



**Basildon Council**  
BASILDON • BILLERICAY • WICKFORD

**Braintree**  
District Council

**BRENTWOOD**  
BOROUGH COUNCIL

**castlepoint**  
benfleet | canvey | hadleigh | thundersey

**Chelmsford**  
City Council

**VIBRANT  
PROSPEROUS  
THRIVING  
WELCOMING**  
Colchester

**Epping Forest**  
District Council  
www.eppingforestdc.gov.uk

**Harlow**  
Council  
Working together for Harlow

**MALDON**  
DISTRICT  
COUNCIL

**Rochford**  
District Council

**southend**  
on sea  
BOROUGH COUNCIL

**Tendring**  
District Council

**THURROCK**  
COUNCIL

ESSEX PLANNING  
**EPOA**  
OFFICERS' ASSOCIATION

**Uttlesford**  
District Council

## Essex, Southend-on-Sea & Thurrock Gypsy and Traveller Accommodation Assessment Joint Methodology

### January 2018

The Essex Planning Officers Association (EPOA) endorsed the Greater Essex  
GTAA Report on the 25th January 2018

## Opinion Research Services

The Strand

Swansea

SA1 1AF

01792 535300

[www.ors.org.uk](http://www.ors.org.uk)

Contact:

Steve Jarman

01792 535331

[steve.jarman@ors.org.uk](mailto:steve.jarman@ors.org.uk)

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.

© Copyright January 2018

# Contents

<b>1. Introduction .....</b>	<b>5</b>
<b>2. Context.....</b>	<b>7</b>
Definitions .....	7
The Planning Definition in PPTS (2015) .....	7
Definition of Travelling .....	8
Legislation and Guidance for Gypsies and Travellers .....	9
PPTS (2015).....	10
<b>3. Methodological Overview Background .....</b>	<b>12</b>
Desk-Based Research.....	12
Consultation with Stakeholders and Travelling Communities .....	13
Stakeholder Engagement .....	13
Survey of Travelling Communities .....	13
Occupation by Non-Gypsies, Travellers and Travelling Showpeople .....	14
Bricks and Mortar Households .....	14
Timing of the Fieldwork.....	15
<b>4. Analysis of Current and Future Accommodation Needs .....</b>	<b>16</b>
Pitch Provision .....	16
Applying the Planning Definition .....	16
Unknown Households.....	17
Households that do not meet the Planning Definition .....	18
Identifying Need .....	18
Supply of Pitches .....	19
Currently vacant pitches or plots .....	19
Any pitches or plots currently programmed to be developed within the study period .....	19
Pitches or plots vacated by households moving to bricks and mortar .....	19
Pitches or plots vacated by households moving out of the study area .....	20
Current Need .....	20
Households on unauthorised sites without planning permission .....	20
Concealed households/doubling-up/over-crowding .....	20
Households in bricks and mortar accommodation wishing to move to sites or yards .....	21

---

Households on waiting lists for public sites .....	21
Future Need.....	21
Households living on sites or yards with temporary planning permissions.....	21
Older teenage children.....	21
New household formation and growth rates .....	22
Movement to and from sites and yards .....	23
Pitch Turnover .....	24
Transit Provision .....	25
<b>Appendix A: Glossary of Terms .....</b>	<b>27</b>
<b>Appendix B: Household Interview Questions .....</b>	<b>29</b>
<b>Appendix C: Technical Paper on Household Formation .....</b>	<b>38</b>

# 1. Introduction

- <sup>1.1</sup> This Joint Methodology prepared by Opinion Research Services (ORS) sets out a rigorous and comprehensive approach for the delivery of a series of Gypsy and Traveller Accommodation Assessment (GTAA) Update Studies for local authorities in Essex together with Southend-on-Sea and Thurrock (the Councils). This approach has been used to complete GTAA studies for over 100 other local authorities across England following the guidance set out in Planning Policy for Traveller Sites (PPTS) that was published in August 2015. The outcomes of the assessments supersede the outcomes of the Essex, Southend-on-Sea and Thurrock GTAA that was prepared by ORS and published in 2014.
- <sup>1.2</sup> A Glossary of terms used can be found in **Appendix A**.
- <sup>1.3</sup> The Joint Methodology sets out how the GTAA explored 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 included:
- » A desk-based review of secondary data relating to local travelling communities, as well as a review of existing policy, guidance and best practice;
  - » Interviews with Gypsies, Travellers and Travelling Showpeople living in local authorised and unauthorised sites, yards and encampments, and where possible in housed accommodation;
  - » Discussions with key Council Officers;
  - » An assessment of households against the current 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.
- <sup>1.4</sup> The Methodology will deliver a robust GTAA study for the Councils 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 (PPG)
  - » Planning Policy for Travellers Sites (PPTS), 2015
  - » The Equality Act, 2010
  - » The Housing and Planning Act, 2016
- <sup>1.5</sup> The study provides a robust and defensible evidence base that will enable the Councils 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

provide the Councils with up-to-date evidence about the accommodation needs of Gypsies, Travellers and Travelling Showpeople for a 15 year period (as required by PPTS) in 5 year bands, and then to 2033 to provide evidence to support Local Plans. It also identifies whether or not the Councils need to plan for any transit provision, or whether any further work is required to complete a robust assessment of transit need.

<sup>1.6</sup> The assessment will take into account recent changes to planning guidance that are set out in the revised PPTS (2015), and in particular how to address the change to the definition of a Traveller for planning purposes.

<sup>1.7</sup> Due to the scale of this assessment the reporting arrangements are set out below:

- » The overall approach taken to complete the assessment of need is set out in this Joint Methodology.
- » A Need Summary Report will be prepared for each local authority that sets out the levels of current and future accommodation need.
- » An Essex Summary Report will be completed which draws together all of the key findings from the individual local authority assessments and also sets out overall need figures for Essex, as well as setting out how a county-wide assessment of need for transit provision will be completed.
- » Whilst Basildon were not part of the wider Essex assessment due to pressing Local Plan Deadlines, ORS have completed a standalone assessment and need figures from Basildon are included in the Essex Summary Report.
- » Due to the scale and nature of development at the Travelling Showpeople yards at Buckles Lane in Thurrock a separate report will be prepared setting out current and future levels of need.

## 2. Context

### Definitions

- <sup>2.1</sup> The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous housing definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

### The Planning Definition in PPTS (2015)

- <sup>2.2</sup> For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 and states that:

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

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

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

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

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

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

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

- <sup>2.3</sup> The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

## Definition of Travelling

- 2.4 One of the most important questions that GTAAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.5 **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.
- 2.6 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.
- 2.7 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*.
- 2.8 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.
- 2.9 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.
- 2.10 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.11 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.12 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 planning definition.



- <sup>2.13</sup> Households will also fall under the planning definition if they can provide information 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 provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future.
- <sup>2.14</sup> This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire that was issued in December 2016 (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below:

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

## Legislation and Guidance for Gypsies and Travellers

- <sup>2.15</sup> 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)
  - » PPTS (2015)
  - » NPPF (2012)
  - » PPG<sup>1</sup> (2014) and as amended
- <sup>2.16</sup> The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (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 planning definition – through the assessment of all households living in caravans.

---

<sup>1</sup> With particular reference to the sections on Housing and Economic Development Needs Assessments

## PPTS (2015)

<sup>2.17</sup> PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

<sup>2.18</sup> 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.*

<sup>2.19</sup> 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.*

<sup>2.20</sup> Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

## 3. Methodological Overview

### Background

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

### Desk-Based Research

- 3.4 Prior to commencing the fieldwork a range of secondary data from available sources was collated and considered. This included 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.
  - » Information on planning applications and appeals – including those that have been refused and are awaiting determination.
  - » Information on any other current enforcement actions.
  - » Existing GTAAs and other relevant local studies.
  - » Existing policy, guidance and best practice.

- 3.5 This data has been 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 the study 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 As this was an update of a previous GTAA study that was published in 2014 no new stakeholder engagement was completed. However a review was completed of the outcomes of the previous stakeholder interviews and discussions were held with key Council Officers to determine whether there have been any changes in local circumstances since the previous GTAA was published.

### Working Collaboratively with Neighbouring Planning Authorities

- 3.8 As this was an update of a previous GTAA study that was published in 2014 no new engagement was completed with neighbouring local authorities. It should be noted that this is an Essex-wide study with local authorities working together through the Essex Planning Officers Association to meet the duty to cooperate. ORS have also completed recent GTAAs for a large number of the neighbouring authorities and the outcomes of these studies were considered – with particular reference to cross-border movements and the need for transit provision.

### Survey of Travelling Communities

- 3.9 The desk-based research and stakeholder interviews sought to identify all authorised and unauthorised sites, yards and encampments in the study area. This included permanent and temporary Gypsy and Traveller sites owned or managed by the Councils or other Registered Providers, private sites and pitches with permanent and temporary planning permission, Travelling Showpeople yards and unauthorised sites and encampments.
- 3.10 A full demographic study of all pitches and plots was undertaken as part of the approach to undertake 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.
- 3.11 ORS worked closely with the Councils to ensure that the household interview questions collected all the necessary information to support the study. The questions have been updated to take account of recent

changes to PPTS to collect the information ORS feel is necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix B**.

- <sup>3.12</sup> All pitches and plots (including those on current unauthorised sites, yards and encampments that were present at the time of the study) were visited by experienced ORS Interviewers. Once it was determined that a pitch/plot was occupied by a Gypsy, Traveller or Travelling Showperson (using an agreed screening process<sup>2</sup>) staff sought to 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 were any concealed households or 'doubling-up' on pitches or plots, and their travelling characteristics (to meet the requirements in PPTS). Staff also sought to identify contacts living in bricks and mortar to interview.
- <sup>3.13</sup> This approach also allowed the Interviewers 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.
- <sup>3.14</sup> Where no households were present Interviewers visited sites/yards a minimum of three times at different times of the day and days of the week. Where it was not possible to undertake an interview the Interviewers endeavoured to capture as much information as possible about each pitch/plot from sources including neighbouring residents and site management. This sought to record the number of caravans, demographic characteristics of the residents, evidence of children, any concealed households and a physical assessment of the pitch.
- <sup>3.15</sup> Site interviews were conducted using a combination of paper interview forms and Computer Aided Personal Interviewing (CAPI) tablets. The use of CAPI tablets has several benefits including meeting data protection requirements by not having paper copies of questionnaires in the possession of interviewers, as well as the data from the interviews being available to staff in the office immediately after an interview is completed to allow for ongoing monitoring and updating on the progress of site fieldwork, and a GPS application to assist interviewers in locating sites and yards.

### **Occupation by Non-Gypsies, Travellers and Travelling Showpeople**

- <sup>3.16</sup> Where caravans were not occupied by Gypsies and Travellers or Travelling Showpeople this was also noted. The way that these pitches or plots are dealt with as part of the calculation of supply and need was determined in discussion with the relevant Councils as careful consideration need to be given to the planning permission for the site and associated conditions.

### **Bricks and Mortar Households**

- <sup>3.17</sup> 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 were used to identify as many households in bricks and mortar who may want to

---

<sup>2</sup> Interviewers ask households what their ethnic status is to determine whether they are Gypsies or Travellers.

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.

- <sup>3.18</sup> Contacts were 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 Councils and other local stakeholders, information from Planning Agents and 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 were attempted with any contacts that were identified. Through this approach every effort was made to publicise that a local study was 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.
- <sup>3.19</sup> 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 was made that all those wishing to move will make their views known based on the wide range of publicity that was put in place, and engagement with the Travelling Community.

### Timing of the Fieldwork

- <sup>3.20</sup> 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 was therefore important that the majority of fieldwork was undertaken during the non-travelling season where possible, and also avoided 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.
- <sup>3.21</sup> Due to the scale of the overall assessment the majority of the fieldwork was completed between November 2015 and September 2016. Some additional interviews were also completed after this date in a small number of local authorities.

## 4. Analysis of Current and Future Accommodation Needs

### Pitch Provision

- 4.1 The primary change to PPTS (2015) in relation to the assessment of need was the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant appeal decisions have been issued by the Planning Inspectorate that deal specifically with how the planning 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 planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age. See Paragraph 2.14 for an example from a Decision Notice from December 2016.

### Applying the Planning Definition

- 4.2 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
  - » Whether household members have ever travelled.
  - » The main reasons for travelling.
  - » Where household members travelled to.
  - » The times of the year that household members travelled.
  - » Where household members stay when they are away travelling.
  - » When household members stopped travelling.
  - » The reasons why household members stopped travelling.
  - » Whether household members intend to travel again in the future.
  - » When and the reasons why household members plan to travel again in the future.
- 4.3 When the household survey had been completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households needed to provide sufficient information to demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.



- 4.4 Households that need to be considered in the GTAA fall under one of 3 classifications. Only those households that meet, or may meet, the planning definition form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
  - » Households that have ceased to travel temporarily under the planning definition.
  - » Households where an interview was not possible who *may* fall under the planning definition.
- 4.5 Whilst the needs of those households that do not meet the planning definition do not need to be formally included in the GTAA, they have also been assessed to provide the Councils with components of need to as part of their work on wider housing needs assessments.

### Unknown Households

- 4.6 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach was taken that sought to estimate potential need from these households. This is a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 4.7 The assessment sought to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50% was used as the demographics of residents are unknown. 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).
- 4.8 Should further information be made available to the Councils that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or the SHMA/HEDNA.
- 4.9 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 4.10 However, data that has been collected from over 2,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 4.11 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are up to 14,000 Gypsy and Traveller pitches in England. ORS have interviewed households on almost 20% of these pitches

at a representative range of sites. Of the households that have been interviewed approximately 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that approximately 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

- <sup>4.12</sup> The Councils will need to carefully consider how to address any need associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Councils should consider the use of a specific site allocation policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.

### Households that do not meet the Planning Definition

- <sup>4.13</sup> Households who do not travel for work purposes or have ceased to travel permanently now fall outside of the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to be provided with culturally appropriate accommodation under the Equality Act (2010). In addition 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<sup>3</sup> related to this section of the Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is essentially the same as the GTAA assessment process. The implication is therefore that whilst the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will be assessed as part of the GTAA, how these needs are addressed will need to be considered as part of the wider housing needs of the area, and will form a subset of the wider need arising from households residing in caravans.

### Identifying Need

- <sup>4.14</sup> To identify need, PPTS (2015) requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

---

<sup>3</sup> "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

---

## Supply of Pitches

- <sup>4.15</sup> The first stage of the assessment sought to determine the number of vacant pitches and potentially available supply in the study area. This included:
- » Current vacant pitches.
  - » Pitches currently with planning consent due to be developed within 5 years.
  - » Pitches vacated or due to be vacated by households moving to housing.
  - » Pitches vacated or due to be vacated by households moving from the study area (out-migration).

## Currently vacant pitches or plots

- <sup>4.16</sup> 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.
- <sup>4.17</sup> However where the vacant pitches or plots are on private sites or yards a decision has been 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:
- » <sup>7</sup> 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.
  - » <sup>8</sup> 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

- <sup>4.18</sup> This element is drawn from planning records to show sites or yards with planning permission which the Councils 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 has been made following discussions with Planning Officers in each local authority.

## Pitches or plots vacated by households moving to bricks and mortar

- <sup>4.19</sup> 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

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

## Current Need

- 4.21 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;
  - » 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

- 4.22 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 are not counted as part of this component of need.

## Concealed households/doubling-up/over-crowding

- 4.23 There is no clear definition of a concealed household in either national Planning Practice Guidance or Planning Policy for Traveller Sites.
- 4.24 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.
- 4.25 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 was obtained from the site or yard survey and from analysis of waiting lists where they are present.
- 4.26 In addition the site interviews and desk-research attempted to identify any instances where the number of caravans on a pitch or plot exceeds the number permitted through planning conditions. Consideration was also given to the demographics of households (numbers, gender and age), the number of units / bedrooms and then the number of accommodation units permitted.

- 4.27 Care has been 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**

- 4.28 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.

### **Households on waiting lists for public sites**

- 4.29 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. At the time of writing no further information was available for households on waiting lists for public sites across Essex due to the complex nature and administration of the waiting lists held by Essex County Council.

### **Future Need**

- 4.30 The next stage of the process was 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 has been increased to 2033 to meet local plan periods. 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;
  - » Older teenage children in need of a pitch/plot of their own in the next 5 years;
  - » 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**

- 4.31 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.

### **Older teenage children**

- 4.32 The household interviews sought to identify any teenage children living in households who will be in need of a pitch of their own in the first 5 years of the GTAA period. This is based on the assumption that teenagers will not be able to take up a tenancy of their own until they are aged 18 or over.

---

## New household formation and growth rates

- 4.33 Historically a national household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix C**.
- 4.34 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 very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 4.35 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.
- 4.36 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. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

*In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.*

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

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

- 4.38 ORS assessments take full account of the net local household growth rate per annum, calculated on the basis of demographic evidence from the site surveys. 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.
- 4.39 Overall, the household growth rate used for the assessment of future needs will be informed by local evidence. This demographic evidence will be used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).
- 4.40 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAAs that ORS have completed across England and Wales.
- 4.41 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this will also be adjusted locally based on site demographics.
- 4.42 The rates used for each local authority are set out in individual reports.

### **Movement to and from sites and yards**

- 4.43 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.
- 4.44 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 requirement 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.
- 4.45 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.



- 4.46 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.'*

- 4.47 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.'*

- 4.48 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.

- 4.49 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.

- 4.50 It has also been noted that recent duty to cooperate meetings have identified that Gypsies and Travellers from Essex tend to stay within Essex, travelling up and down towards the coast, and do not tend to cross over into Greater London.

- 4.51 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.

- 4.52 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.

## Pitch Turnover

- 4.53 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant



pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

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

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

- 4.55 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

## Transit Provision

- 4.56 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, 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.

- 4.57 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity and amenity blocks.

- 4.58 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.

- 
- <sup>4.59</sup> 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.
- <sup>4.60</sup> 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.
- <sup>4.61</sup> The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- <sup>4.62</sup> It is necessary to investigate the role of transit sites when undertaking a GTAA study. This work will include analysis of records of Traveller Caravan Counts; records of unauthorised sites and encampments; analysis of Direction to Leave Notices; the use of and capacity of existing transit provision where it is present; and where they were 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. Discussions will also be held with the Essex County Traveller Unit (ECTU) and the outcomes of the previous interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders have been taken into consideration.
- <sup>4.63</sup> Due to the complexity of the situation regarding unauthorised encampments in Greater Essex; the movement of Travellers across Greater Essex and neighbouring areas; and issues relating to the potential location of any new transit or other provision, additional work has been commissioned to complete a robust assessment of transit need. Further details are provided within the Transit Recommendations section of the Essex GTAA Summary Report.

## Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Duty to cooperate</b>	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.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	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.
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement into or come to live in a region or community
<b>Local Plans</b>	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
<b>Non-tolerated site/yard</b>	A site/yard where a planning enforcement notice has been served (including Temporary Stop Notices); or where the results of a planning enquiry

	are pending; or where an injunction has been sought; or where a compliance period has been extended.
<b>Out-migration</b>	Movement from one region or community in order to settle in another.
<b>Personal planning permission</b>	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
<b>Pitch/plot</b>	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.
<b>Private site</b>	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
<b>Site</b>	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
<b>Site Record Form</b>	The form that will be used by interviewers to record responses to the household interview questions.
<b>Social/Public/Council Site</b>	An authorised site owned by either the local authority or a Registered Housing Provider.
<b>Temporary planning permission</b>	A private site with planning permission for a fixed period of time.
<b>Tolerated site/yard</b>	A site/yard where the local authority has decided not to seek the removal of the development, and where the development has been, or is likely to be, allowed to remain for an indefinite period of months or years.
<b>Transit provision</b>	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
<b>Unauthorised Development</b>	Caravans on land owned by Gypsies and Travellers and without planning permission.
<b>Unauthorised Encampment</b>	Caravans on land not owned by Gypsies and Travellers and without planning permission.
<b>Waiting list</b>	Record held by the local authority or site managers of applications to live on a site.
<b>Yard</b>	A name often used by Travelling Showpeople to refer to a site.

# Appendix B: Household Interview Questions

# NOT FOR CIRCULATION

## GTAA Questionnaire 2017



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

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

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

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

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

**A**

### General Information

**A1 Name of planning authority:**

*INTERVIEWER please write in*

**A2 Date/time of site visit(s):**

*INTERVIEWER please write in*

DD/MM/YY

TIME

**A3 Name of interviewer:**

*INTERVIEWER please write in*

**A4 Address and pitch number:**

*INTERVIEWER please write in*

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

Council

☐

Private rented

☐

Private owned

☐

Unauthorised

☐

Bricks and Mortar

☐

**A6 Name of Family:**

*INTERVIEWER please write in*

**A7 Ethnicity of Family:**

*INTERVIEWER please cross one box only*

Romany Gypsy

☐

Irish Traveller

☐

Scots Gypsy or Traveller

☐

Show Person

☐

New Traveller

☐

English Traveller

☐

Welsh Gypsy

☐

Non-Traveller

☐

Other (please specify)

**A8 Number of units on the pitch:**

*INTERVIEWER please write in*

Mobile homes

Touring Caravans

Day Rooms

Other (please specify)

# NOT FOR CIRCULATION

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

INTERVIEWER: Please cross one box only

Yes

☐

No

☐

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

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

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

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

Choice

☐

No option

☐

If no option, why?

**A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)**

INTERVIEWER: Please cross one box only

Yes

☐

No

☐

Reasons (please specify)

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

INTERVIEWER: Please cross one box only

1

☐

2

☐

3

☐

4

☐

5

☐

6

☐

7

☐

8

☐

9

☐

10

☐

## B

### Demographics

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

Person 1

Person 2

Person 3

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

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

Person 4

Person 5

Person 6

Person 7

Person 8

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

## C

### Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1

☐

2

☐

3

☐

4

☐

5

☐

6

☐

7

☐

8

☐

9

☐

10

☐

Other Please specify

# NOT FOR CIRCULATION

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

1 2 3 4 5 6 7 8 9 10  
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Other Please specify

Details (Please specify)

**D**

## Waiting List

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

*INTERVIEWER: Please cross one box only*

Yes

☐


Continue to D2

No

☐


Go to D4

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

*INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10  
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Other (Please specify)

Details (Please specify)

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

0-3 months

3-6 months

6-12 months

1-2 years

2+ years

☐
☐
☐
☐
☐

Other (Please specify)

Details (Please specify)

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

*INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10  
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

No

☐

Other (Please specify)

Details (Please specify) and take contact details)



# NOT FOR CIRCULATION

E Future Accommodation Needs				
<b>E1 Do you plan to move from this site in the next 5 years? If so, why?</b> <i>INTERVIEWER: Please cross one box only</i>				
Yes <input type="checkbox"/> If yes → Continue to E2 No <input type="checkbox"/> If no → Go to E5	<div style="border: 1px solid black; padding: 5px; width: fit-content;">           If so, why? (please specify)         </div>			
<b>E2 Where would you move to?</b> <i>INTERVIEWER: Please cross one box only</i>				
Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (e.g. land they own elsewhere) (Please specify)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Please specify where they would move to If they own land elsewhere - probe for details				
<b>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?</b> <i>INTERVIEWER: Please cross one box only</i>				
Private buy	Private rent	Public rent		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<b>E4 Can you afford to buy a private pitch or site?</b> <i>INTERVIEWER: Please cross one box only</i>				
Yes	No			
<input type="checkbox"/>	<input type="checkbox"/>			
<b>E5 Are you aware of, or do you own any land that could have potential for new pitches?</b> <i>INTERVIEWER: Please cross one box only</i>				
Yes	No			
<input type="checkbox"/>	<input type="checkbox"/>			
Please ask for details on where land/site is located and who owns the land/site?				

# NOT FOR CIRCULATION

F Travelling	
<b>F1</b>	<p>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?</p> <p>INTERVIEWER: Please cross one box only</p> <p>0      1      2      3      4      5+</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>↓      ↗</p> <p>Go to F6a      Continue to F2</p>
<b>F2</b>	<p>If you or members of your family have travelled in the last 12 months, which family members travelled? INTERVIEWER: Please cross one box only</p> <p>All the family      Adult males      Other</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>If other, please specify</p>
<b>F3</b>	<p>What were the reasons for travelling? INTERVIEWER: Please cross all that apply</p> <p>Work      Holidays      Visiting family      Fairs      Other</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>Details / specify if necessary. If fairs—probe for whether this involves work</p>
<b>F4</b>	<p>At what time of year do you or family members usually travel? And for how long?</p> <p>INTERVIEWER: Please cross one box only</p> <p>All year      Summer      Winter</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>And for how long?</p>
<b>F5</b>	<p>Where do you or family members usually stay when they are travelling?</p> <p>INTERVIEWER: Please cross all boxes that apply</p> <p>LA transit sites      Private transit sites      Roadside      Friends/family      Other</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>If other, please specify</p> <p>INTERVIEWER: Ask F6a — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9</p>
<b>F6a</b>	<p>Are there any reasons why you don't you travel at the moment?</p> <p>Details</p>
<b>F6b</b>	<p>Have you or family members ever travelled? INTERVIEWER: Please cross one box only</p> <p>Yes      <input type="checkbox"/>      → Continue to F7</p> <p>No      <input type="checkbox"/>      → Go to F9</p>
<b>F7a</b>	<p>When did you or family members last travel? INTERVIEWER: Please write in</p> <p>Details</p>
<b>F7b</b>	<p>What were the reasons for travelling? INTERVIEWER: Please cross all that apply</p> <p>Work      Holidays      Visiting family      Fairs      Other</p> <p><input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/>      <input type="checkbox"/></p> <p>Details / specify if necessary. If fairs—probe for whether this involves work</p>

# NOT FOR CIRCULATION

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

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

If other, please specify

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

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

*INTERVIEWER: Please cross one box only*

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

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

Details

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

Details

# NOT FOR CIRCULATION

**G****Any other information**

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

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

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

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

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

Page 7

# NOT FOR CIRCULATION

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

## Appendix C: Technical Paper on Household Formation



## **Technical Note**

# **Gypsy and Traveller Household Formation and Growth Rates**

**August 26<sup>th</sup> 2015**

**Opinion Research Services**  
Spin-out company of Swansea University



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

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

© Copyright August 2015



# Contents

Household Growth Rates.....	4
Abstract and conclusions.....	4
Introduction.....	4
Compound growth.....	6
Caravan counts .....	7
Modelling population growth.....	8
Household growth .....	12
Household dissolution rates .....	14
Summary conclusions .....	14

# 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%

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