Although our methodology allows for the fact that households may not actually be onsite at the time of the counts, in agreement with concepts discussed with planning inspectors during appeal hearings, the Council has decided to introduce a banding system (i.e. Surplus (none), Low, Medium, High) to describe the level of need as a need band (in addition to the specific need calculation).

What constitutes high or low level of need?

68. A simple assessment of 1, 2, 3 or 4+ sites per year is used; with 1 site per year being 'Low', 4+ per year being 'Very High'. Analysis of the average number of pitches per site is completed, to give the number of sites for which the GTAN equates to. This is then annualised to give the GTAN band (Surplus (none) | Low | Medium | High | Very High). The GTAN band has been retrospectively calculated for previous assessments using the average pitch per site figures from those assessments.

Sites/year	Total sites	Need Category
Less than 1	Less than 5	Surplus/None
1	5	Low
2	10	Medium
3	15	High
4+	20+	Very High

Supply

Q, R, S, T. Pitch turnover:

67. Pitches on council-owned and private sites become vacant in-year. St Leger Homes of Doncaster manage all council-owned sites and so provide detailed records of the number of tenancy terminations each year. These records go back a number of years and so an average number of plots becoming available per year over the last 3 years is determined. Private sites are more difficult to obtain information for. In the absence

of any robust estimate for plots becoming available, this will be assumed to be zero – though in reality, this will not be the case.

68. Households vacate council pitches for a number of reasons: for example, they could be:
- moving into B&M housing
 - moving out of the area
 - moving onto new private vacant pitches

In each of these circumstances, this represents the creation of a spare pitch for use by another household.

69. Households that vacate a council-pitch to move to a private pitch that was vacant at the time of the assessment do not create any supply; they are simply creating one vacancy but taking another. In these instances, these tenancy terminations are not counted towards supply as the net effect is zero.

U. Plots expected to be developed:

70. This covers any planned expansions with permissions that are expected to be completed and available for rent/purchase within 5 years of the assessment. It also includes any existing pitches with permission that are not currently in use, but expected to come into use; and any additional pitches/sites likely to be completed.

Supply	
Annual Pitch turnover: council sites	Q
Annual Pitch turnover: private sites	R
5 year supply from pitch turnover: council sites	S
5 year supply from pitch turnover: private sites	T
Additional pitches expected to be developed/completed or gain permission	U
Total Supply	V

71. In summary, this GTANA will provide details of current and future demand, offset against current supply to give the 5-year GTAN figure and a GTAN banding which describes the general level of need. The GTAN and GTAN band are provided alongside an indication of supply already identified over the 5 years, as at the date of the assessment.

GTAN CALCULATION

Authorised households/pitches

72. Doncaster has 227 households living on authorised caravan pitches with planning permission; just over three quarters of which are on private sites (179), and just under one quarter on council-owned sites (48). Provision in neighbouring local authority areas is much lower e.g. some LA districts have little or no site provision.

Settlement	Sites	Settlement	Sites
Armthorpe	2	Stainforth	1
Askern	2	Sutton	1
Barnby Dun	1	Sykehouse	1
Bentley	9	Thorne	4
Dunscroft	3	Tickhill	2
Hatfield Woodhouse	1	Toll Bar	4
Kirkhouse Green	1	Wheatley	1
Mexborough	1		
Total		34 sites	

DEMAND

D. Unauthorised pitches

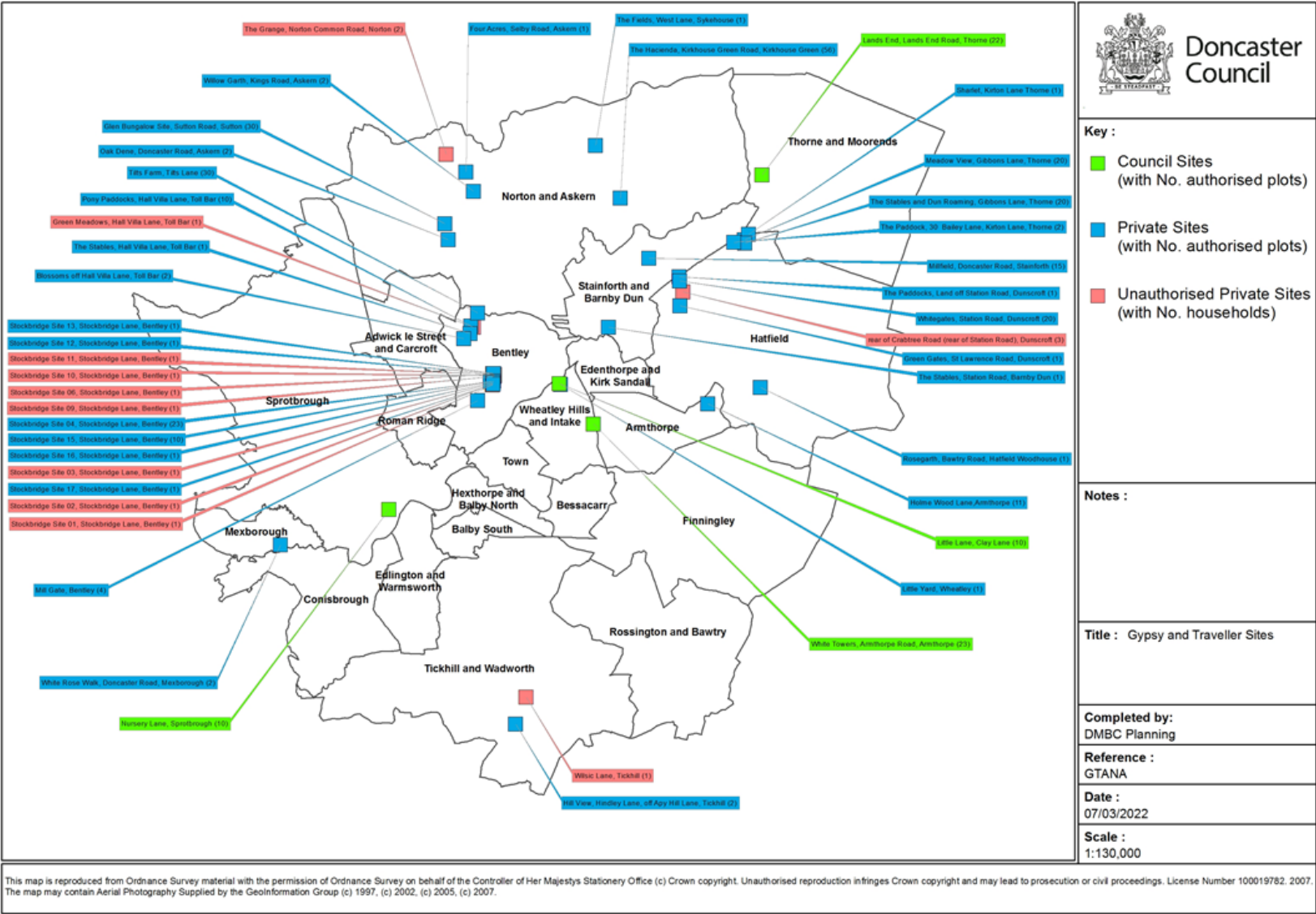
73. There are 45 unauthorised pitches on 8 existing authorised sites. There are 12 unauthorised pitches on 11 unauthorised private sites. There are currently 0 unauthorised pitches on council sites and 0 unauthorised pitches on the roadside. This gives a total of **57 unauthorised pitches**. This is 2 more than GTANA²⁰¹⁸ and 8 less than GTANA²⁰¹⁷.

Site Type	Village	Address/Site Name	No. Households Onsite - Unauthorised
P	Armthorpe	Holme Wood Lane Mobile Home Park, Holme Wood Lane, DN3 3EH	10
P	Askern	Oak Dene, Doncaster Road, Askern, DN6 9JB	2
P	Barnby Dun	The Stables, Station Road, Barnby Dun, DN3 1HG	2
UP	Bentley	Stockbridge Site 01: First plot on the left as you enter Stockbridge	1
UP	Bentley	Stockbridge Site 02: 2nd plot on the left as you enter Stockbridge	1
UP	Bentley	Stockbridge Site 03: Bridge Farm	1
UP	Bentley	Stockbridge Site 06	1
UP	Bentley	Stockbridge Site 9	1
UP	Bentley	Stockbridge Site 10	1
UP	Bentley	Stockbridge Site 11: Corner plot	1
UP	Dunscroft	Rear of 27 Crabtree Road (rear of Station Road), Dunscroft, DN7 4AD, end of the track.	1
P	Dunscroft	The Paddocks, Land off Station Road, Dunscroft, next to Stainforth railway station	7
UP	Norton	The Grange, Norton Common Road, Norton, Doncaster, DN6 9HP	2
P	Stainforth	Millfield Caravan Site, Doncaster Road, Stainforth, DN7 5SQ.	13
UP	Stainforth	Rear of Millfield Lane, caravan site separate	1
UP	Toll Bar	Green Meadows, Hall Villa Lane, Toll Bar, DN5 0LH.	1
P	Toll Bar	The Stables, Hall Villa Lane, Toll Bar	2
P	Toll Bar	Tilts Farm, Tilts Lane, DN5 9QF	8
P	Tickhill	Wilsic Land, Tickhill	1

P= Authorised private site, UP= Unauthorised private site

Distribution of Doncaster G/T sites

74. Most sites are located in the northern half of Doncaster.
75. Unauthorised sites tend to be in the same areas as authorised sites.
76. Bentley has the most sites (15), with Askern, Thorne and Toll Bar second with 5 each. Dunscroft ranks third with 4 sites.
77. Site sizes differ greatly from single-plot sites to sites with over 50 plots.
78. Thorne has the highest proportions of the total number of G/T households (living on sites) (57, 20%). Toll Bar is second with 53 (19%); Armthorpe third with 38 (13%) and Kirkhouse Green fourth with 34 (12%).



E. Pitches expected to gain permission within 1 year

79. There are a number of pitches that are currently unauthorised that would be approved if the necessary application paperwork was completed and submitted, these are:

Village	Site Name	No. Plots Authorised	No. Unauthorised households	Plots likely to gain permission	
Stainforth	Millfield Caravan Site	15	13	13	Application submitted. Still under consideration.

80. Applications have been received for the formalisation of 13 unauthorised pitches on 1 existing authorised site; these are expected to gain approval this year.
81. These households are not in need of additional pitches. A total of **13 pitches are therefore offset against the demand figure** they represent as unauthorised households.

F. Pitches without planning permission that are immune from enforcement action

82. There are 6 sites containing 6 unauthorised pitches that have been in place for a period of time such that it is not possible to take enforcement action to remove the unauthorised development. These households have been engaged by planning officers, endeavouring to find alternative pitches in more suitable locations and/or take steps to formalise the unauthorised pitches. This process, despite considerable efforts, has not resulted in progress like the pitches in the preceding category; we therefore cannot reasonably expect these pitches to gain permission within 1 year. These households have confirmed that they do not want/need a different pitch elsewhere in the borough, and if one was made available, they still wouldn't move to it. These households are not therefore in need of additional pitches. A total of **6 pitches are therefore offset against the demand figure** they represent as unauthorised households.

G. Actual number of unauthorised households needing a new/additional pitch

83. The actual number of unauthorised households needing an additional pitch is therefore 38; i.e. $D - (E+F) = 57 - (13+6) = 38$.

H. Unauthorised pitches with temporary permission

84. There are **no pitches with a temporary permission**, (and therefore none that expire during the next 5 years).

Village	Site Name	Temp Pitches
n/a	n/a	n/a
Total		0

I. Pitch waiting list (council-owned) (PWL-C)

85. There are currently 17 households on the council PWL, waiting for available pitches on four council-owned sites. These households are mainly currently located in Doncaster (14) with 3 known to be outside Doncaster. Of the 17 households on the PWL-C, 5 are already living on council sites (often the same site as they are requesting, they are simply asking to transfer to a different pitch on the same site). These households do not represent a net additional need due to the plot that they'll vacate when they move.
86. There are no households waiting for a council pitch that currently living on authorised private pitches and 3 households living on unauthorised private pitches – but these would have already been counted in the demand figure from analysis of current pitches.
87. There is 1 household that has categorised their current address type as 'Roadside'; however, there were no known roadside encampments during the period when the caravan and household counts took place. This 1 household may have either left the area or are now located on an existing site (and so may have been counted in the demand figure from analysis of current pitches).
88. There is 1 household currently living in conventional housing (private).

89. In summary, there are 17 households on the PWL, of which 8 are already counted in other parts of the assessment (i.e. those on current pitches). This leaves 9 households – 1 on the roadside, 1 in conventional housing, 3 from out of area, and 4 that are homeless (with no further detail provided). These **9 households therefore represent the net additional need** from the PWL-C analysis.

I. Pitch waiting list (private owners) (PWL-P)

90. Owners of private sites have been asked about any waiting lists they have for pitches on their sites. Most owners give no information. The major private sites are Tilts Farm (30 plots), Hacienda (56 plots) and Stocksbridge#4 (23 plots). The owner of Tilts Farm confirmed she had a waiting list, but that household was due to move onsite within a couple of weeks (this plot was therefore counted as occupied). The owner of Stocksbridge#4 has previously confirmed there is no waiting list, and that they had had a significant number of vacancies for a long time. During the 2022 site visit, 16 vacancies remained and so it is assumed no waiting list of households in need exists. The owner of Hacienda did not communicate any waiting list, but with 20 current vacancies, it is assumed no such waiting list exists.
91. **The net/overall need coming from PWL-P is therefore zero.**

J. Planning applications

92. There has been a significant reduction in the number of planning applications in recent years. In 2015, there were 4 applications, 3 of which were for the formalisation of existing sites and 1 was for a household already based on a council plot. In 2016 there was only 1 application and in 2017, there were no applications. Since the 2018 assessment, there have been no planning applications.
93. The analysis of planning application therefore provides **zero households in need of a pitch.**

K & L. Households living in houses / living outside Doncaster wanting a Doncaster pitch

GTANA G/T Survey (2016-2022)

94. All available households living on authorised and unauthorised pitches were surveyed for their own needs information and to see whether they knew of any friends or family that currently live in conventional housing or out of area that may wish to have a pitch in Doncaster. Contact details were requested for these households and/or the direct contact details of the appropriate council officer were requested to be passed on to them.
95. Social media sites and the Council's website were used to make contact with G/T community groups and publicise the GTANA; inviting discussions around pitch need in Doncaster. All such social media groups on Facebook were 'closed groups' and requests to join/messages sent to the groups found no response.

GTANA G/T Survey (2022)

96. All households living on authorised and unauthorised pitches were provided with surveys to identify either their own need or to see whether they knew of any friends or family that may wish to have a pitch in Doncaster (including those currently living in conventional housing, on a site, or outside of Doncaster).
97. Two surveys were returned in 2022. Both from settled households on authorised pitches who no longer travel and are not looking to move in the next five years. Neither households have children under 18 nor are aware of any friends/family wanting to move to Doncaster.

G/T representative/liaison groups

98. A number of G/T representative groups were contacted as a means of identifying G/Ts living in B&M housing or outside of Doncaster that had a need for a pitch within Doncaster. The agencies/groups contacted were:
- The National Federation of Gypsy Liaison Groups
 - The Proud Gypsy Traveller (Doncaster) Project
 - Travellers Aid Trust
 - St Leger Homes of Doncaster (manage all council-owned G/T site tenancies)

99. Only SLHD responded, though it isn't clear whether any of these groups prompted the completion of the survey by any of its members. SLHD re-affirmed their commitment to provide timely data relating to the council sites both for the GTANA and for planning appeals. This includes up-to-date data on the pitch waiting list, number of vacancies, tenancy terminations, turnover rate, and reasons for tenancy terminations. Though it was stressed that reasons for tenancy terminations is often unavailable due to many tenants leaving without giving any notice nor reason. It is worth noting that SLHD are looking at reducing the number of pitches on one of the Council sites although this has not been confirmed as to if/when this reduction may take place but implies that this site (White Towers) consistently runs under capacity.

Liaison with other Local Authorities

100. All SY MCA local authorities were contacted with the view to identifying, through their own G/T liaison/planning officers, any households currently residing in their area that have expressed a wish/intention to move to Doncaster. The LAs contacted were: Barnsley, Bassetlaw, Bolsover, Chesterfield, Derbyshire Dales, NE Derbyshire, Rotherham and Sheffield. The responses received in 2022 were consistent with that received for 2016, 2017 and 2018. In summary, responses from other local authorities suggest:

- Supply in other Local Authority areas is less than in Doncaster.
- Low number of unauthorised pitches, which has either remained consistent or shows a decreasing trend implying limited unmet need.
- No indication of a wish/intention for migration to Doncaster from any of the LA areas: nor any indication that out-migration has taken place from Doncaster to surrounding areas.

		Bolsover	Barnsley	Chesterfield	Derbyshire Dales	NE Derbyshire	Rotherham	Sheffield
1. Are you aware of any G/T households in your area that want to move in the next year?	2016	No	-	-	No	No	-	No
	2017	-	-	-	No	No	No	-
	2018	No	No	No	No	No	-	-
	2022	-	No	-	No	No	-	No
2. Are you aware of any G/T households that have moved from your area to Doncaster in the last year?	2016	No	-	-	No	No	-	Yes, 1 couple+child
	2017	-	-	-	No	No	No	-
	2018	No	No	No	No	No	-	-
	2022	-	No	-	No	No	-	No
3. Do you have any Doncaster households on your site waiting lists?	2016	No	-	-	No	No	-	No
	2017	-	-	-	No	N/A	N/A	-
	2018	No	1hh	N/A	No	Not known	-	-
	2022	-	No	-	No	N/A	-	No
4. Have any Doncaster households moved on to sites in your area in the last year?	2016	No	-	-	No	Not known	-	No
	2017	-	-	-	No	Not known	No	-
	2018	No	No	Not aware	No	Not known	-	-
	2022	-	No	-	No	No	-	No
Have any developed/moved on to unauthorised sites/encampments	2016	No	-	-	No	No	-	No
	2017	-	-	-	No	No	No	-
	2018	N/A	N/A	N/A	No	N/A	-	-
	2022	-	No	-	No	Not aware	-	No
5. How many public G/T sites do you have in your area?	2016	0	-	-	0	1	-	2
	2017	-	-	-	0	1	0	-
	2018	0	1	0	0	1	-	-
	2022	-	1	-	0	1	-	2
How many pitches on these sites?	2016	N/A	-	-	N/A	20	-	17+14 = 34
	2017	-	-	-	N/A	14	N/A	-
	2018	N/A	30	N/A	N/A	16+4 transit	-	-
	2022	-	30+11 transit	-	0	16	-	31
Has this number increased/decreased in the last few years?	2016	N/A	-	-	N/A	+4 transit	-	No. 3 vac (1 site)
	2017	-	-	-	Same	+4 transit	N/A	-
	2018	N/A	N/A	N/A	N/A	Same	-	-
	2022	-	Same	-	N/A	neither	-	neither

		Bolsover	Barnsley	Chesterfield	Derbyshire Dales	NE Derbyshire	Rotherham	Sheffield
6. How many private G/T (authorised) sites in your area?	2016	4	-	-	0	5	-	0
	2017	-	-	-	0	6	2	-
	2018	5	8	1	0	4	-	-
	2022	-	10 (+1 temp)	-	1	3	-	1(showpeople site)
How many pitches on these sites?	2016	17+11 transit	-	-	N/A	11	-	N/A
	2017	-	-	-	N/A	13	10	-
	2018	18	17,8,3 & 7x1=35	2	N/A	7	-	-
	2022	-	36	-	4	6	-	12
Has this number increased/decreased in the last few years?	2016	Same	-	-	N/A	Increased	-	N/A
	2017	-	-	-	N/A	+1	same	-
	2018	N/A	N/A	Same	N/A	+1 site	-	-
	2022	-	Increased	-	Increased	decreased	-	No
7. How many private G/T (unauthorised) sites in your area?	2016	2	-	-	1	0	-	0
	2017	-	-	-	1	1	3	-
	2018	0	5	Not aware	1	0	-	-
	2022	-	1	-	1	1	-	1
How many pitches on these sites?	2016	1	-	-	4	N/A	-	N/A
	2017	-	-	-	4	3	4	-
	2018	N/A	11	N/A	1	N/A	-	-
	2022	-	4	-	4	1	-	40
Has this number increased/decreased in the last few years?	2016	Same	-	-	Same	N/A	-	N/A
	2017	-	-	-	Same	+1	No	-
	2018	N/A	decreased	N/A	Same	N/A	-	-
	2022	-	decreased	-	neither	neither	-	increased
8. Have you got any TSP pitches? Or any need identified?	2016	31	-	-	0	No	-	1 (6 pitches)
	2017	-	--	-	0	No	Yes 1 site, Oct2012	-
	2018	Need=13 1 developed; +permission for 14 plots	No	0	0	No. Need met in Bolsover DC	-	-
	2022	-	No	-	No	No	-	Yes, 12 pitches needed identified 2019, looking for a site in Sheffield

Source: Liaison with nearby Local Authorities; 2016, 2017, 2018, 2022

G/T household (written) survey results

101. The surveys were completed as a mixture of online responses, postal responses and surveys completed during the face to face discussions. In 2016 there were 17 responses, 2017 saw 12 responses, and 2018 saw 11 responses. 2022 saw a very limited return of surveys with only 2 responses. A summary of the responses is given below:

QUESTION		GTANA 2016	GTANA 2017	GTANA 2018	GTANA 2022
Average household size		2.3 people	3.1 people	2.7 people	3 people
Children	No children	67%	58%	57%	100%
	1 child	20%	25%	14%	0%
	2-4 children; 5+ children	13%; 0%	17%; 0%	21%; 7%	0%
Responses received from		Across the borough	Mexb, KHouse G,D'ville, D'croft	Bentley, Thorne, Duncroft, T'Bar, Clay Lane, Mexb	Tickhill, Mexborough
Type of pitch	Privately owned pitches	53%	100%	79%	100%
	LA sites	27%	-	7%	0%
	PRS pitches	7%	-	7%	0%
	Privately owned houses	13%	-	7%	0%
Location of main residence		Doncaster (all but one)	Doncaster (all)	Doncaster (all)	Doncaster (all)
Planning permission status		Yes - Vast majority	Yes (All)	Yes - Vast majority	Yes (All)
Residents live elsewhere	don't live elsewhere	Majority (57%)	25%	Majority (71%)	-
	Away for 1-3 weeks per year	A fifth	67%	21%	-
	Away for 7-9 weeks	7%	-	-	-
	Away for 13+ weeks	14%	8%	7%	-
Travelling	Don't travel	Almost a third	11%	57%	-
	No longer travel	A fifth		14%	50%
	Travel 1-2 times	A fifth	67%	21%	-
	Travel 3-4 times	A fifth	11%	7%	50%
	Travel 5+ times per year	7%.	11%	-	-
Reason for travelling		Most stated holidays	Most stated holidays	Most stated holidays	All stated holidays
Length of time living at current address	Over 10 years	Almost two-thirds majority	82%	62%	100%
	Between 5-10yrs;3-5yrs.	14%;0%	9%; 0%	0%; 15%	-
	Between 2-3 yrs; 1- 2 yrs	-	0%; 9%	8%;15%	-
		Suggests low degree of movement into/within Doncaster.			
Where did they move from?	Within Doncaster	Two-thirds	All	Two-thirds	All
	Outside Doncaster	A third		A third	-
Preference caravan vs house		13:1	All (caravan)	12:2 (caravan)	All (caravan)
Reasons for preference for caravan		Most related to longevity or lifestyle, custom, tradition	Way of life	Most related to longevity or lifestyle, custom, tradition	Always lived in caravans
Why do you currently live in a caravan/ house?	Caravan: (preference)	79%	100%	77%	100%
	Caravans: (inability to secure a suitable house)	14%	-	15%	-
	Housing: (preference)	7%	-	8%	-
How happy living in a house		Do so due to preference and are 'Very Happy'.	-	Yes, very happy	-
Looking to move home		None	1/12, to a site	10 said No, 1 yes, 2 maybe	None
Transit site requirements		Most visitors double-up with the person they visit. Suggests no transit site need.			
Know of anyone looking to relocate to Doncaster		None	1 hh, looking for a house	None	None

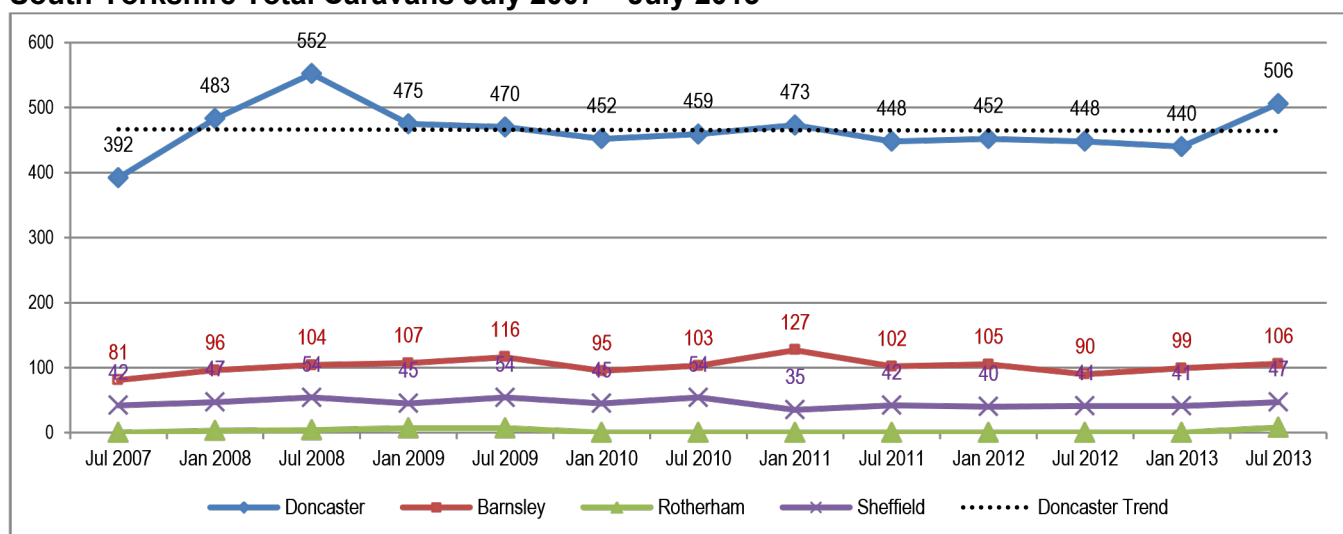
Survey analysis – key messages

- Those in need of a pitch (that don't have one) would use as many avenues available to flag up their need so that the Council would then be required to support those households to meet that need. Low response suggests lack of motivation to liaise with the LA, which in turn suggest households are content where they are.
- A proportion of existing G/T households on pitches only travel to go on holidays – which suggests a proportion no longer meet the definition of a traveller as far as planning policy is concerned.
- The majority of households have lived at their current address for more than a decade. This therefore suggests that there is only a small proportion of new/recent movers.
- When considering this along with the fact that the majority of moves were from within Doncaster, this suggests that there is not a significant in-migration of G/Ts into Doncaster.
- Most prefer to live in caravans, but some choose to live in houses and are happy doing so.
- No responders said they lived in a house and wanted or intended to move to a pitch. In 2017, there was one responder who said they were living in a caravan because a suitable house wasn't available to them.
- In 2018, five responders were looking to move, 4 of which intend to move to a house, 1 intended to leave Doncaster.
- There is not a significant need for transit sites in the area.

L. Migration

102. Historic caravan counts 2007-2013: Counts took place bi-annually (January and July) providing a snapshot on the day of the counts. Information was collected about all caravans on authorised and unauthorised sites across the borough. The graph shows that the total number of G/Ts living on pitches has stayed relatively stable over the period 2007 to 2013.

South Yorkshire Total Caravans July 2007 – July 2013



Source: GOV.UK

103. Since 2013, household counts have taken place instead of simply caravan counts. These also show the total number of G/Ts continuing to stay relatively stable.

Formula Element	Dec 2013	Feb 2014	Jul 2014	Feb 2015	Mar 2016	Jul 2016	Feb 2017	Feb 2018	Feb 2022
No. authorised households/occupied pitches: Council	34	33	35	40	56	58	54	47	48
No. authorised households/occupied pitches: Private	200	181	165	165	168	166	179	121	179
Unauthorised pitches (*avg across last 2 counts)	48*	44*	65*	68*	72	72	64	55	57
Unauthorised pitches with temporary permission	4	4	2	2	1	1	0	0	0
Pitch Waiting Lists	33	34	34	2	7	12	11	10	9
Total households	319	296	301	277	304	309	308	233	293

104. The total number of G/Ts living on pitches stayed relatively stable from 2008 to 2017. This suggests there was not a net in-migration of G/Ts into Doncaster onto pitches. 2018 saw a significant drop in total households mainly from a reduction in private site households. 2022 has seen an increase compared to 2018, but not to the levels seen 2013-2017.
105. The current and previous caravan/household counts have shown that there have been vacancies on both private and council-owned sites each time. They have increased from around 65 in 2016 and 2017 to 86 plots in 2018, and then 71 in 2022. The fact that authorised pitches are consistently left vacant and available suggests there is not a significant (or any) net in-migration of G/Ts requiring pitches. The increasing trend in vacancies suggests a net out-migration over the last year. This is backed up by the shortage of planning applications (which has significantly reduced to and stayed at zero since 2017) and the lack of submissions during the Call for Sites stage of the Local Plan development.
106. If there were significant in-migration, survey analysis would identify a significant proportion of responders that moved to their current home from outside Doncaster; however, this is not the case. The survey results show that the majority moved from another address within Doncaster.
107. Similarly, there would be a higher proportion of responders that have lived at their current address for shorter periods of time; the results (taken from 2018 responses) however show that the majority of responders (55%) have lived at their current address for 10 years or more, with a further 18% having lived there for 3-5 years.
108. These two facts suggest that the level of in-migration is not significant.
109. Taking the information obtained from the survey results specifically relating to G/Ts living in housing/out of area; this too suggests there is not a significant need for pitches from those groups.
110. In summary, there is **no additional need identified for households living in housing or living outside of Doncaster.**

M. Household growth

111. By totalling the number of households on authorised pitches with the total demand figure from unauthorised sites, waiting lists, planning applications, bricks and mortar housing wanting a pitch, and those living out of area wanting a pitch, gives the total G/T households currently living on, or wanting to live on a pitch in Doncaster. Taking the assumed annual growth rate of 1.5% each year gives a **household growth figure of 23 over 5 years.**

N & O. Current vacancies

112. SLHD have confirmed a total of **17 vacancies across the council-owned pitches** (this only includes those empty plots that are vacant and available for use immediately). Council representatives have undertaken site visits to every G/T pitch in the borough and recorded details of empty plots. However, recognising the nomadic lifestyle of G/Ts, empty plots are not automatically assumed to be vacant plots. Discussions with site owners and residents take place during/following site visits to determine the actual status (vacant or simply empty) of the plots in question. A total of **54 vacant plots were identified on private sites.**

Village	Address/Site Name	No. Plots Authorised by PP/certificate	No. plots marked out Onsite	No. Households Onsite - Authorised	No. Vacant Authorised Plots
Bentley	Mill Gate Bentley	4	4	0	4
Bentley	Stockbridge Site 04	23	23	7	16
Bentley	Stockbridge Site 05	8	8	7	1
Bentley	Stockbridge Site 13	1	1	0	1
Bentley	Stockbridge Site 15	10	10	3	7
Bentley	Stockbridge Site 16	1	1	0	1
K'Green	The Hacienda	56	54	34	20
Thorne	Meadow View, Gibbons Lane	20	20	18	2
Toll Bar	Pony Paddocks, Hall Villa La	10	10	9	1
Wheatley	Little Yard	1	1	0	1

113. The Hacienda site has 20 authorised vacant pitches. All but 2 of these have been vacant for 2 or more years (10 vacant for 7 years). These pitches sold and rented on the open market (as confirmed by some appellants in recent appeal hearings (e.g. APP/F4410/W/15/3003525) despite being subject to personal conditions. The Council supports the removal of such restrictions and so does not take any enforcement action against these technical breaches of conditions. As such, given they are treated by the G/T community as being available for sale/rent, and given the Council would support any change to personal conditions, and is actively trying to engage the occupiers to do so; then they are included in the supply side of the GTANA. Stockbridge site 04 has 16 authorised plots that are unused and confirmed as being available for use by the owner.

P. Authorised plots likely to come into use within 1 year

114. There are sometimes a few pitches that are undergoing maintenance/repair/improvement works at the time of the assessment. These are recorded as not in use and are not counted in the Current Vacancies section because they are not available immediately at the time of the GTANA. However, where repair work is scheduled (e.g. always the case for DMBC-owned plots, often completed within a few days or weeks), these are recorded as a short term supply available within the year. There are 0 such plots in this category in this GTANA. A supply of **0 additional pitches due for completion with 1 year** will therefore be included in the GTAN calculation.

Village	Address/ Site Name	Plots likely to gain permission within 1 year	Notes
n/a	n/a	n/a	n/a
Total		0	

Other information related to demand - Recent Permissions not developed

115. The Flashley Carr site near Kirkhouse Green (10 pitches) was refused at application stage but approved at appeal in 2013 with a temporary permission. This site has never been developed and its temporary permission expired in April 2018. For a significant development site to gain approval but to not be developed indicates limited demand/need for pitches, and certainly indicates need is not as high as the figure suggested at the Planning Appeal hearing for that site.

G/T Accommodation Need (GTAN)

116. This latest assessment, GTANA²⁰²², uses the same methodology as GTANA²⁰¹⁷ and GTANA²⁰¹⁸, and found the GTAN to be **-1 pitches over 5 years (i.e. a surplus)**.

Formula Element	Ref	
Authorised households/pitches		
No. authorised households/occupied pitches: Council	A	48
No. authorised households/occupied pitches: Private	B	179
Total authorised households/occupied pitches	C	227
DEMAND		
Unauthorised pitches	D	57
Less unauthorised pitches likely to gain permission	E	13
Less unauthorised pitches that are immune from enforcement action	F	6
Actual unauthorised pitches needing additional pitch	G	38
Unauthorised pitches with temporary permission	H	0
Pitch Waiting Lists	I	9
Planning applications	J	0
Household living in bricks and mortar (within Doncaster) (not on the PWL-C)	K	0
Households living outside of Doncaster	L	0
Household growth	M	23
Less current vacancies: council sites	N	17
Less current vacancies: private sites	O	54
Less authorised pitches not in use, likely to come into use within 1 year	P	0
	GTAN	-1

117. This result is consistent with previous assessments in that there is still a surplus/zero net need, but represents an increase from the significant surplus in place in 2018. Specifically, the different GTAN is a result of the following:

Increased number of Authorised pitches	+59
Increased number of Unauthorised pitches	+2
Reduced number of Pitches likely to be completed/gain permission within 1 year	+16
Increase number immune from enforcement action	-1
Reduced number on the pitch waiting list	-1
Increased number representing household growth	+5
Reduced number of vacancies on DMBC sites	+1
Reduced number of vacancies on private sites	+21
Reduced number of authorised pitches not in use but likely within 1 year	+11
Overall	+54

Previous GTANAs 2013 to 2018

Formula Element	Ref	Dec 2013	Feb 2014	Jul 2014	Feb 2015	Mar 2016	Feb 2017	Feb 2018
Authorised households/pitches								
No. authorised households/occupied pitches: Council	A	34	33	35	40	56	54	47
No. authorised households/occupied pitches: Private	B	200	181	165	165	169	179	121
Total authorised households/occupied pitches	C	234	214	200	205	225	233	168
DEMAND								
Unauthorised pitches	D	48	44	65	68	72	64	55
Less unauthorised pitches likely to gain permission	E	53*	49*	59*	71*	43	34	29
Less unauthorised pitches that are immune from enforcement action	F	#	#	#	#	5	5	5
Actual unauthorised pitches needing additional pitch	G	#	#	#	#	24	25	21
Unauthorised pitches with temporary permission	H	4	4	2	2	1	0	0
Pitch Waiting Lists	I	33	34	34	2	7	11	10
Planning applications	J	#	#	#	#	1	1	0
Household living in bricks and mortar (within Doncaster) (not on the PWL-C)	K	#	#	#	#	0	0	0
Households living outside of Doncaster	L	#	#	#	#	0	0	0
Household growth	M	48	47	48	44	24	24	18
Less current vacancies: council sites	N	5	6	4	3	4	2	18
Less current vacancies: private sites	O	28	47	32	44	64	61	75
Less authorised pitches not in use, likely to come into use within 1 year	P	*	*	*	*	5	9	11
* Data not separated in that year's assessment	GTAN	41	27	45	-12	-16	-11	-55

GTAN Banding

118. The average number of pitches per site has increased from a historic low in 2018 of 4.8 to 5.9 in 2022.

	Dec 2013	Feb 2014	Jul 2014	Feb 2015	Mar 2016	Feb 2017	Feb 2018	Mar 2022
Total existing pitches	308	288	262	285	297	297	223	284
Total sites	46	44	48	48	49	49	46	48
Avg pitches/site	6.7	6.5	5.5	5.9	6.1	6.1	4.8	5.9

Source: Doncaster GTANAs

119. Using the current average pitches per site, a GTAN band is used to categorise the level of need. Referencing this banding system labels the current level of GTAN as Surplus/none. This is consistent with historic trend over the last few assessments.

	Dec 2013	Feb 2014	Jul 2014	Feb 2015	Mar 2016	Feb 2017	Feb 2018	Mar 2022
GTAN	41	27	45	-12	-16	-11	-55	-1
GTAN (sites)	6.1	4.1	8.2	-2.0	-2.7	-1.8	-11.3	-0.2
GTANA (Sites) per year	1.2	0.8	1.6	-0.4	-0.5	-0.4	-2.3	0.0
GTAN Band	Med	Low	Med	Surplus/None	Surplus/None	Surplus/None	Surplus/None	Surplus/None

SUPPLY

Q,R,S,T. Pitch turnover

120. SLHD provide information relating to the turnover of council pitches. Households vacate council pitches for a number of reasons; for example, they could move into B&M housing, move out of the area, or move onto new private vacant pitches. In each of these circumstances, this represents the creation of a spare pitch for use by another household. Households that vacate a council-pitch to move to a private that was vacant at the time of the assessment, do not create any supply, they are simply creating one but taking a vacancy. In these instances, these tenancy terminations are not counted towards supply as the net effect is zero. Every council tenant that leaves a site is asked a quick survey which includes a question on reason for leaving, with a view to discounting those 'leavers' that are moving to one of the private site vacancies identified in the GTANA.
121. There were 1, 7 and 5 tenancy terminations on council sites in 2019, 2020, and 2021, respectively. None of these were known to be transfers to other council plots/sites; 4 were due to tenants merging households with their partners, and 1 was to move to a private rented accommodation (though it was not made clear whether this was a rented site or rented house/flat).
122. Analysing the last 3 full years gives an average of 4 council pitches becoming vacant per year. Owners of private pitches were asked about their average turnover – none of the owners that provided any information about turnover and so the average turnover for private sites is therefore taken to be zero. **Over 5yrs, this equates to (5x4) + (5x0) = 20 plots over 5 years.**

U. Additional plots expected to be developed/authorised

123. 12 at Whitegates, Dunscoft. This is a statutory development plan allocation that has had permission for, and been occupied by, gypsies and travellers as well as non-travellers (20 plots). It is currently occupied by only 8 households but it is understood that the owners want to re-establish a G/T site, and have added 5 occupiers since GTANA²⁰¹⁸. The site is surrounded by the proposed large mixed-use urban extension proposal ('Unity'), the permission for which makes provision for, if necessary, the re-location and delivery of this G/T site.
124. 30 at Glen Bungalow. This site has full planning permission for 30 plots and until recently has been majority-occupied. Around 2016, the site was vacated by all households and some plots were damaged. In GTANA2017, it was assumed that the households would return and so it was counted as a fully occupied site (despite being empty at the time of the assessment). This has not occurred. Without robust evidence that it will come back into use within one year, it has not been counted in element P; but is likely to be brought back into use within the 5 year assessment period should need/demand be present.
125. 10 at Tilts Farm. An application has been submitted for an additional 10 plots. This is currently undergoing assessment. As of 2022, the application remains to be determined.
126. The total supply coming from additional plots is therefore **52**.

V. Total Supply

127. **Total Supply** expected over 5 years is: 20_{council turnover} + 0_{private turnover} + 52_{additional plots} = **72 pitches**.

Annual Pitch turnover: council sites	Q	4
Annual Pitch turnover: private sites	R	0
5 year supply from pitch turnover: council sites	S	20
5 year supply from pitch turnover: private sites	T	0
Additional pitches expected to be developed/ completed or gain permission	U	52
Total Supply: S+T+U	V	72

GTAN: STATEMENT OF NEED

128. Doncaster's G/T pitch need is Surplus/None, with a base date 5-year need for -1 additional pitches over and above current supply. Future supply over the 5-year assessment period, taking into account of council turnover and confirmed additional sites, will provide a further 72 pitches. Therefore, overall across the 5-year assessment period, there will be a significant surplus of the order of 71 (-1^{GTAN} minus 72^{Supply}).

G/T TRANSIT SITE REQUIREMENTS

129. Records show that a small number of unauthorised encampments occur in Doncaster. However, these short-term encampments occur around certain public holidays. There were none on the day of last few assessments; private sites are of course sometimes used for temporary stays by family members/friends. The Council managed its own transit site for a number of years at Gibbon Lane, Thorne but this was underused, frequently vandalised and latterly completely unused. The site was subsequently sold for the creation of a site for permanent gypsy & traveller pitches.
130. A private transit element was granted permission as part of the Holmewood Lane (Armthorpe) private traveller site but this has not been used for this purpose. There have been some expressions of interest for the creation of a transit facility as part of new or extended private sites and the Authority has also looked into the possibility of creating a number of small temporary stopover sites on highways land.
131. The survey undertaken in 2016 and 2017 asked a specific question relating to the need for a transit site. The vast majority of respondents said that visitors would stay with them in their house/on their plot and would not use a transit site if one were available. The survey was repeated in January 2018, and the results gave the same indication i.e. that there was no identified significant need for a transit site within Doncaster. This conclusion is supported by the fact that the borough used to have a transit site at Thorne, but this was not used and after lengthy period of non-use, was subsequently sold to a private owner for use as a permanent site. Survey responses in 2022 were limited and so no evidence exists to suggest the earlier conclusion about lack of transit site need should be reconsidered.

TRAVELLING SHOW PEOPLE ACCOMMODATION NEED (TSPAN)

BACKGROUND

132. Although they may live in caravans and mobile homes, Travelling Show People have different accommodation needs to the G/T community due to their need for storage of equipment, and so are therefore not included in the assessment of GTAN. Based on previous consultation feedback from the Showmen's Guild, it is proposed that Travelling Show People Accommodation Need (TSPAN) is assessed and proportioned between South Yorkshire authorities because the community have indicated they would live in other local authority areas if land were available. The overall need should be viewed and provided for on a sub-regional basis, due to the size and availability of sites needed. As such, if one authority develops a site that is above and beyond their assessed need then the total need figure for the sub region will be reduced. However, in the absence of such a regional assessment, Doncaster has completed its own assessment.

TSPAN METHODOLOGY

133. The same assessment has been completed as for GTAN. However, as there is an organisation that represents all TSP in Doncaster; this organisation has been contacted with a view to determining what they think their community's TSPAN is. A Principal Planning Officer has reviewed planning records and conducted individual site visits to all existing sites and held discussions with all households (willing to engage) to determine their current status and future need. (Full details of all the various formal elements can be found in Appendix A).

TSPAN CALCULATION

A-F. Current sites: authorised and unauthorised

134. There are currently 78 households living on 9 sites. All of these are privately owned/managed sites; there are no Council owned sites. On these 9 sites, 56 households are authorised with planning permission. There are potentially 18 households occupying their sites/pitches without planning permission – no records can be found. However, all of these have been onsite for many years and would be immune from any enforcement action should the local authority wish to take it (this is not the case). The households/site owners will be engaged to submit appropriate documentation to achieve authorisation but until then, they will be recorded as unauthorised but immune (& not in need of an alternative pitch).
135. It should be noted that TSP plots are a lot larger than G/T plots and vary in size considerably. Large numbers of households can accommodate the same plot of land; likewise the plot could be for only one household. There should not therefore be a simple comparison between plots and households with a view to determining any potential overcrowding. As with the GTAN determination, discussions with the residents onsite (and with the Showmen's Guild) is used to determine actual need for additional pitches.

Village	Address/ Site Name	No. plots marked out onsite	No. Households Onsite – Authorised	No. Households Onsite – Unauthorised [D]	No. Vacant Authorised Plots	Unauth'd hh immune from enf [F]
Blaxton	Station Road	5	2	0	0	0
Branton	Doncaster Road	4	0	4	0	4
Branton	Quarry Road	8	4	0	0	0
Hatfield	Mosscroft Lane	18	18	0	0	0
Hatfield/ Stainforth	Tudworth Roundabout	5	9	0	0	0
Mexborough	Station Road	5	0	5	0	5
Stainforth	Market Place	6	0	9	0	9
Stainforth	Rhodes Fair	16	23	0	0	0
Stainforth	Waggons Way	0	0	0	8	0
Tickhill	Bawtry Road	*	*	*	*	*
* = no data						
Total		67	56	18	8	18

G. Actual number of unauthorised households needing a new/additional pitch

136. The actual number of unauthorised households needing an additional pitch is therefore 0. i.e. $D - (E+F)$; or $18 - (0+18) = 0$

H. Unauthorised pitches with temporary permission

137. There are no pitches with a temporary permission.

I. Pitch Waiting Lists

138. None of the private sites owners provided details of any waiting lists.

J. Planning applications

139. There has been 1 planning application for TSP sites in the last 4 years. The last application received was for a site at Waggon Way, Stainforth in 2019. This application was refused by the Council but went through the appeal process before being granted in 2022.

K & L. Households living in houses / living outside Doncaster wanting a Doncaster pitch

140. The Showmen's Guild was contacted to determine any known members that were currently living in houses or outside Doncaster and want a pitch/yard in Doncaster. The Guild provided no information about any of their members in this situation.

M. Household Growth

141. By totalling the number of households on authorised pitches with the total demand figure from unauthorised sites, waiting lists, planning applications, bricks and mortar housing wanting a pitch, and those living out of area wanting a pitch, gives the total households currently living on, or wanting to live on a pitch in Doncaster. Taking the assumed annual growth rate of 1.5% each year gives a **household growth figure of 6 over 5 years**.

N & O. Current vacancies

142. There were **0 vacant plots** at the time of the assessment.

P. Authorised plots likely to come into use within 1 year

143. There were 4 authorised plots not in use that could back into use.

TSP Accommodation Need (TSPAN)

144. By following the same calculation as for GTAN, a TSPAN figure of -2 pitches is derived.

Formula Element	Ref	
Authorised households/pitches		
No. authorised households/occupied pitches: Council	A	0
No. authorised households/occupied pitches: Private	B	56
Total authorised households/occupied pitches	C	56
DEMAND		
Unauthorised pitches	D	18
Less unauthorised pitches likely to gain permission	E	0
Less unauthorised pitches that are immune from enforcement action	F	18
Actual unauthorised pitches needing additional pitch	G	0
Unauthorised pitches with temporary permission	H	0
Pitch Waiting Lists	I	0
Planning applications	J	0
Household living in bricks and mortar (within Doncaster) (not on the PWL-C)	K	0
Households living outside of Doncaster	L	0
Household growth	M	6
Less current vacancies	N	0
Less authorised pitches not in use, likely to come into use within 1 year	P	8
	TSPAN	-2

TSPAN Banding

145. The average number of pitches per site has reduced slightly from around 9.4 to 9.0 pitches per site.

	March 2022
Total existing pitches	74
Total sites	8
Avg pitches/site	9.3

146. Using the current average pitches per site, a TSPAN band is used to categorise the level of need. Referencing this banding system labels the current level of TSPAN as **Surplus/None**. This is consistent with historic trend over the last few assessments.

	March 2022
TSPAN	-2
TSPAN (sites)	0.2
TSPAN (Sites) per year	0
TSPAN Band	Surplus/None

TSPAN: STATEMENT OF NEED

147. Doncaster's TSP pitch need is Surplus/None, with a 5-year need of -2 pitches (surplus).

GTANA/TSPAN INDEPENDENT REVIEW AND PLANNING INSPECTORATE COMMENTS

148. Doncaster Council seeks independent review and assessment of our interpretation of GTANA guidance and subsequent development of our methodology and data sources. This comes in the form of the following:

- Formal impartial assessment and validation of the GTANA from independent reviewers
- Feedback received from the Planning Inspectorate (e.g. via Planning Appeals)
- Legal Counsel

INDEPENDENT REVIEW: Professor Robert Home MA DipTP PhD MRTPI

149. Professor Robert Home is Professor of Land Management at Anglia Ruskin University. His research and consultancy on Gypsies/Travellers since 1981 has included hundreds of planning and enforcement appeals by Gypsies/Travellers and some show people, publication of academic articles, advice to central government, and several Gypsy Traveller Accommodation Assessments for consortia of local authorities.

150. He has undertaken GTAA commissions for Bedfordshire, Cambridgeshire sub-region, Dorset and Poole, East and North Surrey, the West of England (former Avon), and Doncaster (review of South Yorkshire GTAA in 2008).

151. Other than GTAA reports, his relevant publications (since 2000) include:

- *'Forced eviction and planning enforcement: the Dale Farm Gypsies'*, International Journal of Law in the Built Environment, Vol. 4 (3) 2012: 178 - 188
- 'Gypsies and Travellers in the United Kingdom: Planning, housing and human rights in a changing legal regulatory framework', Stellenbosch Law Review 20(2009): 53350.
- *'The Gypsy Problem': The paradox of the settled nomad*, chapter in A. Bottomley and H. Lim (eds) Feminist Perspectives on Land Law, (Glasshouse Press, 2007)
- (with M. Greenfields) 'Assessing Gypsies and Traveller's needs: Partnership working and 'The Cambridge Project'', Romani Studies 16 (2006)
- 'Negotiating security of tenure for peri-urban settlement: Traveller-gypsies and the planning system in the United Kingdom', Habitat International 26 (2002): 335-46.

152. Professor Home independently reviewed an early draft of Doncaster's GTANA²⁰¹⁴, which prompted subsequently changes and improvements in the published assessment to tackle the issues identified. The same methodology was used in the GTANA²⁰¹⁵; and then comments and feedback received during and following numerous 2015 planning appeals prompted further enhancements to the methodology used.

153. Professor Home once again provided an independent review of the draft GTANA²⁰¹⁶. His findings were very complimentary and can be found in Appendix C. Two key statements which encapsulate his findings are:

"The council has undertaken more detailed data-gathering on it than any other UK local authority that I am aware of."

"Indeed I doubt whether there is much more that could realistically be done to provide evidence on the subject for its GTANA."

PLANNING INSPECTOR COMMENTS

154. During 2016, two Planning Appeal hearings took place which relied on the GTANA²⁰¹⁶ (i.e. the latest methodology, also applied in GTANA²⁰¹⁸ and GTANA²⁰¹⁷). In both cases, the Inspector found in favour of the approach used and results and conclusions drawn from the GTANA²⁰¹⁶.

Appeal A: APP/F4410/C/15/3141481. Land at Stockbridge Lane, Bentley, Doncaster, DN5 0SB. **by Simon N Hand MA.** **Hearing held:** 16 August 2016. **Site visit made:** 16 August 2016; **Decision date:** 30 August 2016.

Regarding the Borough's 5-year supply of sites:

Para 29: "...the Council do seem to have done all they can to gather accurate figures...I am satisfied that on balance the Council can show, for policy purposes, they do have a 5 year supply of sites."

Appeal Ref: APP/F4410/W/15/3133490. Former Nursery, Waterside, Doncaster, DN8 4JG. **by C J Anstey BA (Hons) DipTP DipLA MRTPI.** **Hearing held:** 19 January & 4 October 2016; **Site visit made:** 7 March 2016; **Decision date:** 22 November 2016.

Regarding the robustness of the Council's understanding of existing sites, pitches and households, including concealed households and doubled up households:

Para 21: "...information obtained from visiting the various Council and private sites...and speaking to site owners, operators and residents...supplemented by information obtained from questionnaires...From this work it is evident the Council has a good understanding of what is happening on sites, including the numbers of households and occupied pitches...and the requirements of the various families. In the light of this detailed local knowledge I believe that the Council's finding that there are no concealed households or doubled up households is well-founded."

Regarding need arising from households living in housing who wish to move to a site:

Para 22: "...households currently living in dwellings that wish to move to a site. There is no local evidence to indicate that the number of such households is higher than this or that movement of households from pitches to dwellings will not occur. Consequently the Council estimation that the number of gypsy households moving from dwellings to pitches will broadly match those moving the other way is not unreasonable."

Regarding need arising from migration:

Para 22: "Similarly there is little local information to indicate that there is likely to be a net immigration of gypsy households into the Borough over the coming years."

Regarding the household growth rate used in the methodology:

Para 23: "Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster."

Para 26: "Supply would be broadly in line with the number of pitches required even if the higher household growth rate put forward for the appellant is used."

Regarding the robustness of the approach to distinguishing vacant plots from empty plots: Para 25: "Given the thoroughness of the Council's on-site survey work I am satisfied that the vacant pitches identified are indeed vacant and not simply empty as a result of families travelling. The Council has supplied detailed information about the location of these vacancies..."

Regarding unauthorised pitches likely to gain permission in the near future:

Para 26: "The details provided by the Council relating to these various sites persuades me that there is a reasonable prospect that these pitches will contribute to the supply of sites."

In summary:

Para 27: "I believe that the Council's approach to establishing need and determining supply is reasonably based. I note that the approach inherent in the 2016 GTANA and its findings have also been independently reviewed and endorsed."

Para 28: "Consequently I find that the Council has demonstrated that there is likely to be a 5 year supply of deliverable gypsy sites in the Borough to meet anticipated needs. As a result the failure of policy in the past to provide sufficient sites is being addressed. In view of this the Council is paying due regard to its duty under the Equality Act 2010. None of the other criticisms raised for the appellant as to the Council's 5 year supply of gypsy sites lead me to a different conclusion."

155. In light of the positive feedback received from Inspectors, the methodology used in GTANA²⁰¹⁶ has become the default approach for GTANAs since 2017.