



Havering

L O N D O N B O R O U G H

CABINET MEETING
19th JULY 2017

HAVERING LOCAL PLAN
GYPSY AND TRAVELLER
ACCOMMODATION ASSESSMENT 2017



Havering

Gypsy and Traveller Accommodation Assessment

Final Report

February 2017



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the 2016 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the 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 2.10 for the full definition).
- 1.2 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2031. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Havering.
- 1.3 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. A total of 21 interviews were completed with Gypsies and Travellers out of a total of 44 pitches occupied by Gypsies and Travellers, and one interview was completed with Travelling Showpeople living on an authorised yard out of a total of five plots occupied by Showpeople. Despite extensive efforts to identify them it was only possible to interview one Traveller living in bricks and mortar. A total of 10 telephone interviews were completed with Officers from the Council, Officers from neighbouring planning authorities, and other local stakeholders.
- 1.4 The fieldwork for the study was completed between June and September 2016, which was after the publication of PPTS (2015). As a result of this changes were made to the household interview questions to enable the determination of the travelling status of households to be made.
- 1.5 The baseline date for the study is **July 2016** which was when the majority of the household interviews were completed.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- ^{1.6} Overall the additional pitch needs for Gypsies and Travellers from 2016-2031 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite three visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition.
- ^{1.7} Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- ^{1.8} The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.
- ^{1.9} The Council will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will have to be addressed through the provision of conditioned 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 unknown households that do provide evidence that they meet the planning definition.
- ^{1.10} The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).
- ^{1.11} There were 18 Gypsy or Traveller households identified in Havering that meet the planning definition, 24 unknown households that may meet the planning definition and three households that do not meet the planning definition.
- ^{1.12} There is a need for **33 additional pitches** for households that meet the planning definition. This is made up of six unauthorised pitches, nine pitches with temporary planning permission, two concealed or doubled-up households or adults, seven older teenage children in need of a pitch of their own in the next 5 years, and nine from new household formation.
- ^{1.13} Need of up to 29 additional pitches for unknown households is made up of 11 pitches with temporary planning permission, 12 unauthorised pitches, and six from new household formation from a maximum of 25 households. If the ORS national average² of 10% were applied this could result in a need for three additional pitches. Whilst the proportion of households in Havering that meet the planning definition is higher than 10% 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.
- ^{1.14} The additional need is over and above the existing four pitches with full planning permission.

¹ See Paragraph 3.22 for further information on unknown households.

² Based on over 1,800 interviews completed by ORS across England.

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

Status	Total
Meet Planning Definition	33
Unknown	0-29
Do not meet Planning Definition	2

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

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	26	3	4	33

Additional Plot Needs - Travelling Showpeople

- ^{1.15} 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 meet the planning definition of a Travelling Showperson, for those unknown households 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 do not meet the planning definition.
- ^{1.16} Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it, should be considered as need arising from the GTAA.
- ^{1.17} The need arising from households that meet the planning definition should be addressed through yard allocation/intensification/expansion policies.
- ^{1.18} The Council will need to carefully consider how to address the needs associated with unknown Showpeople as it is unlikely that all of this need will need to be addressed through the provision of conditioned Showpeople plots. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- ^{1.19} The need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA.
- ^{1.20} There was one Travelling Showpeople household identified in Havering that met the planning definition, no unknown households that may meet the planning definition and four households that do not meet the planning definition.
- ^{1.21} There is **no need for additional plots** arising from the household that meets the planning definition.
- ^{1.22} The interview with the resident that meets 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

- ^{1.23} It is recommended that whilst there are small numbers³ of unauthorised encampments in Havering, the situation relating to levels of encampments should be continually monitored whilst any potential changes associated with PPTS (2015) develop.
- ^{1.24} A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 including attempts to try and identify whether households on encampments meet the planning definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- ^{1.25} In the short-term the Council may wish consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should be given as to how to deal with households that do and do not meet the planning definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.

³ On average less than 10 each year.

2. Introduction

- ^{2.1} The primary objective of the 2016 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in 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, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act (2016).
- ^{2.3} The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of development plan policies and the provision of Traveller pitches and plots in five year increments covering the period 2016 to 2031. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- ^{2.4} We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- ^{2.5} The baseline date for the study is July 2016 which was when the majority of the household interviews were completed.

Definitions

- ^{2.6} The planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- ^{2.7} In their response to the consultation on Planning and Travellers that resulted in the revised PPTS being published, DCLG stated that the Government will, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the Housing and Planning Act (2016) which omits sections 225 and 226 of the 2004 Housing Act.
- ^{2.8} Provisions set out in the Housing and Planning Act now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be

moored. Draft Guidance⁴ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA or HEDNA process for example, and will form a subset of the wider need arising from households residing in caravans.

- ^{2.9} Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the planning definition, but who may claim that the Council need to meet their needs through the provision of culturally suitable housing.

The Planning Definition in PPTS (2015)

- ^{2.10} 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)

- ^{2.11} 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.

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

Definition of Travelling

- 2.12 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*'.
- 2.13 **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.
- 2.14 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.
- 2.15 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*.
- 2.16 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.
- 2.17 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.
- 2.18 **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.
- 2.19 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.20 It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.21 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs

or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition, households may also have to demonstrate that they plan to travel again in the future.

- 2.22 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). A summary can be seen below.

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

Legislation and Guidance for Gypsies and Travellers

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

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

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

PPTS (2015)

- 2.25 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.*

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

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

2.26 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.*

2.27 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.*

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

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

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

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015 and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:
- 'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'*
- 3.4 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms

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

Desk-Based Review

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

Stakeholder Engagement

- 3.7 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Three interviews were undertaken with Council Officers from the study area. Members of the Showmen's Guild and the London Gypsy Traveller Unit were also interviewed.

Working Collaboratively with Neighbouring Planning Authorities

- 3.8 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the 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

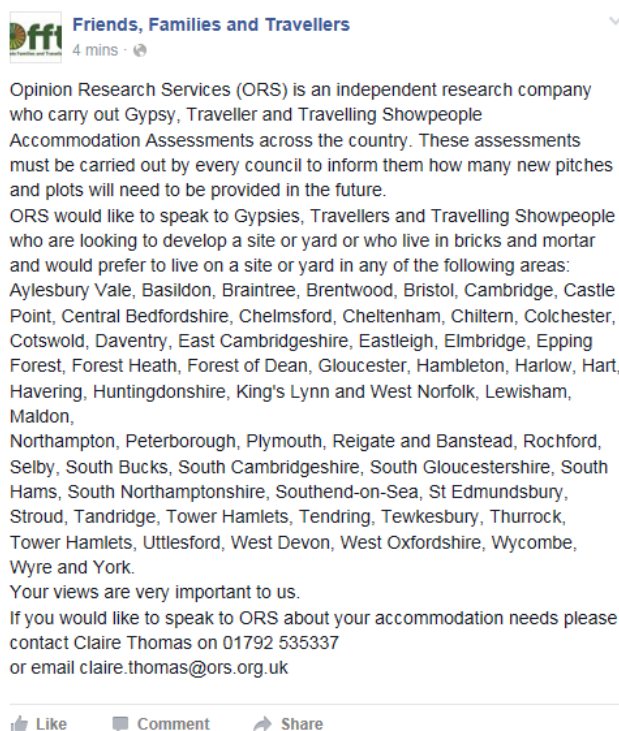
- 3.9 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information 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.
- 3.10 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 by the Planning Inspectorate and at planning appeals.
- 3.11 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The Site Record Form that was used has been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All pitches and plots were visited by members of our dedicated team of experienced interviewers 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 households and travelling characteristics. Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall

assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

- 3.12 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.
- 3.13 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch using a Pitch Outcome Form from sources including neighbouring residents and site management (if present).

Engagement with Bricks and Mortar Households

- 3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders and adverts on social media (including the Friends, Families and Travellers Facebook group). Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.
- 3.15 As a rule, we do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating disproportionate efforts to make them aware of the study. This approach has been supported by Planning Inspectors in Appeal Decision Notices.

Figure 5 – Bricks and Mortar Advert

Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such, all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between June and September 2016.

Waiting Lists

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

Calculating Current and Future Need

- 3.18 The primary change introduced by PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. 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 to meet the planning definition, and stay away from their usual place of residence when doing so.
- 3.19 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.

Applying the Planning Definition

- 3.20 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.
- 3.21 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 and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.22 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 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.
- 3.23 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments.

Unknown Households

- 3.24 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of

potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.

- 3.25 The estimate of potential need in unknown households seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter, the national rate of 1.50% has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.26 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed in through the GTAA or the SHMA/HEDNA.
- 3.27 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.28 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 3.29 ORS are not implying that this is an Official National Statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.30 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA for example.
- 3.31 In terms of Local Plan policies, the Council could consider the use of a specific site allocation/protection policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.

Households that Do Not Meet the Planning Definition

- 3.32 Whilst households who do not travel fall outside the planning definition of a Traveller, Romany Gypsies, Irish and Scottish Travellers may be able to demonstrate 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 Guidance⁶ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix B**.

Supply of Pitches

3.33 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).

Current Need

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

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

Future Need

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

- » Older teenage children in need of a pitch of their own.
- » Households living on sites with temporary planning permissions.

⁶ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

» New household formation.

» In-migration.

3.36 Household formation rates are often the subject of challenge at appeals or examinations. We 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.

3.37 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

3.38 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.

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

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

3.40 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

3.41 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

3.42 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring planning authorities and other stakeholders was also be taken into consideration when determining this element of need in the study area.

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

Sites and Yards in Havering

- 4.6 In Havering, at the base date for the GTAA, there are 4 private sites with permanent planning permission (4 pitches), 7 Private sites with temporary planning permission (21 pitches), and 1 Travelling Showperson yard (5 plots). There are no public sites and no transit sites. See **Appendix C** for further details.
- 4.7 There are also 15 unauthorised sites (20 pitches)⁷ in the borough – a number of these previously had temporary planning consents that have now expired.

Figure 6 - Total amount of authorised provision in Havering (July 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	4	4
Private sites with temporary planning permission	7	21
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	1	5

Caravan Count

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

⁷ There were also 3 unauthorised sites with 4 pitches that were not occupied by ethnic Gypsies or Travellers and 1 unauthorised site with 1 pitch that was vacant with no signs of recent occupation.

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments 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. ORS also liaised with the London Gypsy and Traveller Unit throughout the Study. A representative of the Showmen's Guild also took part in the Study.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a Duty-to-Cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a planning officer from five of the local authorities that neighbour the Borough:
- » 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 first section provides the response from key stakeholders and council officers from the study area and neighbouring authorities. 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. Following this section, the response from community and representative organisations are presented.

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 four pitches which have permanent planning permission. All the other sites have temporary planning permission; planning permission has expired and is tolerated; or are unauthorised.
- 5.8 Officers were not aware of any overcrowding in the area. However, it is felt that need is not currently being met because most Gypsies and Travellers are on temporary or tolerated sites.
- 5.9 The results of this study will inform the new Local Plan.

Bricks and Mortar

- 5.10 Importantly, stakeholders who are in contact with members of the Traveller 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.
- 5.11 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 for travelling for social events or visiting family weddings. They usually stay on parks and vacant private land. Encampments also occur on private land.
- 5.13 There is currently no 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 will carry out stakeholder workshops to consult on Gypsy and Traveller issues and are also in the process of setting-up Duty-to-Cooperate meetings with all the 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 (LBBD) and Redbridge which is a key piece of joint working and the relationship with LBBD 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 Essex-wide GTAA (July 2014 and update in September 2014) identified that Brentwood Borough has eight private sites (10 pitches), eight sites with temporary permission (27 pitches) and three unauthorised developments (17 Pitches). There are no public Gypsy and Traveller sites. These numbers are subject to revision following a forthcoming review of the GTAA.
 - » There are a number of personal permissions that tend to last for the duration of the family's occupation in the area.
 - » At the time of the interview, the officer referred to two unauthorised encampments near the boundary with Havering, in Navestock.
 - » The Essex-wide GTAA (July 2014 and update in September 2014) identified a need for Brentwood for an additional 59 Gypsy and Traveller pitches between 2013 and 2018. It was explained that this is a much higher and more challenging figure than previous targets set out in the former East of England Plan.
 - » The Essex authorities have commissioned an updated GTAA which will incorporate the change to definition in the revised PPTS and are currently waiting for the revised figures.
 - » Brentwood have recently updated their emerging Local Plan, which went to consultation at the beginning of 2016. The Brentwood draft Local Plan (2013-2033) contains Policy 7.10, which seeks to provide for Gypsies and Travellers based on the need identified in the 2014 GTAA, though it is acknowledged that those figures may change. Whilst the policy does not identify all the sites necessary to meet that need it does state the Council's aim to ensure identified need is met in full throughout the Plan period despite the Borough's Green Belt constraints.
 - » Brentwood Council is continuing to redraft emerging policy following representations from the public consultation on the Draft Local Plan and various options are being considered and assessed to develop a strategy that meets identified need.
 - » A strategic housing-led allocation known as Dunton Hills Garden Village is being progressed through the Local Plan. This strategic allocation is identified as a broad location for future Gypsy and Traveller provision to be planned in an integrated way as part of a mixed use development. It is proposed provision will be made for 20 pitches as part of this strategic allocation. A number of roadside encampments occurred in 2016; on Little Warley Common, Hutton Poplars, Bishop Hall and Seymour Field and Ingatestone. They tend to occur during

the summer, and as the duration is normally no longer than a couple of nights, it is felt that the Travellers are simply travelling through the Borough.

- » 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.

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 is currently working to have their pre-submission draft of the Local Plan prepared by the end of the year, for consultation at the start of 2017. As that takes place, the officer felt it is imperative that Brentwood has discussions with Havering.
- » 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.
- » When Brentwood went to consultation on their local draft plan, they received a response from Basildon, who were seeking assistance in meeting their own high need.
- » The officer believed Brentwood was complying with the Duty-to-Cooperate, citing the consultations and events that the Borough has been holding for their emerging plan. At the time of the interview, the officer had meetings with Havering scheduled in the near future about shared Duty-to-Cooperate. Brentwood will be attempting to be active in joint-working and discussions throughout the whole process, and the officer believed that Gypsies and Travellers would be high priority as an issue that cannot be looked at individually.

Epping Forest District Council

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

- » The GTAA (2014) identified a need of 112 additional pitches. Most of the identified need is due to overcrowding and concealed households, rather than new populations 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 interview, the officer believed there were approximately six temporary permissions and one or two unauthorised sites.
- » Epping Forest will meet this need by attempting to standardise permissions, granting permanent authorisation where possible and considering temporary permissions. Other attempts to meet the need involve the identification of new sites, meeting it through the SHMA, and potential discussions with RSLs. A new Local Plan consultation draft should be complete by the end of October 2016 which will set out how the District will meet the need.
- » The District is currently updating the GTAA to take into account the revision to PPTS and the change to the travelling definition.

- » In regards 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.
 - » The officer believed a major issue to be the spatial distribution of sites across the District. There has been traditionally a concentration of Gypsies and Travellers, in two of the twenty-four parish and town councils. The officer highlighted the problem with deciding whether to seek a more even distribution across the district or allowing the concentration to continue by seeking to extend or intensify use on existing sites.
- 5.21 With regard to the subject of cross-border issues and the Duty-to-Cooperate, the views of the officer interviewed were as follows:
- » Epping Forest have been in dialogue with their ten neighbouring authorities. They share issues with neighbouring authorities such as Brentwood, as both districts are around 90% greenbelt land, with Epping Forest's percentage being slightly larger. Harlow has issues with unauthorised encampments. The officer believed that the main difficulty is locating sites that are neither too urban nor too rural. Sites on the edge of or just outside settlements were thought to be preferred by Gypsy and Traveller populations.
 - » The officer was not fully aware of how other local authorities are meeting their own need, though the officer did reference a recent meeting with Broxbourne, who said their need was being met.
 - » The officer felt that Epping Forest and its neighbouring local authorities are complying with the Duty-to-Cooperate and explained that Epping Forest have a well-established system in place and an officer forum for discussion of cross boundary issues which are also debated at a member's board. Havering is a member of this grouping

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.
 - » It has been estimated that the borough is home to 200-300 people of Gypsy and Traveller living in bricks and mortar, though the officer cannot be certain of the reliability of that figure. There is very little demand from that community to deliver extra sites or pitches.
 - » The GTAA (2008) identified a need of between two and nine additional pitches. Since the GTAA one additional pitch was added to the original 11 pitches.
 - » There are approximately sixteen on the waiting list – the majority of them are from one Irish Traveller family.
 - » The Borough has undertaken a call for sites and examined about five areas, all of which proved to be unsuitable because of the financial viability and mainly because of the remediation works required or planning policy conflicts. The officer explained that a more strategic assessment of sites is required through the Local Plan.
 - » In general, demand and need is relatively low, but the officer believes Barking & Dagenham must be prepared for any emerging need, particularly from the Irish Traveller community.

- » The officer was aware of a recent illegal encampment on Abbey Green, 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 has recently undertaken a GTAA which identified a need for an additional seven pitches on the public site (2015-2030). Two of which can 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 2012 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:

- » There are 90 approved Gypsy and Traveller pitches within the Borough, the majority being public. There are also a number of long established tolerated sites, and a smaller number of unauthorised sites.
- » The Borough is home to the Buckles Lane site, one of the largest Travelling Showpeople sites in Europe, of which a large number are unauthorised or temporary permission.
- » The Essex-wide GTAA (July 2014 and update in September 2014) identified a need for Thurrock for an additional 104 Gypsy and Traveller pitches and 61 Travelling Showpeople

Plots up to 2030. The Essex authorities have commissioned an updated GTAA which will incorporate the change to definition in the revised PPTS and are currently waiting for the revised figures.

- » The GTAA (2014) also identified a need of six for bricks and mortar. Compared to many areas in the East of England, Thurrock has traditionally had a higher number of older members of the Gypsy and Traveller community who have moved to live in bricks and mortar. There is a long history of members of the Gypsy & Traveller community being integrated in to the settled community. The updated GTAA will further assess the needs of Bricks and Mortar travellers.
- » Part of the existing need is on longstanding tolerated sites – the officer explained that this need is probably met on the existing sites which may remain as tolerated. The Council will look at a small amount of unauthorised site needs and future needs going forward.
- » 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 sites, the traditional Thurrock Travelling Showpeople families have become overcrowded as new households form. On the temporary sites, overcrowding tends to be due to Travelling Showpeople coming into the area from elsewhere. 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 Local Plan is in very early preparative stages, and future stages of its preparation will need to take into account further public consultations and new technical evidence. The Local Plan is unlikely to be submitted until 2018/19 due to the impact on the timetable of the Lower Thames crossing route announcement.

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 draft local plan proposing to redistribute a large amount of their unauthorised population to neighbouring authorities, and Thurrock Council had made representations on the Basildon Local plan to this effect. It is understood that some of this unauthorised need may have since moved elsewhere. In the officer's experience, other local authorities have been unwilling to accommodate adjoining authorities need. However, Thurrock Council's previously stated position is that it believes there needs to be a fairer distribution, 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 produced the evidence base on Gypsies and Travellers (2014) and has recognised potential strategic and cross-boundary issues, but further discussion is required following the updated GTAA
- » Duty-to-Cooperate is ongoing with Thurrock, amongst others. The South Essex Group of local authorities are all working together on Duty-to-Cooperate. However, many local plans are at the early stages of preparation.
- » 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 Greater London Authority 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 Review 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.
- » Transit provision in Greater Essex may be an issue relating to the Duty-to-Cooperate, as there is still no agreement in regards to providing these sites. Whether there is a need or not will be resolved during the planning process.
- » 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 supports 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 allocation 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 GTAA should provide an evidence base for their general 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 four families living in the Borough. The representative explained that the Borough is adjacent to Thurrock and South Ockendon which has the largest Travelling Showpeople site 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 four private sites with planning permission, seven private sites with temporary planning permission, 14 unauthorised sites and one Travelling Showpersons yard. The majority of interviews were completed between June and July 2016 and up to three attempts were made to interview each household where they were not present when interviewers visited. In addition to this, a further attempt was made to contact those where no contact was possible during the first three attempts, after the summer holidays during September. The table below sets out the number of pitches, the number of interviews that were completed, and the reasons why interviews were not completed.

Figure 7 - Sites and yards visited in Havering

Public Sites	Pitches/Plots	Interviews	Reasons for not completing interviews
None	-	-	-
Private Sites			
Railway Sidings, North Ockendon	1	1	-
The Old Forge, Hubbards Chase	1	1	-
The View, Hornchurch	1	1	-
Willow Tree Lodge	1	0	1 x no contact possible
Temporary Sites			
Benskins Lane (west)	3	0	3 x no contact possible
Gravel Pit Coppice, Benskins Lane	6	5	1 x non-Travellers
Hogbar Farm West	3	2	1 x refusal
Laburnham Stables	1	0	1 x no contact possible
Meadow Rise, Church Road	1	0	1 x refusal
Tyas Stud Farm	2	2	1 x no contact possible (2 interviews on 1 pitch)
Vinegar Hill	5	1	4 x no contact possible
Unauthorised Sites			
Ashleigh View, Tomkyns Lane	1	1	-
Crow Lane (r/o 21)	1	0	1 x refusal
Crow Lane (r/o 24)	1	0	1 x no contact possible
Fairhill Rise	2	2	-
Haunted House Wood	1	1	-

Hogbar Farm East	1	1	-
Land Off Church Road	4	0	4 x refusals
Lower Bedfords Road	1	1	-
Meadow View & Willow View, Church Road	2	0	2 x refusals
Springfield, Church Road	1	0	1 x refusal
The Caravan Park, Putwell Bridge	1	1	-
The Grove, Prospect Road ⁸	1	0	1 x no contact possible
White House, Benskins Lane	1	0	1 x refusal
Willoughby Drive (Adj No 1)	1	1	-
Willow Tree Lodge	1	0	1 x no contact possible
Travelling Showpeople Yards			
Fairoaks, St Mary's Lane, Upminster	5	1	4 x no contact possible
TOTAL	50	22	

Efforts to Contact Bricks and Mortar Households

^{6.3} 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 one household was identified to be interviewed.

⁸ This site was granted temporary planning permission for 18 months after the base date for the GTAA.

7. Current and Future Pitch Provision

Introduction

- ^{7.1} As on the additional pitch 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 future⁹. 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 on-site surveys, 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.

Planning Definition

- ^{7.4} As well as assessing housing need, the revised version of PPTS (2015) requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the planning definition of a Gypsy, Traveller or Travelling Showperson. Only households that fall within the planning definition, and those who *may* meet the planning definition (households where an interview was not completed), will have their housing needs assessed separately from the wider population in the GTAA. The planning definition now excludes those households who have ceased to travel permanently.

New Household Formation Rates

- ^{7.5} Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix D**.
- ^{7.6} 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

⁹ See Paragraphs 3.32 and 3.33 for details of components on current and future need.

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.

- 7.7 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.
- 7.8 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.
- 7.9 This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

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

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

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

- 7.11 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, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.

- 7.12 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.

Breakdown by 5 Year Bands

- 7.14 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 older teenage children, and net movement from bricks and mortar) in the first 5 years. In addition the total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

Applying the Planning Definition

- 7.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they were able to demonstrate that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the planning definition have also been included as a potential additional component of need from unknown households.
- 7.16 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the travelling status of households living on the public site in in Havering.

Figure 8 – Planning status of households in Havering

Site Status	Meets Planning Definition	Does Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Private Sites	2	1	1
Temporary Sites	10	-	11
Unauthorised Sites	6	2	12

Sub-Total	18	3	24
Travelling Showpeople			
Private Yards	1	-	4
Sub-Total	1	0	4
TOTAL	19	3	28

- 7.17 Figure 8 shows that for Gypsies and Travellers 18 households and for Travelling Showpeople, one household met the planning definition of a Traveller in that they were able to provide information demonstrating that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of three 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 fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 7.18 The number of households where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to three visits (and four visits in some cases).

Bricks and Mortar Interviews

- 7.19 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.

Gypsies and Travellers

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.20 There were 18 households that met the planning definition. Analysis of the household interviews indicated that there is current need for two additional pitches as a result of concealed or doubled up households or adults, seven additional pitches for older teenage children in need of a pitch of their own in the next 5 years, six pitches on unauthorised developments, and nine pitches with temporary planning permission. The household demographics suggest that a new household formation rate of 1.80% should be used. This gives a total of nine additional pitches through new household formation over the 15 year GTAA period to 2031.
- 7.21 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **33 additional pitches** over the 15 year GTAA period.

Figure 9 – Additional need for Gypsy and Traveller households in Havering that meet the Planning Definition (2016-31)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	6
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	8
Future Need	
5 year need from older teenage children	7
Households on sites with temporary planning permission	9
In-migration	0
New household formation	9
<i>(Base number of households 27 and formation rate 1.80%)¹⁰</i>	
Total Future Needs	25
Net Pitch Need = (Current and Future Need – Total Supply)	33

Figure 10 – Additional need for Gypsy and Traveller households in Havering that meet the Planning Definition by 5 year periods

2016-21	2021-26	2026-31	Total
26	3	4	33

Pitch Needs – Unknown Gypsies and Travellers

7.22 Whilst it was not possible to determine the travelling status of a total of 24 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.

7.23 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.

7.24 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition.

¹⁰ See Paragraph 7.10 for the components that make up the household base.

- 7.25 This would suggest that it is likely that only a small 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 other means.
- 7.26 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 11 from pitches with temporary planning consents, by up to 12 from unauthorised pitches, and by up to six pitches from new household formation (this uses a base of the 24 households and a net growth rate of 1.5%¹¹). Therefore, additional need could increase by up to a further 29 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 24 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as three additional pitches.
- 7.27 Whilst the proportion of households in Havering that meet the planning definition is higher than 10% 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.
- 7.28 Tables setting out the components of need for unknown households can be found in **Appendix B**.

Waiting Lists

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

Travelling Showpeople

Plot Needs – Travelling Showpeople that meet the Planning Definition

- 7.30 The one household that was interviewed that met the planning definition was found on a private yard. Analysis of the household interview indicated that there is no current or future need for additional plots.
- 7.31 Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **no additional plots** over the 15 year GTAA period.

Figure 11 – Additional need for Travelling Showpeople households in Havering that meet the Planning Definition (2016 - 31)

Travelling Showpeople - Meeting Planning Definition		Plots
Supply of Plots		
Additional supply from vacant public and private plots		0
Additional supply from plots on new yards		0
Plots vacated by households moving to bricks and mortar		0
Plots vacated by households moving away from the study area		0
Total Supply		0
Current Need		
Households on unauthorised developments		0

¹¹ 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.

Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No new household formation)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 12 – Additional need for Travelling Showpeople households in Havering that meet the Planning Definition by 5 year periods

2016-21	2021-26	2026-31	Total
0	0	0	0

Plot Needs – Unknown Travelling Showpeople

- 7.32 It was not possible to determine the travelling status of a total of four households as they were not on site at the time of the fieldwork. However, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and may meet the planning definition as defined in PPTS.
- 7.33 The interview with the resident that does meet 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

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

DCLG Caravan Count

- 7.35 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the 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.

- 7.36 Data from the Caravan Count shows that apart from one large encampment in July 2015, there have been no non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

- 7.37 Information from the stakeholder interviews also 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.
- 7.38 There is currently no formal transit provision 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.

Potential Implications of PPTS (2015)

- 7.39 It has been suggested that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling. This may well be the case but it will take some time for any changes to pan out. 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

- 7.40 It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with PPTS (2015) develop.
- 7.41 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 – including attempts to try and identify whether households on encampments meet the planning definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- 7.42 In the short-term the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should be given as to how to deal with households that do and do not meet the planning definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- 7.43 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.

- ^{7.44} 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.

Appendix A: Glossary of Terms

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
Negotiated Stopping	Mutually agreed short term provision for Gypsy and Traveller caravans 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.

Out-migration	Movement from one region or community in order to settle in another.
Personal planning permission	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Temporary Stopping Places	Short-term temporary sites made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient and a certificate of lawful use would be granted if sought.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

Appendix B: Assessment of Need for Unknown and Households that Do Not Meet the Planning Definition

Assessment of need for unknown Gypsy and Traveller households in Havering (2016-31)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	12
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	12
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	11
In-migration	0
New household formation	6
<i>(Base number of households 24 and formation rate 1.50%)</i>	
Total Future Needs	17
Net Pitch Need = (Current and Future Need – Total Supply)	29

Additional need for unknown Gypsy and Traveller households by 5 year periods

2016-21	2021-26	2026-31	Total
25	2	2	29

Engagement with Travelling Showpeople that were interviewed suggested that need for unknown households as a result of over-crowding and future household formation can be met through expanding the current yard on to adjacent land already owned by the residents.

It is not now a requirement to include details of need from Gypsies and Travellers that do not meet the planning definition in the GTAA. However, an assessment of this need has been made to support the Council with its SHMA or HEDNA. There were no Travelling Showpeople in Havering that do not meet the planning definition.

Assessment of need for Gypsy and Traveller households in Havering that do not meet the Planning Definition (2016-31)

Gypsies and Travellers - Not Meeting Planning definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	2
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No new household formation from 3 households)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	2

Additional Need for households that do not meet the Planning Definition by 5 Year Periods

2016-21	2021-26	2026-31	Total
2	0	0	2

Appendix C: Site and Yards in Havering (July 2016)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Railway Sidings, North Ockendon	1	-
The Old Forge, Hubbards Chase	1	-
The View, Hornchurch	1	-
Willow Tree Lodge	1	-
Private Sites with Temporary Permission		
Benskins Lane (west)	3	-
Gravel Pit Coppice, Benskins Lane	5	-
Hogbar Farm West	3	
Laburnham Stables	1	
Meadow Rise, Church Road	1	
Tylas Farm Stud	2	
Vinegar Hill	5	
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
Ashleigh View, Tomkyns Lane	-	1
Crow Lane (r/o 21)	-	1
Crow Lane (r/o 24)	-	1
Fairhill Rise	-	2
Haunted House Wood	-	1
Hogbar Farm East	-	1
Land Off Church Road	-	4
Lower Bedfords Road	-	1
Meadow View & Willow View, Church Road	-	2
Springfield, Church Road	-	1
The Caravan Park, Putwell Bridge	-	1
The Grove, Prospect Road ¹²	-	1
White House, Benskins Lane	-	1
Willoughby Drive (Adj No 1)	-	1
Willow Tree Lodge	-	1
TOTAL PITCHES	25	20
Authorised Travelling Showpeople Yards		
Fairoaks, Upminster	5	-
TOTAL PLOTS	5	0
Transit Provision		
None	-	-

¹² This site was granted temporary planning permission for 18 months after the base date for the GTAA.

Appendix D – Technical Note on Household Formation



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

September 2015

Opinion Research Services
Spin-out company of Swansea University



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Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]

10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

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

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

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

Compound growth

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

Table 1

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

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

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

Table 2

Growth in Households Over time from a Baseline of 100 Households

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

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

Caravan counts

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

Table 3

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

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

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

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum, but if longer time periods are used the figures become more stable. Over the 36-year period from 1979 (the start of the caravan count) to 2015, the average compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to believe that the widely varying annual 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 is likely that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). In reality, counting caravans is a poor indicator of Gypsy and Traveller household growth rates, for caravans are not always occupied by Gypsy and Traveller families; and the number of caravans held by families may increase with affluence and as economic conditions improve, but without a corresponding growth in the number of households.
21. Therefore, caravan counts are not appropriate planning guides: the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates.

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 fertility rates of the UK Gypsy and Traveller community, in ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.
28. At ORS we have used our own household survey data¹ to investigate the fertility rates 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 infer an average of three children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census. 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

¹ Approximately 2,000 household interviews across approximately 950 sites in England and Wales

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.