



## **London Borough of Havering**

### **Gypsy and Traveller Accommodation Assessment**

Update Report

March 2019



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# 1. Executive Summary

## Introduction and Methodology

- <sup>1.1</sup> The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) Update is to provide a robust updated assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the London Borough of Havering. As well as updating previous GTAAs, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.7 for the full definition).
- <sup>1.2</sup> The GTAA provides a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2031. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Havering including those published in 2017 and 2018.
- <sup>1.3</sup> The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Havering through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites and yards. A total of 121 interviews or proxy interviews were completed with Gypsies and Travellers on of a total of 120 pitches occupied by Gypsies and Travellers – this represents a response rate of 96% when multiple interviews on a small number of pitches are taken into consideration. When refusals, vacant pitches and pitches occupied by non-Travellers are taken into consideration this gives a contact rate of 99%. A total of 5 interviews or proxy interviews were completed with Travelling Showpeople living on an authorised yard with 5 plots – representing a response rate of 100%. Despite extensive efforts to identify them it was only possible to interview 1 Traveller living in bricks and mortar. As this was an update of a recent GTAA study no additional stakeholder fieldwork was completed but the write-up of the interviews have been updated based on other GTAA studies that have been completed by ORS and updates on the preparation of Local Plans.
- <sup>1.4</sup> The study makes use of the outcomes of 3 sets of household interviews. The first set of interviews were completed between June and September 2016; further interviews were completed in September 2017; and a final set of interviews were completed between December 2018 and February 2019. The majority of the final set of interviews were with households where a proxy interview had been completed in September 2017, or with households that had not been present during the previous fieldwork periods.
- <sup>1.5</sup> The baseline date for the study is **December 2016**.

## Key Findings

### Additional Pitch Needs – Gypsies and Travellers

- 1.6 Overall the additional pitch needs for Gypsies and Travellers from 2016-2031 are set out below. Additional needs are set out for those households that met the planning definition of a Gypsy or Traveller; for undetermined households<sup>1</sup> where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite three visits to each site) who may meet the planning definition; and for those households that did not meet the planning definition – even though this is no longer a requirement for a GTAA.
- 1.7 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.8 The need arising from households that met the planning definition should be addressed through Gypsy and Traveller Local Plan Policies, including considering the use of a criteria-based policy.
- 1.9 The Council will need to carefully consider how to address the needs associated with undetermined Travellers as it is unlikely that all of this need will have to be addressed through the provision of conditioned<sup>2</sup> Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined households – including any from in-migration or from bricks and mortar - that do provide evidence that they meet the planning definition.
- 1.10 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need and through separate Local Plan Policies, including those authorities that have adopted plans, as all Travellers will have been included as part of the overall Objectively Assessed Need (OAN).
- 1.11 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that (emphasis added) *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*
- 1.12 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the PPTS planning definition should be assessed as part of the wider housing needs of an area.

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<sup>1</sup> See Paragraph 3.22 for further information on undetermined households.

<sup>2</sup> Pitches with planning conditions restricting occupation to Gypsies and Travellers.

- 1.13 There were 92 Gypsy or Traveller households identified in Havering that met the planning definition; 10 undetermined households that may meet the planning definition; and 25 households that did not meet the planning definition.
- 1.14 There is a need for **174 additional pitches** for households that met the planning definition. This is made up of 66 currently unauthorised pitches, 5 pitches with temporary planning permission, 23 concealed or doubled-up households or adults, 40 teenage children in need of a pitch of their own in the next 5 years, 1 from in-migration, and 39 from new household formation using a formation rate of 2.00% derived from the household demographics.
- 1.15 Need for up to **6 additional pitches** for undetermined households is made up of 1 pitch with temporary planning permission, 1 teenage child in need of a pitch of their own in the next 5 years, and 4 from new household formation from a maximum of 11 households. If the ORS national average<sup>3</sup> of 25% were applied this could result in a need for 2 additional pitches. Whilst the proportion of households in Havering that met the planning definition (79%) is significantly higher than 25% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need for 5 additional pitches.
- 1.16 Whilst not now a requirement to include in a GTAA, there is a need for **39 additional pitches** for households that did not meet the planning definition. This is made up of 21 currently unauthorised pitches, 1 pitch with temporary planning permission, 3 concealed or doubled-up households or adults, 4 teenage children in need of a pitch of their own in the next 5 years, and 10 from new household formation using a rate of 2.45% derived from the household demographics.

**Figure 1 – Additional need for Gypsy and Traveller households in Havering (2016-2031)**

Status	Total
Meet Planning Definition	<b>174</b>
Undetermined	<b>0-6 (25% = 2)</b>
Do not meet Planning Definition	<b>39</b>

**Figure 2 – Additional need for Gypsy and Traveller households in Havering by 5-year periods**

Years	0-5	6-10	11-15	Total
	2016-21	2021-26	2026-31	
Meet Planning Definition	135	18	21	<b>174</b>
Undetermined	3	1	2	<b>6</b>
Do not meet Planning Definition	29	5	5	<b>39</b>
<b>TOTAL</b>	<b>167</b>	<b>24</b>	<b>28</b>	<b>219</b>

## Additional Plot Needs - Travelling Showpeople

- 1.17 Overall the additional plot needs for Travelling Showpeople from 2016 to 2031 are set out below. Additional needs are set out for those households that met the planning definition of a Travelling Showperson. There were no undetermined households or households that did not meet the

<sup>3</sup>Based on over 3,500 interviews completed by ORS across England.



planning definition as interviews or proxy interviews were completed with all households living on the yard in Havering.

- 1.18 Only the need from those households who met the planning definition should be considered as need arising from the GTAA.
- 1.19 The need arising from households that met the planning definition should be addressed through yard allocation/intensification/expansion Local Plan Policies.
- 1.20 There were 5 Travelling Showpeople households identified in Havering that met the planning definition. The interviews with the residents that met the planning definition identified that there was over-crowding on the yard and a need to provide additional plots for older teenage children. It was also stated that the families are looking to expand their yard on to adjacent land that they already own – and that this will meet all of their current and future needs.

## Transit Recommendations

- 1.21 Whilst there is some evidence of a number of unauthorised encampments in Havering in recent years, it is recommended that there is currently no need to provide any new transit pitches or emergency stopping places. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.22 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Havering; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in Havering; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or equivalent).
- 1.23 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be completed on an annual basis. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- 1.24 In the short-term, the Council should consider the use of management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- 1.25 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 1.26 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.

## Implications of Changes to Government Guidance

- <sup>1.27</sup> The draft London Plan (December 2017) is proposing to introduce a different definition of a Traveller for planning purposes. This is very similar to the repealed Housing Definition in that it would also include households that have not travelled for work providing that they live in a caravan. The Draft Policy also removes the requirement for households living in bricks and mortar to demonstrate a need to move to a pitch on a site. Should this definition be adopted following the Examination in Public that commenced in January 2019, it is likely that all households in Havering would meet it and total need will be for 219 additional pitches for Gypsies and Travellers, plus any additional need arising from households living in bricks and mortar.

## 2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) Update is to provide a robust updated assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Havering. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Havering.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), and the revised National Planning Policy Framework (NPPF) 2019.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots in five-year increments covering the period 2016 to 2031. As well as identifying current and future permanent accommodation needs, it also seeks to clarify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **December 2016**.

### Definitions

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

### The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

## Definition of Travelling

- 2.9 One of the most important questions that GTAA’s 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’.
- 2.10 **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.
- 2.11 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.
- 2.12 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*.
- 2.13 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.

- 2.14 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.
- 2.15 **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.
- 2.16 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.17 It will also be the case in 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.
- 2.18 Households will also fall under the planning definition if they can demonstrate that household members have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will still need to demonstrate that they have travelled for work in the past. In addition, households will also have to demonstrate that they plan to travel again for work in the future.
- 2.19 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below.

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

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

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

## Legislation and Guidance for Gypsies and Travellers

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

- » The Housing Act, 1985
- » Planning Practice Guidance<sup>4</sup> (PPG), 2014 and as updated
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » The National Planning Policy Framework (NPPF), 2019

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

- 2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in PPTS (2015). It should be read in conjunction with the NPPF (2019) and the Housing and Planning Act (2016) which makes provision for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

## PPTS (2015)

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

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*

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<sup>4</sup>With particular reference to the sections on Housing and Economic Development Needs Assessments.

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

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

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

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

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

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

- » *Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria-based*

*policies should be fair and should facilitate the traditional and nomadic life of Travellers, while respecting the interests of the settled community.*

2.28 Policy E in Paragraphs 16 and 17 also sets out how Traveller sites in the Green Belt should be dealt with. This is of particular importance in Havering as all identified sites are located in the Green Belt:

- » *16. Inappropriate development is harmful to the Green Belt and should not be approved, except in very special circumstances. Traveller sites (temporary or permanent) in the Green Belt are inappropriate development. Subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.*
- » *17. Green Belt boundaries should be altered only in exceptional circumstances. If a local planning authority wishes to make an exceptional, limited alteration to the defined Green Belt boundary (which might be to accommodate a site inset within the Green Belt) to meet a specific, identified need for a traveller site, it should do so only through the plan making process and not in response to a planning application. If land is removed from the Green Belt in this way, it should be specifically allocated in the development plan as a traveller site only.*

## Revised National Planning Policy Framework (2019)

2.29 The revised National Planning Policy Framework was issued in February 2019. Paragraph 60 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

2.30 Paragraph 61 then states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

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

## Local Guidance for Gypsies and Travellers

### The Role of London Boroughs

2.32 Between 1968 and 1994 there was a statutory duty for each London Borough to provide 15 pitches which the majority of Boroughs complied with. Since the repeal of this statutory duty in 1994, few new sites have been built and some have been closed.



- 2.33 Prior to sections being repealed by the Housing and Planning Act (2016) Boroughs were required by the Housing Act (2004) to assess the accommodation needs of Gypsies and Travellers in their area when developing housing policy and produce a strategy on how these needs can be met.
- 2.34 Previously, housing requirements were calculated at a national level and regional spatial strategies were set as targets for each regional planning authority. This meant that local planning authorities would have to set aside enough land to satisfy that target. The findings of the Gypsy and Traveller Accommodation Assessment would have fed into the regional spatial strategy.
- 2.35 The Localism Act 2011 abolished regional spatial strategies and instead gave local planning authorities more control over planning and development in their areas. This bestowed the responsibility on each local authority to understand the need in its own area and to meet that need accordingly.
- 2.36 The Housing and Planning Act (2016) now requires local authorities to complete a wider assessment of pitches on which caravans can be stationed and moorings for boats. In addition, the PPTS (2015) requires Boroughs to use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions. This will form a subset of the wider assessment of need from caravan dwellers.

## The London Mayor

- 2.37 The Mayor has several general powers which may be relevant to Gypsies and Travellers, including:
- » *Producing a statutory spatial development plan that sets the strategic framework for planning and regeneration across the capital, the London Plan.*
  - » *Distributing funding for delivering/improving pitches and regeneration.*
- 2.38 The London Plan published in 2011 highlighted that the planning system should ensure fairness between the settled and traveller communities and that the assessment of suitable provision and genuine need is best practised at a local level. As such, the previous Mayor considered that Boroughs were best placed to assess the needs of, and make provision for, Gypsies and Travellers. Thus, Boroughs were encouraged rather than compelled to provide new Gypsy and Traveller sites.
- 2.39 The London Plan (2011) advises Boroughs to set targets for provision based on robust evidence of local need, ensuring that the accommodation requirements of Gypsies and Travellers are identified and addressed in line with national policy and in coordination with neighbouring boroughs. The London Plan (2011) does not set specific targets for Boroughs.
- 2.40 In August 2017 Labour AM Tom Copley questioned the Mayor about how his London Plan and Housing Strategy will cater for the accommodation needs of London's Gypsy and Traveller community following the change to the planning definition in PPTS (2015). In his response the Mayor made assurances that he will require London Boroughs to adopt a more comprehensive definition of a Traveller in his new London Plan so that a more accurate assessment of need can be made.

- 2.41 The new draft London Plan (2017) includes a policy (H16 – Gypsy and Traveller Accommodation) on assessing accommodation need for Gypsies and Travellers. This policy includes a different definition of Gypsies and Travellers than is included in the PPTS (2015). This is essentially the housing definition that was repealed by the Housing and Planning Act (2016). This is a far less stringent definition to meet as it includes households with a cultural tradition of nomadism or living in a caravan; households currently living in a caravan; households with a cultural *preference* not to live bricks and mortar; and households that have ceased to travel temporarily or permanently.
- 2.42 Should the draft London Plan be adopted as it currently stands following an Examination in Public that commenced in January 2019, it is this definition that London Boroughs would need to apply in the future when assessing housing need for Travellers. An extract from the Policy can be found below.
- 2.43 It should be noted that the Havering Local Plan is being examined against the current London Plan and the 2012 NPPF as it was prepared before the new documents were issued.

### **Policy H16 Gypsy and Traveller accommodation**

- A Boroughs should plan to meet the identified need for permanent Gypsy and Traveller pitches.
- B As of the start of this Plan period, boroughs should use the following definition of 'Gypsies and Travellers' as a basis for assessing need:  
People with a cultural tradition of nomadism, or living in a caravan, whatever their race or origin, including:
- 1) those who are currently travelling or living in a caravan
  - 2) those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation
  - 3) those who, on grounds of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently.
- C Boroughs that have not undertaken a needs assessment since 2008 should either:
- 1) undertake a Gypsy and Traveller accommodation needs assessment within the first two years of this Plan period (based on the definition set out above); or
  - 2) use the midpoint figure of need in Table 3 of GLA Gypsy and Traveller Accommodation Topic Paper 2017 as identified need for pitches (over the next 10 years) until a needs assessment is undertaken as part of their Development Plan review process.

## 3. Methodology

### Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015, the Housing and Planning Act (2016), and the revised NPPF (2019). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The ORS methodology has also been found to be sound following Local Plan Examinations including in Cambridge, Cheltenham, Cotswold, East Herts, Gloucester, Maldon, Milton Keynes, Newham, South Cambridgeshire and Tewkesbury.
- 3.4 The approach currently used by ORS was considered in April 2016 and July 2017 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:
- 'The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.'*
- 3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

## Glossary of Terms/Acronyms

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

## Desk-Based Review

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

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

## Stakeholder Engagement

<sup>3.9</sup> Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews during the preparation of the 2018 GTAA Report and the outcomes of these interviews are still relevant. Three interviews were undertaken with Council Officers from Havering. Members of the Showmen's Guild and the London Gypsy Traveller Unit (now London Gypsies and Travellers) were also interviewed.

## Working Collaboratively with Neighbouring Planning Authorities

<sup>3.10</sup> To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities during the preparation of the 2016 GTAA Report and most of the outcomes of these interviews are still relevant. Where appropriate the outcomes of the interviews have been updated where new GTAA studies have been completed or where progress has been made with Local Plan preparation. The outcomes of these interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Council set out below. Again, a detailed topic guide was agreed with the Council. Despite repeated attempts it was not possible to complete an interview with Essex County Council or the Greater London Authority.

- » Brentwood Borough Council
- » Epping Forest District Council
- » London Borough of Barking and Dagenham
- » London Borough of Redbridge
- » Thurrock Council

## Survey of Travelling Communities

- 3.11 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller multiple visits were made to households where it was not initially possible to conduct an interview because they were not in or not available at the time.
- 3.12 Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample-based approach which often leads to an under-estimate of need - an approach which is regularly challenged at Local Plan Examinations and at Planning Appeals.
- 3.13 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix E**.
- 3.14 All pitches and plots were visited by members of our dedicated team of experienced Researchers who work solely on our GTAA studies across England and Wales. They conducted semi-structured interviews with residents to determine their current demographic characteristics; their current or future accommodation needs; whether there is any over-crowding or the presence of concealed or doubled-up households or single adults; and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview.
- 3.15 Researchers also completed an overall assessment of each site to determine any opportunities for intensification or expansion to meet current and future needs. They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site. The outcomes of this part of the fieldwork will be used to support further site and pitch deliverability assessments.
- 3.16 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present) through proxy interviews.
- 3.17 Researchers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.
- 3.18 ORS would also like to thank a number of Planning Agents who represent households on some of the sites in Havering for their assistance in helping to arrange household interviews and encouraging their clients to participate in an interview.

Figure 3 – Friends, Families and Travellers Leaflet

**fft**  
Friends Families and Travellers

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

# MORE PITCHES PLEASE!

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

**Questions about travelling are particularly important.**  
In 2015 the Government changed the planning definition of what it means to be a 'Gypsy or Traveller' and it now reads as follows:  
**Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.**

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

**Information**  
fft  
Friends Families and Travellers

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

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

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

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

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

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

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

**fft**  
Friends Families and Travellers

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

## Engagement with Bricks and Mortar Households

- 3.19 The 2011 Census identified a total of 32 households in Havering living in a house or bungalow and 14 households in Havering living in a flat or maisonette who identified as Gypsies or Irish Travellers.
- 3.20 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, and other local knowledge from stakeholders and adverts on social media. Through this approach the GTAA endeavoured to do everything possible to give households living in bricks and mortar the opportunity to make their views known.
- 3.21 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to based on the wide range of publicity put in place. Thus, ORS are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 4 – Bricks and Mortar Advert



**Friends, Families and Travellers** 4 mins · 🌐

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

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

Your views are very important to us.

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

👍 Like    💬 Comment    ➦ Share

## Timing of the Fieldwork

- 3.22 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such, the majority of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. The first round of fieldwork was completed between June and September 2016; further interviews were completed in September and October 2017 with households who had refused to be interviewed, or who were not present during the initial fieldwork period; and a final round of fieldwork was completed between December 2018 and February 2019.

## Waiting Lists

- 3.23 As there are no public sites in Havering there is no waiting list.

## Applying the Planning Definition

- 3.24 Through the site interviews ORS sought to collect information necessary to assess each household against the PPTS 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 on how the PPTS planning definition should be applied (see Paragraphs 2.19 and 2.20 for examples) – these support the view that, to meet the PPTS planning definition, households need to be able to demonstrate that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes only temporarily due to education, ill health or old age.

- 3.25 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.
- 3.26 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future.
- 3.27 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:
- » Households that travel under the planning definition.
  - » Households that have ceased to travel temporarily under the planning definition.
  - » Households where an interview was not possible who *may* fall under the planning definition (undetermined households).
- 3.28 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments.

## Planning Status of Children in Households

- 3.29 For the purpose of assessing need ORS assume that the children of households should be given the same planning status as their parents. The rationale for this is that the planning status of children cannot be properly determined until they reach the age they can be classed as economically active and formally occupy a pitch of their own i.e. the age of 18. Most Councils update their GTAAs approximately every 3-5 years and this will allow for the planning definition to be properly applied to children in future years, or through future planning applications or appeals.



## Undetermined Households

- 3.30 As well as calculating need for households that meet the PPTS planning definition, the needs of households who are understood to be Gypsies and Travellers where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) whose planning status could not be determined also need to be considered as part of the GTAA. Whilst there is no specific guidance that sets out how the needs of these households should be assessed; where any interviews were not possible an approach has been taken that seeks an estimate of potential need from these households.
- 3.31 The estimate seeks to identify current and future need from pitches known to be temporary or unauthorised, and through an estimate of new household formation. For the latter the ORS national formation rate of 1.50% has been used as the demographics of the residents are unknown.
- 3.32 Should further information be made available to the Council that will allow for the PPTS planning definition to be applied, these households could either form a confirmed component of need to be considered through the GTAA or as part of the wider housing needs of the area.
- 3.33 ORS do not think that it would 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 PPTS planning definition of a Traveller based on the outcomes of households where an interview was completed.
- 3.34 However, data that has been collected from approximately 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 25% of households who have been interviewed met the PPTS planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed).
- 3.35 ORS are not implying that this is an official government statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken to approximately 25% of them at a representative range of sites and approximately 25% met the PPTS planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the PPTS planning definition and should be seen as a robust statistical figure.
- 3.36 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 3.37 In terms of Local Plan Policies, the Council could consider a criteria-based policy in accordance with PPTS for any undetermined households that do provide evidence that they meet the PPTS planning definition.
- 3.38 An assessment of need for undetermined households can be found in **Appendix B**.

3.39 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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

## Households that Do Not Meet the PPTS Planning Definition

3.40 Households who do not travel fall outside the PPTS planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance<sup>5</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 the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the PPTS planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (July 2019).

3.41 Paragraph 61 of the revised NPPF states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

3.42 An assessment of need for Travellers that did not meet the PPTS planning definition can be found in **Appendix C**.

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<sup>5</sup> Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. (March 2016).

## Calculating Current and Future Need

- 3.43 The primary change introduced by PPTS (2015) in relation to the assessment of housing need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As PPTS (2015) has only recently been issued only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on 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, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so.
- 3.44 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

## Supply of Pitches

- 3.45 The first stage of the assessment sought to determine the number of occupied, vacant and potentially available supply in the study area:
- » Current vacant pitches.
  - » Pitches currently with planning consent due to be developed within 5 years.
  - » Pitches vacated by people moving to housing.
  - » Pitches vacated by people moving from the study area (out-migration).
- 3.46 It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on smaller private family sites are not included as components of available supply but can be used to meet any current and future need from the family living on the site.

## Current Need

- 3.47 The second stage was to identify components of current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space already available:
- » Households on currently unauthorised developments.
  - » Concealed, doubled-up or over-crowded households (including single adults).
  - » Households in bricks and mortar wishing to move to sites.
  - » Households in need on waiting lists for public sites.

## Future Need

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

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

3.49 When considering need from teenage children consideration should be given as to whether this is need for a formal pitch or for additional accommodation units such as touring caravans. It is common for teenage Travellers to move from family statics or mobile homes into a touring caravan of their own on the family pitch, as opposed to needing a full pitch of their own in the short to medium term.

3.50 Household formation rates are often the subject of challenge at appeals or examinations. ORS agree with the position set by Ministers from DCLG in a Ministerial Statement in 2014 and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail later in this report.

3.51 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5-year periods to 2031.

## Pitch Turnover

3.52 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.*

3.53 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 rely upon making assumptions; a practice best avoided. Turnover is naturally very difficult to assess accurately and in practice does not contribute meaningfully to additional supply so should be very carefully assessed in line with local trends. Mainstream housing*

*assessments are not based on the assumption that turnover within the existing stock can provide for general housing needs.*

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

## Transit Provision

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

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

- 3.56 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of currently unauthorised sites and encampments, as well as information from the Ministry of Housing Communities and Local Government (MHCLG)<sup>6</sup> Traveller Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring planning authorities and other stakeholders were also taken into consideration when determining this element of need in the study area.

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<sup>6</sup> Formerly the Department for Communities and Local Government (DCLG).

## 4. Gypsy, Traveller & Travelling Showpeople Sites and Yards

### Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size<sup>7</sup>. A site is a collection of pitches which form a development for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Permanent transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies

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<sup>7</sup> Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

## Sites and Yards in Havering

4.6 In Havering, at the base date for the GTAA, there were no public sites; 6 private sites with permanent planning permission (21 pitches<sup>8</sup>); 3 Private sites with temporary planning permission (7 pitches); 2 sites that are tolerated for planning purposes (5 pitches); 30 currently unauthorised sites (97 pitches); and 1 Travelling Showperson yard (5 plots). There were no public transit sites. Note that this includes 2 sites (Laburnham Stables and Railway Sidings) that have a mixture of pitches with permanent planning permission, pitches with temporary planning permission and unauthorised pitches. See **Appendix D** for further details.

Figure 5 – Total amount of provision in Havering

Category	Sites/Yards	Pitches/Plots
Public sites (Council or Registered Providers)	0	0
Private with permanent planning permission	6	21
Private sites with temporary planning permission	2	7
Tolerated sites	2	5
Unauthorised sites	30	97
Public transit provision	0	0
Private transit provision	0	0
Travelling Showpeople yards	1	5
<b>TOTAL</b>	<b>41</b>	<b>135</b>

## MHCLG Traveller Caravan Count

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

<sup>8</sup> A total of 6 of these pitches are the subject to the completion of a Legal Agreement that had not been concluded at the time of this report.

## 5. Stakeholder Engagement

### Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. Whilst these were completed during the preparation of the previous GTAA, the majority of the outcomes are still considered up-to-date and relevant. Some of the outcomes of the interviews have been updated where appropriate in light of new GTAA studies being completed and to reflect progress on the preparation of Local Plans.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments and transit provision; and cross-border issues. Importantly, stakeholders who are in contact with members of the travelling community (who are in bricks and mortar or who are not known to the Council) were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 Three interviews were undertaken with Council Officers from the study area. A representative of the Showmen's Guild also took part in the stakeholder interviews. An interview was also completed with the London Gypsy and Traveller Unit (now London Gypsies and Travellers).
- 5.4 Local Authorities have a duty-to-cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a planning officer from five of the local authorities that neighbour Havering:
- » Brentwood Borough Council.
  - » Epping Forest District Council.
  - » London Borough of Barking and Dagenham.
  - » London Borough of Redbridge.
  - » Thurrock Council.
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.
- 5.6 The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.



## Views of Key Stakeholders and Council Officers in Havering

### Accommodation for Gypsies and Travellers

- 5.7 There are no Council run sites in the area and there are only 21 pitches which have permanent planning permission. All the other pitches have temporary planning permission; are tolerated for planning purposes; or are currently unauthorised.
- 5.8 Officers were aware of overcrowding on some sites in the area and it was felt that need is not currently being met because most Gypsies and Travellers are on temporary, tolerated or unauthorised sites.
- 5.9 The results of this study will inform the new Local Plan.

### Bricks and Mortar

- 5.10 Stakeholders who are in contact with members of the Traveller Community were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.11 Twelve Housing Associations, who own properties in Havering, were contacted by ORS to explore whether they record the ethnicity of their tenants. They were also asked if they could identify Gypsy and Traveller tenants living within their properties and, if they did, whether they could contact them to advise them that the study is being undertaken and if they would like to discuss their accommodation needs via a confidential interview with the research team. Of the 12 contacted A2 Dominion, Metropolitan and Genesis provided a response and explained that people are nominated by the Local Authority and they do not record the ethnicity of their tenants once they have started their tenancy and therefore would not be in a position to assist.

### Short-term Roadside Encampments

- 5.12 Some Gypsies and Travellers travel through the area for work purposes and some are known to travel to the area for social events or visiting family weddings. They usually stay on parks and vacant private land, or on existing sites. Some encampments also occur on private land. In addition, there have been some more recent occurrences of Travellers unlawfully occupying industrial premises and using them for large scale illegal fly tipping.
- 5.13 There is currently no public transit provision and it was felt that Gypsies and Travellers who travel through the area would not want to stay on a formal transit site. However, officers all agreed that there should be a London-wide approach to the provision of transit sites.

### Cross-border Issues

- 5.14 Overall, there are not thought to be any significant cross-border issues. However, it was explained that the public site in Barking & Dagenham is located on the Havering border and a number of those residents will request help and support from Havering Council officers in relation to Council provided services (which they are unable to provide).
- 5.15 Havering are considered to be working closely with neighbouring boroughs and arrange stakeholder workshops to consult on Gypsy and Traveller issues and have held Duty-to-Cooperate

meetings with neighbouring boroughs to discuss Gypsy and Traveller issues and wider housing issues.

- 5.16 In addition, the Borough worked on a SHMA with Barking & Dagenham (LBBB) and Redbridge which is a key piece of joint working and the relationship with LBBB is considered to be positive and it is felt that they are a responsive borough.
- 5.17 The neighbouring boroughs are said to be meeting their own accommodation need and complying with the Duty-to-Cooperate.

## Neighbouring Authorities

### Brentwood Borough Council

- 5.18 With regard to overall accommodation need in Brentwood, the views of the officer interviewed were as follows:
- » The Greater Essex GTAA that was published in January 2018 identified that Brentwood Borough has 14 sites with full planning permission (30 pitches); 1 site with temporary permission (2 pitches); 2 sites that are tolerated for planning purposes (7 pitches); and 3 unauthorised sites (16 Pitches). There are no public Gypsy and Traveller sites or Travelling Showmen's yards.
  - » The Greater Essex GTAA identified an overall need for Brentwood for an additional 78 Gypsy and Traveller pitches between 2016 and 2033. Of this need 11 pitches are for households that met the PPTS planning definition; 59 were from households that did not meet the PPTs planning definition; and 8 were from undetermined households. These numbers are subject to revision following a forthcoming review of the GTAA as part of work to prepare a South Essex Strategic Plan covering the period to 2038.
  - » Brentwood are in the process of preparing a new Local Plan which will cover the period 2016-2033. Preparation of the Local Plan has now reached the Pre-Submission Stage with a final consultation period due to end in March 2019.
  - » The Brentwood Local Plan Pre-Submission Document (2013-2033) contains Policies HP07, HP08, HP09, HP10 and HP11 that seek to provide for Gypsies and Travellers based on the need identified in the Greater Essex GTAA, and to address any additional windfall sites.
  - » There is no transit provision in Brentwood. There is believed to be a need across Essex County as a whole, but the best location for such a site would need to be determined by discussions between all local authorities and the County Council.
  - » It was felt that short-term encampments are fairly infrequent and are more likely to occur in the summer months. Stakeholders stated that most families who stop off in Brentwood are either travelling around for work or are simply passing through and have permanent provision elsewhere.
- 5.19 With regard to the subject of cross-border issues and the Duty-to-Cooperate, the views of the officer interviewed were as follows:

- » The Borough have engaged with Havering during the preparation of their new Local Plan. The officer believed that one issue of key importance was the potential of cumulative impact – specifically, sites on both Epping Forest’s and Havering’s borders. To attempt to meet their identified need, one avenue being considered by Brentwood is the permanent allocation of pitches currently with temporary or personal permission, so working with Brentwood’s neighbours is necessary to identify any potential negative impact or cumulative effect.

## Epping Forest District Council

<sup>5.20</sup> With regard to overall accommodation need in Epping Forest, the views of the officer were as follows:

- » The Greater Essex GTAA (2018) identified a need for 69 additional pitches. Most of the identified need is due to pitches with temporary planning permission, unauthorised pitches, and overcrowding and concealed or doubled-up households, rather than new households coming to the district.
- » The number of unauthorised sites and temporary permissions has reduced in recent years due to more sites being granted permanent planning permission. At the time of the Greater Essex GTAA there were 8 sites with temporary permission (16 pitches) and 8 pitches on unauthorised sites.
- » The Epping Forest Local Plan is currently the subject of an Examination in Public (early 2019). The Submission Version Local Plan contains Policies SP 2 Spatial Development Strategy and H 4 Traveller Site Development, together with site allocations in selective ‘Places’ Policies which seek to meet need identified in the Greater Essex GTAA.
- » With regard to transit provision, there is an identified County-wide need for such provision, but there are no available sites within the District for that purpose.
- » Another local issue is the spatial distribution of sites across the District. There has traditionally been a concentration of Gypsies and Travellers in two of the twenty-four parish and town council areas. The officer highlighted that the allocations in the Local Plan Submission Version sought, where possible, to ‘even out’ that distribution across the District, but a sensible and logical approach is often to extend or intensify use on existing sites.

<sup>5.21</sup> With regard to the subject of cross-border issues and the Duty-to-Cooperate, the views of the officer were as follows:

- » Epping Forest District Council have been in regular dialogue with their neighbouring authorities. They share common issues with neighbouring authorities including high percentages of Green Belt coverage.
- » The officer considers that Epping Forest and its neighbouring local authorities are complying with the Duty-to-Cooperate and this is evidenced by the now well-established Co-operation for Sustainable Development Board set up in October 2014. The core constituent administrative areas are identified as Epping Forest, Harlow and Uttlesford districts, Brentwood Borough, Chelmsford City and Essex County Council, East Herts and Broxbourne districts and Hertfordshire County Council, and the London

Boroughs of Waltham Forest, Redbridge and Enfield. LB Havering is invited to attend meetings. An officer forum is also in place that reports to the Board.

- » As identified in the Memorandum of Understanding on Distribution of Objectively Assessed Housing Need across the West Essex East Hertfordshire Housing Market Area March 2017, Harlow, Uttlesford and Epping Forest Districts have agreed to meet their own individual assessed need within their own boundaries. (While East Hertfordshire District Council envisages being able to accommodate its need within its boundaries, it should be noted that it is entering into Duty to Co-operate arrangements with Welwyn Hatfield Borough Council to enable meeting some of both councils' identified needs via provision of a new site at Birchall Garden Suburb, East of Welwyn Garden City).
- » LB Havering's engagement with EFDC has largely centred on the statutory stages of the Local Plan, with limited engagement at officer level in the Co-operation for Sustainable Development Officer Group and on evidence base documents such as the Green Belt Review and Statement of Community Involvement.
- » EFDC has not been approached by LB Havering in respect of meeting the needs of Gypsy and Traveller communities and this is also reflected in the statements contained within the Boroughs Duty to Co-operate Statement March 2018 i.e. that the Havering GTAA concludes that there are no cross-boundary matters affecting travellers and the Borough is intending to meet its own needs in this regard.

## London Borough of Barking & Dagenham

5.22 With regard to overall accommodation need in Barking & Dagenham, the views of the officer interviewed were as follows:

- » There is one public site with 12 pitches and no private sites.
- » The officer was not aware of any overcrowding issues on the public site.
- » The most recent GTAA was published in September 2018 and identified an overall need for 29 additional pitches for the period 2016-35. Need for 19 additional pitches was identified for households that met the planning definition and all of this need originated from households living on unauthorised encampments and living in bricks and mortar. Need for 10 additional pitches was identified from households living on the public site, the majority of which is through new household formation.
- » In general, historically demand and need has been relatively low, but the officer believes Barking & Dagenham must be prepared for any emerging need identified in the new GTAA, particularly from the Irish Traveller community.
- » The officer was aware of recent illegal encampments in Barking Town Centre, although they are historically quite rare. The officer believes that this is due to Barking being quite built up, with little available space for such incursions to happen. Havering is more open, which probably contributes to their higher number of issues.
- » The officer does not believe that there is any need for transit provision, as it has never featured as high priority.

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

- » The officer was not aware of any cross-border issues. Mainly, Gypsies and Travellers stop in Newham or Havering, as opposed to Barking & Dagenham.

## London Borough of Redbridge

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

- » There is one public site for Gypsy and Travellers and no Travelling Showpeople yards in the Borough.
- » The Borough completed a GTAA that was published in 2016 which identified a need for an additional seven pitches on the public site (2015-2030). Two of which need to be provided in the first five years of the Local Plan. The officer felt the Borough is meeting the accommodation needs of the Gypsy and Traveller community.
- » There are said to be a small number of unauthorised encampments and the officer referred to the 2016 study which did not identify a need for any transit provision.

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

- » The officer was not aware of any cross-border issues and was of the view that neighbouring boroughs (including the Study area) is meeting the Duty-to-Cooperate.
- » The officer was confident that neighbouring boroughs could meet their own assessed need and referred to conversations with neighbouring authorities which demonstrated that Redbridge would not have to deal with issues arising from neighbouring boroughs and would be able to meet its own local need.

## Thurrock Borough Council

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

- » The Greater Essex GTAA identified that there were 3 public sites (65 pitches); 4 private sites with permanent planning permission (25 pitches); 2 private sites with temporary planning permission (9 pitches); 5 sites that are tolerated for planning purposes (19 pitches); 4 unauthorised sites (14 pitches); and 2 small Travelling Showmen's yards (8 plots). Since the GTAA was completed, one additional new private site (1 pitch) has been granted planning permission.
- » The Borough is home to the Buckles Lane development, one of the largest collection of Travelling Showpeople yards in Europe, with 109 plots of which a large number are unauthorised or have temporary permission. In addition, a recent study completed in Buckles Lane in 2018 identified high levels of sub-letting to non-Travellers.
- » The Greater Essex GTAA identified an overall need for 85 Gypsy and Traveller pitches and for 14 Travelling Showmen's plots in Thurrock for the period 2016-33. In addition, a separate assessment for Buckles Lane (2018-33) identified an overall need for up to 233 plots.

- » Part of the existing need is on longstanding tolerated sites – the officer explained that this this need is probably met on the existing sites which may remain tolerated or become authorised. The Council will look at need from unauthorised sites and future needs going forward.
- » In addition to the need identified in the GTAA, the proposed route of the Lower Thames Crossing in Thurrock will result in the loss of one of the public Gypsy sites and if the route is approved, there will be a need to provide a new site for the replacement of up to 21 pitches.
- » Due to the size of the Travelling Showpeople community, the number of plots required to meet current and future need is high. On the approved yards, the traditional Thurrock Travelling Showpeople families have become overcrowded as new households form. Thurrock Council will need to consider the approach to meeting current and future needs for Travelling Showpeople through the Local Plan process and duty-to-cooperate.
- » The new Local Plan is in its early stages, and a Stage 2 Issues and Options Consultation commenced in December 2018 and is due to end in March 2019. In terms of progressing the new Local Plan a new Local Development Scheme is due to be published in March 2019.

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

- » The officer referenced Basildon's high Gypsy and Travellers need and explained that Thurrock is unlikely to take into account the needs of any other areas due to its own high need.
- » The officer had some concerns about the approach of Basildon Borough Council in its new Local Plan and Thurrock Council had made representations on the Basildon Local plan to this effect. Thurrock Council's previously stated position is that it believes there needs to be a fairer distribution of new sites, as Thurrock and Basildon have much larger populations of Gypsies, Travellers and Travelling Showpeople than other neighbouring authorities. The officer believes authorities in Greater Essex need to have discussions regarding this.
- » Indeed, after taking advice from the Showman's Guild, Thurrock will need to discuss whether some of the future Travelling Showpeople population need should be redistributed to other parts of Essex. Part of the Buckles Lane site began as an unauthorised site including Travelling Showpeople coming from other areas of the country – including London – so the officer felt that it is not technically a local need. The Showman's Guild have recognised that the population did not necessarily need to be located in Thurrock and the rest of Essex should be attempting to make provision for the needs of Travelling Showpeople.
- » The Essex Planning Officers Association has coordinated the Greater Essex GTAA and has recognised potential strategic and cross-boundary issues need to be progressed in relation to transit need.

- » Duty-to-Cooperate is ongoing with Thurrock, amongst others. The South Essex Group of local authorities are all working together on Duty-to-Cooperate and are preparing an update of the Greater Essex GTAA for the South Essex area that will roll forward the assessment of need end date from 2033 to 2038 and therefore increase the need requirement for Gypsy and Traveller pitches and Travelling Showpeople plots.
- » Thurrock will be focussing on accommodating its own need going forward, and the officer believes it would be an issue should Thurrock be expected to accommodate the need of any other area. They may need to seek assistance from neighbouring authorities with the future need for the Travelling Showpeople population in Thurrock. The officer believes they should be seeking a fair and equitable agreement with neighbouring authorities with regards to distribution.
- » There is a concern about whether the draft London Plan addresses the issue, as traditionally there have been Gypsies and Travellers moving into the Thurrock area who have lost sites in London. The officer believes that London Plan needs to play its part in seeking to accommodate Gypsies and Travellers and Travelling Showpeople, and not get lost in the drive to regenerate and build houses all over London.
- » Thurrock would be seeking to engage with Havering one-on-one to discuss cross-boundary issues and their plan.

## Views from Community Representatives

### Response from the London Gypsy and Traveller Unit (LGTU)

- 5.28 ORS interviewed a representative of the LGTU, who support Gypsies and Travellers across London to:
- » Influence decisions affecting their lives.
  - » Improve their quality of life and the opportunities available to them.
  - » Challenge the discrimination they routinely experience.
- 5.29 The representative of the LGTU expressed concern that the Council doesn't have any policy or site allocations in place and that they have not done anything since the Gypsy and Traveller Development Plan Document was withdrawn in 2015. However, the representative acknowledged that the new GTAA should provide a more up-to-date evidence base for the new Local Plan.
- 5.30 If there are issues around unauthorised encampments, the representative felt that priority should be to identify suitable pieces of land for either negotiated stopping or transit sites, or sites that are available to be acquired by Travellers if they wish to develop their own site in the borough.

### Response from the Showmen's Guild (London Section)

- 5.31 As part of the stakeholder engagement, ORS spoke with a representative of the Showman's Guild of Great Britain who is aware of Showmen's families living in the Borough. The representative explained that the Borough is adjacent to Thurrock and South Ockendon which has the largest Travelling Showpeople yard in Europe (Buckles Lane) and the representative was of the view that Havering should take into account their needs in their Local Plan.

- 5.32 ORS have undertaken GTAA's across the UK and regularly consult with organisations which promote and support Travelling Showpeople. Across the country, Traveling Showpeople sites are said to be overcrowded with a requirement for small expansions for family growth and most sites have reached maximum capacity.
- 5.33 The Guild feel there is a lack of site accommodation in the south east of England and where sites meet the site criteria, the local planning authority should base any decision on the need for additional sites regionally not locally. The key factors should be suitability of sites, sustainability, and access to transport links and not whether or not families can prove a specific local link. The representative called for a London-wide approach.
- 5.34 The representative agreed that it is difficult to source sites which are both affordable and suitable. The Guild's view is that it is less onerous to look at existing sites and to explore whether surrounding land can be purchased to enable a small expansion. This will have the least impact on local communities and would allow families to remain together.
- 5.35 The Guild suggested that new yards ideally contain between six to eight plots. Any smaller and this would become unsustainable as people could be left isolated when people are away, any larger and it can be intrusive and puts additional demands on local services. The average size of each plot is ½ an acre per plot and the Showmen's Guild has designed a model design for both a smaller and larger site which is available on its website.



## 6. Survey of Travelling Communities

### Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified 6 private sites with permanent planning permission, 3 private sites with temporary planning permission, 2 sites that are tolerated for planning purposes, 30 currently unauthorised sites and 1 Travelling Showpersons yard. Note that this includes 2 sites (Laburnham Stables and Railway Sidings) that have a mixture of pitches with permanent planning permission, pitches with temporary planning permission and unauthorised pitches. The table below sets out the number of pitches, the number of interviews that were completed, and the reasons why interviews were not completed, or where additional interviews were completed.
- 6.3 A total of 81 interviews were completed with Gypsy, Traveller and Travelling Showpeople households in Havering. In addition, a total of 41 proxy interviews were completed where information was provided on households not present at the time of the interview by another occupant of a site or yard, from information submitted to support planning applications and planning appeals or from a planning agent representing the household. Taking account of multiple interviews on a small number of pitches and pitches found to be occupied by non-Travellers, this represents a response rate of 96%, with just 4 refusals and 1 non-contact.

Figure 6 - Sites and yards visited in Havering

Planning Status	Pitches/Plots	Interviews	Reasons for not completing interviews
<b>Public Sites</b>			
None	-	-	-
<b>Private Sites</b>			
Haunted House Wood	3	4	1 x doubled-up
Laburnham Stables	1	2	1 x doubled-up
Railway Sidings	2	2	-
The Old Forge	1	3	Multiple households permitted
The View, Hornchurch	3	3	-
Willow Tree Lodge	11	11	-
<b>Temporary Sites</b>			
Laburnham Stables	2	3	1 x doubled-up
Railway Sidings	3	3	-
Tyas Stud Farm	2	2	2 on 1 pitch, 1 x no contact
<b>Tolerated Sites</b>			
Crow Lane (r/o 21)	1	1	-

Crow Lane (r/o 24)	4	0	4 x refusals
<b>Unauthorised Sites</b>			
Lower Bedfords Road	3	3	-
Ashleigh View	5	5	-
Blossom Hill View, Church Road	1	1	-
Cherry Blossom View, Church Road	1	1	-
Cherry Tree View, Church Road	1	1	-
Dunromin, Church Road	1	1	-
Fairhill Rise	4	4	-
Gravel Pit Coppice, Benskins Lane	6	6	-
Hogbar Farm	11	11	-
Hogbar Farm East	8	8	-
Hogbar Farm West	7	7	-
Laburnham Stables	1	1	-
Land east of Rosewood Cottage	1	1	-
Land west of Benskins Lane	6	0	6 x non-Travellers
Meadow Rise, Church Road	4	4	-
Meadow View, Church Road	3	3	-
Paddock View, Church Road	2	2	-
Plot 3, Church Road	1	1	-
Plot 13, Church Road	1	1	-
Plot 14, Church Road	1	1	-
Springfield, Church Road	2	2	-
The Caravan Park, Putwell Bridge	4	4	-
The Grove, Prospect Road	5	5	-
The Oak View, Church Road	1	1	-
The Oak, Church Road	1	1	-
The Schoolhouse, Church Road	1	1	-
Vinegar Hill	9	9	-
White House, Benskins Lane	4	0	4 x non-Travellers
Willoughby Drive (Adj No 1)	1	1	-
Willow View, Church Road	1	1	-
<b>Bricks and Mortar</b>			
1 Willoughby Drive	1	1	-
<b>Travelling Showpeople Yards</b>			
Fairoaks, St Mary's Lane, Upminster	5	5	-
<b>TOTAL</b>	<b>136</b>	<b>127</b>	

## Efforts to Contact Bricks and Mortar Households

- 6.4 ORS attempted to make identify with bricks and mortar households by asking residents that were interviewed if they knew of any friend or family who were looking to move to a site; through the stakeholder interviews; and through adverts in the Traveller press and on social media. As a result of this 1 household was identified to be interviewed.

# 7. Current and Future Pitch and Plot Provision

## Introduction

- 7.1 This section focuses on the additional pitch and plot provision which is needed in the study area currently and to 2031. This includes both current unmet need and need which is likely to arise in the future<sup>9</sup>. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the household interviews, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

## New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments<sup>10</sup>, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

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<sup>9</sup> See Paragraphs 3.32 and 3.33 for details of components on current and future need.

<sup>10</sup> Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.

7.8 This view has been supported by Planning Inspectors in a number of Decision Notices. At an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used, the Inspector concluded:

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

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

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

7.10 In addition, the Technical Note has been accepted as a robust academic evidence base and was published by the Social Research Association in its journal Social Research Practice in December 2017.

7.11 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys, and the baseline includes all current authorised households, all households identified as in current need (including concealed households, teenagers in need of a pitch of their own in the next 5 years, movement from bricks and mortar, those on waiting lists not currently living on a pitch or plot and in-migration), as well as households living on tolerated pitches or plots who are not included

as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.

- 7.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by travelling status).
- 7.13 In certain circumstances where the numbers of households and children are low it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 7.14 The overall level of new household formation has also been adjusted to take account of any teenagers already counted as being in need of a pitch of their own in the first 5 years of the assessment in order to avoid any double counting of future need.

## Breakdown by 5 Year Bands

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

## Applying the Planning Definition

- 7.16 The outcomes from the household interviews were used to determine the planning status of each household against the PPTS planning definition. Only need from those households that met the PPTS planning definition (in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence when doing so, or have ceased to travel temporarily due to education, ill health or old age) need to be formally considered in the GTAA. Households where an interview was not completed who may meet the PPTS planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA need from households that did not meet the PPTS planning definition have been assessed to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.
- 7.17 The information used to assess households against the PPTS planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The table below sets out the planning status of households living on sites in Havering

- 7.18 Whilst proxy interviews were completed for 5 households on 2 private Gypsy and Traveller sites, there was not sufficient information provided to properly assess households against the planning definition, so these households have been included as undetermined.

Figure 7 – Planning status of households in Havering

Planning Status	Meet Planning Definition	Undetermined <sup>11</sup>	Do Not Meet Planning Definition
<b>Gypsies and Travellers</b>			
Private Sites	17	5	3
Temporary Sites	7	1	1
Tolerated Sites	1	4	0
Unauthorised Sites	66	0	21
Bricks and Mortar	1	0	0
<b>Sub-Total</b>	<b>92</b>	<b>10</b>	<b>25</b>
<b>Travelling Showpeople</b>			
Private Yards	5	0	0
<b>Sub-Total</b>	<b>5</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>97</b>	<b>10</b>	<b>25</b>

- 7.19 Figure 7 shows that for Gypsies and Travellers 92 households and for Travelling Showpeople 5 households met the planning definition of a Traveller in that they were able to provide information demonstrating that household members travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 25 Gypsy and Traveller households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.20 The number of households where an interview was not possible are recorded as undetermined. The reasons for this included 4 households that refused to be interviewed and 1 household that was not present during the fieldwork period – despite up to three visits. The undetermined households also include 5 households where a proxy interview was completed where there was insufficient information provided to robustly apply the planning definition.

## Bricks and Mortar Interviews

- 7.21 Whilst the 2011 Census identified 46 households living in bricks and mortar in Havering who identified as a Gypsy or Irish Traveller, it was only possible to complete one interview, despite all of the efforts that were made. Whilst this household does meet the planning definition, they stated that they live in bricks and mortar through choice and have no plans or wishes to move to a site.

<sup>11</sup> 5 households where a proxy interview was completed are included as undetermined as there was insufficient information to assess them against the planning definition.

## Waiting Lists

- 7.22 There are no public sites in Havering so there is no waiting list.

## Migration

- 7.23 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 7.24 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. Whilst a number of households living on public sites stated that they wish to move, the majority wanted to move to another public site in Havering due to over-crowding. ORS have also found no evidence from other local studies that have been completed recently of any households wishing to move to Havering. Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of Havering wish to develop a new site the proposal will need to be considered by a criteria-based Local Plan Policy.

## Gypsies and Travellers

### Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 7.25 There were 92 households that met the planning definition. Analysis of the household interviews indicated that there is a need for 23 additional pitches as a result of concealed or doubled-up households or adults, 40 additional pitches for teenage children in need of a pitch of their own in the next 5 years, 66 pitches on currently unauthorised developments, 5 pitches with temporary planning permission, and 1 from in-migration. The household demographics suggest that a new household formation rate of 2.00% should be used. This gives a total of 39 additional pitches through new household formation.
- 7.26 Therefore, the overall level of additional need for those households who met the planning definition of a Gypsy or Traveller is for **174 additional pitches** over the 15-year GTAA period.

Figure 8 – Additional need for Gypsy and Traveller households in Havering that met the Planning Definition (2016-31)

Gypsies and Travellers - Meet Planning Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	66
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	23
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>89</b>
<b>Future Need</b>	
5 year need from teenage children	40
Households on sites with temporary planning permission	5
In-migration	1
New household formation	39
<i>(Base number of households 155 and formation rate 2.00%)<sup>12</sup></i>	
<b>Total Future Needs</b>	<b>85</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>174</b>

Figure 9 – Additional need for Gypsy and Traveller households in Havering that met the Planning Definition by 5-year periods

2016-21	2021-26	2026-31	Total
Years 1-5	Years 6-10	Years 11-15	
135	18	21	<b>174</b>

<sup>12</sup> See Paragraph 7.10 for the components that make up the household base.



## Pitch Needs – Undetermined Gypsies and Travellers

- 7.27 Whilst it was not possible to determine the planning status of a total of 10 households as they either refused to be interviewed, were not on site at the time of the fieldwork, or there was insufficient information provided in a proxy interview, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 7.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.29 However, data that has been collected from over 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 25% of households that have been interviewed meet the planning definition.
- 7.30 This would suggest that it is likely that only a proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- 7.31 Should further information be made available to the Council that will allow for the planning definition to be applied to the undetermined households, the overall level of need could rise by up to 1 from pitch with temporary planning consent, by up to 1 from teenage children in need of a pitch of their own in the next 5 years, and by up to 4 pitches from new household formation (this uses a base of the 11 households<sup>13</sup> and a net growth rate of 1.5%<sup>14</sup>). Therefore, additional need could increase by **up to a further 6 pitches**, plus any concealed adult households or 5-year need arising from teenagers living in these households (if all undetermined pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 25% were to be applied this could be as few as 2 additional pitches.
- 7.32 Whilst the proportion of households in Havering that meet the planning definition is significantly higher (79%) than 25% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust national figure. However, if the locally derived proportion were to be applied this could result in a need for 5 additional pitches.
- 7.33 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

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<sup>13</sup> The proxy interviews identified a teenage child who will be in need of a pitch of their own in the next 5 years.

<sup>14</sup> The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

## Pitch Needs – Gypsies and Travellers that did not meet the Planning Definition

- 7.34 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the PPTS planning definition. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies. On this basis, it is evident that whilst the needs of the 25 households living on sites who did not meet the PPTS planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as the majority identified as Irish Travellers, Romany Gypsies or Scottish Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing as a result of their protected ethnic characteristic.
- 7.35 There is a need for **39 additional pitches** for households that did not meet the PPTS planning definition. This is made up of 21 currently unauthorised pitches; 3 concealed or doubled-up households or adults; 4 teenage children who will be in need of a pitch of their own in the next 5 years; 1 temporary pitch; and 10 from new household formation using a formation rate of 2.45% derived from the household demographics.
- 7.36 A summary of this need for households that did not meet the PPTS planning definition can be found in **Appendix C**.

## Travelling Showpeople

### Plot Needs – Travelling Showpeople that meet the Planning Definition

- 7.37 There were 5 Travelling Showpeople households identified in Havering that met the planning definition, no undetermined households that may meet the planning definition and no households that did not meet the planning definition.
- 7.38 The interviews with the residents that met the planning definition identified that there was over-crowding on the yard and a need to provide additional plots for older teenage children. It was also stated that the families are looking to expand the yard on to adjacent land that they already own – and that this will meet all of their current and future needs.

## Transit Requirements

- 7.39 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Caravan Count, the outcomes of the stakeholder interviews, local records on numbers of unauthorised encampments, and the potential wider issues related to changes made to PPTS in 2015.

## MHCLG Traveller Caravan Count

- 7.40 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) 'snapshot in time' conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.41 Data from the Traveller Caravan Count shows that apart from one large encampment comprising 35 caravans in July 2015 and a further encampment comprising 10 caravans in January 2017, there have been no further non-tolerated unauthorised caravans recorded on land not owned by Travellers recorded in the study area in recent years.

## Stakeholder Interviews and Local Data

- 7.42 Information from the previous stakeholder interviews identified that there are low levels of unauthorised encampments in Havering, and that the majority were short-term visiting family or friends, transient and simply passing through.
- 7.43 There is currently no formal transit provision in Havering, and it was felt by officers that Gypsies and Travellers who travel through the area would not want to stay on a formal transit site.

However, officers all agreed that there should be a London-wide approach to the provision of transit sites.

- 7.44 More recent information provided by the Council in 2018 indicated that there were 11 encampments recorded in 2015, 34 in 2016, 4 in 2017 and 22 in 2018. In all cases it was reported that the Travellers were not travelling around Havering but were visiting for between a few days and up to 2 weeks. Reasons given for stopping included attending an event (funeral/wedding), looking for work, visiting relatives, passing through on the way to somewhere else, and being on holiday.
- 7.45 The officer also reported that since 2016 there had been an increase in the number of encampments on industrial land that have involved the criminal dumping of waste. There is a view that this may be as a result of neighbouring Boroughs now having High Court Injunctions in place to prevent unauthorised encampments.
- 7.46 The officer did not feel that transit provision would address any issues related to the illegal dumping of waste, and that the current levels of other encampments were too low to justify any formal transit provision in Havering.

## Potential Implications of PPTS (2015)

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

## Transit Recommendations

- 7.48 Whilst there is some evidence of a number of unauthorised encampments in Havering in recent years, it is recommended that there is currently no need to provide any new transit pitches or emergency stopping places. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 7.49 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Havering; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in Havering; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or equivalent).
- 7.50 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be completed on an annual basis. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.

- 7.51 In the short-term, the Council should consider the use of management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- 7.52 The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 7.53 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.

## 8. Conclusions

8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, and the revised NPPF (2019).

### Gypsies and Travellers

8.2 In summary there is a need for:

- » 174 additional pitches in Havering over the GTAA period to 2031 for Gypsy and Traveller households that met the planning definition;
- » 6 additional pitches for undetermined Gypsy and Traveller households that may meet the planning definition; and
- » 39 additional pitches for Gypsy and Traveller households who did not meet the planning definition.

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

8.4 However, it is recommended that alternative approaches should also be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification of existing sites – many of which are already reaching capacity and have no means to expand onto adjacent land.

8.5 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans as opposed to fully set out family pitches.

8.6 The second approach to consider is for sites occupied by larger extended family groups. Again sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.

8.7 It is recommended that need for households that met the PPTS planning definition is addressed through new pitch allocations and the intensification of existing sites – considering some of the alternative approaches set out above. Given that the majority of identified need comes from households living on private sites it is likely that it will need to be addressed through the provision of private pitches or sites.

- 8.8 The Council will need to carefully consider how to address any additional needs from undetermined households, from households seeking to move to Havering or from additional households currently living in bricks and mortar. In terms of Local Plan Policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS).
- 8.9 In general terms, it is the Government's intention that the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need and through separate Local Plan Policies (including those authorities that have adopted plans, as all Travellers will have been included as part of the overall Objectively Assessed Need – OAN).
- 8.10 It is recognised that the Council already have in place an adopted Local Plan that sets out overall housing need. When the new Local Plan is prepared, the findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the PPTS planning definition of a Traveller.

## Travelling Showpeople

- 8.11 There were 5 Travelling Showpeople households identified in Havering that met the planning definition; no undetermined households that may meet the planning definition; and no households that did not meet the planning definition.
- 8.12 The interviews with the residents that met the planning definition identified that there was overcrowding on the yard and a need to provide additional plots for older teenage children. It was also stated that the families are looking to expand the yard on to adjacent land that they already own – and that this will meet all of their current and future needs.

## Transit Provision

- 8.13 Whilst there is some evidence of a number of unauthorised encampments in Havering in recent years, it is recommended that there is currently no need to provide any new transit pitches or emergency stopping places. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 8.14 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be completed on an annual basis. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- 8.15 In the short-term, the Council should consider the use of management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.

## Summary of Need to be Addressed

- 8.16 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning

definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the SHMA and through separate Local Plan Policies.

- 8.17 Total need from Gypsy and Traveller households that met the planning definition, from undetermined households, and from households that did not meet the planning definition is for 219 additional pitches. The table below breaks need down by the GTAA and SHMA by taking 25% (the ORS national average for Gypsies and Travellers) of need from undetermined households and adding this to the need from households that met the planning definition, and by adding the remaining 75% of need from undetermined households to the need from households that did not meet the planning definition.

Figure 10 – Additional need for Gypsy and Traveller households broken down by potential delivery method

Site Status	GTAA	SHMA	TOTAL
Met Planning Definition (+ 25% Undetermined)	176 (174+2)	0	176
Did not meet Planning Definition (+ 75% Undetermined)	0	43 (39+4)	43
<b>TOTAL</b>	<b>173</b>	<b>43</b>	<b>219</b>

## Implications of Changes to Government Guidance

- 8.18 In addition, the draft London Plan (December 2017) is proposing to introduce a different definition of a Traveller for planning purposes. This is very similar to the repealed Housing Definition in that it would also include households that have not travelled for work providing that they live in a caravan. Should this definition be more widely adopted it is likely that all households in Havering would meet it and total need will be for 219 additional pitches for Gypsies and Travellers, plus any additional need arising from bricks and mortar households.



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# Appendix A: Glossary of Terms / Acronyms

<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>Dayroom</b>	An extended amenity block including a family kitchen/dining/lounge area.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<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 of households into 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>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>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>	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.
<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.

<b>DCLG</b>	Department for Communities and Local Government
<b>GTAA</b>	Gypsy and Traveller Accommodation Assessment
<b>HEDNA</b>	Housing and Economic Development Needs Assessment
<b>LPA</b>	Local Planning Authority
<b>MHCLG</b>	Ministry of Housing, Communities and Local Government
<b>ORS</b>	Opinion Research Services
<b>PPTS</b>	Planning Policy for Traveller Sites
<b>SHMA</b>	Strategic Housing Market Assessment
<b>TSP</b>	Travelling Showpeople

# Appendix B: Undetermined Households

Figure 11 – Additional need for undetermined Gypsy and Traveller households in Havering (2016-31)

<b>Gypsies and Travellers – Undetermined</b>	<b>Pitches</b>
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	1
Households on sites with temporary planning permission	1
In-migration	0
New household formation	4
<i>(Base number of households 11 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>6</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>6</b>

Figure 12 – Additional need for undetermined Gypsy and Traveller households by 5-year periods

<b>2016-21</b>	<b>2021-26</b>	<b>2026-31</b>	<b>Total</b>
<b>Years 0-5</b>	<b>Years 6-10</b>	<b>Years 11-15</b>	
3	1	2	6

There were no undetermined Travelling Showpeople in Havering.

## Appendix C: Households that did not meet the Planning Definition

Figure 13 - Additional need for Gypsy and Traveller households in Havering that did not meet the Planning Definition (2016-31)

Gypsies and Travellers - Not Meeting Planning definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	21
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>24</b>
<b>Future Need</b>	
5 year need from teenage children	4
Households on sites with temporary planning permission	1
In-migration	0
New household formation	10
<i>(Household base 33 and formation rate 2.45%)</i>	
<b>Total Future Needs</b>	<b>15</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>39</b>

Figure 14 - Additional Need for households that did not meet the Planning Definition by 5 Year Periods

2016-21	2021-26	2026-31	Total
Years 0-5	Years 6-10	Years 11-15	
29	5	5	<b>39</b>

There were no Travelling Showpeople that did not meet the Planning Definition in Havering.

## Appendix D: Sites and Yards in Havering (December 2016)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
None	-	-
<b>Private Sites with Permanent Permission</b>		
Haunted House Wood	3	-
Laburnham Stables	1	-
Railway Sidings	2	-
The Old Forge	1	-
The View, Hornchurch	3	-
Willow Tree Lodge <sup>15</sup>	11	-
<b>Private Sites with Temporary Permission</b>		
Laburnham Stables	2	-
Railway Sidings	3	-
Tylas Farm Stud	2	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
Crow Lane (r/o 21)	-	1
Crow Lane (r/o 24)	-	4
<b>Unauthorised Developments</b>		
Lower Bedfords Road	-	3
Ashleigh View, Tomkyns Lane	-	5
Blossom Hill View, Church Road	-	1
Cherry Blossom View, Church Road	-	1
Cherry Tree View, Church Road	-	1
Dunromin, Church Road	-	1
Fairhill Rise	-	4
Gravel Pit Coppice	-	6
Hogbar Farm	-	11
Hogbar Farm East	-	8
Hogbar Farm West	-	7
Laburnham Stables	-	1
Land east of Rosewood Cottage	-	1
Land west of Benskins Lane	-	6
Meadow Rise, Church Road	-	4
Meadow View, Church Road	-	3
Paddock View, Church Road	-	2
Plot 3, Church Road	-	1
Plot 13, Church Road	-	1
Plot 14, Church Road	-	1
Springfield, Church Road	-	2
The Caravan Park, Putwell Bridge	-	4

<sup>15</sup> A total of 6 of these pitches are the subject of a Legal Agreement that had not been concluded at the time of this report.

The Grove, Prospect Road <sup>16</sup>	-	5
The Oak View, Church Road	-	1
The Oak, Church Road	-	1
The Schoolhouse, Church Road	-	1
Vinegar Hill	-	9
White House, Benskins Lane	-	4
Willoughby Drive (Adj No 1)	-	1
Willow View, Church Road	-	4
<b>TOTAL PITCHES</b>	<b>28</b>	<b>102</b>
<b>Authorised Travelling Showpeople Yards</b>		
Fairoaks	5	-
<b>TOTAL PLOTS</b>	<b>5</b>	<b>0</b>
<b>Transit Provision</b>		
None	-	-

<sup>16</sup> This site was granted temporary planning permission for 18 months after the base date for the GTAA.

# Appendix E: Household Interview Questions



# NOT FOR CIRCULATION

## GTAA Questionnaire 2017



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

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

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

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

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

### A General Information

**A1 Name of planning authority:**   
*INTERVIEWER please write in*

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

**A3 Name of interviewer:**   
*INTERVIEWER please write in*

**A4 Address and pitch number:**   
*INTERVIEWER please write in*

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

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

**A6 Name of Family:**   
*INTERVIEWER please write in*

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

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

Other (please specify)

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

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

# 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

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

*INTERVIEWER: Please cross one box only*

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

If so, why? (please specify)

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

Another site in this area (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)
--	---	---	--	--

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

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

Private buy

Private rent

Public rent

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

Yes

No

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

Yes

No

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

# NOT FOR CIRCULATION

**F Travelling**

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

0	1	2	3	4	5+
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

↓  
Go to F6a
Continue to F2

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

All the family	Adult males	Other	If other, please specify
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

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

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

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

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

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

And for how long?

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

LA transit sites	Private transit sites	Roadside	Friends/family	Other	If other, please specify
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

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

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

Details

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

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

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

Details

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

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

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

# 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

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

Details

### Council contact?

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

*INTERVIEWER: Please cross one box only*

Yes

No

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

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

### Interview log

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

Date.....

Time of interview.....



# Appendix F: Technical Note on Household Formation



## **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.

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# Household Growth Rates

## Abstract and conclusions

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

## Introduction

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

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

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

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

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

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

## Compound growth

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

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

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

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

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

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

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

## Caravan counts

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

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

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



<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.