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Reigate and Banstead Borough Council Gypsy and Traveller Accommodation Assessment



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 the borough of Reigate & Banstead. The GTAA provides a robust and credible evidence base which can be used to inform the preparation of local plans and make planning decisions for the period to 2027, and runs to 2031 to meet the requirements of Planning Policy for Traveller Sites (PPTS) (2015) for a 15 year assessment of need.
- 1.2 As well as updating the previous GTAA (2013), a key impetus for completing the study was the publication of a revised version of PPTS in August 2015. This included a change to the definition of Travellers for planning purposes.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Reigate & Banstead through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community. A total of 11 interviews were completed with Gypsies and Travellers living on authorised and unauthorised sites, and a further 19 interviews were completed with households living on a Travelling Showpeople yard. Extensive efforts were made to identify Gypsy and Traveller households to interview living in bricks and mortar, and a total of 9 interviews were completed. In addition a total of 10 telephone interviews were completed with Officers from Reigate & Banstead, Officers from neighbouring local authorities, housing associations, and organisations representing members of the Travelling Community. A short online questionnaire was also sent to 50 Local Councillors and a total of 8 responses were received.
- 1.4 The fieldwork for the study was completed between March and May 2016, which was after the publication of the new PPTS. As a result of this change questions to enable the determination of the travelling status of households were included in the household interviews.

Gypsy and Traveller Pitch Provision

- 1.5 Based upon the evidence presented in this study the estimated additional pitch provision needed to 2031 for Gypsies and Travellers in Reigate & Banstead who meet the new definition of a Traveller is for **14 additional pitches**. This includes 1 household currently living in bricks and mortar. The surveys did not show any need for a public pitch provision within Reigate & Banstead (and any desire for a public pitch in any other local authority area).
- 1.6 In addition there were a further 7 households where it was not possible to conduct an interview and the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers based on information available to the Council (I.e. through planning applications and enforcement cases). Should further information be made available to the Council

that will allow for the new definition to be applied to these 7 households the overall level of need could increase by a **further 9 pitches**, plus any concealed adult households or 5 year need arising from teenagers living in these households.

- 1.7 Whilst there is no current requirement to include the needs of Gypsies and Travellers who do not meet the 'planning' definition in the GTAA, provisions set out in the new Housing and Planning Act (2016) now include a duty 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. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans.
- 1.8 On this basis analysis of the needs of the 9 households that were interviewed, and 2 households in bricks and mortar in need of a pitch, who do not meet the new definition, suitable accommodation to meet the needs of these households over a 15 year period will need to be considered further under the Councils Strategic Housing Market Assessment (SHMA).

Travelling Showpeople Plot Provision

- 1.9 The 17 households who meet the new definition of Travelling were all found on one private yard. Analysis of the household interviews indicated that there is a need for **7 additional plots** over the 15 year GTAA period.
- 1.10 It was not possible to complete an interview with 1 household as they refused to be interviewed, but this does not result in any additional need from 'unknown' households.
- 1.11 Whilst there is no requirement to include the needs of Showpeople who not travel in the GTAA for the reasons set out above, analysis of the 2 household interviews who do not meet the new definition of a Traveller indicated that there is no current, short-term or future need for additional plots as all of the residents were past the age of retirement

Transit Provision

- 1.12 The 2013 GTAA recommended that there was not any need for the Council to consider transit provision due to very low numbers of unauthorised encampments. Information obtained during the stakeholder interviews and data in the Traveller Caravan Count confirm that there are still very low numbers of encampments and that there are effective processes already in place to deal with them.
- 1.13 As such it is recommended that the Council should continue using a management approach to dealing with encampments as opposed to an infrastructure approach. It should also be noted that there is the possibility that changes to PPTS could result in increased levels of travelling and levels of unauthorised encampments should be continually monitored whilst the changes associated with the new PPTS develop.

2. Introduction

The Study

- ^{2.1} Opinion Research Services (ORS) were appointed by Reigate and Banstead Borough Council (RBBC) in January 2016 to complete a robust and up-to-date needs assessment of accommodation for Gypsies, Travellers and Travelling Showpeople for the decisions for the Local Plan period to 2027, and to 2031 to meet the requirements of PPTS for a 15 year assessment of need. This was a joint appointment that included separate GTAA studies for Elmbridge Borough Council and Tandridge District Council, along with the development of a Joint Methodology for the 3 councils.
- ^{2.2} The study provides an evidence base to enable RBBC to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG), and PPTS 2015. It has also taken into consideration more recent changes that were introduced in the Housing and Planning Act (2016).
- ^{2.3} The GTAA provides a robust assessment of potential need for Gypsy, Traveller and Travelling Showpeople accommodation within Reigate & Banstead. It is a robust and credible evidence base which can be used to aid the preparation of local plans and to make planning decisions to 2031. As well as seeking to identify whether there are any current and future permanent accommodation needs, it also identifies whether or not RBBC needs to plan 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 **March 2016** which was when the majority of the household interviews were completed.

Local Development Framework in Reigate and Banstead

- ^{2.6} The Reigate and Banstead Borough Local Plan was adopted in 2005 and contains Policy Ho5 on Gypsy Sites, which was saved but subsequently replaced by Policy CS16 in the Core Strategy.
- ^{2.7} The Reigate and Banstead Core Strategy was adopted in 2014, the relevant sections in full are included in **Appendix A**. The document notes it is likely that due to constraints (i.e. limited sites in the urban area) that there will be a need to consider limited alterations to Green Belt boundaries to accommodate Traveller sites, albeit exceptional circumstances would need to be demonstrated.
- ^{2.8} Policy CS16 states that the Development Management Plan will identify a local target for Gypsy, Traveller and Travelling Showpeople sites and make provision for a five year supply of specific deliverable sites and broad locations for growth for year six to ten. The policy also notes that a

sequential approach will be taken to identifying suitable sites and any site considered for allocation must be deliverable (including affordable to its intended occupiers) to ensure that needs are met. The policy sets out criteria that will be used to assess the suitability of sites for allocation in the DMP and any planning applications for sites not allocated.

- ^{2.9} The policy goes on to state that existing authorised sites for Gypsies, Travellers and Travelling Showpeople will be safeguarded from development which would preclude their continued occupation by these groups, unless the site is no longer required to meet an identified need.
- ^{2.10} Currently, RBBC are bringing forward the Development Management Plan (adoption is predicted for early 2018) which will sit alongside the Core Strategy and will provide the details referred to in the Core Strategy.

Definitions

- ^{2.11} The current ‘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).
- ^{2.12} In their response to the consultation on Planning and Travellers that resulted in the revised PPTS being published the Department for Communities and Local Government (DCLG) stated that the Government would, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the Housing and Planning Act (2016) which omits sections 225 and 226 of the 2004 Housing Act.
- ^{2.13} 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 Guidance¹ related to this section of the Housing and Planning 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 new ‘planning’ definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans.
- ^{2.14} Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Council’s may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act.

¹ “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

The ‘Planning Definition’ in PPTS

- ^{2.15} For the purposes of the planning system, the definition was changed in the revised PPTS. The new 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)

- ^{2.16} 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 not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- ^{2.17} One of the most important questions that GTAAs will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- ^{2.18} **R v South Hams District Council (1994)** – defined Gypsies as “persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- ^{2.19} 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.

- 2.20 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*.
- 2.21 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.
- 2.22 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.
- 2.23 It is ORS' understanding that the implication of these rulings in terms of applying the new definition is that it will only include those who travel 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 and visiting friends or relatives. It will in the view of ORS also not cover those who commute to work daily from a permanent place of residence.
- 2.24 It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the new definition.
- 2.25 Households will also fall under the new 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 or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition households may also have to demonstrate that they plan to travel again in the future.

Legislation and Guidance for Gypsies and Travellers

- 2.26 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 Guidance (PPG), 2014

^{2.27} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the revised PPTS that was published in August 2015. It should be read in conjunction with the NPPF. In addition the Housing and Planning Act 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 new ‘planning’ definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2015

^{2.28} The revised PPTS, which came into force in August 2015, sets out the direction of Government policy. As well as introducing the new definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

^{2.29} 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.*

^{2.30} 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.*

^{2.31} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, PPTS 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} As part of the overall commission a Joint Methodology has been prepared that has also been used to complete separate GTAA's for Elmbridge Borough Council and Tandridge District Council. This sets out the overall methodological approach that has been followed to complete the assessment of housing need for all three councils. A copy of the methodology can be found in **Appendix G**.
- ^{3.2} This joint methodology was based on the methodology that ORS have been continually refining over the past 10 years for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This methodology was updated recently in light of changes to PPTS in August 2015, as well as responding to recent changes set out by Planning Ministers, with particular reference to new household formation rates². 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.
- ^{3.3} The revised PPTS published in August 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 new definition for Gypsies, Travellers and Travelling Showpeople.
- ^{3.4} In summary this included the following key stages:
- » Desk-Based Review
 - » Stakeholder Engagement
 - » Working Collaboratively with Neighbouring Planning Authorities
 - » Survey of Travelling Communities
 - » Engagement with Bricks and Mortar Households
 - » Applying the New Definition
 - » Calculating Current and Future Need
 - » Transit Provision
 - » Final Outcomes
- ^{3.5} The joint methodology was sent to neighbouring councils, all Surrey councils and relevant stakeholders with a request for any comments on the approach proposed. Comments received

² <http://www.local.gov.uk/documents/10180/49948/BL+response+on+GTAA+010414.pdf/dfe2bd5c-bb0c-4681-a530-43a75bef9c17>

were of a minor nature and largely to do with the process of carrying out the study rather than the methodology itself.

- ^{3.6} The approach currently used by ORS has also recently been considered by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:

'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

- 4.1 One of the main considerations of this study is the provision of evidence to support the delivery of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 4.2 For Gypsies and Travellers a pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. 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 Reigate & Banstead.
- 4.3 The public and private provision of mainstream housing is largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided by 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).
- 4.4 The alternative to public residential sites is 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.
- 4.5 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.

- 4.6 Further considerations 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 Reigate and Banstead

- 4.7 In Reigate and Banstead there are no public sites, 3 private sites (8 pitches), 4 unauthorised sites (13 pitches), and 1 private Travelling Showpeople yard (with permission for 23 plots). There is no transit provision. Further details can be found in Chapter 6 and **Appendix B**.

Figure 1 - Total amount of provision in Reigate and Banstead (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	3	8
Private sites with temporary planning permission	0	0
Public sites (Council and Registered Providers)	0	0
Public transit provision	0	0
Private transit provision	0	0
Travelling Showpeople yards	1	23
Unauthorised sites	4	13
Unauthorised pitch (on a private site)	n/a	1

Census data

- 4.8 The 2011 Census identified the following in Reigate & Banstead:
- 39 Gypsy and Traveller households who live in bricks and mortar accommodation, of which 26 live in a house or bungalow and 13 live in a flat.
 - 7 Gypsy and Traveller households who live on sites.

Caravan Count

- 4.9 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.'
- 4.10 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However

the Caravan Count data has been used to support the identification of the need to provide for transit provision and this is set out in Chapter 6.

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 and questionnaires tailored to the nature of the recipient.
- 5.2 The aim of these interviews and questionnaires was to obtain an understanding of: current provision and possible future need; short-term encampments and transit provision; and cross-border issues.
- 5.3 Importantly, stakeholders who are in contact with members of the travelling community (particularly those in bricks and mortar or who are not known to the Council) were asked if they could inform them that the study is taking place and provide them with details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.4 With regard to internal RBBC stakeholders, ORS undertook three interviews with Council officers from the study area. An online questionnaire was also sent out to all RBBC Councillors and the two Parish Councils in the borough and a total of 8 responses were received. The responses were not considered to be useful to the study and have therefore not been reported.
- 5.5 In terms of stakeholders external to RBBC, as stated in PPTS, 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 representative in each of the following neighbouring boroughs:
- » Crawley Borough Council
 - » Epsom and Ewell Borough Council
 - » London Borough of Croydon
 - » London Borough of Sutton
 - » Mole Valley District Council
 - » Tandridge District Council
- 5.6 ORS also liaised with Brighter Futures for Gypsy Roma Travellers and Surrey Gypsy Traveller Communities Forum throughout the Study. A representative of the Showmen's Guild also took part in the Study. Friends Families and Travellers were invited to take part in the Study but they felt they could not offer any assistance on this occasion. The Council also contacted the Gypsy Council to see if they would like to participate in the interviews but they did not respond.
- 5.7 Seven Housing Associations, who own properties in Reigate and Banstead, were contacted by ORS to explore whether they record the ethnicity of their tenants and whether they could identify Gypsy

and Traveller tenants living within their properties and, if they did, if they could contact them to advise them that the study is being undertaken and if they would like to discuss their accommodation needs via a confidential interview with the research team. A representative of Reigate and Banstead's Housing Department was also contacted by ORS to see if they could identify any Gypsy and Traveller's they may have come across and if they could assist in the same manner as above.

- 5.8 The number of interviews undertaken is viewed to be satisfactory and consistent with similar GTANAs that ORS have completed.
- 5.9 This following section will present the response from community and representative organisations. Following this section the responses from key stakeholders and council officers from the study area and neighbouring authorities will be provided. 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.
- 5.10 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.

Views of community/representative organisations

- 5.11 As part of the stakeholder engagement ORS spoke with a representative of the Showman's Guild of Great Britain. The representative was unaware of any sites in Reigate and Banstead, but did note the neighbouring District of Tandridge has permitted small expansions of existing yards to reduce overcrowding and the representative was hopeful the other local authorities will do the same.
- 5.12 ORS have undertaken GTAAs 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.
- 5.13 The representative also claimed there is also a lack of site accommodation in the south east of England and where sites meet the local site criteria, the local planning authority should base any decision on the need for additional sites regionally not locally. The key factors should be suitability of sites, sustainability, and access to transport links and not whether families can prove a specific local link.
- 5.14 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.
- 5.15 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 ½ 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.

Views of Key Stakeholders and Council Officers in Reigate and Banstead

^{5.16} Three officers were interviewed from Reigate & Banstead Borough Council from the Planning Policy, Enforcement and the Joint enforcement Team. A summary of the officers' views and input into the project are set out below.

Accommodation need

^{5.17} With regard to overall accommodation need in the Reigate and Banstead, officers views were as follows:

- » Officers felt the current provision in the wider area is not meeting the accommodation needs of the Gypsy and Traveller community. There are concealed households on existing sites and a number of sites which do not currently have permission; need arising from these concealed households should be included in overall need figures in addition to the natural growth of the population.
- » Officers were not aware of any expressions of interest for a more permanent pitch or plot in Reigate & Banstead from travellers living outside of the Borough, so the majority of need will arise from the resident population
- » One officer referred to work which will need to be undertaken to identify potential sites and reflected that meeting the community's accommodation needs will be difficult for the Borough.
- » Where the Traveller community has sought to address the shortfall in accommodation by expanding existing provision without permission, one officer noted that the Council is reluctant to enforce as the families ultimately need somewhere to live.
- » There is one yard for Travelling Showpeople near Horley. The Council has recently granted permission to expand on to Greenbelt land in order to meet the natural growth on the site. One officer felt that allowing some expansion of existing sites to meet the need for additional pitches should be considered and was a sensible approach, and suggested opportunities for site expansion for the Gypsy and Traveller community should also be explored.

Short-term Roadside Encampments and Transit Provision

^{5.18} With regard to short-term roadside encampments and transit provision, officers provided the following narrative and views:

- » Encampments are managed by the RBBC enforcement team. When an encampment occurs this team checks vehicle and caravan numbers, undertakes a welfare assessment and liaises with the Police with a view to getting the encampment moved on as quickly as possible.
- » The number of encampments varies each year; in some years there have been no recorded encampments and in other years there have been three or four. The interviewer suggested to the officer that this could be considered irregular given the Borough's location and access to the M25 and the M23 but the officer

explained that swift action and the use of Section 61 orders by the Police deters Travellers from visiting the area. Of particular note, in 2015 a large encampment occurred on common land in the area which took the Council three weeks to clear up and these Travellers had reportedly done the same in other areas across the South East. However, the officer felt that overall there are not a sufficient number of unauthorised encampments to suggest that a transit site is required and a suitable location and site would be difficult to find in the event that one was proposed to be provided.

- » The Enforcement Team does not collect data on where Travellers have come from or where they are travelling to. If Travellers volunteer that information they usually say they are travelling through the area en route to another destination.
- » The Epsom Derby is a popular Traveller destination and an area is set aside by Epsom & Ewell Borough Council each year for Travellers to use for the duration of the event. As a result the officer felt Travellers did not need to camp in Reigate & Banstead during the event and was not aware of any incursion due to the Derby. One officer was aware that Epsom & Ewell Borough Council have suggested they will be reviewing the rental cost of a pitch (which has stayed the same for six years) and felt that if the rise is significant it could lead to Travellers opting to use a cheaper and/or unauthorised alternative.
- » Information sharing with neighbouring authorities regarding the movement of encampments does occur; one officer explained they had been notified that an encampment was moving in the direction of Reigate & Banstead which meant they could reinforce security on sites prone to encampments. Kent County Council Intelligence Unit had also added Reigate & Banstead to a contact list of those involved in managing unauthorised encampments which will be used to share information between authorities.

Cross-border Issues and the Duty to Cooperate

^{5.19} With regard to cross-border issues and the Duty to Cooperate, officers provided the following narrative and views:

- » The majority of neighbouring local authorities have similar levels of constraint and may not be able to meet the need identified in their own Accommodation Assessments. It is difficult to balance the housing needs for Gypsies and Travellers and the general population and the projected housing needs for some local authorities has led to them having to review potential for future development on land that is currently designated as Green Belt.
- » It is helpful having a shared methodology for the GTAA with Tandridge and Elmbridge, particularly as the previous methodology used by all of the 11 Surrey authorities is thought to have been in need of refining. The three councils have consulted with the other Surrey local authorities on the updated methodology.

Views of Officers in Neighbouring Authorities

Crawley Borough Council

Accommodation Need

^{5.20} With regard to overall accommodation need in Crawley, the views of the officer interviewed were as follows:

- » There is a limited mix of temporary and permanent small family owned private sites in the north of the Borough, near the airport. Most of the Gypsies and Travellers in the borough live in Bricks and Mortar.
- » There is one private, single family unit site for Travelling Showpeople.
- » Numbers of short-term encampments are low; there were no encampments between 2006 and 2014, and eight in 2016.
- » It is thought that, due to the small size and urban nature of the Borough, Travellers are not attracted to the area as there are few suitable places to camp.
- » The Borough also contributes to the Sussex county-wide transit site located in Chichester, thus in the event of an encampment the Travellers can be directed to this site.
- » Between 2012 and 2014 the Borough Council carried out a GTAA. The study did not identify any immediate need for Gypsies and Travellers. However it did identify a potential need for an additional ten pitches for the children of families (i.e. new family formation) currently living in bricks and mortar, should they need a travelling lifestyle when forming their own new households³ (due to the age profile of the Traveller's children this possible need was identified in years six to fifteen of the Local Plan). The Local Plan (December 2015), identified a reserve site for the potential future need of ten pitches.

Cross Border Issues and Duty to Cooperate

^{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:

- » A number of Traveller sites are located close to Crawley in neighbouring authority areas: Reigate & Banstead has a site near the airport; there is a Showpeople's site in Tandridge; and Horsham have a site in the west.
- » In 2011, the Gatwick Diamond authorities (which include Crawley, Mid Sussex and Horsham, Tandridge, Reigate & Banstead, and Mole Valley) agreed to seek to meet

³ Just to note that the assessment and provision was undertaken on the basis of 'need' for accommodation including: "*Bricks and mortar households whose existing accommodation is overcrowded or 'unsuitable'. Unsuitable in this context can include unsuitability by virtue of proven psychological aversion to bricks and mortar accommodation*" (DCLG: Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007, para 15).

their own need for additional Traveller provision. The authorities regularly meet up to discuss Traveller issues and share information.

- » A Duty to Cooperate statement formed part of the evidence base supporting Crawley's Local Plan which covers Gypsies and Travellers and states that joint working needs to be undertaken.

Epsom & Ewell Borough Council

Accommodation Need

^{5.22} With regard to overall accommodation need in Epsom & Ewell, the views of the officer interviewed were as follows:

- » There are two sites within the Borough of Epsom & Ewell. One managed by the Borough's Gypsy and Traveller Liaison Officer has doubling-up and is slightly over capacity. The other site, managed by Surrey County Council, accommodates members of an extended family, and it would be difficult to accommodate Travellers from outside of that particular family.
- » There are no private sites in the area.
- » There are a number of housed Travellers known to the Council and they have not expressed any interest to live on a Traveller site.
- » There is one Travelling Showpeople yard in the Borough. It is understood that the residents are retired although there is still machinery stored on the site.
- » No expressions of interest have been received from the community to develop any private sites or yards.
- » It would be difficult for Gypsies, Travellers and Travelling showpeople to purchase land speculatively as land values are very high. The officer suspected that the Borough's detachment from the wider strategic road network means it is not as ideal a location for Travelling Showpeople as some of the neighbouring boroughs. There is also a scarcity of industrial estates in the borough, which tend to be favoured by Showpeople for yards.
- » The Borough provides a temporary transit site (236 caravans) for two weeks for those attending the annual Epsom Derby, said to function quite well.
- » Outside of the Derby time period, the officer noted that encampments are limited and usually amount to one encampment per annum, the low level likely to be due to the lack of access to the wider strategic road network. Encampments usually occur on a vacant, unsecure site and so the main reason for these encampments appears to be opportunism.
- » The Borough is at the latter stages of undertaking its own GTAA but has put this work on hold until there is more direction on the recent changes to the planning definition. One of the study's outcomes thus far is need is exclusively for affordable or public provision.

Cross Border Issues and Duty to Cooperate

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

- » The Duty to Cooperate is ambiguous and local authorities are left to interpret what is required to meet the duty. There is recognition that the problems associated with the Duty are not due to local authorities and the responsibilities for those problems and insufficiencies lies elsewhere.
- » Taking part in the GTAA study via an interview constituted good practice rather than the Duty to Cooperate. For example, the Local Strategic Statement currently being prepared by Surrey authorities highlights the type of work that needs to be undertaken to demonstrate the Duty to Cooperate, although this work should go further and could include meeting need sub-regionally and the location of sites. Similarly, they expected engagement on this study to be only one part of a wider conversation about meeting traveller needs.
- » The need within Epsom & Ewell is familial and historic; meeting needs via affordable accommodation is important but delivery is constrained by the size of the Borough and the lack of available and deliverable sites. As such, the main cross-border issue is to ensure Epsom & Ewell works with its neighbours (Royal Borough of Kingston, Mole Valley and Reigate & Banstead) to meet local needs sustainably. The possibility of opportunities for provision in those locations is a consideration which merits further discussion.
- » A strategic register of regional need could be developed that would be shared between Epsom & Ewell, Royal Borough of Kingston, Mole Valley, Reigate & Banstead and possibly Sutton, although the officer recognised that there may not be the political will to advance this approach.

London Borough of Croydon

Accommodation Need

5.24 With regard to overall accommodation need in Croydon, the views of the officer interviewed were as follows:

- » There is one public Gypsy and Traveller site which contains 19 pitches. One family resides on an unauthorised site for which they recently sought planning permission in the Green Belt in the south of the borough.
- » The GTANA (2013) identified a need for an additional 49 pitches up to 2033, 27 of which would need to be provided by 2018. The main drivers of need include families living on unauthorised encampments, overcrowding and new family formations. The number of pitches to provide for has been adjusted to 39 as a proportion of the total need of 49 pitches to reflect the proportion of homes that can be accommodated in the London Borough of Croydon in the context of overall housing need.

- » Between April 2012 and June 2013 there were a total of 124 unauthorised encampments. However, a large proportion of unauthorised encampments were due to the movements of a small number of families.
- » One emergency stopping place was identified in the GTAA as being needed by 2018 to provide a place for stays of up to 28 days for Gypsy and Travellers passing through the area.
- » In order to meet the needs, Croydon undertook a review of potential sites as part of its emerging Detailed Policies and Proposals (Preferred and Alternative Options). The emerging document proposes three sites which could provide 19 to 20 sites and potentially an emergency stopping place.

Cross Border Issues and Duty to Cooperate

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

- » It is unlikely that any of the neighbouring authorities are meeting the accommodation needs of Gypsies and Travellers and the officer was not aware of any joint working on this issue.
- » The officer reported they have not yet been approached to meet need in neighbouring areas.

London Borough of Sutton

Accommodation Need

5.26 With regard to overall accommodation need in Sutton, the views of the officer interviewed were as follows:

- » There are two sites in the London Borough of Sutton, one is a public site with 15 pitches and the other is a private site with 12 pitches; both have planning permission to increase to 16 pitches. There are issues of overcrowding on the public sites.
- » The borough should try to provide one or two additional sites up to 2030.
- » A site search was undertaken in July 2015 which has led to consultations on two potential sites for Gypsy and Travellers in February and March 2016. The Borough is still awaiting results from consultation before deciding on any action.
- » There are a number of roadside encampments which occur over the summer period. It is mostly the same family/families who are thought to live on permanent sites elsewhere in the country but who travel to the area for employment. They stay at different places mainly along the A23 and will camp on car parks and industrial areas and they usually move on in three days.

Cross Border Issues and Duty to Cooperate

5.27 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 referred to discussions with Reigate and Banstead, Tandridge and Elmbridge about Traveller accommodation needs.
- » The Borough works at an individual level with its neighbouring councils as each has different issues according to the different types of Travellers. The officer gave the example of Merton Travellers who are mainly English Gypsies in contrast to Sutton Travellers who are mostly Irish travellers.

Mole Valley District Council

Accommodation Need

5.28 With regard to overall accommodation need in Mole Valley, the views of the officer interviewed were as follows:

- » Within the District there are four public sites with a total of 20 pitches between them which are managed by Surrey County Council. There are six privately owned sites (total of 10 pitches). One of the private sites was occupied under a temporary planning permission, which expired in April 2016. Planning applications for permanent retention of that site are currently under consideration.
- » There are two sites (one public and one private) where planning permission has been granted for one additional pitch. However, neither has yet been built. There is also an appeal pending for two unauthorised private pitches which had previously been turned down. A further proposal for four private pitches on another site was recently refused planning permission and has been turned down at appeal.
- » There are three yards for Travelling Showpeople.
- » Council policy favours smaller sites; on average sites contain one to four pitches, the largest site in the area is a public site with ten pitches.
- » However, due to overcrowding on existing sites the 2013 GTAA identified a need for an additional 44 pitches for Gypsy and Travellers and five for Travelling Showpeople up to 2026. The study alerted the Council about a number of families that were doubled up, and large families with children near to adult age (including children living at the site which had temporary planning permission).
- » From 2012 to 2014 the District was working on the 'Housing and Traveller Sites Plan'. This Site Allocation Document was based on a Core Strategy policy commitment to undertake a Green Belt Review to meet identified housing needs. However, in 2014 Councillors agreed that greater weight would be given to protecting Green Belt land and therefore the work on the Site Allocations Plan was terminated.
- » The area is not a traditional stopping place for Gypsies and Travellers mainly due to the lack of motorway access, other than in the very north of the District. Therefore, there are few instances of short-term roadside encampments; those who do occasionally visit the area tend to move on after one to two nights. The GTAA therefore did not identify a need for a transit site.

Cross Border Issues and Duty to Cooperate

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

- » The District has held officer-level discussions with Elmbridge, Reigate & Banstead, and Tandridge to discuss and consider joint working with neighbouring boroughs.
- » The District decided against commissioning a joint GTAA due to the uncertainty around the new planning definition (August 2015) and they have opted to wait and assess the implications this change will have on the identified future need.
- » There is a GTAA review planned to go ahead by the summer of 2017; this will inform a new Local Plan which will be submitted in 2018.
- » The officer was not aware of any cross border issues which requires much cooperation with neighbouring boroughs. Surrey authorities can attend the Surrey and Gypsy and Traveller Forum to discuss Gypsy and Traveller issues and this provides on-going dialogue.
- » The officer explained that the District would like to be kept informed of what is happening in neighbouring boroughs and acknowledged that they are all in a similar position insofar as the high level of Green Belt land makes it difficult to meet the additional needs of Gypsies and Travellers.

Tandridge District Council

Accommodation Need

5.30 With regard to overall accommodation need in Tandridge, the views of the officer interviewed were as follows:

- » There is one public site with four pitches which is currently owned and managed by Surrey County Council; however the extent of the habitable area of the site had been reduced and consequently the numbers of pitches have decreased over time. The officer was concerned about the future of this site and any reduction in the supply of County-wide public provision.
- » There are a number of smaller private Gypsy and Traveller sites across the District, primarily in the south west of the district close to the border with Reigate and Banstead. Given that there have been a number of planning applications submitted to increase the number of caravans on these sites the officer suggests that these could be currently overcrowded. At the time of interview there were several live planning applications, some of which relate to sites with expired temporary planning permissions.
- » The largest site in the District is the Plantation, which is home to the vast majority of the district's Travelling Showpeople Population. Plot boundaries are fluid and therefore the precise number of plots was not known at the time of interview. Residents of the site have suggested to the officer that it is overcrowded, which is of particular concern because of a recent fatal fire at the site.

- » The officer was aware of some short-term encampments at different times of the year and believed that these occur mainly on public land. Consideration about the provision of transit sites has been discussed informally with officers from districts and boroughs around Surrey and it has been acknowledged that given the road networks (the M23 and M25) which run through the area there may be a need for such provision across the County. Such discussions also recognised the potential benefit of such provision for colleagues in Planning Enforcement.
- » Following the 2013 GTAA, it was the intention of the Council to produce a Traveller Sites Document to allocate sites for pitches and plots. However, only a few sites were submitted for consideration as part of the process and therefore the Council did not proceed with such work. Therefore, they have not been able to increase the supply of accommodation provision through site allocations and have been dealing with planning applications as and when they are submitted. It is the intention of the Council to allocate land for such sites in the emerging Tandridge District Local Plan. The officer stressed that meeting the need will be difficult given the Government's message of retaining Green Belt which is the prevailing land use within the County, with Tandridge District having the most Green Belt in the country as a percentage of its land mass at 94%.
- » The Council, along with Reigate & Banstead and Elmbridge has commissioned a new GTAA, because they wanted to have an assessment of need that was compliant with the updated PPTS and to seek to allay some concerns that they had with the previous GTAA. They also saw benefits of working with neighbouring authorities.

Cross Border Issues and Duty to Cooperate

5.31 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 explained that there are good relationships with those authorities which border the arterial trunk roads including Reigate & Banstead and there is adequate sharing of information between the authorities. There is a concentration of Travellers within an area of Reigate & Banstead which is immediately adjacent to the settlement of Smallfield. Residents of this area were likely to therefore use facilities in Smallfield and would have to come through Tandridge when they wanted to travel from their site.
- » The officer explained that when the Surrey authorities were working towards the County-wide methodology there appeared to have been much cross-border discussions relating to Travellers, however, since then the momentum for working together has decreased. For instance there was no consensus of the need for commissioning a new joint study, although the officer recognised that some of the local authorities were further along in the Local Plan process and did not want to call into question their existing evidence base or redo work. That said the officer felt that it was felt necessary for Tandridge to ensure that it used a methodology compliant with the updated PPTS methodology. This was for multiple reasons, such as that there had been instances around the county where findings of authority's TAAs had been called into question during appeals on planning applications and

that the PPTS had redefined who were Travellers for the purposes of planning policy and the approach authorities should take in respect of pitch and plot development in the Green Belt.

- » The officer explained that it would be beneficial to undertake a joined-up approach to Gypsy and Traveller accommodation, and indeed other issues, because the travelling community do not necessarily recognise authority boundaries. For this reason, when initially approached by Reigate and Banstead to undertake the GTAA together, Tandridge sought to see whether other authorities were also interested. However, it was clear that there were multiple reasons why it was not practical and/or desirable for all eleven authorities to undertake a GTAA at this time in conjunction with the three councils now involved. The officer also felt that most authorities, and particularly those with larger Travelling communities, will struggle to find sites to meet the identified need for pitches and plots and consequently other authorities may be fearful of requests to help provide for any such shortfalls.

Travellers living in Bricks and Mortar

- 5.32 Identifying and engaging Travellers in bricks and mortar accommodation is extremely difficult and there are limited sources of information available to inform this process. Where there is a public site there is often a waiting list and ORS will usually write to those on the waiting list inviting them to take part in the study, however, Reigate & Banstead do not have a public site and thus there is no waiting list.
- 5.33 An Officer at RBBC followed up 17 housed Travellers who took part in the previous study which resulted in ORS conducting 7 face-to-face interviews with Travellers at their homes.
- 5.34 Housing Associations will sometimes record the ethnicity of their tenants and are often willing to write to their Gypsy and Traveller tenants inviting them to take part in the study. A housing officer from RBBC contacted seven Housing Associations active in Reigate & Banstead on ORS' behalf. Raven Housing Trust, the largest provider confirmed they had identified 17 households in their stock and wrote to these households on the 3rd May. Orbit and Thames Valley Housing did not identify any households and the remaining housing associations did not respond to the request; so no further information was obtained.
- 5.35 One Officer was aware of a Traveller who owns land in the Borough which has some stables and a caravan on it. The land is currently used for grazing horses but the Traveller would like to live there permanently and currently lives in bricks and mortar. ORS were able to complete a telephone interview with the Traveller.
- 5.36 ORS also made contact with an Officer from Surrey County Council who identified one housed Traveller who was subsequently interviewed by ORS. Unfortunately the Officer was unable to encourage others to take part in the study and despite assuring them that the details they provide would be confidential they gave the following reasons and concerns for opting not to take part in the survey:
- » Participation would count against them

- » Did not want people (e.g. neighbours) to know that they are Travellers
- » They are overcrowded and do not want it known that they have more people staying there (both permanent and temporary) than the tenancy provides for
- » The amount of travelling that they do could compromise their tenancy, for which there is a six week rule
- » Would not be able to answer the questions adequately (' what would I need?')
- » The time that it would take to participate
- » Bad timing due to domestic issues

5.37 ORS also liaised with members of the Brighter Futures for Gypsy Roma Travellers group who offered to help advertise a drop in session for housed Travellers which was held on the 11th May between 10am–2pm at the YMCA Sovereign centre in Woodhatch. Despite the efforts to inform the community about the opportunity to discuss their accommodation needs nobody from the Travelling community attended this session.

5.38 Throughout the whole process, Reigate & Banstead Borough Council advertised the study on their website, including details on how people could get involved and the drop in session. Friends, Families and Travellers posted information about the study on their Facebook page. ORS also placed an advert in a Travelling Showman’s publication ‘The World’s Fair’ (See **Appendix E**).

5.39 Travellers Times were advised by their legal advisors to avoid publishing any Accommodation Assessment adverts based on the contested nature of **the changes to the PPTS definition made by Central Government**.

5.40 A total of 9 interviews were conducted with Gypsies and Travellers living in bricks and mortar.

6. Current and Future Pitch Provision

Introduction

- 6.1 The full approach that has been followed to complete the assessment of current and future pitch provision is set out in the Joint Methodology that can be found in **Appendix G**. This includes details of the approach taken to identifying rates of new household growth.

Fieldwork Summary

- 6.2 Fieldwork was undertaken in between March and May 2016 and a total of 11 interviews were completed with Gypsy and Traveller households, 19 with Travelling Showpeople households, and 9 with households in bricks and mortar. Information about travelling was collected for all of the households that were interviewed.
- 6.3 It was not possible to complete an interview on a number of sites or pitches for reasons including refusal to be interviewed or the household not being available to interview at the time of the fieldwork, despite repeated visits. In these cases basic details were collected by interviewers about the number of units on the sites and whether they were believed to be occupied by Gypsies or Travellers.
- 6.4 A full summary of the overall findings from the household interviews can be found in **Appendix C**.

Calculating Current and Future Need

- 6.5 As well as assessing housing need, the revised version of PPTS now also requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the new 'planning' definition of a Gypsy, Traveller or Travelling Showperson. Only if households fall within the new definition will their housing requirements need to be assessed separately from the wider population in the GTAA. The new definition now excludes those who have ceased to travel permanently. A Briefing Note was prepared by ORS following the publication of the new PPTS that set out the implications of the revised PPTS on GTAA studies. This is included in the Joint Methodology that can be found at **Appendix G**.
- 6.6 The primary change to the 2015 PPTS 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 new definition. As the new PPTS has only recently been issued only a small number of appeal decisions have been issued by the Planning Inspectorate on how the new definition should be applied – these support the view that households need to be able to demonstrate that they travel for work purposes to meet the new definition, and stay away from their usual place of residence when doing so.

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

Non-Travelling Households

- 6.8 Whilst households who do not travel fall outside the new definition of a Traveller; Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equalities Act 2010. In addition provisions set out in the new 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 Guidance⁴ related to this section of the Housing and Planning 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 new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for 'non-travelling' Travellers can be found in **Appendix D**.

Unknown Households

- 6.9 As well as calculating need for households that meet the new 'planning' definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period – despite repeated visits) need to be assessed as part of the GTAA as they are believed to be ethnic Gypsies and Travellers based on information available to the Council (i.e. through planning applications and enforcement cases) and may meet the new 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 a maximum additional need figure over and above the need identified for households that do meet the new definition.
- 6.10 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 6.11 Should further information be made available to the Council that will allow for the new definition to be applied, these households could form a confirmed component of need to be included in either the GTAA or the SHMA.

⁴ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

- 6.12 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 new definition based on the outcomes of households where an interview was completed.
- 6.13 However data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall between 10%-20% of households who have been interviewed meet the new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 6.14 This would suggest that it is likely that only a small proportion of the potential need identified from these ‘unknown’ households will end up needing to be included in the GTAA.
- 6.15 Councils will need to carefully consider how to address the needs associated with ‘Unknown’ Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. Robust monitoring of these pitches through the Local Plan process, together with the possibility of gathering new information on the status of residents during the biannual Caravan Count should be considered. Also in terms of Local Plan policies the Councils could consider the use of a specific site allocation/protection policy for those households that do meet the new definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.

New Household Formation Rates

- 6.16 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*. The main conclusions are set out here and the full paper is in **Appendix C of the Joint Methodology which can be found in Appendix G of the full report**.
- 6.17 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.
- 6.18 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.
- 6.19 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.

- 6.20 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.
- 6.21 Discussions with local authorities have also considered any pitches not occupied by Gypsies and Travellers and whether these should be included or excluded from the calculations. Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. 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).
- 6.22 The household surveys for Gypsies and Travellers in Reigate & Banstead indicate 56% of the on-site population are children and teenagers. As such, ORS consider it appropriate to allow for future projected household growth for the Gypsy and Traveller population in Reigate & Banstead to occur at a rate proportionally higher than 1.50% based on the high percentage of children that were identified during the site visits. Therefore, an annual growth rate of 2.00% has been used in this assessment for Gypsy and Travellers. In the case of the unknown households which weren't surveyed, a formation rate of 2.00% has been used to reflect the young demographics shown on those sites that were surveyed; it is felt that this will provide an appropriate buffer.
- 6.23 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. ORS consider it appropriate to allow for future projected household growth for the Travelling Showpeople population in Reigate & Banstead to occur at a rate proportionally higher than 1.00% based on the percentage of children that were identified during the site visits. Therefore, an annual growth rate of 1.5% has been used in this assessment for Travelling Showpeople.

Breakdown by 5 Year Bands

- 6.24 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. 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 older 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 – as opposed to being spread evenly.

Applying the New Definition

- 6.25 When the household survey was completed the outcomes from the questions on travelling were used to determine the status of each household against the new definition in PPTS. The same definition issue applies to Travelling Showpeople as to Gypsies and Travellers.
- 6.26 As this point ORS think that households that need to be considered in the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA.

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

6.27 Only those households that meet, or may meet, the new definition will form the components of need to be included in the GTAA. Although the needs of those households that do not meet the new definition will be assessed to provide the Council with need to consider as part of the SHMA.

Gypsies, Travellers and Travelling Showpeople

6.28 Information that was sought from households where an interview was completed allowed each household to be assessed against the new definition of a Traveller. This 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 (see **appendix F** for the site record form). Figure 2 sets out the travelling status of households that were interviewed in Reigate & Banstead.

6.29 This shows that for Gypsies and Travellers 5 households meet the new definition of a Traveller, and for Travelling Showpeople 17 households meet the new definition in that they were able to provide information demonstrating that they travel for work purposes and stay away from their usual place of residence. A total of 9 Gypsy and Traveller and 2 Travelling Showpeople households did not meet the new 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 reason to visit fairs, relatives or friends, and others had ceased to travel permanently.

6.30 In addition the number of households on sites and yards where an interview was not possible are recorded as unknown. The reasons for this include households that refused to be interviewed and households that were not present during the fieldwork period – despite repeated visits.

Bricks and Mortar Interviews

6.31 The 2011 Census identified 39 households living in bricks and mortar. Interviews were completed with 9 Gypsy and Traveller households living in bricks and mortar. Only 1 of these households meets the new definition. This household wants to move to a private site. A total of 2 households who do not meet the new definition also wish to move to a site. The rest were happy to stay in bricks and mortar.

Figure 2 – Travelling Status of Gypsy and Traveller Households Interviewed in Reigate and Banstead

Site Status	Meets New Definition	Does Not Meet New Definition	Unknown
Public sites	-	-	-
Private sites	1	6	-
Temporary sites	-	-	-
Tolerated sites	-	-	-
Unauthorised sites	4	3	7

Sub Total	5	9	7
Public yards	-	-	-
Private yards	17	2	1
Temporary yards	-	-	-
Tolerated yards	-	-	-
Unauthorised yards	-	-	-
Sub Total	17	2	1
Bricks and mortar	1	8	0
Sub Total	1	8	0
TOTAL	23	19	8

Key Demographic Findings

- 6.32 Ethnicity data that was captured from the 5 Gypsy and Traveller households living on sites that meet the new definition of a Traveller indicated that they are all Irish Traveller households.
- 6.33 The households living on sites that meet the new definition comprised 25 residents – 11 adults and 14 children and teenagers aged under 18. This equates to 44% adults and 56% children and teenagers.
- 6.34 The Travelling Showperson households that meet the new definition comprised 61 residents – 41 adults and 20 children and teenagers aged under 18. This equates to 67% adults and 33% children and teenagers.
- 6.35 Data from the 2011 Census for Reigate & Banstead as a whole (the settled community and the Gypsy or Irish Traveller community) has been compared to the demographics recorded in the household interviews. The results from the household interviews shows a higher proportion of those aged under 18 living on sites than for the population of Reigate & Banstead as a whole as set out in the Census. As such the demographic data collected from the site interviews will be used to determine the new household formation rates for this GTAA.

Pitch Needs – ‘Travelling’ Gypsies and Travellers

- 6.36 The 5 households who meet the new definition of Travelling were found on 1 private site (1 pitch) and 1 unauthorised site (4 pitches). As well as the need arising from the 4 unauthorised pitches, analysis of the household interviews indicated that there is a short-term need for 5 additional pitches for older teenage children. In addition 1 household living in bricks and mortar who meets the new definition stated they would like to move to a pitch on a private site. None of the households interviewed expressed any desire to move to a pitch on a public site in Reigate & Banstead or any other area.
- 6.37 The household demographics suggest that a new household formation rate of 2.00% should be used. This gives a total of 5 additional pitches through new household formation over the 15 year GTAA period to 2031.
- 6.38 Therefore the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for **14 additional pitches** over the 15 year GTAA period.

Figure 3 – Addition Need for ‘Travelling’ Households

Gypsies and Travellers - Meeting New Definition	Current and Future Need	Supply	Net Pitch Requirement
Future 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	4		
Households on unauthorised encampments	0		
Concealed households/Doubling-up/Over-crowding	0		
5 year need from older teenage children	5		
Movement from bricks and mortar	1		
Households on waiting lists for public sites	0		
Total Current Need	10		
Future Need			
Households on sites with temporary planning permission	0		
In-migration	0		
New household formation	4		
<i>(Base number of households 11 and formation rate 2.00%)</i>			
Total Future Needs	4		
Total = (Current and Future Need – Total Supply)	14	0	14

Figure 4 – Addition Need for ‘Travelling’ Households by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
Reigate & Banstead	11	1	2	14

Pitch Needs – ‘Unknown’ Gypsies and Travellers

^{6.39} Whilst it was not possible to determine the travelling status of a total of 7 households as they either refused to be interviewed, or were not on site at the time of the fieldwork – despite repeated visits, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers.

6.40 Should further information be made available to the Council that will allow for the new definition to be applied the overall level of need could rise by 7 additional pitches (as a result of these currently being unauthorised) and 2 additional pitches from new household formation (this uses a base of the 7 households and a net growth rate of 2.00% based on the demographics from Travelling and non-Travelling households in Reigate & Banstead). Therefore total additional need could increase by a further **9 additional pitches**, plus any concealed adult households or 5 year need arising from older teenagers living in these households.

Figure 5 – Additional Need for ‘Unknown’ Households

Gypsies and Travellers - Unknown	Current and Future Need	Supply	Net Pitch Requirement
Future 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	7		
Households on unauthorised encampments	0		
Concealed households/Doubling-up/Over-crowding	0		
5 year need from older teenage children	0		
Movement from bricks and mortar	0		
Households on waiting lists for public sites	0		
Total Current Need	7		
Future Need			
Households on sites with temporary planning permission	0		
In-migration	0		
New household formation	2		
<i>(Base number of households 7 and formation rate 2.00%)</i>			
Total Future Needs	2		
Total = (Current and Future Need – Total Supply)	9	0	9

Figure 6 – Additional Need for ‘Unknown’ Households by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
Reigate & Banstead	7	1	1	9

- 6.41 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 new definition based on the outcomes of households where an interview was completed.
- 6.42 However data that has been collected from over 1,250 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall between 10%-20% of households who have been interviewed meet the new definition – and in some local authorities, particularly other London Boroughs, 100% of households do not meet the new definition.
- 6.43 This would suggest that it is likely that only a small proportion of the potential need identified from these households is likely to arise.

Plot Needs – ‘Travelling’ Showpeople

- 6.44 The 17 households who meet the new definition of Travelling were all found on one private yard. Analysis of the household interviews indicated that there is a short-term need for a further 2 additional plots for older teenage children.
- 6.45 The household demographics suggest that a new household formation rate of 1.50% should be used. This gives a total of 5 additional plots through new household formation over the 15 year GTAA period.
- 6.46 Therefore the overall level of additional need for those households who meet the new definition of a Travelling Showperson is for **7 additional plots** over the 15 year GTAA period.

Figure 7 – Addition Need for ‘Travelling’ Showpeople Households

Travelling Showpeople - Meeting New Definition	Current and Future Need	Supply	Net Pitch Requirement
Future 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	2		
5 year need from older teenage children	0		
Movement from bricks and mortar	0		
Households on waiting lists for public sites	0		
Total Current Need	2		
Future Need			

Households on sites with temporary planning permission	0		
In-migration	0		
New household formation	5		
<i>(Base number of households 19 and formation rate 1.50%)</i>			
Total Future Needs	5		
Total = (Current and Future Need – Total Supply)	7	0	7

Figure 8 – Addition Need for ‘Travelling’ Showpeople Households by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
Reigate & Banstead	3	2	2	7

Plot Needs – ‘Unknown’ Showpeople

6.47 One household refused to be interviewed as part of the GTAA. However information from neighbouring residents indicated that there is unlikely to be any current or future need arising from this household.

Transit Sites / Temporary Stopping Places

6.48 The 2013 GTAA recommended that there was not any need for the Council to consider transit provision due to very low numbers of unauthorised encampments. Information obtained during the stakeholder interviews and data in the Traveller Caravan Count confirm that there are still very low numbers of encampments and that there are effective processes already in place to deal with them. Discussions with households on these encampments have also confirmed that they are short-term and transient in nature.

6.49 As such it is recommended that the Council should continue using a management approach to dealing with encampments as opposed to an infrastructure approach. It should also be noted that there is the possibility that changes to PPTS could result in increased levels of travelling and levels of unauthorised encampments should be continually monitored while the changes associated with the new PPTS develop.

6.50 If a need is identified in the future for a transit site, further joint work would be required with neighbouring authorities to explore options for providing this.

Overall Comparison with Previous GTAA – Gypsies and Travellers

6.51 The previous GTAA identified a need for 52 additional pitches for Gypsies and Travellers in Reigate & Banstead for the 15 year period 2012-27. By means of comparison by adding up the need from households that meet the new definition, those that are ‘unknown’ and those who do not meet the

new definition gives a potential overall need for a total of **32 additional pitches** for the comparable 15 year period. The main reasons for the differences are lower numbers of concealed households and short-term need, and the use of lower rates of new household formation.

Potential Overall Need for Additional Pitches

Years	0-5	6-10	11-15	
Status	2016-21	2021-26	2026-31	Total
Meet new definition	11	1	2	14
Unknown	7	1	1	9
Do not meet new definition	6	1	2	9
TOTAL	24	3	5	32

Overall Comparison with Previous GTAA – Travelling Showpeople

6.52 The previous GTAA identified a need for 13 additional plots for travelling Showpeople in Reigate and Banstead for the 15 year period 2012-27. By means of comparison by adding up the need from households that meet the new definition, those that are ‘unknown’ and those who do not meet the new definition gives a potential overall need for a total of **7 additional plots** for the comparable 15 year period. The main reasons for the differences are that following the previous GTAA, planning permission was granted for 13 plots. In addition, reasons for the differences include lower numbers of concealed households and short-term need, no current unauthorised plots, and the use of a lower rate of new household formation.

Potential Overall Need for Additional Plots

Years	0-5	6-10	11-15	
Status	2016-21	2021-26	2026-31	Total
Meet new definition	3	2	2	7
Unknown	0	0	0	0
Do not meet new definition	0	0	0	0
TOTAL	3	2	2	7

Plot Needs – ‘Non-Travelling’ Showpeople

6.53 Analysis of the 2 household interviews who do not meet the new definition of a Traveller indicated that there is no current, short-term or future need for additional plots.

Appendix A – Local Plan Policies

The Reigate and Banstead Core Strategy was adopted in 2014 and includes the following section on Gypsy, Traveller and Travelling Showpeople:

5.3.4 It is also probable – given some of the constraints to the provision of Gypsy, Traveller and Travelling Showpeople accommodation in the urban area and countryside beyond the Green Belt – that there will be a need to consider limited alterations to Green Belt boundaries to accommodate Traveller sites (for example to inset a site within the Green Belt). Further information is provided in policy CS16.

7.7.3 However it is probable - given the need to ensure that sites are suitable, affordable and deliverable, and some of the environmental constraints that exist in these areas - that there will be a need to consider some limited alterations to Green Belt boundaries to accommodate Gypsy, Traveller and Travelling Showpeople sites. Exceptional circumstances will need to be demonstrated if land is to be taken out of the Green Belt to accommodate sites.

Policy CS16

1. The DMP will identify a local target for Gypsy, Traveller and Travelling Showpeople sites and make provision for a five year supply of specific deliverable sites and broad locations for growth for years six to ten.
2. A sequential approach will be taken to identifying suitable sites, with possible sites within the urban area being considered first, then all other countryside not within the Green Belt, then sites in the Green Belt. Any site considered for allocation must be deliverable (including affordable to its intended occupiers) to ensure that needs are met. The lack of any suitable, affordable and deliverable sites in the urban area or other countryside not covered by Green Belt could provide the exceptional circumstances necessary to justify alterations to Green Belt boundaries to meet a specific identified need for a Traveller site.
3. The following criteria will be used to assess the suitability of sites for allocation in the DMP and any planning applications for sites not allocated:
 - a. The site can be integrated into the local area and co-exist with the local community.
 - b. The site has safe access to the highway and has adequate parking and turning areas.
 - c. The site provides a satisfactory residential environment for its intended occupiers and on-site utility services for the number of pitches proposed including space for related business activities where applicable.
 - d. The site is not located in an area of high flood risk, including functional floodplains.
 - e. There is adequate local infrastructure and access to appropriate healthcare and local schools.
 - f. The site does not significantly impact on the visual amenity and character of the area or the amenity of neighbouring land uses.
4. Existing authorised sites for Gypsies, Travellers and Travelling Showpeople will be safeguarded from development which would preclude their continued occupation by these groups, unless the site is no longer required to meet an identified need.

Appendix B – Site List (March 2016)

Site/Yard	Authorised Pitches/Plots	Unauthorised Pitches/Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Kents Field	3	-
The Old Rectory	4	-
Conway Cottage	2	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Sites		
Summer Place	-	2
Woodlea Stables	-	6
Trentham and Treetops	-	4
Highlands	-	1
Unauthorised Pitches		
Kents Field	-	1
TOTAL PITCHES	9	14
Private Travelling Showpeople Yards		
Fairacres	23	-
TOTAL PLOTS	23	0
Public Transit Sites		
None	-	-
Private Transit Sites		
None	-	-

Appendix C – Household Interview Summary for Respondents in Reigate & Banstead

Survey Results for Gypsies and Travellers⁵

11 respondents identified as either Gypsies or Travellers in Reigate and Banstead. Where there are fewer than 11 responses, respondents either chose not to answer a question, or were not asked a question due to routing. All results in this section apply to Gypsies and Travellers only.

4 of the 11 respondents live in private authorised accommodation. 7 of the 11 respondents live on unauthorised sites.

All of the respondents identify as Irish Travellers (in addition 1 respondent living on the Travelling Showpeople yard identifies as an English Traveller).

4 of the respondents live on their current site out of choice. 7 respondents live there because they have no option.

The majority of respondents (9 of 11) feel that the site they are living in is suitable for their households. 2 respondents do not find it suitable.

The majority of respondents (10 of 11) have one separate family or unmarried adult living on their pitch. 1 respondent has two separate families or unmarried adults living on their pitch.

All of the respondents said that there are no families or unmarried adults living on their pitch that are in need of a pitch of their own in the next 5 years.

Respondents on 3 sites said that none of their children will need a home of their own in the next 5 years as a result of getting married or leaving home. Respondents on 2 sites said that a total of 5 of their children will be in need of a pitch of their own in the next 5 years.

All 11 respondents said that no one living there is on the waiting list for a public pitch in another area and that none wanted to be on a waiting list.

All 11 respondents said that they do not plan to move from their site in the next 5 years.

Just 2 respondent/respondents' families have made no trips, living in a caravan or trailer away from their permanent base in the last 12 months. 2 respondents have made one trip away, 2 respondents

⁵ Excluding bricks and mortar households

have also made two trips and 6 respondents have made five or more trips away from their permanent base in the last 12 months.

Of the respondents who have travelled in the last 12 months 5 respondents said that all the family travels and 3 respondents said that just the adult males travel.

A total of 5 respondents travel for work, 3 respondents travel to visit family, 2 respondents said they travel for holidays and 1 respondents travel for fairs (respondents could answer more than 1 reason for travelling).

All 9 respondents that have travelled in the past 12 months said that they travel during the summer. Respondents were asked how long they travel for. Answers ranged from between 1 week and 6 months.

All of the 8 respondents who provided details said that when they or their family are travelling, 7 said that they usually stay with other friends/family and 1 said that they usually stay on sites.

The 2 respondents who said they had not travelled in the last 12 months were asked if they or their family had ever travelled. Both respondents said that they have travelled in the past. One had stopped travelling 36 years ago and one had stopped travelling 14 years ago – both stated that they are settled now.

10 of 11 respondents said that family members do plan to travel in the future while 1 respondent said that they do not plan to travel. Respondents who do plan to travel in the future plan to travel for fairs, visiting family, for work and for holidays.

Survey Results for Showpeople

17 of the 18 respondents⁶ living on the Travelling Showpeople yard in Reigate identified as a Showperson, whilst 1 identified as an English Traveller but is living a Showperson lifestyle.

All 18 respondents who answered the question live in private accommodation.

13 respondents said that they were living there because they have no option. Only 5 respondents said that they are living there out of choice. 12 respondents said that this yard is suitable for their household while 4 respondents said it is not (2 respondents did not answer this question).

14 respondents have one separate family or unmarried adult living on their plot. 1 respondent has three separate families or unmarried adults living on their plot and 1 respondent has six separate families or unmarried adults living there.

All of the respondents said that there are no families or unmarried adults living on their pitch that are in need of a pitch of their own in the next 5 years.

Respondents on 1 plot said 2 of their children will need a home of their own in the next 5 years as a result of getting married or leaving home.

⁶ 1 household refused to be interviewed

Respondents were asked if they plan to move from this yard in the next 5 years. 11 respondents said that they do not plan to move. However 6 respondents do plan to move. 4 of these respondents said that they would move to another yard in this area. 2 respondents said that they would move to a yard in another council. 4 of these respondents also said that they would prefer to rent on a public yard while 2 respondents said they would prefer to rent or buy a private plot. However none of these respondents said that they can afford to buy a private plot or a yard.

2 respondents/respondents' families have made no trips, living in a caravan or trailer away from their permanent base in the last 12 months. 1 respondent has made 3 trips and 14 respondents have made 5 or more trips away in the last 12 months. All respondents said that all of the family travel. 14 respondents said that they travel for work and 2 respondents said that they travel for fairs. 14 respondents travel all year and 1 respondent travel in the summer. Most respondents stay in fairgrounds when they travel.

The 2 respondents who have not travelled in the last 12 months were asked if they or their family members have ever travelled. Both respondents said yes. 1 respondent stopped travelling 8 years ago and the other stopped travelling 10 years ago both due to ill health. These 2 respondents also said that family members do not plan to travel in the future. The other 16 respondents do however plan to travel in the future.

Appendix D – Pitch Need – ‘Non-Travelling’ Travellers

It is not a requirement to include details of need from Non-Travelling Gypsies and Travellers in the GTAA. However for illustrative purposes only these figures are included, together with a summary of overall need for Gypsies and Travellers in Reigate & Banstead including:

- » Households that meet the new definition.
- » Unknown households.
- » Households that do not meet the new definition.

Whilst households who do not travel fall outside the new definition of a Traveller; Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a cultural need and right to a caravan site under the Equalities Act 2010⁷.

Provisions set out in the Housing and Planning Act (2016) 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 Guidance related to this section of the Housing and Planning 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 new ‘planning’ definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans.

On this basis, it is evident that whilst the needs of the 9 on-site and 2 bricks and mortar Gypsy and Traveller and 2 Travelling Showperson households who do not meet the new definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as the 11 Gypsy and Traveller households all identified as Irish Travellers.

Ethnicity data that was captured from the Gypsy and Traveller households that do not meet the new definition of a Traveller also indicated that they are all Irish Traveller households.

The on-site Gypsy and Traveller households that do not meet the new definition comprised 20 residents – 9 adults and 11 children and teenagers aged under 18. This equates to 45% adults and 55% children and teenagers.

⁷ These groups have their ethnicity recognised as a protected characteristic.

Analysis of the Gypsy and Traveller household interviews for those who do not meet the new definition indicated that there is a current need from 3 unauthorised pitches. In addition the 2 other households currently living in bricks and mortar who did not meet the new definition but who expressed a wish to move to a site have also been included as components of need.

The demographics of the households who do not meet the new definition suggest that a future household growth rate of 2.00% should be used, giving the need for a further 4 pitches. This gives an overall need for **9 additional pitches** over a 15 year period.

Additional Need for 'Non-Travelling' Households

Gypsies and Travellers - Not Meeting New Definition	Current and Future Need	Supply	Net Pitch Requirement
Future 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	3		
Households on unauthorised encampments	0		
Concealed households/Doubling-up/Over-crowding	0		
5 year need from older teenage children	0		
Movement from bricks and mortar	2		
Households on waiting lists for public sites	0		
Total Current Need	5		
Future Need			
Households on sites with temporary planning permission	0		
In-migration	0		
New household formation	4		
<i>(Base number of households 11 and formation rate 2.00%)</i>			
Total Future Needs	4		
Total = (Current and Future Need – Total Supply)	9	0	9

Additional Need for 'Non-Travelling' Households by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
Reigate & Banstead	6	1	2	9

Appendix E – Advertisement

Reigate & Banstead advert (on the website February – July 2016)

Reigate & Banstead
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Search

Home > Planning > Planning policy > Development management plan > DMP - Current progress

DMP - Current progress

Following adoption of the Core Strategy, we are now in the process of preparing the Development Management Plan. This will include policies to guide decision making on planning applications, updated policy designations, and site allocations for specific types and amounts of new development.

Consultation on the Development Management Plan is planned for Summer 2016.

If you would like to be involved in this consultation and you are not already on the Council's mailing list, please email LDF@reigate-banstead.gov.uk

Background evidence

To inform the Development Management Plan, a range of information and evidence is being collected.

Current studies:

Traveller Accommodation Assessment

We are currently updating our understanding of the accommodation needs of the Travelling Community in the area. This information will help us make decisions around the potential allocation of land to improve accommodation provision.

As part of this work Reigate & Banstead Borough Council has, jointly with Tandridge District Council and Elmbridge Borough Council, commissioned Opinion Research Services (ORS) to prepare a new Traveller Accommodation Assessment (TAA).

ORS are an independent social research company. They will be visiting families on Gypsy and Traveller Sites across the three boroughs. To make sure ORS includes all members of the Travelling community in this research they would also like to speak to members of the community who live in bricks and mortar accommodation.

ORS are also holding a drop-in session for Gypsies and Travellers who live in the Reigate and Banstead area and would like to talk to ORS confidentially about their housing needs. This will take place on the 11th May between 10am -2pm at the YMCA Sovereign centre in Woodhatch. If you would like any further details about the session please contact Claire Thomas (see below for contact details).

We would like to reach as many Travellers as possible - what you say is important. If you, or someone from your family, could spare the time to take part and speak to ORS about where you live now and where you and your children need to live in the future please let us know. Anything you tell us is kept confidential.

If you would like to take part in the study please contact Claire Thomas at claire.thomas@ors.org.uk, 01792 535337.

Related items

> Downloads

Friends, Families and Travellers Facebook post (22nd April 2016)



Friends, Families and Travellers
4 mins · 🌐

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:
Aylesbury Vale, Basildon, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Epping Forest, Forest Heath, Forest of Dean, Gloucester, Hambleton, Harlow, Hart, Havering, Huntingdonshire, King's Lynn and West Norfolk, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tower Hamlets, Tendring, Tewkesbury, Thurrock, Tower Hamlets, Uttlesford, West Devon, West Oxfordshire, Wycombe, Wyre and York.

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 01792 535337 or email claire.thomas@ors.org.uk

👍 Like 💬 Comment ➦ Share

World's Fair advert (February 2016)



 **Opinion Research Services**
Excellent research for the public, voluntary and private sectors

Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new yards and plots will need to be provided in the future.

ORS would like to speak to Travelling Showpeople who are looking to develop a yard or who live in bricks and mortar and would prefer to live on a yard in any of the following areas:

Aylesbury Vale, Basildon, Blackpool, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Forest Heath, Forest of Dean, Fylde, Gloucester, Hambleton, Harlow, Huntingdonshire, King's Lynn and West Norfolk, Lambeth, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tendring, Tewksbury, Thurrock, Tower Hamlets, Uttlesford, Vale of Glamorgan, West Devon, Wycombe, Wyre and York

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact **Claire Thomas** on **01792 535337** or email claire.thomas@ors.org.uk

Appendix F – Site record form

Reigate and Banstead Borough Council GTAA Questionnaire 2016



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

You do not have to answer all the questions but the more information you can provide the better the survey will be. The survey will take around 10-15 minutes to complete.

For each question, put a cross in the appropriate box like this . Mark only one box for each question unless otherwise instructed. If you mark the wrong box, fill in the box and cross the correct one.

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	Unauthorised	Bricks and Mortar
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

A6 Name of Family: *INTERVIEWER please write in*

A7 Ethnicity of Family: *INTERVIEWER please cross one box only*

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

Other *(please specify)*

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

Mobile homes	Touring Caravans	Day Rooms	Other <i>(please specify)</i>
<input style="width: 200px; height: 30px;" type="text"/>	<input style="width: 200px; height: 30px;" type="text"/>	<input style="width: 200px; height: 30px;" type="text"/>	<input style="width: 200px; height: 30px;" type="text"/>

A9 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?
-------	--------	---

A10 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 <input type="checkbox"/>	No option <input type="checkbox"/>	If no option, why?
------------------------------------	---------------------------------------	--------------------

A11 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 <input type="checkbox"/>	No <input type="checkbox"/>	Reasons (please specify)
---------------------------------	--------------------------------	--------------------------

A12 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"/>
-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	--------------------------------

B Demographics

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

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

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

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

C Accommodation Needs

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

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*

C2 How many of your children will need a home of their own in the next 5 years as a result of getting married or leaving home? 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, would they want to move on this site or another local site if they could get a 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"/>
-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	-------------------------------	--------------------------------

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: Please cross one box only

- 1 2 3 4 5 6 7 8 9 10
 No Other (Please specify)

Details (Please specify)

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 F1

If so, why? (please specify)

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

- Another site in this area A site in another council Bricks and mortar in this area Bricks and mortar in another council Other (Please specify)

Please specify

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*

- Public pitch Private pitch

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

Yes

No

F

Travelling

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

INTERVIEWER: Please cross one box only

0

↓
Go to F6

1

2

3

4

5+

Continue to F2

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

All the family

Adult males

Other

If other, please specify

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

Work

Holidays

Visiting family

Fairs

Other

Details / specify if necessary

Please also ask and specify how far they usually travel to work?

F4 At what time of year do you or family members usually travel? And for how long?

INTERVIEWER: Please cross one box only

All year

Summer

Winter

And for how long?

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

INTERVIEWER: Please cross all boxes that apply

Transit sites

Roadside

Friends/family

Other

If other, please specify

F6 INTERVIEWER: Ask F6 — F8 ONLY if F1 = 0. Otherwise, go to F9

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

Yes

—————> Continue to F7

No

—————> Go to F9

F7 When did you or family members stop travelling? INTERVIEWER: Please write in

Details

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

Children
in school

Ill health

Old age

Settled now

Nowhere
to stop

No work
opportunities

Other

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 family members plan to travel in the future?

INTERVIEWER: Please cross one box only

- Yes → Continue to F10
No → Go to G1

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

Details

G Bricks & Mortar Contacts

G1 Contacts for Bricks and Mortar interviews? *INTERVIEWER: Please write in*

Details

G2 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?)

G3 Site/Pitch plan? Any concerns? *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These 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.....

INTERVIEWER: Thank you for your time and help completing this questionnaire

INTERVIEWERS DECLARATION:

I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct

Interviewers Signature:

Appendix G – Joint Methodology



Joint Methodology

Gypsy and Traveller Accommodation Assessments *Modelling Current and Future Needs*

March 2016

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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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1. Introduction

- ^{1.1} This Methodology prepared by Opinion Research Services (ORS) seeks to offer a rigorous and comprehensive approach to the delivery of Gypsy and Traveller Accommodation Assessment (GTAA) studies for the local planning authorities of Elmbridge, Reigate and Banstead and Tandridge (the Councils). This approach was developed and successfully used by ORS to deliver GTAA studies for over 120 local authorities across England and Wales between 2012 and 2015 following the guidance set out in Planning Policy for Traveller Sites (PPTS) that was published in 2012. It has been refined since the publication of the revised PPTS in August 2015 and subsequently used to prepare GTAA studies or updates for over 60 local authorities.
- ^{1.2} A Glossary of terms used can be found in **Appendix A**.
- ^{1.3} The Methodology sets out how the Councils will seek to explore a wide range of issues with members of the Travelling Community, including Gypsies and Travellers and Travelling Showpeople, and other key local stakeholders in a quantitative and qualitative research manner. This will include:
- » a desk-based review of secondary data relating to local travelling communities, as well as existing policy, guidance and best practice;
 - » a review of existing GTAA's and other studies where appropriate; interviews with Gypsies and Travellers and Travelling Showpeople living in local authorised and unauthorised sites and encampments, and where possible in housed accommodation in each local authority area; interviews with key stakeholders including Council Officers and representatives from the Travelling Community, including the Showmen's Guild and the Gypsy Council; interviews with Officers from neighbouring local authorities to assist in satisfying the Duty to Cooperate;
 - » an assessment of households against the new planning definition of a Traveller;
 - » detailed analysis to model the current and future demographics and accommodation needs of the Travelling Community;
 - » and final reporting of findings and recommendations.
- ^{1.4} The Methodology will deliver a robust GTAA study for each Council that will meet the requirements and take account of relevant legislation and guidance, including:
- » The Housing Act, 2004
 - » The National Planning Policy Framework (NPPF), 2012
 - » Planning Practice Guidance
 - » Planning Policy for Travellers Sites (PPTS), 2015
 - » The Royal Town Planning Institute's (RTPI) Good Practice Note 4 – Planning for Gypsies and Travellers, 2007

- » The requirements of Human Rights, Race Relation, Disability Discrimination, Data Protection and Freedom of Information legislation

- 1.5 The outcomes for each Council will be a study that will provide a robust and defensible evidence base that will enable them to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2015. The outcomes will provide each Council with up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople in their area for 15 years in 5 year bands for their individual development planning periods. It will also identify whether or not any of the local authorities need to plan for any transit provision.
- 1.6 The assessments will take into account recent changes to planning guidance that are set out in the revised 2015 PPTS, and in particular how to address the change to the definition of a Traveller for planning purposes.

2. Context

Definitions

- 2.1 As things currently stand it is understood that there are 3 definitions for a Gypsy, Traveller or Travelling Showperson. The PPTS (2015) 'planning' definition, the Housing Act (2004) 'housing' definition, and the Equality Act (2010) 'equalities' definition (which applies only to Romany, Irish and Scottish Travellers as an ethnic group).
- 2.2 In their response to the consultation on Planning and Travellers DCLG stated that the Government will, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the current Housing and Planning Bill which is seeking to omit sections 225 and 226 of the 2004 Housing Act and this should bring the Housing Act definition in line with the PPTS definition.
- 2.3 Provisions set out in the Housing and Planning Bill are also seeking to include a requirement to assess the needs of people living on sites on which caravans can be stationed, or on places on inland waterways where houseboats can be moored, under S8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs – through the wider Strategic Housing Market Assessment (SHMA).
- 2.4 Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act.

The 'Planning Definition' in PPTS

- 2.5 For the purposes of the planning system, the definition was changed in the revised PPTS that was issued by the Government in August 2015. The new definition is set out in Annex 1 of the Guidance 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)

- 2.6 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 not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

The ‘Housing Definition’ in the Housing Act 2004

- 2.7 Section 225 of the 2004 Housing Act states that:

Every local housing authority must, when undertaking a review of housing needs in their district under section 8 of the Housing Act 1985 (c. 68), carry out an assessment of the accommodation needs of gypsies and travellers residing in or resorting to their district...gypsies and travellers has the meaning given by regulations made by the appropriate national authority.

- 2.8 The definition of Gypsies and Travellers as referred to at Section 225 of the Act is that set out for the purposes of planning by the Secretary of State for Communities and Local Government. Therefore the definition of ‘gypsies and travellers’ for this purpose is specified in ‘The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006’ (Statutory Instrument: 2006 No. 3190).

The following definition of “gypsies and travellers” should now be used:

(a) persons with a cultural tradition of nomadism or living in a caravan; and

(b) all other persons of a nomadic habit of life, whatever their race or origin, including:

(i) such persons who, on grounds only of their own or their family’s or dependant’s educational or health needs or old age, have ceased to travel temporarily or permanently; and

(ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).

The 'Equality Act' 2010 Definition

- 2.9 The courts have determined that Romany Gypsies and Irish and Scottish Travellers are protected against race discrimination because they are included under the Protected Characteristics as an ethnic group. Culturally suitable housing should be provided for this group.

Definition of Travelling

- 2.10 One of the most important questions that GTAAAs will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term '*nomadic*'.
- 2.11 **R v South Hams District Council (1994)** – defined Gypsies as "*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*" This includes 'born' Gypsies and Travellers as well as 'elective' Travellers such as New Age Travellers.
- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.16 It is ORS' understanding that the implication of these rulings in terms of applying the new definition is that it will include those who travel but also 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 and visiting friends or relatives. It will in the view of ORS also not cover those who commute to work daily from a permanent place of residence.
- 2.17 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other
-

dependents with health problems etc. the household unit would be defined as travelling under the new definition.

- 2.18 Households will also fall under the new 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 or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition households will also have to demonstrate that they plan to travel again in the future.

Legislation and Guidance for Gypsies and Travellers

- 2.19 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 pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » Planning Policy for Traveller Sites (PPTS), 2015
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance (PPG)
- » Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007¹
- » The Human Rights Act 1998 (when making decisions and welfare assessments)
- » The Town and Country Planning Act, 1990
- » Criminal Justice and Public Order Act, 1994
- » Anti-social Behaviour Act, 2003
- » Planning and Compulsory Purchase Act, 2004
- » Housing Act, 2004
- » Housing Act, 1996 (in respect of homelessness).

- 2.20 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of Local Authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers. However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- 2.21 For site provision, the previous Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged Local Authorities to have a more inclusive approach within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires Local Authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all Local Authorities were required to undertake

¹ Soon to be repealed

accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

- ^{2.22} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the revised PPTS that was published in August 2015. It should be read in conjunction with the NPPF.

Planning Policy for Traveller Sites (PPTS) 2015

- ^{2.23} The revised PPTS, which came into force in August 2015, sets out the direction of Government policy. As well as introducing the new definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

- ^{2.24} 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.*

^{2.25} 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.*

^{2.26} 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.*

Tackling Inequalities for Gypsy and Traveller Communities

^{2.27} In April 2012 the Government issued a document relating to Gypsies and Travellers titled 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (DCLG April 2012).

^{2.28} The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- » *Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children.*
- » *Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS.*
- » *Encouraging appropriate site provision; building on £60 million Traveller Pitch Funding and New Homes Bonus incentives.*
- » *Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system.*
- » *Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities, and working with the financial services industry to improve access to financial products and services.*
- » *Sharing good practice in engagement between Gypsies and Travellers and public service providers.*

3. Methodological Overview

Background

- 3.1 Over the past 10 years ORS has developed a methodology which provides the required outputs from a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment and this has been updated in light of the revised PPTS, as well as a number of Ministerial Statements, including particular references to new household formation rates. This is an evolving methodology that has been adaptive to recent changes in planning policy and guidance, as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 The revised PPTS 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 new definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The stages below provide a summary of the methodology that will be used to complete GTAA's for each of the Councils.

Desk-Based Research

- 3.4 When undertaking the GTAA study a range of important secondary data from available sources will be collated and considered. This will include the following:
- » Census data.
 - » Details of all authorised public and private sites and yards.
 - » Site management records.
 - » Waiting lists.
 - » Traveller Caravan Counts.
 - » Records of any unauthorised sites and encampments.
 - » Relevant information from departments including planning, housing, education, community safety and environmental health.
 - » Information on planning applications and appeals – including those that have been refused and are awaiting determination.
 - » Information on any other current enforcement actions.
 - » Existing GTAA's and other relevant local studies.
 - » Existing policy, guidance and best practice.

- 3.5 This data will be used in conjunction with the outcomes of the other elements of the study to allow for the completion of a thorough review of the needs of Travelling Communities in each local authority area.

Consultation with Stakeholders and Travelling Communities

- 3.6 PPTS states that in assembling the evidence base necessary to support their planning approach, local planning authorities should:
- » *‘Pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups)*
 - » *‘Co-operate with travellers, their representative bodies and local support groups, other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities.’*

Stakeholder Engagement

- 3.7 Stakeholder consultation will be undertaken by telephone using a structured interview ‘Topic Guide’ that will be agreed by each local authority, and where local circumstances allow could be complimented by local focus groups. There can be benefits from using focus groups to complement the telephone interviews as it allows for a more in-depth discussion about local issues in a group environment and allows for the clarification of key issues at an early stage in the assessment process. Where focus groups are feasible consideration will need to be given as to how many will be held each local authority area. One could be held with a wide range of local stakeholders including Council Officers from housing, planning, education, environment, community safety and community development; Gypsy and Traveller Support/Liaison Services; and local authority site management. If it is decided to involve Elected Members in the GTAA a second could be held with local Council Members, Cabinet Members and representatives from Overview and Scrutiny Panels and Regulatory Committees. Representatives from Ward and District Committees could also be considered to attend this focus group if such arrangements are in place.
- 3.8 Telephone interviews will be undertaken by trained interviewers and will include the same range of stakeholders who may be involved in the focus groups including officers from housing, planning, education, environment, community safety and community development; Gypsy and Traveller Support/Liaison Services; local authority site management; as well as a selection of local Councillors.
- 3.9 In addition a questionnaire, that will be agreed by each local authority, can be sent to any Parish and Town Councils operating in the given study area. Where there are no Parish or Town Councils other local representative groups such as Town Forums, Civic Societies and Neighbourhood Planning Groups could be approached. Telephone interviews will also be conducted with representative groups of the Gypsy and Traveller community, including the Surrey Gypsy and Traveller Communities Forum, Brighter Futures at Surrey County Council, and the Showmen’s Guild, as part of the stakeholder consultation process. Where possible efforts will also be made to speak with Planning Agents that operate in each local authority. In addition an email will be sent to the Gypsy Council asking if they have any comments to make on the study.

3.10 The stakeholder interviews will normally cover the following key topics:

- » What dealings or relationships people have with Gypsies, Travellers and Travelling Showpeople.
- » Experiences of any particular issues in relation to Gypsies, Travellers and Travelling Showpeople.
- » Awareness of any Gypsy and Traveller sites and Travelling Showpeople yards either with or without planning permission and whether this varies over the course of a year.
- » Any trends people may be experiencing with regard to Gypsies, Travellers and Travelling Showpeople (e.g. increase in privately owned sites or temporary sites).
- » What attracts Gypsies, Travellers and Travelling Showpeople to an area.
- » Identification of any seasonal fluctuations that may occur.
- » Awareness of any occurrences of temporary stopping by Travellers.
- » Identifying the relationship between the settled and travelling communities.
- » Awareness of any Travellers currently residing in bricks and mortar accommodation.
- » Awareness of any cross boundary issues.
- » Any other comments on the Gypsy, Traveller and Travelling Showpeople community in the study area.

Working Collaboratively with Neighbouring Planning Authorities

3.11 Interviews will also be conducted with all neighbouring authorities and any other authorities where a direct link with the needs of the study area is identified – for example transit sites, wider travelling routes etc. These interviews will ensure that wider issues that may impact on this project will be fully understood. These stakeholders will be identified as part of the desk-based review and in conjunction with officers from the Council. Information will also be requested from neighbouring authorities on the status of their own GTAA studies and details of estimated current and future need and how these needs are being addressed.

Survey of Travelling Communities

3.13 The desk-based research and stakeholder interviews will seek to identify all authorised and unauthorised sites and encampments in the study area. This will include permanent and temporary Gypsy and Traveller sites owned or managed by the Council or other Registered Providers, private sites and pitches with permanent and temporary planning permission, Travelling Showpeople yards and unauthorised sites and encampments.

3.14 A full demographic study of all pitches and plots will be undertaken as part of the approach to undertaking the GTAA as a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations.

- 3.15 ORS will work closely with the Councils to ensure that the Site Record Form would collect all the necessary information to support the study. This form has been updated to take account recent changes to PPTS to collect the information ORS feel is necessary to apply the new travelling definition.
- 3.16 All pitches (including those on current unauthorised sites, yards and encampments that are present at the time of the study) will be visited by experienced researchers. Once it has been determined that a pitch/plot is occupied by a Gypsy and Traveller or Travelling Showperson (using an agreed 'screening process²') the researchers will conduct interviews with residents on as many pitches and plots as possible to determine their current demographic characteristics (including ethnicity, gender, age, household size), whether they have any current or likely future accommodation needs and how these may be addressed (including any specific geographic requirements), whether there are any concealed households or 'doubling-up' on pitches or plots, and their travelling characteristics (to meet the new requirements in PPTS). Staff will also seek to identify contacts living in bricks and mortar to interview.
- 3.17 This approach also allows the researchers to identify information about the sites and yards that could help support any future work on possible site expansion by undertaking a physical assessment of each pitch, and an overall assessment of each site.
- 3.18 Where no households are present researchers will seek to visit sites/yards a minimum of three times at different times of the day and days of the week. Where it is not possible to undertake an interview the researchers will endeavour to capture as much information as possible about each pitch/plot from sources including neighbouring residents and site management. This will record the number of caravans, demographic characteristics of the residents, evidence of children, any concealed households and a physical assessment of the pitch. Where possible an annotated plan of the pitch/plot will also be recorded.

Occupation by Non-Gypsies, Travellers and Travelling Showpeople

- 3.19 Where caravans are not occupied by Gypsies and Travellers or Travelling Showpeople this will also be noted in the site/yard record form. The way that these pitches or plots are dealt with as part of the calculation of supply and need will be determined in discussion with the relevant Council as careful consideration will need to be given to the planning permission for the site and associated conditions.

Bricks and Mortar Households

- 3.20 Many Planning Inspectors and appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. As such all available methods will be used to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs as possible, including those with a wish to move to a permanent pitch or plot.
- 3.21 Contacts will be identified through a wide range of sources including waiting lists for existing sites, speaking with people living on existing sites or yards to identify any friends or family living in bricks and mortar who may wish to move to a site or yard, intelligence from site management, intelligence from the Council and other local stakeholders including Councillors and Parish Councils, information from Planning Agents and

² Researchers will ask households what their ethnic status is to determine whether they are Gypsies or Travellers

through placing adverts on social networks and social networking sites such as Friends and Families of Travellers on Facebook and in printed media such as World's Fair and Travellers Times. Face-to-face or telephone interviews will be undertaken with any contacts that are identified. Through this approach every effort will be made to publicise that a local study is being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.

- ^{3.22} As a rule it is not recommended to extrapolate the findings from fieldwork with bricks and mortar households up to the estimated bricks and mortar population as a whole as this often leads to a significant over-estimate of the number of households in bricks and mortar wishing to move to a site or a yard. As such an assumption will be made that all those wishing to move will make their views known based on the wide range of publicity that will put in place and engagement with the Travelling Community.

Timing of the Fieldwork

- ^{3.23} The transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy is of particular importance when seeking to engage with the Travelling Community. It is therefore important that the majority of fieldwork is undertaken during the non-travelling season where possible, and also to avoid days of known local or national events. However evidence from previous studies across the country does indicate that a large number of Gypsies and Travellers do remain on sites throughout the year and it is usually possible to identify the demographic characteristics of those who are not on site/yard at the time of the fieldwork through neighbouring residents and site management.

4. Analysis of Current and Future Accommodation Needs

Pitch Provision

- 4.1 The primary change to the 2015 PPTS in relation to the assessment of need is the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. ORS have prepared a detailed Briefing Note that sets out views on how these changes may impact on needs assessments and this can be found in **Appendix B**. Through the site interviews ORS will seek to collect information necessary to assess each household against the new definition. As the new PPTS has only recently been issued decisions are still being awaited from the Planning Inspectorate on how the new definition should be applied, and also it is understood that there have been a number of legal challenges made to the amended definition that have yet to be determined.
- 4.2 To identify current and future need, the 2015 PPTS, requires an assessment for current and future pitch or plot requirements, but does not provide a suggested methodology for undertaking this calculation. 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 for residential pitches is to compare the supply of pitches or plots available for occupation with the current and future needs of the Traveller population. The key factors in each of these elements are set out below. This approach will only be applied to those households that fall under the new definition of a Traveller and will provide a baseline level of need for planning purposes. It is also important to agree on a baseline date that the assessment is based on.
- 4.3 Whilst households who do not travel fall outside the new definition of a Traveller, Romany households and Irish and Scottish Travellers continue to have a cultural need and right to a caravan site under the Equalities Act 2010. Provisions set out in the new Housing and Planning Bill are also seeking to include a requirement to assess the needs of people living on sites on which caravans can be stationed, or on places on inland waterways where houseboats can be moored, under S8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new definition of a Traveller will need to be assessed as part of the wider housing needs of the area – through the SHMA – and the Councils will need to ensure that arrangements are in place to properly address the needs of these households.

Applying the New Definition

- 4.4 The outcomes from the questions in the household survey on travelling will be used to determine the status of each household against the new definition in PPTS. Only those households that meet the new definition will form the components of need to be assessed in the GTAA:
- » Households that travel under the new definition.

- » Households that have ceased to travel temporarily under the new definition.

4.5 Where it is not possible to complete an interview with a household, or where an interview is refused, the total needs of these households through new household formation will also be estimated and included as a potential addition to the baseline need should further evidence be provided to allow for the new definition to be applied to each household.

Supply of pitches or plots

- 4.6 Pitches or plots which are available for future use can come from a variety of sources. These include:
- » Currently vacant pitches or plots.
 - » Any pitches or plots currently with planning consent programmed to be developed within the study period.
 - » Pitches or plots vacated by households moving to bricks and mortar.
 - » Pitches or plots vacated by households moving away from the study area.

Currently vacant pitches or plots

4.7 At any one time it is likely that some pitches or plots will be vacant in any area, but this is often due to travelling or natural turnover as one household moves off a site or yard and another moves on. For currently vacant pitches or plots it is important only to count pitches or plots on public or commercially run private sites or yards which have clear vacancies on them.

4.8 However where the vacant pitches or plots are on private sites or yards a decision will need to be made as to whether they can be considered as available supply as there may be circumstances where they are not available. Planning Policy for Traveller Sites is clear on how to consider new supply as being deliverable and available. Footnotes 7 and 8 on Page 3 state that:

- » ⁷ To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that development will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
- » ⁸ To be considered developable, sites should be in a suitable location for traveller site development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Any pitches or plots currently programmed to be developed within the study period

4.9 This element is drawn from planning records to show sites or yards with planning permission which the Council reliably understand are going to be developed during the study period. This could also include land allocations in Local Development Plans. This judgement on whether to include such sites as available supply will be made following discussions with planning officers in each local authority.

Pitches or plots vacated by households moving to bricks and mortar

- 4.10 This element is drawn from the site or yard surveys with each household seeking to move to bricks and mortar counted on a one for one basis with no extrapolation or assumptions about future moves. This is included in the final calculations under net movement to/from bricks and mortar.

Pitches or plots vacated by households moving out of the study area

- 4.11 This element will also be identified from the site or yard surveys and will be combined with those moving to the area to provide an overall figure for net migration. Only the information collected from the interviews will be included in the assessment of need and no extrapolation or assumptions will be made.

Current Need

- 4.12 There are five components of current need. Total current need, which is not necessarily the need for additional pitches or plots because they may be able to be addressed by space available in the local authority, is made up of:
- » Households on unauthorised sites or yards (i.e. unauthorised pitches or plots on Traveller's own land) without planning permission that are not tolerated;
 - » Households on unauthorised encampments (i.e. unauthorised pitches or plots on land *not owned* by Travellers) without planning permission that are not tolerated;
 - » Concealed households/Doubling-up/Over-crowding;
 - » Households in bricks and mortar wishing to move to sites or yards; and
 - » Households on waiting lists for public sites (which could also be households on unauthorised sites/encampments, concealed households, those in bricks and mortar and potential in-migrants so it is important that these are not double counted).

Households on unauthorised sites without planning permission

- 4.13 In addition to information gathered from planning records, a survey will be carried out with residents on unauthorised developments to determine the number of households and to distinguish between those who want permanent accommodation in the area and those who require more temporary or transit provision. Long-term tolerated sites where enforcement action is not expedient and a certificate of lawful use would be granted if sought will not be counted as part of this component of need.

Households on unauthorised encampments

- 4.14 Where it is possible during the fieldwork period a survey will be carried out with households living on unauthorised encampments to determine the number of households and to distinguish between those who want permanent accommodation in the area and those who require more temporary or transit provision. How this element is dealt with in the calculation of current need may differ between local authorities based on local policies regarding unauthorised encampments.

Concealed households/Doubling-up/Over-crowding

- 4.15 There is no clear definition of a concealed household in either National Planning Practice Guidance or Planning Policy for Traveller Sites.
- 4.16 The 2011 Census uses 2 definitions which constitute concealed households. Firstly concealed families, where a couple or lone parent with children are living within a primary family, and secondly adult children (aged 18 and over) living at home.
- 4.17 Where a concealed household under either of these definitions wishes to form their own separate family unit, but are unable to do so because for example of a lack of space on public or private sites or yards, they become a component of need. Information on concealed households is obtained from the site or yard survey and from analysis of waiting lists where they are present.
- 4.18 In addition the site interviews and desk-research will attempt to identify any instances where the number of caravans on a pitch or plot exceeds the number permitted through planning conditions. Consideration will also be given to the demographics of households (numbers, gender and age), the number of units / bedrooms and then the number of accommodation units permitted.
- 4.19 Care needs to be taken to avoid double-counting, which may be brought about with the same households being identified on more than one waiting list.

Households in bricks and mortar accommodation wishing to move to sites or yards

- 4.20 Households in bricks and mortar accommodation seeking to move to sites or yards are counted on a one for one basis from within the site or yard survey with no extrapolation or assumptions about future moves. The difficulties surrounding contacting this group are well recognised as they tend to not self-identify and housing associations are not routinely collecting data that would help identify them. This Methodology sets out the approach for making contact with bricks and mortar households. An important factor is to seek to differentiate between those households who would like to move to a site and those who need to move to a site. The approach set out in the Welsh GTAA Guidance is that households need to be able to demonstrate a psychological aversion to living in housing. The approach that will be taken will be agreed with the Councils. The approach taken will be clearly set out in the GTAA Reports.

Households on waiting lists for public sites

- 4.21 The exact treatment of the waiting list will vary from local authority to local authority depending upon how well they are maintained and who is responsible for maintaining them. Concealed households and those currently doubled up on authorised sites; households on unauthorised sites; and households in bricks and mortar who have been counted elsewhere in the calculation will be discounted from this component of need. In addition a decision will be made by each Council about the inclusion of households currently living in other local authorities.
- 4.22 For the remaining households identified as still actively looking to be housed on a site, evidence will be sought to identify whether they are in need of a pitch or whether they simply desire a pitch. The approach that will be taken will be agreed with the Councils. The approach taken will be clearly set out in the GTAA Reports.

Future Need

- 4.23 The next stage of the process is to assess how many households are likely to be seeking pitches or plots in the area in the future. This would normally be for a period of 15 years, broken down by 5 year bands. However the overall time period could be increased to meet local plan periods and this will be determined with each individual local authority. There are three key components of future need. Total future need is the sum of the following:
- » Households living on sites or yards with temporary planning permissions;
 - » New household formation expected during the study period; and
 - » Migration to and from sites from outside the study area.

Households living on sites or yards with temporary planning permissions

- 4.24 Temporary planning permissions are counted on a one for one basis from planning records unless there is evidence that the households do not intend to seek to reapply for a new permission.

Household formation and growth rates

- 4.25 Nationally, a household formation and growth rate of 3% 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. The main conclusions are set out here and the full paper is in **Appendix C**.
- 4.26 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.
- 4.27 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% per annum often assumed, but still four times 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% per annum nationally.
- 4.28 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.
- 4.29 However, some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a ‘safety margin’ and depending on the relative youthfulness of their area populations. 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. These conclusions are compatible with the latest planning guidance.
- 4.30 ORS assessments will take full account of the net local household growth rate per annum for each local authority, calculated on the basis of evidence from the site surveys, and the ‘baseline’ will include all current authorised households, all households identified as in current need (including concealed
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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 will also take account of modelling projections based on birth and death rates, and in-/out-migration.

- 4.31 Discussions with local authorities should consider any pitches not occupied by Gypsies and Travellers and whether these should be included or excluded from the calculations. Overall, the household growth rate used for the assessment of future needs will be informed by local evidence and included in the reports for each local authority.

Movement to and from sites and yards

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

- 4.33 Evidence drawn from stakeholder and site/yard interviews should be carefully considered alongside other relevant local circumstances. Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the GTAA studies – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away from the study area, the net effects will be taken into consideration when calculating current and future needs.

- 4.34 There are three main sources of in-migration that could account for additional needs in the study area. The first is out-migration from London. However in the majority of ORS's current or recent assessments in London (including Bexley, Camden; Hackney, Haringey, Lambeth, Lewisham and the London Legacy Development Corporation) the need for additional pitches has been identified – and work is being progressed by these Boroughs to meet these needs. As such this may not be as much of a problem as it has previously been assumed to be.

- 4.35 The second potential source of in-migration is from local authorities with significant areas of Green Belt. A Ministerial Statement in July 2013 reaffirmed that:

'The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the Green Belt and other harm to constitute the 'very special circumstances' justifying inappropriate development in the Green Belt.'

- 4.36 This position was reaffirmed in the CLG consultation on revised policy and guidance for Gypsies and Travellers (September 2014) which suggested placing further restrictions on the development of Traveller sites in the Green Belt:

'Subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.'

- 4.37 However, this does not remove the requirement for local authorities with Green Belt to assess their needs and provide pitches/plots where this is possible. Where this is not possible Paragraphs 178 and 179 of the NPPF set out that *'Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas'*. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume one authority will meet the needs of another; and authorities unable to meet their own needs should work with neighbours to do so. This process is well established in general housing provision. Areas of Outstanding Natural Beauty (AONBs) may also need to address similar issues in the same way, given local authorities' duty to conserve and enhance these areas.
- 4.38 The final main source of in-migration to the study area is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movements of Gypsies and Travellers following enforcement action against unauthorised sites – for example, from Dale Farm in Essex.
- 4.39 It has also been noted that recent duty to cooperate meetings have identified that Gypsies and Travellers from Surrey tend to stay within Surrey, travelling up and down towards the coast, and to not tend to cross over into Greater London.
- 4.40 If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. The potential for the supply of some pitches arising from out-migration includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers or for housing development; and households moving away from private sites with personal planning consents, so that the sites revert to their previous status.
- 4.41 In ORS assessments, the likely net effects of inward and outward movements to and from sites and yards are considered in the light of local circumstances in each local authority area and on the basis of evidence collected during the stakeholder interviews and fieldwork.

Final Outcomes

- ^{4.42} All of the components of supply and need will be presented in easy to understand tables which will identify the overall net requirement for current and future accommodation. Separate tables will be prepared for the current and future needs of Gypsies and Travellers and Travelling Showpeople. The potential need for various types of transit provision will also be addressed. The total need will be broken down into 5 year bands and will include all current need and temporary planning permissions, together with new household formation based on the demographics identified during the site visits and any identified net migration.

Provision for Gypsies and Travellers

Source of Requirement/Supply	Current and Future Need	Supply	Net Pitch Requirement
Future Supply of Pitches			
Additional supply from vacant public and private pitches			
Additional supply from pitches on new sites			
Pitches vacated by households moving to bricks and mortar			
Pitches vacated by households moving away from the study area			
Total Supply			
Current Need			
Households on unauthorised developments			
Households on unauthorised encampments			
Concealed households/Doubling-up/Over-crowding			
Movement from bricks and mortar			
Households on waiting lists for public sites			
Total Current Need			
Future Need			
Households on sites with temporary planning permission			
In-migration			
New household formation			
<i>(Base number of households XXX and formation rate X.XX%)</i>			
Total Future Needs			
Total = (Current and Future Need – Total Supply)			

Provision for Travelling Showpeople

Source of Requirement/Supply	Current and Future Need	Supply	Net Plot Requirement
Future Supply of Plots			
Additional supply from vacant public and private plots			
Additional supply from plots on new yards			
Plots vacated by households moving to bricks and mortar			
Plots vacated by households moving away from the study area			
Total Supply			
Current Need			
Households on unauthorised developments			
Households on unauthorised encampments			
Concealed households/Doubling-up/Over-crowding			
Movement from bricks and mortar			
Households on waiting lists for public yards			
Total Current Need			
Future Need			
Households on yards with temporary planning permission			
In-migration			
New household formation			
<i>(Base number of households XXX and formation rate X.XX%)</i>			
Total Future Needs			
Total = (Current and Future Need – Total Supply)			

Transit Provision

^{4.43} GTAA studies often require the identification of demand for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- » **Emergency stopping places** - more limited facilities.
- » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
- » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

^{4.44} Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a

-
- restriction on the length of stay of usually around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks.
- 4.45 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 4.46 Another alternative is *Negotiated Stopping*. The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 4.47 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- 4.48 The Criminal Justice and Public Order Act 1994 (Sections 61, 62, 77 and 78) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- 4.49 It is necessary to investigate the role of transit sites when undertaking a GTAA study. This will seek to include analysis of records of Traveller Caravan Counts; unauthorised sites and encampments; the use of and capacity of existing transit provision where it is present; and where they are possible interviews with Gypsies and Travellers on these sites to identify whether their needs are for transit accommodation or the desire to settle down more permanently in any given locality. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders will also be taken into consideration.
-

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.
Duty to cooperate	The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
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 into or come to live in 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.
Site Record Form	The form that will be used by interviewers to record responses to the household interview questions.
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: PPTS 2015 Briefing Note

Gypsy and Traveller Accommodation Assessments

ORS Briefing on the Implications of Changes to Planning Policy for Traveller Sites

August 2015

Please note that these are the current views of ORS on the implications of the changes to PPTS and clarification has not yet been sought from DCLG on our interpretation of the potential changes to the definition of Gypsies, Travellers and Travelling Showpeople in relation to undertaking GTAA's.

Background

The recent changes to PPTS that were published on 31st August will now require a GTAA to determine whether households living on sites, encampments and in bricks and mortar fall within the new definition of a Gypsy, Traveller or Travelling Showperson. Only if they fall within the new definition will their housing needs need to be assessed separately from the wider population, as required by the Housing Act (2004).

There are a number of issues that will need to be considered when seeking to apply the new definition and this short briefing covers the views of ORS on these in relation to completing a GTAA.

Conflicting Definitions of a Traveller

It is our understanding there are now 3 definitions for a Gypsy, Traveller or Travelling Showperson. The PPTS (2015) definition, the Housing Act (2004) definition, and the Equality Act (2010) definition (which only applies only to Romany, Irish and Scottish Travellers as an ethnic group).

In their response to the consultation on Planning and Travellers DCLG stated that *the Government will, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents*. This is set out in the current Housing and Planning Bill which is seeking to omit sections 225 and 226 of the 2004 Housing act and this should bring the Housing Act definition in line with the PPTS definition.

Another key issue is that there will be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Council's may still need to meet their needs through the provision of *culturally suitable* housing under the requirements of the Equality Act.

We believe that this will now create a new category of Gypsy, Traveller or Travelling Showperson - *a Non-Travelling Romany or Irish Traveller* - that Council's will need to consider in terms of housing provision. The needs of households that fall within this category *will not necessarily* be assessed in a GTAA and will need to be assessed separately under the NPPF.

The 'Planning Definition' in PPTS:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, 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.*

The 'Housing Definition' in the Housing Act 2004

Section 225: Every local housing authority must, when undertaking a review of housing needs in their district under section 8 of the Housing Act 1985 (c. 68), carry out an assessment of the accommodation needs of gypsies and travellers residing in or resorting to their district...gypsies and travellers has the meaning given by regulations made by the appropriate national authority.

The definition of Gypsies and Travellers as referred to at Section 225 of the Act is that set out for the purposes of planning by the Secretary of State for Communities and Local Government.

Therefore the definition of 'gypsies and travellers' for this purpose is specified in 'The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006 ' (Statutory Instrument: 2006 No. 3190).

The following definition of "gypsies and travellers" should now be used:

- (a) persons with a cultural tradition of nomadism or living in a caravan; and*
- (b) all other persons of a nomadic habit of life, whatever their race or origin, including:*
 - (i) such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and*
 - (ii) members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).*

The 'Equality Act' 2010 Definition

The courts have determined that Romany Gypsies and Irish and Scottish Travellers are protected against race discrimination because they are included under the Protected Characteristics as an ethnic group. Culturally suitable housing should be provided for this group.

Definition of Travelling

One of the most important questions that GTAAAs will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.

R v South Hams District Council (1994) – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.

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.

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*.

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.

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.

It is our understanding that the implication of these rulings in terms of applying the new definition is that it will include those who travel but also 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 and visiting friends or relatives. It will in our view not cover those who commute to work daily from a permanent place of residence.

It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the new definition.

Households will also fall under the new 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 or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition households may also have to demonstrate that they plan to travel again in the future. These issues are covered later in this briefing.

Changes to Fieldwork Requirements

In determining whether households fall within the new definition it is important that GTAA fieldwork is undertaken in a robust and inclusive manner, with efforts made to speak with households living on *all pitches and plots* in any given local authority area. Attempts to speak with every household is likely to increase the costs of site fieldwork but it is felt that robust and defensible evidence on household travelling characteristics can only be obtained by speaking with a member from each family directly. If this does not happen the determination of whether a household falls within the new definition is likely to be challenged.

Interviewers will need to follow an approach similar to what is being advocated by Welsh Government in their recent GTAA Guidance which requires interviewers to make a minimum of 3 attempts to complete a successful household interview before seeking information from a third party. The keeping of an Interview Log to record dates and times of unsuccessful visits, and reasons for a refusal to be interviewed is also recommended.

Qualifying Questions and Evidence to Support Travelling Status

A series of *qualifying questions* will need to be asked during the more intensive household interviews to determine whether each household will fall under the new definition. There will be a need to ask questions to determine for example:

- » The ethnicity of households;
- » Whether they travel for nomadic purposes as defined by case law;
- » If they do not travel, whether they have travelled for nomadic purposes in the past;
- » Whether they have ceased to travel permanently or temporarily;
- » The reasons why they have ceased to travel temporarily; and
- » Whether and when they plan to resume travelling for nomadic purposes.

The responses to these questions should enable the new planning/housing and ethnicity definitions of Gypsies, Travellers and Travelling Showpeople to be applied to each household in the first instance.

One of the most difficult issues to address will be to evidence households that claim to have *ceased travelling temporarily* as a result of their own or their family's or dependants' educational or health needs or old age. This will need to include evidence that households have travelled in the past.

Example of evidence to support the new definition and households that claim to have ceased to travel temporarily could include:

- » Details of previous travelling by the applicant or by family members for the purpose of work could include originals or copies of family photographs.

- » Evidence to support household members ceasing to travel temporarily could include letters or reports from GPs or consultants; and Letters from head teachers and/or Traveller Education Officers.
- » Evidence to support not being able to travel due to a lack of sites or transit provision could include details of attempts to find alternative sites, including, for example, letters to local estate agents and evidence of enquiries to local authorities.
- » Evidence to support a nomadic way of life for work purposes could include records of work undertaken such as quotes and invoices; receipts for stays on transit sites; and details of enforcement of unauthorised encampments; and details of schools attended and GP registrations whilst away travelling.

The practical implications of this in relation to the fieldwork element of a GTAA will be whether this evidence actually needs to be produced or whether households will simply need to be asked if they would be able to provide evidence if requested at a later date.

Applying the Definition

When the household survey is complete the outcomes from the qualifying questions will need to be used to determine the status of each household on each site. Decisions will need to be made whether it will be for a local authority, a third party undertaking the GTAA, or a combination of both, to make the final determination of whether households fall within the new definition.

It is highly likely that this will result in sites with a mixture of household statuses – even on smaller private family sites. We think that households will fall under one of 4 classifications that will determine whether their housing needs will need to be assessed in the GTAA.

- » Households that travel under the new definition – *Yes*
- » Households that have ceased to travel temporarily under the new definition - *Yes*
- » Households that do not travel under the new definition - *No*
- » Romany or Irish Travellers who do not travel under the new definition - *No*

In practical terms, a current GTAA may have a need for 100 pitches from new household formation over its local plan period. If 50% of these households do not meet the new definition of being a Traveller then it could be argued that the need from new household formation should fall from 100 to 50. However, this assumes that the children of current non-Travelling households will also not travel themselves in the future and will not have their needs from new household formation met. This is going to be very difficult to evidence in practice.

This also raises the question of who is responsible for assessing the needs of the 50 households who have been removed from the assessment of need in the GTAA. The Equalities Act requires that *Romany and Irish Travellers* are provided with *culturally sensitive* accommodation. It may therefore be that the GTAA will exclude 50 households on the grounds that they no longer meet the planning/housing definition of being Travellers, but the requirements of the Equalities Act mean that these households' ethnic status will still lead to the need to provide caravan pitches. These may be on park home sites rather than Gypsy and Traveller sites.

In practice it may be that the new definition has a very large impact on a small number of planning applications where households who no longer travel will not be deemed Travellers. However, for the existing population and sites it is unlikely the effect will be as dramatic as being envisaged. Given that the majority of Councils do not have 5 year land supplies for either housing or Gypsy and Traveller sites, it may simply be that planning applications are moved from being for Gypsy and Traveller sites to being for park home sites – using case law established by *Wenman v Secretary of State* Judgement and subsequent changes made to Paragraphs 49 and 159 in the NPPF in July 2015.

Paragraph 49

From today, those persons who fall within the definition of ‘traveller’ under the Planning Policy for Traveller Sites, cannot rely on the lack of a five year supply of deliverable housing sites under the National Planning Policy Framework to show that relevant policies for the supply of housing are not up to date. Such persons should have the lack of a five year supply of deliverable traveller sites considered in accordance with Planning Policy for Traveller Sites.

Paragraph 159

Planning Policy for Traveller Sites sets out how ‘travellers’ (as defined in Annex A of that document) accommodation needs should also be assessed. Those who do not fall under that definition should have their accommodation needs addressed under the provisions of the National Planning Policy Framework.

Conclusions

As a result of the changes to PPTS ORS have identified that there are a number of key points that local authorities need to be aware of in relation to their GTAA:

- » It is unclear at the present time whether the changes will be applied retrospectively to GTAAs that have already been published and have been through a Local Plan Examination – however they will need to be taken into consideration when dealing with new planning applications and appeals. This will impact on the identification of a 5 year supply of deliverable Traveller sites as the level of need will be unknown without applying the definition to all households.
- » In the majority of cases it may be necessary to undertake new site fieldwork to gather up-to-date and robust information from each household on their travelling characteristics in order for the new definition to be properly applied for the purpose of assessing household need.
- » The definition of a *Traveller* and what constitutes *Travelling* appear to be clearly set out in case law. What local authorities will need to consider how to robustly apply the outcomes of the qualifying questions when determining whether a household has ceased to travel temporarily?
- » It is difficult at this stage to consider the future needs (new household formation) of the children of current non-travelling households as it will be very hard to evidence whether or not they will travel themselves in the future.
- » In short this will not reduce the number of households seeking to live on sites in caravans. Local authorities will still need to consider how to address the housing needs of Romany

and Irish Travellers who do not travel but fall under the requirements of the Equality Act. For the remainder of those households who do not fall under the new definition local authorities will still need to consider how they should have their accommodation needs addressed under the provisions of the National Planning Policy Framework. These will most likely need to be met on park home sites as opposed to Traveller sites.

- » It is also important to note that the definition will need to be applied in a consistent manner to households living in caravans on sites and encampments, and for those living in bricks and mortar, as there is nothing in the definition that states that a household needs to live in a caravan or other mobile structure.
- » There are also likely to be practical implications in the reporting of GTAA's as the assessment will now need to be on a pitch-by-pitch basis, and may involve the publication of sensitive and personal information that may lead to issues with data protection requirements.

Appendix C: Technical Paper on Household Formation



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 2015

Opinion Research Services
Spin-out company of Swansea University



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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.