



Spelthorne Borough Council Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report

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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Spelthorne Borough Council. As well as updating previous GTAAAs, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term persons...*who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.7 for the full definition).
- 1.2 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2041. The outcomes of this study supersede the outcomes of any previous GTAAAs completed in Spelthorne.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Spelthorne through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites and yards. A total of 7 interviews were completed with Gypsies and Travellers and 7 interviews were completed with Travelling Showpeople. ORS also completed interviews with 7 Officers from the Council and from neighbouring authorities and an interview with a representative from the Showmen's Guild.
- 1.4 The fieldwork for the study was completed between December and January 2017, which was after the publication of PPTS (2015). As a result of this questions were included in the household interview to enable the planning status of households to be determined.
- 1.5 The baseline date for the study is December 2017 which was when the majority of the household interviews were completed.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.6 Overall the additional pitch needs for Gypsies and Travellers from 2017-2041 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, through site owners refusing access to sites, or through households not being present despite up to three visits to each pitch) who may meet the planning definition, and for those households that do not meet the planning definition – although this is not now a requirement for a GTAA.
- 1.7 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA.
- 1.8 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion Local Plan policies.
- 1.9 The Council will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will have to be addressed through the provision of conditioned² Gypsy or Traveller pitches. In terms of Local Plan policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition, as opposed to making a specific allocation in Local Plan policies.
- 1.10 The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA) and through separate Local Plan policies. This is reflected in the latest consultation draft of the National Planning Policy Framework (March 2018).
- 1.11 There were 2 Gypsy or Traveller households identified in Spelthorne that meet the planning definition, 13 unknown households that may meet the planning definition and 5 households that do not meet the planning definition.
- 1.12 There is a need for **3 additional pitches** for households that meet the planning definition. This is made up of 1 concealed or doubled-up household/adult, and 2 from new household formation derived from the household demographics.
- 1.13 Need for up to 7 additional pitches for unknown households is made up of 1 household living on a pitch with temporary planning permission, and 6 from new household formation using the ORS national formation rate of 1.50%³. If the ORS national average⁴ of 10% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in Spelthorne that meet the planning definition (29%) is higher than 10% this is based on a very small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national

¹ See Paragraph 3.22 for further information on unknown households.

² Pitches with specific planning conditions restricting occupation to Gypsies and Travellers as defined by Annex 1 in PPTS (2015).

³ See Chapter 7 for further details.

⁴ Based on over 2,500 interviews completed by ORS across England.

figure. However if the locally derived proportion were to be applied this could result in a need for 2 additional pitches.

- 1.14 Whilst not now a requirement to include in a GTAA, there is a need for up to 17 additional pitches for households that do not meet the planning definition. This is made up of 3 concealed or doubled-up households or adults, 4 teenagers in need of a pitch of their own in the next 5 years, and 10 from new household formation using a rate of 2.65% derived from the household demographics.

Figure 1 – Additional need for Gypsy and Traveller households in Spelthorne (2017-2041)

Status	Total
Meet Planning Definition	3
Unknown	0-7 (10%=1)
Do not meet Planning Definition	17

Figure 2 – Additional need for Gypsy and Traveller households in Spelthorne that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	1	0	1	1	0	3

Additional Plot Needs - Travelling Showpeople

- 1.15 Overall the additional plot needs for Travelling Showpeople from 2017 to 2041 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (due to households not being present despite three visits to each yard) who may meet the planning definition, and for those households that do not meet the planning definition – although this is not now a requirement to include in a GTAA.
- 1.16 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.17 The need arising from households that meet the planning definition should be addressed through yard allocation/intensification/expansion policies.
- 1.18 The Council should carefully consider how to address the needs associated with unknown Showpeople as it is unlikely that all of this will need to be addressed through the provision of conditioned Showpeople plots. In terms of Local Plan policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.19 The need for those households who do not meet the planning definition will need to be addressed through other means, such as the SHMA or HEDNA and through separate Local Plan policies.
- 1.20 There were 7 Travelling Showpeople households identified in Spelthorne that met the planning definition and 7 unknown households that may meet the planning definition. No households were identified that do not meet the planning definition.
- 1.21 There is a need for **15 additional plots** arising from households that meet the planning definition. This is made up of 2 households who are living on unauthorised developments, 4 concealed or doubled-up households/adults, 4 teenagers who will be in need of a plot of their own in the next 5 years, and 6 plots from new household formation from a maximum of 30 households - using a formation rate of

1.50% derived from the household demographics. This also takes into account supply from one household who is looking to move away from the study area so are likely to vacate a plot.

- 1.22 There is a need for 2 additional plots for the unknown Travelling Showpeople households. This need is made up of 2 plots from new household formation using the ORS national formation rate of 1.00%.
- 1.23 Whilst not now a requirement to include in a GTAA, there is no need for additional plots for households that do not meet the planning definition as there were no households interviewed that do not meet the definition.

Figure 3 – Additional need for Travelling Showpeople households in Spelthorne (2017-2041)

Status	Total
Meet Planning Definition	15
Unknown	0-2
Do not meet Planning Definition	0

Figure 4 – Additional need for Travelling Showpeople households in Spelthorne that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	10	1	1	2	1	15

Transit Recommendations

- 1.24 Whilst there is some evidence of a small number of unauthorised encampments in Spelthorne in recent years, it is recommended that there is currently no need to provide any new transit pitches at this time. The Council currently meets the needs of short-term encampments through 15 transit pitches located on a private site. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.25 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Spelthorne; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in Spelthorne; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or equivalent).
- 1.26 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a sufficient evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable. This review should be carried with other local authorities in Surrey as well as with Surrey County Council.
- 1.27 In the short-term, the Council should continue to make use of the private transit pitches and could also consider the use of management-based arrangements for dealing with unauthorised encampments including the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- 1.28 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time,

with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

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

Implications of Changes to Government Guidance

- 1.30 A Judicial Review of the new planning definition started in September 2017 but had not yet been determined at the time of this report. The review is seeking to reinstate the former planning definition of a Traveller so it will include households that have ceased to travel permanently.
- 1.31 Should this review be successful a proportion of those households that do not meet the current planning definition may meet the definition if they can demonstrate that they have ceased to travel permanently but have travelled for work in the past. However given that the previous Housing Definition of a Traveller was repealed by the Housing and Planning Act (2016) it is unlikely that all of the households that do not meet the current Planning Definition will meet the previous Planning Definition.
- 1.32 In addition the Draft London Plan (December 2017) is proposing to introduce a different definition of a Traveller for planning purposes. This is very similar to the repealed Housing Definition in that it would also include households that have not travelled for work providing that they live in a caravan. Should this definition be more widely adopted then it is likely that all households in Spelthorne would meet it and total need will be for 27 additional pitches for Gypsies and Travellers and for 17 plots for Travelling Showpeople.

2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Spelthorne. The outcomes of the study will supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Spelthorne.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act (2016).
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of development plan policies and the provision of Traveller pitches and plots covering the period 2017 to 2041. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is December 2017, which was when the majority of the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

- 2.8 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.
- 2.9 A Judicial Review of the new definition started in September 2017 but had not yet been determined at the time of this report.

Definition of Travelling

- 2.10 One of the most important questions that GTAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘*nomadic*’.
- 2.11 **R v South Hams Borough Council (1994)** – defined Gypsies as “persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.17 The implication of these rulings in terms of applying the planning definition is that it will only include **those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as *visiting* horse fairs, holidays and visiting friends or relatives. It will also not cover those who commute to work daily from a permanent place of residence.
- 2.18 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances, the household unit would be defined as travelling for the purposes of this GTAA.
- 2.19 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that household members have travelled for work purposes in the past and that household members plan to travel again for work purposes in the future.
- 2.20 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

Case law, including the R v South Hams Borough Council ex parte Gibb (1994) judgment referred to me at the hearing, despite its reference to 'purposive activities including work' also refers to a connection between the travelling and the means of livelihood, that is, an economic purpose. In this regard, there is no economic purpose... This situation is no different from that of many landlords and property investors or indeed anyone travelling to work in a fixed, pre-arranged location. In this regard there is not an essential connection between wandering and work... Whilst there does appear to be some connection between the travel and the work in this regard, it seems to me that these periods of travel for economic purposes are very short, amounting to an extremely small proportion of his time and income. Furthermore, the work is not carried out in a nomadic manner because it seems likely that it is done by appointment... I conclude, therefore, that XX does not meet the definition of a gypsy and traveller in terms of planning policy because there is insufficient evidence that he is currently a person of a nomadic habit of life.

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

As discussed during the hearing, although the PPTS does not spell this [the planning definition] out, it has been established in case law (R v South Hams DC 1994) that the

nomadism must have an economic purpose. In other words gypsies and travellers wander of travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

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

- » The Housing and Planning Act, 2016
- » Planning Policy for Traveller Sites (PPTS), 2015
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance⁵ (PPG), 2014

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

PPTS (2015)

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

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

⁵ With particular reference to the sections on Housing and Economic Development Needs Assessments

- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

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

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

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

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

2.27 Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015 and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The approach currently used by ORS was considered in April 2016 and July 2017 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:

'The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.'

- 3.4 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms

- 3.5 A Glossary of Terms can be found in **Appendix A**.

Desk-Based Review

- 3.6 ORS collated a range of secondary data that was used to support the study. This included:
- | | |
|--|--|
| » Census data | » Previous needs assessments and other relevant local studies |
| » Traveller Caravan Count data | » Existing national and local policy, guidance and best practice |
| » Records of unauthorised sites/encampments | |
| » Information on planning applications/appeals | |
| » Information on enforcement actions | |

Stakeholder Engagement

- 3.7 Engagement was undertaken with an Officer from the Council using a detailed topic guide. An interview was also completed with a representative from the Showmen's Guild.

Working Collaboratively with Neighbouring Planning Authorities

- 3.8 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were also conducted with Planning Officers in neighbouring authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed topic guide was agreed with the Council.

- » Elmbridge Borough Council
- » London Borough of Hillingdon
- » Royal Borough of Windsor and Maidenhead
- » Richmond upon Thames
- » Runnymede Borough Council
- » Slough Borough Council.

Survey of Travelling Communities

- 3.9 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 visits were made to households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.10 Our experience suggests that an attempt to interview households on all pitches/plots is more robust. A sample based approach often leads to an under-estimate of need and is an approach which is regularly challenged by the Planning Inspectorate at planning appeals.
- 3.11 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix E**. All sites and yards were visited by members of our team of experienced interviewers who work on our GTAA studies across England and Wales. Interviewers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed or doubled-up households, and travelling characteristics. Interviewers sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

- 3.12 Interviewers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new site or yard.
- 3.13 Where it was not possible to undertake an interview, interviewers sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).
- 3.14 Unfortunately it was not possible to complete interviews with 8 permanent households and up to 15 transit households living on one of the private sites as the owner refused access to interviewers. Further efforts were made to engage with these households but at the time of reporting no interviews had been completed. Repeated efforts are still ongoing to try and gather information about these site residents and an Addendum to the report will be prepared if these efforts are successful.
- 3.15 Interviewers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to participate in the household interview as part of the GTAA process.

Figure 5 – Friends, Families and Traveller Leaflet

The leaflet is titled 'MORE PITCHES PLEASE!' in large, bold, white letters on a dark green background. It features several photographs of gypsies and travellers in various settings, including a caravan, a horse-drawn wagon, and people gathered outdoors. The FFT logo is at the top left, and the website address www.gypsy-traveller.org is at the top right. The text on the page discusses the need for more Gypsy/Traveller sites and provides information on how to participate in accommodation needs assessments. It also includes a section on travelling and planning definitions, and contact information for FFT.

MORE PITCHES PLEASE!

We are writing to you from Friends, Families and Travellers (FFT) a national charity working on behalf of Gypsies and Travellers www.gypsy-traveller.org

Councils are currently carrying out new Accommodation Needs Assessments. The assessments are being done to work out if there is a need for more Gypsy/Traveller sites in your area and it is really important that you take part in the process so that your Council identifies the true level of need for sites in your area.

Questions about travelling are particularly important. In 2015 the Government changed the planning definition of what it means to be a 'Gypsy or Traveller' and it now reads as follows:

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

This means that if you have completely stopped travelling, even if it is as a result of ill-health or old age or because you care for people who are too old or too ill to travel then you will be unlikely to meet the planning definition and any need you or your dependants have for a caravan site will no longer be included in the Council's assessment of its need for Gypsy/Traveller sites in your area.

How you answer the assessment questions is really important as it will affect the number of pitches required in an area.

So, if you are still travelling for work, even if it is only for part the year or in order to buy and sell goods at any of the traditional horse fairs etc. then it is essential you make that clear to your Council when it assesses its need for sites in your area.

We have already seen some examples of questionnaires being used by consultants to assess needs and have some concerns about the way in which the questions have been worded and the limited space on forms to give answers.

For example, on a form produced by ORS questionnaire there is a section in the questionnaire about travelling (Section F) which could cause people to give misleading answers.

For example, one question asks 'How many trips you have made in the last 12 months' If you answer '0' to this question then you will probably not be deemed a Gypsy or Traveller according to the new planning definition, so don't forget to include trips such as for work, looking for work, going to horse fairs etc.

Another question asks 'When did you stop travelling?' Please think carefully before answering such a question. Have you stopped travelling for good? If so then you could be judged not to be a Gypsy or Traveller in planning terms.

Another question asks 'Have you or family members ever travelled?' If you answer 'No' to this question then you will probably be judged not to be a Gypsy or Traveller in planning terms. So again don't forget to include trips looking for work, visiting horse fairs etc.

Finally, a question asks 'Do family members plan to travel in the future?' Again, please bear in mind that if you answer 'No' you will be judged not to be a Gypsy or Traveller in planning terms, so think carefully about whether you are ever likely to be travelling again in the future.

If you want to speak to us further please do not hesitate to call FFT on 01273 234 777 or your local Gypsy/Traveller group.

Engagement with Bricks and Mortar Households

- 3.9 The 2011 Census includes 51 households that identify as Gypsy or Irish Traveller who live in a house or flat in Spelthorne.
- 3.10 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought

through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders and adverts on social media (including the Friends, Families and Travellers Facebook page). Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us. The following additional approaches were taken to identify potential households to interview in Spelthorne:

- » **Housing Register:** The Housing Department sent information to 30 families on the housing register.
- » **Registered Housing Provider:** ORS contacted Accent Peerless Housing Association and they do not own properties in this area.
- » **Brighter Futures for Gypsy Roma Travellers:** ORS contacted members of this group but they were unable to help.
- » **Site waiting list:** Attempts were made by post and phone to contact all those on the waiting list who had expressed a preference for a site in Spelthorne.

^{3.11} As a rule, we do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating disproportionate efforts to make them aware of the study. This approach has been supported by Planning Inspectors in Appeal Decision Notices.

Figure 6 – Bricks and Mortar Advert

The image shows a Facebook post from the page 'Friends, Families and Travellers'. The post was made 1 hour ago and contains the following text:

ORS would like to speak to anyone interested in developing a site or yard or who is living in bricks and mortar who would prefer to live on a site or yard in #Arun, #Adur, #Barnet, #Brent, #CheshireEast, #CheshireWest, #Chester, #Chichester, #Dacorum, #Ealing, #Gravesham, #Halton, #Harrow, #Hillingdon, #Hounslow, #KingstonUponThames #Medway, #MoleValley, #Runnymede, #Spelthorne, #StAlbans, #SurreyHeath, #Warrington, #Watford and #Worthing

This is part of a Gypsy and Traveller Accommodation Needs Assessments in these areas. Here are some details on what that means and advice on what questions you might be asked: <https://www.gypsy-traveller.org/.../answer-gypsy-traveller-a.../>

Below the post is a screenshot of a web page titled 'Gypsy, Traveller & Travelling Showpeople Accommodation Assessments' from 'Opinion Research Services'. The page content includes:

- A brief introduction about ORS carrying out assessments across the country.
- A statement from ORS about speaking to Gypsies, Travellers and Travelling Showpeople who live in bricks and mortar.
- A list of areas: Arun, Adur, Barnet, Brent, Cheshire East, Cheshire West and Chester, Chichester, Dacorum, Ealing, Gravesham, Halton, Harrow, Hillingdon, Hounslow, Kingston upon Thames, Medway, Mole Valley, Runnymede, Spelthorne, St Albans, Surrey Heath, Warrington, Watford and Worthing.
- A note that views are important.
- A link for additional advice from Friends, Families and Travellers on the Needs Assessment process.
- Contact information for Claire Thomas: 01292 535337 or email claire.thomas@ors.org.uk.

At the bottom of the post are social media interaction buttons: Like, Comment, and Share.

Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such, all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Site fieldwork was completed between December and January 2017 and efforts to contact households living in bricks and mortar continued through to March 2018.

Applying the Planning Definition

- 3.17 The primary change introduced by PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews, ORS sought to collect information necessary to assess each household against the planning definition. The relatively short time since the publication of PPTS (2015) has meant that only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied. These decisions support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition and stay away from their usual place of residence when doing so, or have ceased to travel temporarily due to education, ill health or old age.

- 3.18 The household survey included a section of structured questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Which household members had travelled.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling – carefully probing visits to fairs to determine whether for work or cultural purposes only.
 - » Where household members travelled to.
 - » The times of the year that household members travelled.
 - » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 3.19 When the household interviews were completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.20 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be formally assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the formal components of need to be included in the GTAA:
- » Households that travel under the planning definition;
 - » Households that have ceased to travel temporarily under the planning definition; and
 - » Households where an interview was not possible who *may* fall under the planning definition.
- 3.21 Whilst the needs of those households that do not meet the planning definition do not need to be formally included in the GTAA, they have been assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments as required by the Housing and Planning Act (2016).

Unknown Households

- 3.22 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present or contactable during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who

may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition⁶.

- 3.23 The estimate of potential need in unknown households seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter, the ORS national formation rate⁷ of 1.50% has been used as the demographics of residents are unknown.
- 3.24 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed in through the GTAA or the SHMA/HEDNA and through separate Local Plan policies.
- 3.25 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.26 However, data that has been collected from over 2,500 household interviews that have been completed by ORS across England since the changes to PPTS in 2015 suggests that, overall, approximately 10% of households who have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 3.27 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are up to 14,000 Gypsy and Traveller pitches in England. ORS have interviewed households on almost 20% of these pitches at a representative range of sites. Of the households that have been interviewed, approximately 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,500 pre-PPTS (2015) household interviews and also found that approximately 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.28 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 3.29 In terms of Local Plan policies, the Council should consider a criteria-based policy for any unknown households that do provide evidence that they meet the planning definition.
- 3.30 An assessment of need for unknown households can be found in **Appendix B**.
- 3.31 The ORS methodology to address the need arising from unknown households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:

⁶ Plus any additional unidentifiable need arising from concealed or doubled-up households or adults and 5 year need from teenage children.

⁷ See Chapter 7 for further details.

150. The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist. That being said, **MM242h** is nonetheless necessary in this regard. It commits the Council to a review of the Plan if future reviews of the GTAA reveal the necessity for land allocations to provide for presently 'unknown' needs. For effectiveness, I have altered this modification from the version put forward by the Council by replacing the word "may" with "will" in relation to undertaking the review committed to. I have also replaced "the Plan" with "Policy H6" – the whole Plan need not be reviewed.

Households that Do Not Meet the Planning Definition

3.32 Households who do not travel fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁸ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process. This will form a subset of the wider need arising from households residing in caravans. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix C**.

Calculating Current and Future Need

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

Supply of Pitches

3.34 The first stage of the assessment sought to determine the number of vacant pitches and potentially available supply in the study area:

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within 5 years.
- » Pitches vacated by people moving to housing.

⁸ *Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. (March 2016)*

- » Pitches vacated by people moving from the study area (out-migration).

Current Need

3.35 The second stage was to identify components of current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space already available in the study area. This is made up of the following:

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

Future Need

3.36 The final stage was to identify components of future need. This includes the following four components:

- » Teenage children in need of a pitch of their own in the next 5 years.
- » Households living on sites with temporary planning permission.
- » New household formation.
- » In-migration.

3.37 Household formation rates are often the subject of challenge at appeals or examinations. ORS agrees with the position set out by DCLG in the Ministerial Statement of 2014 and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. The approach is set out in more detail in Chapter 7.

3.38 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for both Gypsies and Travellers. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2041.

Pitch Turnover

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

West Oxfordshire Council relies on a GTAA published in 2013. This identifies an immediate need for 6 additional pitches. However the GTAA methodology treats pitch turnover as a component of supply. This is only the case if there is net outward

migration yet no such scenario is apparent in West Oxfordshire. Based on the evidence before me I consider the underlying criticism of the GTAA to be justified and that unmet need is likely to be higher than that in the findings in the GTAA.

- 3.40 In addition, a recent GTAA Best Practice Guide produced jointly by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

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

Transit Provision

- 3.42 PPTS also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies, Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas, including:

- » Transit sites
- » Temporary (seasonal) sites
- » Temporary/Emergency stopping places
- » Negotiated Stopping Agreements

- 3.43 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the DCLG Traveller Caravan Count. The outcomes of discussions with Council Officers and Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans, but can vary in size⁹. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study, the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

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

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

Sites and Yards in Spelthorne

- 4.6 In Spelthorne, at the base date for the GTAA, there is: 1 public site with planning permission for 10 pitches; 4 private sites with full planning permission (12 pitches); 1 private site with temporary planning permission (1 pitch); no sites that are tolerated for planning purposes; no unauthorised sites; 1 private transit site with 15 pitches; 5 Travelling Showpeople yards with permanent permission (13 plots); and 1 unauthorised yard with 2 plots. See **Appendix D** for further details.

Figure 7 - Total amount of provision in Spelthorne (December 2017)

Category	Sites/Yards	Pitches/Plots
Public sites	1	10
Private with permanent planning permission	4	12
Private with temporary planning permission	1	1
Sites tolerated for planning purposes	0	0
Unauthorised sites	0	0
Private transit provision	1	15
Travelling Showpeople provision - private	5	13
Travelling Showpeople provision - unauthorised	1	2

Traveller Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the ‘Gypsy and Traveller Caravan Count’ as the ‘Traveller Caravan Count’ due to the inclusion of data on Travelling Showpeople.
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Traveller Caravan Count data has been used to support the identification of the need to provide for transit provision and this is set out later in this report.

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments; transit provision; cross-border issues; and to seek to identify any households living in bricks and mortar to interview.
- 5.3 An interview was undertaken with one Council Officer from the study area.
- 5.4 As part of the stakeholder consultation ORS also interviewed a representative of the Showman's Guild.
- 5.5 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from six neighbouring local authorities:
 - » Elmbridge Borough Council
 - » London Borough of Hillingdon
 - » Royal Borough of Windsor and Maidenhead
 - » Richmond upon Thames
 - » Runnymede Borough Council
 - » Slough Borough Council.
- 5.6 No contact was made with the London Borough of Hounslow despite several attempts.
- 5.7 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.
- 5.8 The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Council Officers in Spelthorne Borough Council

- 5.9 Only one officer representing Spelthorne Borough Council was interviewed. A summary of the Officer's views and input into the project are set out below.

Accommodation for Gypsies and Travellers

- » No new pitches have been created since the North Surrey GTAA was published in 2007; which would suggest needs may not be met.
- » Planning permission was granted in January 2011 for the remodelling and refurbishment of eight pitches at the existing local authority travellers' site. This scheme has now been completed.
- » The Borough is currently involved in one enforcement and injunction case involving one extended family (six people) who are currently residing on a highway verge owned by Highways England. The family are not originally from the Spelthorne area and had previously been on the road in Guildford. The case went to court in October 2017.
- » There is one current appeal (1 caravan).
- » The officer was not aware of any overcrowded/concealed households.
- » The officer had no strong feelings of a lack of provision in the Borough; however the increase in the number of recent incursions may suggest a lack of provision.

Short-term Roadside Encampments and Transit Provision

- » There were four reported incursions in 2015, 14 in 2016 and 15 so far in 2017. The recent incursion on land adjacent to the Council Office in August this year was apparently linked to the removal of caravans from a site in Chertsey. The officer was not aware if the increase is a result of changes in other boroughs or a general rise across Surrey or the region.
- » The council currently seeks to meet the needs of short term encampments with 15 transit pitches provided on a privately owned site.
- » There are several stopping places which are favoured by Gypsies and Travellers.

Cross-Boundary Issues

- » There are studies such as this being undertaken which may raise issues, but the officer was not aware of any.
- » Need may not be being met in Surrey overall as there have been incursions over the summer in the Borough and at Brooklands Park.
- » In terms of cross-border working Tandridge, Reigate & Banstead and Elmbridge undertook a joint GTAA this year. The Surrey-wide methodology was amended to reflect new changes to the definition. Waverley and Runnymede have used the

same consultants (and presumably the same methodology) for their GTAA. Previously their GTAA was undertaken with 3 other LA in North Surrey and a joint Surrey methodology was agreed.

- » In general in Surrey there is joint working on many issues such as SHMA, SPA and regular officer meetings.
- » The officer feels that their area, as well as their neighbouring Boroughs, are complying with the Duty to Cooperate.
- » In terms of identifying the needs of Gypsies and Travellers over the Local Plan period the plan preparation is at an early stage. They are gathering evidence and have not yet gone out to Issues and Options. Without a full evidence base and knowledge of their needs and constraints they do not know to what extend any of the needs can be met.

Neighbouring Authorities

Elmbridge Borough Council

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

- » In Elmbridge there is 1 public site (16 pitches); 6 private sites (21 pitches); 1 site with temporary permission (4 pitches); and 1 private Travelling Showpeople yard with 1 plot. There does also appear to be some unauthorised transit provision.
- » An appeal was recently dismissed for one site with two unauthorised pitches.
- » Elmbridge commissioned ORS to undertake an accommodation needs assessment which was completed in February 2017. The study identified a need of seven to nine additional pitches for the period 2017-2035. The previous identified need was 36 additional pitches, so due to the application of the new planning definition, the need has significantly reduced.
- » The authority has since gone out to consultation on the Local Plan Strategic Options Document in December 2016 and the Council had made a commitment to find more pitches and sites. In terms of the non-travelling travellers the intention is to include it as part of the Strategic Housing Market Assessment figure and look to provide some form of suitable accommodation as part of that and there are currently debates about what that actually entails – the current thinking is that it would be some form of mobile home type accommodation. The authority will be undertaking a call for sites and the officer explained that sites which are brought forward are usually for bricks and mortar accommodation, so they will also explore opportunities to develop public land.
- » The 2013 GTAA recommended that there was not any need for the Council to consider providing a transit site due to very low numbers of unauthorised encampments. The 2017 GTAA concluded that whilst there has been an increase in the number of encampments recently, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential

changes associated with the new PPTS develop. During the GTAA fieldwork some residential sites were providing pitches for travellers in transit and the Council are looking into this, and to explore whether some of these could provide the residential/mobile home park type of provision.

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

- » The officer was not aware of any significant cross border issues, and explained that whilst Gypsies and Travellers do cross boundaries, these don't tend to be with Elmbridge but more with Runnymede and Spelthorne and people travelling up beyond Surrey. All authorities are said to be dealing with the same issues and have the same constraints.
- » The officer was of the view that a Surrey-wide GTAA would have been beneficial, and it would have picked up any cross border issues. That said, the officer felt that it had been helpful that the majority of Surrey authorities are using a consistent GTAA methodology, and was of the view that this was an example of good practice.

London Borough of Hillingdon

- 5.12 With regard to **overall accommodation need** in Hillingdon, the views of the officer interviewed were as follows:

- » Hillingdon completed a GTTSANA done in-house in 2013 and it was published in 2014; the Council modelled their methodology on that used by ORS for the GTTSANA undertaken in Redbridge. The 2013 GTTAA estimated a pitch requirement of four pitches which could be met through the expansion of the public site at Colne Park. There was no need identified for Travelling Showpeople plots or transit provision. To date this estimated need has not been built out.
- » The Council has commissioned ORS to update their evidence base as a result of the change in definition of Gypsies and Travellers in planning terms; the published report will be available at the end of 2017. Any additional needs that may arise through this process will be dealt with in a Statement of Proposed Modifications, which is to be submitted with the Local Plan Part 2 examination.
- » The Council owns and manages one public site at Colne Park (20 pitches). The site has been refurbished and each pitch has an amenity block which includes kitchen, bathing facilities and a toilet; each pitch can accommodate two trailers.
- » Updated evidence of private sites, Travelling Showpeople yards and transit sites will be included in the updated evidence base report.
- » Evidence of tolerated and unauthorised sites will also be included in the updated evidence base report.
- » The instance of encampments is low in the Hillingdon area and to-date it has not been felt necessary to provide a transit site. A review of the evidence base relating to unauthorised encampments should be undertaken when there is a three year

evidence base following the changes to PPTS in 2015, in line with a recommendation from ORS.

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

- » There are considered to be no significant cross-border issues between Hillingdon and the study area. The Council considers that neighbouring authorities are meeting their own accommodation needs for Gypsies, Travellers and Travelling Showpeople as there appears to be no demand for pitches in Hillingdon from elsewhere.
- » The Council believes it is complying with the Duty to Cooperate and that neighbouring boroughs are also complying.
- » The Council has its own Gypsy and Traveller Forum but has worked in partnership in the past with neighbouring authorities on joint GTTSANAs. The Council, as part of the West London Sub-region, meets regularly. This forum provides opportunities to discuss joint issues and at times Gypsies and Travellers and their accommodation needs are on the agenda.
- » The future priorities for the Council in relation to Gypsies, Travellers and Travelling Showpeople will be dependent on the outcomes of the GTTSANA.

Richmond upon Thames Council

- 5.14 With regard to **overall accommodation need** in Richmond, the views of the officer interviewed were as follows:

- » There is currently one authorised site in the borough at Bishops Grove in Hampton which has 12 pitches, managed by Richmond Housing Partnership (RHP). Residents on the site all have an Irish Traveller ethnicity.
- » The Council has liaised with and asked RHP to undertake surveys of occupants on the site in 2013 and 2015 to understand existing and future needs. The initial research suggests that additional pitches are not needed in the short term, although there is a need to protect existing pitches as needs will be met through the existing site. This has been published at:

www.richmond.gov.uk/media/14285/lha_gypsy_and_traveller_research.pdf

- » There is no history of Travelling Showpeople having yards in the Borough.
- » The preparation of the Richmond Local Plan has reached Examination. www.richmond.gov.uk/local_plan_review.htm Policy LP37 ‘Housing Needs of Different Groups’ protects the existing site and sets criteria to consider any sites for temporary or future use. The Inspector raised Gypsies and Travellers in initial correspondence (see the [Council’s response of 27 July 2017](#) on pages 7-8) and in the [Council’s Written Statement on Housing](#) (question 8 on pages 26-27). The Inspector did not raise any further queries or ask the Council to consider any changes to the Plan in respect of this issue. The hearings closed on 12 October

2017. It is expected that there will be a Main Modifications consultation and the Inspector's report will be received in 2018.

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

- » Officers did meet as part of the Duty to Cooperate on the Local Plan in January 2016 with Spelthorne and further correspondence in September 2016 and January 2017, no cross border issues were identified in respect of Gypsies & Travellers.

Royal Borough of Windsor and Maidenhead

- 5.16 With regard to **overall accommodation need** in Windsor and Maidenhead, the views of the Planning Policy consultant interviewed were as follows:

- » In Windsor and Maidenhead there are 62 occupied pitches for Gypsies and Travellers and 17 plots of Travelling Showpeople. There are also 16 tolerated on private sites and a number of unauthorised pitches.
- » The Borough undertook an assessment in 2014; however this did not take into account the changes in PPTS and have since commissioned Arc4 to undertake a new study which has now been completed.
- » At the time of this interview the GTAA report had not been finalised and the Borough is considering some of the issues identified in the new study which has shown there is not a great demand in comparison to other surrounding Berkshire authorities, however there is still unmet need in the area. The need arises from those who are now settled in and have existing links to the area, rather than any new incomers. It has also shown there are fewer who travel and meet the new PPTS definition.
- » The study has also identified a number of Gypsy and Traveller who aspire to move to bricks and mortar accommodation.
- » The study has concluded that there is no need for transit pitches, although it did identify that there have been unauthorised encampments which are mainly those who move through the area during the summer period.
- » The Borough is currently preparing to submit a Borough Plan early next year. The finding from the Gypsy and Traveller Accommodation Needs Assessment will feed into a separate Gypsy and Traveller Local Plan which is likely to be prepared in the spring of 2018.

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

- » The officer was not aware of any significant cross border issues in relation to the Surrey authorities, and explained that the consultants undertaking the new study contacted the surrounding authorities and are currently considering the issues raised during this consultation.

- » The officer felt there should be a better understanding of the need across local authority boundaries, in particular the demand and supply in these areas and the future characteristics of the population going forward. The officer would like to encourage greater discussions with the neighbouring authorities and provided contact details should the Surrey authorities wish to have further conversations.
- » Positively, the officer revealed that the Berkshire authorities (Bracknell Forest, Reading, and Wokingham) have now all completed new assessments and would be in a position to have these discussions.

Runnymede Borough Council

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

- » There is a mixture of private and public provision, as well as some provision for Travelling Showpeople.
- » At the time of this interview the authority have commissioned ORS to undertake an accommodation needs assessment. The last GTAA was carried out in 2013 and published in September 2014). The authority has been developing its Local Plan since 2014 and should be submitted in the first quarter of next year. This plan contains a number of releases from the Green Belt, and some allocated sites that will contain pitches for travellers.
- » It is acknowledged that there is unmet need in the borough and there is overcrowding on the public sites. The previous travellers' accommodation assessment stated that there was a need for 117 Gypsy and Traveller pitches and 17 Travelling Showpeople plots. The proposal in the working Local Plan is to allocate 34 pitches. It is unlikely that the needs of 117 pitches will be able to be met, but there is a chance this number may have been overinflated. Currently there is no capacity for expansion on the existing sites, as it would be encroaching onto the Green Belt. The new Local Plan will try and combat this by attempting to place the new provision into the urban area. However, currently the Local Plan is based on what the council's preferred approach is as it stands, this is susceptible to change as the plan still needs further approval.
- » Officers were aware of unauthorised encampments occurring in the area. There are currently no transit sites in Runnymede. There can be very large encampments and there has been an increase this year, which have been problematic. It is assumed that this increase is due to a lack of sites for travellers to go to and potentially a desire to be near London. A religious festival/gathering is also believed to be the reason for this increase as a lot of travellers came from further afield to attend. Funerals can also be another driver, where there have been very large gatherings of travellers passing through.

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

- » A major cross-border issue identified by officers is that of providing more transit sites, which is said needs to be approached across a wider area. Officers said that

discussions need to take place to identify the best locations for transit sites across Surrey. There is yet to be any substantial progress on cross-boundary discussion in relation to the increase of transit sites however once TAA's are updated and there is a more comprehensive picture across the county then negotiations will need to occur.

- » Since starting to prepare the plan in 2014, regular contact has been made with neighbouring authorities to highlight that the evidence, as it stands, shows that Runnymede has a substantial unmet need for traveller pitches. Despite proactive attempts by Runnymede to make contact, replies have denied requests to help, stating that similar constraints, in terms of green belt, are present which diminishes the capability to help. These requests have occurred vice-versa where Runnymede has had to deny requests for help. However, it appears that in the authorities that have redone their TAAs due to the new definition, their needs figures have been reduced significantly. Therefore, the results for Runnymede that will arise from this latest form of assessment will need to be reviewed, in order to assess whether there actually is still an issue of unmet need in Runnymede.

Slough Borough Council

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

- » There are two sites located in the Poyle and Langley areas. They are owned by the Borough but do not manage them.
- » The Borough last conducted a GTAA as part of the Regional Plan and fed into the 2006 Core Strategy. Although the Borough is reviewing its Local Plan there is no intention to update the GTAA.
- » Considering the length of time since the last GTAA the officer was unaware if there is an unmet need in the area, and explained that it would be extremely difficult to meet any need given that the only area of undeveloped land they could be accommodated is the Colnbrook and Poyle areas where there is a lot of Gypsy accommodation, however these areas are earmarked for the third runway and there will be massive upheaval in this area which prevents the borough planning any further development.
- » The officer explained that the numbers of unauthorised encampments have decreased over recent years. There is said to be the odd incursion, but they move on quite quickly.

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

- » The officer highlighted cross border issues with South Bucks as one of their sites (one caravan) is on the border of Slough and Windsor and Maidenhead who have provision in Datchet which is very close to the border.
- » The officer was unaware of any cross border issues with the study areas, and felt there was no reason to have any conversations or work with these areas.

Response from Showman's Guild

- 5.22 The representative was aware that Spelthorne has a number of yards some of which have been around for decades, and raised an issue in relation to a proposed housing development adjacent to the yard on Poplar Road. It was explained that residents are particularly concerned that the Housing development (which could be 80+ dwellings) could lead to people parking their cars outside the yard and impeding their access in and out of the yard.
- 5.23 The representative and the residents have agreed with the developers a design. That will prevent cars parking opposite the yards (the original plans had that but have been changed) but visitor parking is still a concern to them. These concerns were also relayed to the ONS interviewer who visited the yard's residents. The representative stressed that Surrey should ensure there are parking restrictions will be put in place.
- 5.24 ORS have undertaken GTAs across the UK and regularly consult with organisations which promote and support Travelling Showpeople. They have told us that, across the country Travelling Showpeople sites are said to be overcrowded with a requirement for small expansions for family growth, and most sites have reached maximum capacity.
- 5.25 The representative agreed that it is difficult to source sites which are both affordable and suitable. The Guild's view is that it is less onerous to look at existing sites and to explore whether surrounding land can be purchased to enable a small expansion. This will have the least impact on local communities and would allow families to remain together.
- 5.26 The representative of the Guild suggested that new yards ideally contain between six to eight plots. Any smaller and this would become unsustainable as people could be left isolated when people are away, any larger and it can be intrusive and puts additional demands on local services. The average size of each plot is $\frac{1}{2}$ an acre per plot, and the Showmen's Guild has designed a model design for both a smaller and larger site which is available on its website.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showperson population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified 1 public site; 4 private sites with full planning permission; 1 private site with temporary planning permission; no sites that are tolerated for planning purposes; no unauthorised sites or pitches; 5 Travelling Showperson yards with permanent permission; 1 unauthorised Travelling Showperson yard; and 1 private transit site. Household interviews were completed between December 2017 and January 2018 and up to 3 attempts were made to interview each household where they were not present when interviewers visited. The table below sets out the number of pitches, the number of interviews that were completed, and the reasons why interviews were not completed.
- 6.3 Unfortunately it was not possible to complete interviews with 8 permanent households and up to 15 transit households living on one of the private sites as the owner refused access to interviewers. Further efforts were made to engage with these households but at the time of reporting no interviews had been completed. Repeated efforts are still ongoing to try and gather information about these site residents and an Addendum to the report will be prepared if these efforts are successful.

Figure 8 - Sites and yards visited in Spelthorne

Planning Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
Littleton Lane, Shepperton	10	7	3 x no contact possible, 1 x refusal, Pitch 3 doubled-up
Private Sites			
Chattern Hill Road, Ashford	1	0	1 x vacant
Chertsey Bridge Road, Shepperton	1	0	1 x non-Travellers
Linten Place, Shepperton ¹⁰	2	0	2 x refusals
Ponderosa, Stanwell Moor	8	0	8 x access refused
Temporary Sites			
The Paddocks, Stanwell Moor	1	0	1 x no contact possible
Tolerated Sites			
None	-	-	-

¹⁰ This site has a personal planning permission.

Unauthorised Sites			
None	-	-	-
Private Transit			
Ponderosa, Stanwell Moor	15	-	15 x access refused
TSP Private			
Poplar Road/Feltham Hill Road, Ashford	4	4	2 x no contact possible
Chattern Hill/Roseary Gardens, Ashford	1	1	-
The Beaches, Ashford	4	0	4 x no contact possible
The Orchard, Ashford	1	0	1 x no contact possible
The Yard, Shepperton	3	0	3 x vacant
TSP Unauthorised			
The Hamiltons, Shepperton	2	2	-
TOTAL	54	14	

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{6.4} Despite all of the efforts that were made, it was not possible to identify any households to interview living in bricks and mortar.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the additional pitch provision which is needed in the study area currently and to 2041. This includes both current unmet need and need which is likely to arise in the future¹¹. This time period allows for forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site interviews, planning records and stakeholder interviews. In many cases, the interview data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

¹¹See Paragraphs 3.32 and 3.33 for details of components on current and future need.

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

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

- 7.9 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below:

<http://the-sra.org.uk/journal-social-research-practice/>

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

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

- 7.12 In certain circumstances where the numbers of households and children are low, it may not be appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAs that ORS have completed across England and Wales.

Breakdown by 5 Year Bands

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

Applying the Planning Definition

- 7.14 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). Only those households that meet the planning definition (in that ORS were able to determine that they travel for work purposes, and stay away from their usual place of residence when doing so (or have ceased to travel temporarily due to education, ill health or old age) form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the planning definition have also been included as a potential additional component of need.
- 7.15 The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households living on sites in Spelthorne.

Figure 9 – Planning status of households in Spelthorne

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	2	4	5
Private Sites	0	8	0
Temporary Sites	0	1	0
Tolerated Sites	0	0	0
Unauthorised Sites	0	0	0
Bricks and mortar	0	0	0
Sub-Total	2	13	5
Travelling Showpeople			
Private Yards	5	7	0
Unauthorised Yards	2	0	0
Sub-Total	7	7	0
TOTAL	9	20	5

7.16 Figure 9 shows that for Gypsies and Travellers 2 households and for Travelling Showpeople 7 households meet the planning definition of a Traveller in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 5 Gypsy and Traveller households do not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

7.17 Households where it was not possible to complete an interview are recorded as unknown. Reasons for not completing interviews included households that refused to be interviewed, households on sites where interviewers were refused access and households not being present during the fieldwork period.

Waiting List / Bricks and Mortar Households

7.18 Despite all of the efforts that were made including contacting all of the households on the waiting list for a public site in Surrey who had specified a preference for a pitch on a site in Spelthorne, it was not possible to identify any households willing to be interviewed.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.19 The 2 households that meet the planning definition were found on the public site.
- 7.20 Analysis of the household interviews indicated that there is a current need for **3 additional pitches** for these households that meet the planning definition. This is made up of 1 concealed or doubled-up household/adult, and 2 from new household formation based on the household demographics.
- 7.21 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **3 additional pitches** over the GTAA period.

Figure 10 – Additional need for Gypsy and Traveller households in Spelthorne that meet the Planning Definition (2017-41)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Formation from household demographics)</i>	
Total Future Needs	2
Net Pitch Need = (Current and Future Need – Total Supply)	3

Figure 11 – Additional need for Gypsy and Traveller households in Spelthorne that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	1	0	1	1	0	3

Pitch Needs – Unknown Gypsies and Travellers

- 7.22 Whilst it was not possible to determine the planning status of a total of 13 households as they either refused to be interviewed, were living on sites where interviewers were refused access or were not on site at the time of the fieldwork, the needs of these households still need to be

recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers who may meet the planning definition.

- 7.23 ORS are of the opinion that it would not be appropriate (when producing a robust assessment of need) to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.24 However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition.
- 7.25 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches and that the needs of the majority will need to be addressed through other means.
- 7.26 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 1 from a pitch that has temporary planning permission and by up to 6 pitches from new household formation (this uses a base of the 13 households and a net growth rate of 1.50%¹²).
- 7.27 Therefore, additional need could increase by up to 7 additional pitches if all 13 unknown pitches are deemed to meet the planning definition, plus any concealed adult households or five year need arising from older teenagers living in households where an was not completed. However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch. Whilst the proportion of households in Spelthorne that meet the planning definition (29%) is higher than 10% this is based on a very small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However if the locally derived proportion were to be applied this could result in a need for 2 additional pitches.
- 7.28 Tables setting out the components of need for unknown households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- 7.29 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However, this assessment is included for illustrative purposes to provide the Council with information on levels of need that will have to be addressed through separate Local Plan policies and to help meet requirements set out in the Housing and Planning Act (2016). On this basis, it is evident that whilst the needs of the 5 households who do not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these.
- 7.30 Overall, there is need for 17 additional pitches for households that do not meet the planning definition. This is made up of 3 concealed or doubled-up households or adults, 4 teenagers in

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

need of a pitch of their own in the next 5 years, and 10 from new household formation using a rate of 2.65% derived from the household demographics. A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople that meet the Planning Definition

7.31 There were 7 Travelling Showpeople households identified in Spelthorne that met the planning definition. Analysis of the interviews indicated that there is a need for 2 plots for households who are living on unauthorised developments, 4 for concealed or doubled-up households/adults, 4 for teenagers who will be in need of a plot of their own in the next 5 years, and 6 plots for new household formation from a maximum of 15 households using a formation rate of 1.50% derived from the household demographics. This also takes into account supply from a household who is looking to move away from the study area. Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **15 additional plots** over the GTAA period.

Figure 12 – Additional need for Travelling Showpeople households in Spelthorne that meet the Planning Definition (2017 -35)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	1
Total Supply	1
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	4
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	6
Future Need	
5 year need from teenage children	4
Households on yards with temporary planning permission	0
In-migration	0
New household formation	6
(Household base 15 and formation rate 1.50%)	
Total Future Needs	10
Net Plot Need = (Current and Future Need – Total Supply)	15

Figure 13 – Additional need for Travelling Showpeople households in Spelthorne that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	10	1	1	2	1	15

Plot Needs – Unknown Travelling Showpeople

- 7.32 It was not possible to determine the travelling status of 7 households as they were not on site at the time of the fieldwork. However, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and may meet the planning definition as defined in PPTS.
- 7.33 Should further information be available to the Council that will allow for the planning definition to be applied, the overall level of need could rise by up to 2 additional plots from new household formation (this uses a base of the 7 households and a net growth rate of 1.00%¹³). Therefore there is a need for 2 additional plots over the GTAA period. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Plot Needs – Travelling Showpeople that do not meet the Planning Definition

- 7.34 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition as this now will have to be addressed through the SHMA or HEDNA and through separate Local Plan policies. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need. There is no current or future need for households who do not meet the planning definition as all of the households that were interviewed met the planning definition. A summary of this need can be found in **Appendix C**.

Transit Requirements

- 7.35 When determining the potential need for transit provision the assessment has looked at data from the DCLG Traveller Caravan Count, the outcomes of the stakeholder interviews, and the potential wider issues related to changes made to PPTS in 2015.

DCLG Traveller Caravan Count

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

¹³ The ORS Technical Note on Population and Household Growth (2015) has identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

Stakeholder Interviews and Local Data

- 7.38 Information from the stakeholder interviews indicates that whilst there has been an increase in the number of encampments in recent years, numbers are still low with 4 recorded in 2015, 14 in 2016 and 15 in 2017. Whilst there are no public transit pitches there are 15 private transit pitches that the Council believe meet the needs of those travelling through the area.

Potential Implications of PPTS (2015)

- 7.39 It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS, leading to more households travelling to seek to meet the planning definition. This may well be the case, but it will take some time for any changes to materialise. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen at the time of reporting.

Transit Recommendations

- 7.40 Whilst there is some evidence of a small number of unauthorised encampments in Spelthorne in recent years, it is recommended that there is currently no need to provide any new transit pitches at this time. The Council currently meets the needs of short-term encampments through 15 transit pitches located on a private site. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 7.41 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Spelthorne; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in Spelthorne; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or equivalent).
- 7.42 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a sufficient evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable. This review should be carried with other local authorities in Surrey as well as with Surrey County Council.
- 7.43 In the short-term, the Council should continue to make use of the private transit pitches and could also consider the use of management-based arrangements for dealing with unauthorised encampments including the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- 7.44 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal

and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

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

8. Conclusions

- 8.1 This study provides an robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016. It also provides the evidence base which can be used to support Local Plan policies.

Gypsies and Travellers

- 8.2 In summary there is a need for 3 additional pitches in Spelthorne over the GTAA period to 2041 for Gypsy and Traveller households that meet the planning definition; a need for up to 7 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 17 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 8.3 It is recommended that need for households that meet the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from unknown or new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan policy. The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA), and through separate Local Plan policies.

Travelling Showpeople

- 8.4 In summary there is a need for 15 additional plots in Spelthorne over the GTAA period to 2041 for Travelling Showpeople households that meet the planning definition; a need for up to 7 additional plots for Travelling Showpeople households that may meet the planning definition; and a need for no additional plots for Travelling Showpeople households who do not meet the planning definition.

Transit Provision

- 8.5 There is evidence to suggest that there have been a very small number of encampments in Spelthorne in recent years. However it is not recommended that there is a need for any additional transit provision in Spelthorne at this time as there is a large private transit site that is meeting the needs of transient households.
- 8.6 It is recommended that the situation relating to levels of unauthorised encampments should continue to be monitored whilst any potential changes associated with PPTS (2015) develop. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places. If such a need is identified work will need to be undertaken on a Kent-wide basis to identify suitable locations to meet the provision.

- 8.7 In the short-term the Council should consider the use management based approaches to dealing with unauthorised encampments and negotiated stopping agreements could also be considered.

Summary of Need to be Addressed

- 8.8 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of unknown households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the SHMA or HEDNA and through separate Local Plan policies.
- 8.9 Total need from Gypsy and Traveller households that meet the planning definition, from unknown households, and from households that do not meet the planning definition is for 27 additional pitches. The table below breaks need down by the GTAA and SHMA/HEDNA by taking 10% (the ORS national average for Gypsies and Travellers) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 90% of need from unknown households to the need from households that do not meet the planning definition.

Figure 14 – Additional need for Gypsy and Traveller households broken down by potential delivery method

Site Status	GTAA	SHMA/HEDNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	4 (3+1)	0	4
Not meeting Planning Definition (+ 90% Unknown)	0	23 (17+6)	23
TOTAL	4	23	27

- 8.10 Total need from Travelling Showpeople households that meet the planning definition, from unknown households, and from households that do not meet the planning definition is for 17 additional plots. The table below breaks need down by the GTAA and SHMA/HEDNA by taking 70% (the ORS national average for Travelling Showpeople) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 30% of need from unknown households to the need from households that do not meet the planning definition.

Figure 15 – Additional need for Travelling Showpeople households broken down by potential delivery method

Site Status	GTAA	SHMA/HEDNA	TOTAL
Meet Planning Definition (+ 70% Unknown)	16 (15+1)	0	16
Not meeting Planning Definition (+ 30% Unknown)	0	1 (0+1)	1
TOTAL	16	1	17

Implications of Changes to Government Guidance

- 8.11 A Judicial Review of the new planning definition started in September 2017 but had not yet been determined at the time of this report. The review is seeking to reinstate the former planning definition of a Traveller so it will include households that have ceased to travel permanently.

- 8.12 Should this review be successful a proportion of those households that do not meet the current planning definition may meet the definition if they can demonstrate that they have ceased to travel permanently but have travelled for work in the past. However given that the previous Housing Definition of a Traveller was repealed by the Housing and Planning Act (2016) it is unlikely that all of the households that do not meet the current Planning Definition will meet the previous Planning Definition.
- 8.13 In addition the Draft London Plan (December 2017) is proposing to introduce a different definition of a Traveller for planning purposes. This is very similar to the repealed Housing Definition in that it would also include households that have not travelled for work providing that they live in a caravan. Should this definition be more widely adopted then it is likely that all households in Spelthorne would meet it and total need will be for 27 additional pitches and 17 additional plots.

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Appendix A: Glossary of Terms

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

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

Appendix B: Unknown Households

Figure 16 - Additional need for unknown Gypsy and Traveller households in Spelthorne (2017-41)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	1
In-migration	0
New household formation	6
(Household base 13 and formation rate 1.50%)	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	7

Figure 17 – Additional need for unknown Gypsy and Traveller households in Spelthorne by 5 Year Periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	2	1	1	2	1	7

Figure 18 - Additional need for unknown Travelling Showpeople households in Spelthorne (2017-41)

Travelling Showpeople - Unknown	
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
(Households base 7 and formation rate 1.00%)	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	2

Figure 19 – Additional need for unknown Travelling Showpeople households in Spelthorne by 5 Year Periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	0	1	0	1	0	2

Appendix C: Households that do not meet the Planning Definition

Figure 20 - Additional need for Gypsy and Traveller households in Spelthorne that do not meet the Planning Definition (2017-41)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5 year need from teenage children	4
Households on sites with temporary planning permission	0
In-migration	0
New household formation	10
<i>(Household base 12 and formation rate 2.65%)</i>	
Total Future Needs	14
Net Pitch Need = (Current and Future Need – Total Supply)	17

Figure 21 – Additional need for Gypsy and Traveller households in Spelthorne that do not meet the Planning Definition by 5 Year Periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	9	2	2	2	2	17

Figure 22- Additional need for Travelling Showpeople households in Spelthorne that do not meet the planning definition (2017-41)

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

Figure 23 – Additional need for Travelling Showpeople households in Spelthorne that do not meet the Planning Definition by 5 Year Periods

Years	0-5	6-10	11-15	15-20	20-24	Total
	2017-22	2022-27	2027-32	2032-37	2037-41	
	0	0	0	0	0	0

Appendix D: Site and Yard Lists (December 2017)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Littleton Lane, Shepperton	10	-
Private Sites with Permanent Permission		
Chattern Hill Road, Ashford	1	-
Chertsey Bridge Road, Shepperton	1	-
Linten Place, Shepperton ¹⁴	2	-
Ponderosa, Stanwell Moor	8	-
Private Sites with Temporary Permission		
The Paddocks, Stanwell Moor	1	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	23	0
Authorised Travelling Showpeople Yards		
Poplar Road/Feltham Hill Road, Ashford	4	-
Chattern Hill/Roseary Gardens, Ashford	1	-
The Beaches, Ashford	4	-
The Orchard, Ashford	1	-
The Yard, Shepperton	3	-
Unauthorised Travelling Showpeople Yards		
The Hamiltons, Shepperton	-	2
TOTAL PITCHES	13	2
Private Transit sites		
Ponderosa, Stanwell Moor	15	-

¹⁴ This site has a personal planning permission.

Appendix E: Household Interview Questions

NOT FOR CIRCULATION

GTAA Questionnaire 2017



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

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

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

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

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

A

General Information

A1 Name of planning authority:

INTERVIEWER please write in

--	--

A2 Date/time of site visit(s):

INTERVIEWER please write in

DD/MM/YY	TIME
----------	------

A3 Name of interviewer:

INTERVIEWER please write in

--	--

A4 Address and pitch number:

INTERVIEWER please write in

--	--

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

Council Private rented Private owned Unauthorised Bricks and Mortar

A6 Name of Family:

INTERVIEWER please write in

--	--

A7 Ethnicity of Family:

INTERVIEWER please cross one box only

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other (*please specify*)

--	--

A8 Number of units on the pitch:

INTERVIEWER please write in

Mobile homes Touring Caravans Day Rooms Other (*please specify*)

--	--	--	--

NOT FOR CIRCULATION

A9 Is this site your main place of residence? If not where is?

INTERVIEWER: Please cross one box only

Yes

No

If not main place of residence where is (please specify)

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

Years	Months	If you have moved in the past 5 years, where did you move from? Include ALL moves
-------	--------	---

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

Choice

No option

If no option, why?

A12 Is this site suitable for your household? If so why and if not why not?

(For example close to schools, work, healthcare, family and friends etc.)

INTERVIEWER: Please cross one box only

Yes

No

Reasons (please specify)

A13 How many separate families or unmarried adults live on this pitch?

INTERVIEWER: Please cross one box only

1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	9 <input type="checkbox"/>	10 <input type="checkbox"/>
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B

Demographics

B1 Demographics — Household 1 INTERVIEWER: Please write-in

Person 1 Person 2 Person 3

Sex	Age	Sex	Age	Sex	Age
-----	-----	-----	-----	-----	-----

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

Person 4 Person 5 Person 6 Person 7 Person 8

Sex	Age								
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

C

Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	9 <input type="checkbox"/>	10 <input type="checkbox"/>
-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	--------------------------------

Other Please specify

Other Please specify

NOT FOR CIRCULATION

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

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D Waiting List

- D1 Is anyone living here on the waiting list for a pitch in this area?

INTERVIEWER: Please cross one box only

Yes → Continue to D2
No → Go to D4

- D2 How many people living here are on the waiting list for a pitch in this area?

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

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

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

Other *Please specify*

Details (Please specify)

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

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

No

Other *Please specify*

Details (Please specify) and take contact details

NOT FOR CIRCULATION

E

Future Accommodation Needs

E1 Do you plan to move from this site in the next 5 years? If so, why?

INTERVIEWER: Please cross one box only

Yes If yes → Continue to E2

No If no → Go to E5

If so, why? (please specify)

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

Another site in this A site in another Bricks and mortar Bricks and Other
area council area in this area mortar in another (e.g. land they
(specify where) (specify where) (specify where) council area own elsewhere)
(specify where) (Please specify)

Please specify where they would move to

If they own land elsewhere - probe for details

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

Private buy

Private rent

Public rent

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

Yes

No

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

Yes

No

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

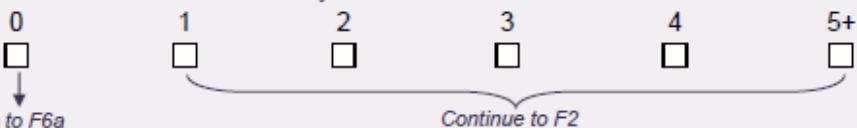
NOT FOR CIRCULATION

F

Travelling

- F1** How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?

INTERVIEWER: Please cross one box only



Go to F6a

Continue to F2

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

All the family	Adult males	Other	<input style="border: 1px solid black; width: 150px; height: 20px; vertical-align: middle;" type="text"/> If other, please specify
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

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

Work	Holidays	Visiting family	Fairs	Other
<input type="checkbox"/>				

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

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

All year	Summer	Winter
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

And for how long?

- F5** Where do you or family members usually stay when they are travelling?

INTERVIEWER: Please cross all boxes that apply

LA transit sites	Private transit sites	Roadside	Friends/family	Other	<input style="border: 1px solid black; width: 150px; height: 20px; vertical-align: middle;" type="text"/> If other, please specify
<input type="checkbox"/>					

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

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

Details

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

Yes	<input type="checkbox"/>	→ Continue to F7
No	<input type="checkbox"/>	→ Go to F9

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

Details

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

Work	Holidays	Visiting family	Fairs	Other
<input type="checkbox"/>				

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

NOT FOR CIRCULATION

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

Children in school	III health	Old age	Settled now	Nowhere to stop	No work opportunities	Other
-----------------------	------------	---------	-------------	--------------------	--------------------------	-------

<input type="checkbox"/>						
--------------------------	--------------------------	--------------------------	--------------------------	--------------------------	--------------------------	--------------------------

If other, please specify

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

F9 Do you or other family members plan to travel in the future?

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

NOT FOR CIRCULATION

G

Any other information

- G1 Any other information about this site or your accommodation needs? INTERVIEWER:**
Please write in

Details (e.g. can current and future needs be met
by expanding or intensifying the existing site?)

- G2 Site/Pitch plan? Any concerns? INTERVIEWER: Please sketch & write in**

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently

NOT FOR CIRCULATION

H

Bricks & Mortar Contacts

H1 Contacts for Bricks and Mortar interviews? *INTERVIEWER: Please write in*

Details

Council contact?

Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?

INTERVIEWER: Please cross one box only

Yes

No

INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

Interview log

INTERVIEWER: Please record the date and time that the interview was carried out

Date.....

Time of interview.....

Appendix F: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 2015

Opinion Research Services
Spin-out company of Swansea University



As with all our studies, this research is subject to Opinion Research Services' Standard Terms and Conditions of Contract.

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

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Household Growth Rates

Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.
2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).
3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.
4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.
5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities’ future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors. Of course, it is the *net* rate that is important in determining future accommodation needs for Gypsies and Travellers.

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.
8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').
9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying that:

The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]
10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

I can confirm that the annual growth rate figure of 3% does not represent national planning policy.

The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure,'

12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of 'standard' precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about *net* household growth rates in order to provide a more robust basis for future assessments.

Compound growth

13. The assumed rate of household growth is crucially important for Gypsy and Traveller studies because for future planning purposes it is projected over time on a compound basis – so errors are progressively enlarged. For example, if an assumed 3% *net* growth rate is compounded each year then the implication is that the number of households will double in only 23.5 years; whereas if a *net* compound rate of 1.5% is used then the doubling of household numbers would take 46.5 years. The table below shows the impact of a range of compound growth rates.

Table 1
Compound Growth Rates and Time Taken for Number of Households to Double

Household Growth Rate per Annum	Time Taken for Household to Double
3.00%	23.5 years
2.75%	25.5 years
2.50%	28 years
2.25%	31 years
2.00%	35 years
1.75%	40 years
1.50%	46.5 years

14. The above analysis is vivid enough, but another illustration of how different rates of household growth impact on total numbers over time is shown in the table below – which uses a baseline of 100 households while applying different compound growth rates over time. After 5 years, the difference between a 1.5% growth rate and a 3% growth rate is only 8 households (116 minus 108); but with a 20-year projection the difference is 46 households (181 minus 135).

Table 2
Growth in Households Over time from a Baseline of 100 Households

Household Growth Rate per Annum	5 years	10 years	15 years	20 years	50 years	100 years
3.00%	116	134	156	181	438	1,922
2.75%	115	131	150	172	388	1,507
2.50%	113	128	145	164	344	1,181
2.25%	112	125	140	156	304	925
2.00%	110	122	135	149	269	724
1.75%	109	119	130	141	238	567
1.50%	108	116	125	135	211	443

15. In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.
17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.
18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

Table 3
National CLG Caravan Count July 1998 to July 2014 with Growth Rates (Source: CLG)

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
Jan 2015	20,123	1,735	9.54%	1.84%
July 2014	20,035	2,598	14.90%	2.81%
Jan 2014	19,503	1,638	9.17%	1.77%
July 2013	20,911	3,339	19.00%	3.54%
Jan 2013	19,359	1,515	8.49%	1.64%
Jul 2012	19,261	2,112	12.32%	2.35%
Jan 2012	18,746	2,135	12.85%	2.45%
Jul 2011	18,571	2,258	13.84%	2.63%
Jan 2011	18,383	2,637	16.75%	3.15%
Jul 2010	18,134	2,271	14.32%	2.71%
Jan 2010	18,370	3,001	19.53%	3.63%
Jul 2009	17,437	2,318	15.33%	2.89%
Jan 2009	17,865	3,503	24.39%	4.46%
Jul 2008	17,572	2,872	19.54%	3.63%
Jan 2008	17,844	3,895	27.92%	5.05%

Jul 2007	17,149	2,948	20.76%	3.84%
Jan 2007	16,611	2,893	21.09%	3.90%
Jul 2006	16,313	2,511	18.19%	3.40%
Jan 2006	15,746	2,352	17.56%	3.29%
Jul 2005	15,863	2,098	15.24%	2.88%
Jan 2005	15,369	1,970	14.70%	2.78%
Jul 2004	15,119	2,110	16.22%	3.05%
Jan 2004	14,362	817	6.03%	1.18%
Jul 2003	14,700			
Jan 2003	13,949			
Jul 2002	14,201			
Jan 2002	13,718			
Jul 2001	13,802			
Jan 2001	13,394			
Jul 2000	13,765			
Jan 2000	13,399			
Jan 1999	13,009			
Jul 1998	13,545			

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. We would note that if longer time periods are used the figures do become more stable. Over the 36 year period 1979 (the start of the caravan counts) to 2015 the compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). Counting caravan numbers is very poor proxy for Gypsy and Traveller household growth. Caravans counted are not always occupied by Gypsy and Traveller families and numbers of caravans held by families may increase generally as affluence and economic conditions improve, (but without a growth in households)
21. There is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates. This approach is not appropriate to needs studies for the following reasons:

Modelling population growth

Introduction

22. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for

population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting 'standard' rates on the basis of precedent.

Migration effects

23. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents. In relation to local migration effects, Gypsies and Travellers can and do move between local authorities – but in each case the in-migration to one area is matched by an out-migration from another area. Since it is difficult to estimate the net effect of such movements over local plan periods, ORS normally assumes that there will be nil net migration to/from an area. Nonetheless, where it is possible to estimate specific in-/out- migration effects, we take account of them, while distinguishing between migration and household formation effects.

Population profile

24. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.
25. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

Table 4
Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9

Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and fertility rates

26. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of the fertility rates of the UK Gypsy and Traveller community. This is contained in the book, ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson published in May 2015. This draws on the 2011 Census data and provides an estimated total fertility rate of 2.75 for the Gypsy and traveller community
28. ORS’s have been able to examine our own survey data to investigate the fertility rate of Gypsy and Traveller women. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to assume an average of three children per woman during her lifetime which would be consistent with the evidence from the 2011 Census of a figure of around 2.75 children per woman. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

Death rates

29. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the *net* population growth cannot conceivably achieve 2% per

annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

30. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
31. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) 'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative', University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS's own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

Modelling outputs

32. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
33. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
34. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

Household growth

35. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
36. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
37. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 5
Age of Head of Household (Source: UK Census of Population 2011)

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

38. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

Table 6
Household Type (Source: UK Census of Population 2011)

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

39. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
40. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
41. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

Household dissolution rates

42. Finally, consideration of household dissolution rates also suggests that the net household growth rate for Gypsies and Travellers is very unlikely to reach 3% per annum (as often assumed). The table below, derived from ORS's mainstream strategic housing market assessments, shows that generally household dissolution rates are between 1.0% and 1.7% per annum. London is different because people tend to move out upon retirement, rather than remaining in London until death. To adopt a 1.0% dissolution rate as a standard guide nationally would be too low, because it means that average households will live for 70 years after formation. A 1.5% dissolution rate would be a more plausible as a national guide, implying that average households live for 47 years after formation.

Table 7
Annual Dissolution Rates (Source: SHMAs undertaken by ORS)

Area	Annual projected household dissolution	Number of households	Percentage
Greater London	25,000	3,266,173	0.77%
Blaenau Gwent	468.2	30,416	1.54%
Bradford	3,355	199,296	1.68%
Ceredigion	348	31,562	1.10%
Exeter, East Devon, Mid Devon, Teignbridge and Torbay	4,318	254,084	1.70%
Neath Port Talbot	1,352	57,609	2.34%
Norwich, South Norfolk and Broadland	1,626	166,464	0.98%
Suffolk Coastal	633	53,558	1.18%
Monmouthshire Newport Torfaen	1,420	137,929	1.03%

43. The 1.5% dissolution rate is important because the death rate is a key factor in moderating the *gross* household growth rate. Significantly, applying a 1.5% dissolution rate to a 3% *gross* household growth formation rate yields a *net* rate of 1.5% per annum – which ORS considers is a realistic figure for the Gypsy and Traveller population and which is in line with other demographic information. After all, based on the dissolution rate, a *net* household formation rate of 3% per annum would require a 4.5% per annum *gross* formation rate (which in turn would require extremely unrealistic assumptions about birth rates).

Summary conclusions

44. 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.
45. 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.

46. 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.
47. 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 ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.