



Methodology

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

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Contents

| | |
|-----------------------------------------------------------------------------------------|-----------|
| 1. Introduction | 5 |
| 2. Context..... | 6 |
| Definitions | 6 |
| Legislation and Guidance for Gypsies and Travellers | 6 |
| Planning Policy for Traveller Sites (PPTS) | 8 |
| Tackling Inequalities for Gypsy and Traveller Communities | 10 |
| 3. Methodological Overview Background | 11 |
| Desk-Based Research..... | 11 |
| Consultation with Stakeholders and Travelling Communities | 12 |
| Stakeholder Interviews..... | 12 |
| Work Collaboratively with Neighbouring Planning Authorities | 13 |
| Survey of Travelling Communities..... | 13 |
| Occupation by Non-Gypsies, Travellers and Travelling Showpeople | 14 |
| Refusal to be Interviewed..... | 14 |
| Pre-Notification | 15 |
| Bricks and Mortar Households | 15 |
| Timing of the Fieldwork..... | 15 |
| 4. Analysis of Current and Future Accommodation Needs | 16 |
| Pitch Provision | 16 |
| Supply of pitches or plots | 16 |
| Currently vacant pitches or plots | 16 |
| Any pitches or plots currently programmed to be developed within the study period | 17 |
| Pitches or plots vacated by households moving to bricks and mortar | 17 |
| Pitches or plots vacated by households moving out of the study area | 17 |
| Current Need | 17 |
| Households on unauthorised sites without planning permission | 17 |
| Households on unauthorised encampments | 18 |
| Concealed households/Doubling-up/Over-crowding..... | 18 |
| Households in bricks and mortar wishing to move to sites or yards | 18 |

| | |
|------------------------------------------------------------------------------|-----------|
| Households on waiting lists for public sites | 18 |
| Future Need..... | 19 |
| Households living on sites or yards with temporary planning permissions..... | 19 |
| New household formation expected during the study period..... | 19 |
| Movement to and from sites and yards | 20 |
| Final Outcomes..... | 22 |
| Provision for Gypsies and Travellers..... | 22 |
| Provision for Travelling Showpeople..... | 23 |
| Transit Provision | 23 |
| Appendix A: Glossary of Terms | 25 |
| Appendix B: Letter from Planning Minister | 27 |
| Appendix C: Site/Yard Record Form | 28 |
| Appendix D: Bricks & Mortar Adverts | 31 |
| Friends, Families and Travellers – May 2014 | 31 |
| World’s Fair – May 2014..... | 32 |
| Appendix E: Technical Paper on Household Formation | 33 |

1. Introduction

- 1.1 This Methodology prepared by Opinion Research Services (ORS) seeks to offer a rigorous and comprehensive approach to the delivery of Gypsy and Traveller Accommodation Assessment (GTAA) studies for local planning authorities in Berkshire. This approach has been developed and successfully used by ORS to deliver GTAA studies for over 120 local authorities across England and Wales since the Planning Policy for Traveller Sites guidance was published in 2012. A Glossary of terms used can be found in **Appendix A**.
- 1.2 The Methodology sets out how the Berkshire Authorities will seek to explore a wide range of issues with members of the Travelling Community, including Gypsies and Travellers and Travelling Showpeople, and other key local stakeholders in a quantitative and qualitative research manner. This will include a desk-based review of secondary data relating to local travelling communities, as well as existing policy, guidance and best practice; a review of existing GTAA's and other studies where appropriate; interviews with Gypsies and Travellers and Travelling Showpeople living in local authorised and unauthorised sites and encampments, and where possible in housed accommodation in each local authority area; interviews with key stakeholders including Council officers and representatives from the Travelling Community, including the Showmen's Guild and the Gypsy Council; interviews with officers from neighbouring local authorities to assist in satisfying the Duty to Cooperate; detailed analysis to model the current and future demographics and accommodation needs of the Travelling Community; and final reporting of findings and recommendations.
- 1.3 The Methodology will deliver a robust GTAA study for each local authority in Berkshire that will meet the requirements and take account of relevant legislation and guidance, including:
- » The Housing Act, 2004
 - » The National Planning Policy Framework (NPPF), 2012
 - » Planning Policy for Travellers Sites (PPTS), 2012
 - » The Royal Town Planning Institutes (RTPI) Good Practice Note 4 – Planning for Gypsies and Travellers, 2007
 - » The requirements of Human Rights, Race Relation, Disability Discrimination, Data Protection and Freedom of Information legislation
- 1.4 The outcomes for each local authority in Berkshire will be a study that will provide a robust and defensible evidence base that will enable the authorities to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012. The outcomes will provide each local authority with up-to-date evidence about the accommodation needs of Gypsies and Travellers and Travelling Showpeople in their area in five year bands for their individual development planning periods. It will also identify whether or not any of the local authorities need to plan for the provision of transit sites or emergency stopping places.

2. Context

Definitions

- 2.1 For the purposes of the planning system, the current definition¹ for 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 or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012)
- 2.2 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which are identified including:
- » Romany Gypsies;
 - » Irish Travellers; and
 - » New (Age) Travellers.
- 2.3 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.
- 2.4 Alongside Gypsies and Travellers, a further group to be considered are Travelling Showpeople. They are defined as:
- » *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 family's or dependants' more localized pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012)*

Legislation and Guidance for Gypsies and Travellers

- 2.5 Decision-making for policy concerning Gypsies & Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and the undertaking of a GTAA must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies and Travellers and Travelling Showpeople:
- » Planning Policy for Traveller Sites, 2012;

¹ Changes to this definition are the subject of the consultation by CLG that ended in November 2014

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- » National Planning Policy Framework, 2012;
 - » National Planning Practice Guidance, 2012;
 - » Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007;
 - » Environmental Protection Act 1990 (for statutory nuisance provisions);
 - » The Human Rights Act 1998 (when making decisions and welfare assessments);
 - » The Town and Country Planning Act, 1990 (as subsequently amended);
 - » Homelessness Legislation and Allocation Policies;
 - » Criminal Justice and Public Order Act, 1994 (Section 62a);
 - » Anti-Social Behaviour Act, 2003 (both as victims and perpetrators of anti-social behaviour);
 - » Planning and Compulsory Purchase Act, 2004;
 - » Housing Act, 2004, which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showpeople as part of their housing needs assessments; and
 - » Housing Act, 1996 (in respect of homelessness).

2.6 The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

2.7 For site provision, the previous government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all local authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

2.8 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.

2.9 The Government announced that Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies, which were used to allocate pitch provision to local authorities. CLG published 'Planning Policy for Traveller Sites' in March 2012, which superseded these documents and set out the Government's new policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.

^{2.10} A letter from the Parliamentary Under Secretary of State for the Department for Communities and Local Government in March 2014 (see **Appendix B**) sought to clarify the Government's position on household formation rates and suggested that current planning guidance would soon be updated:

- » *'Following the recent consolidation of planning guidance we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.'*
- » *'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, though in some cases we are aware that inspectors have, in considering the level of unmet local need when determining specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'*

^{2.11} CLG launched a consultation on proposed changes to government policy on Planning and Travellers in September 2014. This consultation addressed a number of issues including ensuring that the planning system applies fairly and equally to both the settled and traveller communities; further strengthening protection of sensitive areas and Green Belt; and addressing the negative impact of unauthorised occupation. It also included, in Annex A, proposals for revised guidance for completing GTAA studies which are in line with the approach set out in this Methodology. The consultation ended in November 2014 and Local Authorities will need to be aware of the implications should subsequent changes to national policy and guidance be made.

Planning Policy for Traveller Sites (PPTS)

^{2.12} Planning Policy for Traveller Sites, which came into force in March 2012, sets out the direction of Government policy. Planning Policy for Traveller Sites is closely linked to the National Planning Policy Framework². Among other objectives, the aims of the policy in respect of Traveller sites are (Planning Policy for Traveller Sites, Paragraph 4):

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

² <http://planningguidance.planningportal.gov.uk/>

- » *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.*

^{2.13} In practice, the document states that (Planning Policy for Traveller Sites, Paragraph 8):

- » *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.*

^{2.14} In producing their Local Plan local planning authorities should (Planning Policy for Traveller Sites, para. 9):

- » *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.*

^{2.15} 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 10 that:

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

Tackling Inequalities for Gypsy and Traveller Communities

^{2.16} In April 2012 the Government issued a further document relating to Gypsies and Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)'. The report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

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

3. Methodological Overview

Background

- 3.1 This section sets out the methodological approach that will be used to complete the GTAA studies for the Berkshire Authorities. This is based on the methodology developed by ORS over the past 10 years through the completion of GTAA studies for over 100 local authorities in England and Wales, and provides the required outputs from a Gypsy, Traveller (and Travelling Showpeople) Accommodation Assessment. The methodology has been updated in light of Planning Policy for Traveller Sites, as well as recent clarification set out by the Planning Minister in March 2014. The methodology has also taken on board the outcomes of Local Plan Examinations and Planning Appeals.

Desk-Based Research

- 3.2 When undertaking a GTAA Study a range of important secondary data from available sources will be collated and considered. This will include the following:
- » Census data.
 - » Details of all authorised public and private sites and yards.
 - » Site management records.
 - » Waiting lists.
 - » Caravan counts.
 - » Records of any unauthorised sites and encampments.
 - » Relevant information from planning, housing, education, community safety and health services.
 - » Information from planning applications and appeals – including those that have been refused and are awaiting determination.
 - » Information on any other current enforcement actions.
 - » Existing GTAA's and other relevant local studies.
 - » Existing policy, guidance and best practice.
- 3.3 This data will be analysed in conjunction with the outcomes of the other elements of the consultation with Gypsies and Travellers and Travelling Showpeople and other stakeholders to allow for the completion of a thorough review of the needs of Travelling Communities in each local authority area.

Consultation with Stakeholders and Travelling Communities

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

Stakeholder Interviews

- 3.5 Stakeholder consultation will be undertaken by telephone using a structured interview ‘Topic Guide’ that will be agreed by each local authority, and where local circumstances allow will be complimented by local focus groups. There can be benefits from using focus groups to complement the telephone interviews as it allows for a more in-depth discussion about local issues in a group environment and allows for the clarification of key issues at an early stage in the assessment process. Where focus groups are feasible a minimum of 2 will be completed in each local authority area. The first with a wide range of local stakeholders including Council officers from housing, planning, education, environment, community safety and community development; Gypsy and Traveller Support/Liaison Services; and local authority site management- and the second with Councillors that could include local Council Members, Cabinet Members and representatives from Overview and Scrutiny Panels and Regulatory Committees. Representatives from Ward and District Committees could also be considered to attend this focus group if such arrangements are in place.
- 3.6 Telephone interviews will be undertaken by trained interviewers and will include the same range of stakeholders who may be involved in the focus groups including officers from housing, planning, education, environment, community safety and community development; Gypsy and Traveller Support/Liaison Services; local authority site management; as well as a selection of local Councillors.
- 3.7 In addition a questionnaire, that will be agreed by each local authority, will be sent to any Parish and Town Councils operating in the given study area. Where there are no Parish or Town Councils other local representative groups such as Town Forums, Civic Societies and Neighbourhood Planning Groups will be approached. Telephone interviews will also be conducted with representative groups of the Gypsy and Traveller community, including the Showmen’s Guild, as part of the stakeholder consultation process. Where possible efforts will also be made to speak with Planning Agents that operate in each local authority.
- 3.8 The stakeholder interviews and focus groups will normally cover the following key topics:
- » What dealings or relationships people have with Gypsies and Travellers and Travelling Showpeople.
 - » Experiences of any particular issues in relation to Gypsies and Travellers and Travelling Showpeople.
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- » Awareness of any Gypsy and Traveller sites and Travelling Showpeople Yards either with or without planning permission and whether this varies over the course of a year.
- » Any trends people may be experiencing with regard to Gypsies and Travellers and Travelling Showpeople (e.g. increase in privately owned sites or temporary sites).
- » What attracts Gypsies & Travellers and Travelling Showpeople to an area.
- » Identification of any seasonal fluctuations that may occur.
- » Awareness of any occurrences of temporary stopping by Gypsies and Travellers and Travelling Showpeople.
- » Identifying the relationship between the settled and travelling communities including any positive or negative local circumstances.
- » Awareness of any Gypsies and Travellers and Travelling Showpeople currently residing in bricks and mortar accommodation.
- » Awareness of any cross boundary issues, including travelling routes.
- » Any other comments.

3.9 A standard letter will also be sent by each local authority to the Gypsy Council to request any views that they may have on the proposed study. The reason for requesting each local authority to contact the Gypsy Council is that experience from other GTAA studies is that this is more likely to elicit a response from the Gypsy Council.

Work Collaboratively with Neighbouring Planning Authorities

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

Survey of Travelling Communities

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

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

- 3.13 All pitches (including those on current unauthorised sites, yards and encampments that are present at the time of the study) will be visited by experienced researchers. Once it has been determined that a pitch/plot is occupied by a Gypsy and Traveller or Travelling Showperson (using an agreed 'screening process'³) the researchers will conduct interviews with residents on as many pitches and plots as possible to determine their current demographic characteristics (including ethnicity, gender, age, household size), whether they have any current or likely future accommodation needs and how these may be addressed (including any specific geographic requirements), and whether there are any concealed households or 'doubling-up' on pitches or plots.
- 3.14 This approach also allows the researchers to identify information about the sites and yards that could help support any future work on possible site expansion by undertaking a physical assessment of each pitch, and an overall assessment of each site. A copy of the standard Site/Yard Record Form that is used to record information about each visit can be found in **Appendix C**.
- 3.15 Where no households are present researchers will seek to visit sites/yards a minimum of three times at different times of the day and days of the week. Where it is not possible to undertake an interview the researchers will endeavour to capture as much information as possible about each pitch/plot from sources including neighbouring residents and site management. This will record the number of caravans, demographic characteristics of the residents, evidence of children, any concealed households and a physical assessment of the pitch. Where possible an annotated plan of the pitch/plot will also be recorded.

Occupation by Non-Gypsies, Travellers and Travelling Showpeople

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

Refusal to be Interviewed

- 3.17 During the course of a GTAA Study there can be instances where interviewers are refused access to a site or yard. In these circumstances paragraph 6 (a) of PPTS will be considered which states that *local planning authorities should pay particular attention to early and effective engagement with traveller communities...including discussing travellers accommodation needs with travellers themselves*. Where access is denied fieldwork staff will seek to determine the demographic characteristics and needs of the residents as far as possible, and also whether residents on the site are able to meet their own needs. This information will be included in the calculation of current and future need, and the total number of pitches will be included in the base for new household formation. Where it is not possible to obtain any information on residents, and the site is occupied, the total number of permitted pitches will be included in the base for new household formation. Where residents are not willing to provide any information and state that they are able to meet their own current and future needs consideration will be given as to whether to exclude the site from the overall calculation of need.

³ Researchers will ask households what their ethnic status is to determine whether they are Gypsies or Travellers

Pre-Notification

- 3.18 It is important to take a full and robust approach to GTAA fieldwork. Whilst pre-notification is not necessarily advocated for all studies the most appropriate approach to any pre-notification issues will be discussed with each local authority. This will determine whether pre-notification is appropriate on all, some or none of the sites or yards in their respective area. Types of pre-notification may involve speaking with any site managers, Gypsy and Traveller Liaison Officers and community elders, sending out letters or visiting sites/yards, putting up posters and notices in the local press in order to make people aware of the purpose of the study. The approach taken and levels of pre-notification publicity will be set out in each individual local authority report.

Bricks and Mortar Households

- 3.19 Many Planning Inspectors and appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. As such all available methods will be used to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch or plot.
- 3.20 Contacts will be identified through a wide range of sources including waiting lists for existing sites (the vast majority of Travelling Showpeople yards are in private ownership and do not have waiting lists), speaking with people living on existing sites or yards to identify any friends or family living in bricks and mortar who may wish to move to a site or yard, intelligence from site management, intelligence from the Council and other local stakeholders including Councillors and Parish Councils, information from Planning Agents and through placing adverts on social networks and social networking sites such as Friends and Families of Travellers on Facebook and in printed media such as World's Fair and Travellers Times. Examples of these adverts can be found in **Appendix D**. Face-to-face or telephone interviews will be undertaken with any contacts that are identified. Through this approach every effort will be made to publicise that a local study is being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.
- 3.21 As a rule it is not recommended to extrapolate the findings from fieldwork with bricks and mortar households up to the estimated bricks and mortar population as a whole as this often leads to a significant over-estimate of the number of households in bricks and mortar wishing to move to a site or a yard. As such an assumption will be made that **all those** wishing to move will make their views known based on the wide range of publicity that will put in place and engagement with the Travelling Community.

Timing of the Fieldwork

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

4. Analysis of Current and Future Accommodation Needs

Pitch Provision

- 4.1 To identify current and future need, the March 2012 'Planning Policy for Traveller Sites', requires an assessment for current and future pitch or plot requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches or plots available for occupation with the current and future needs of the Traveller population. It is also important to agree on a baseline date that the assessment is based on. The key factors in each of these elements are set out below:

Supply of pitches or plots

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

Currently vacant pitches or plots

- 4.3 At any one time it is likely that some pitches or plots will be vacant in any area, but this is often due to travelling or natural turnover as one household moves off a site or yard and another moves move on. For currently vacant pitches or plots it is important only to count pitches or plots on public or commercially run private sites or yards which have clear vacancies on them.
- 4.4 However where the vacant pitches or plots are on private sites or yards a decision will need to be made as to whether they can be considered as available supply as there may be circumstances where they are not available. Planning Policy for Traveller Sites is clear on how to consider new supply as being deliverable and available. Footnotes 7 and 8 on Page 3 state that:
- » ⁷ To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that development will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five

years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

- » ⁸ To be considered developable, sites should be in a suitable location for traveller site development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

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

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

Pitches or plots vacated by households moving to bricks and mortar

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

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

- 4.7 This element will also be identified from the site or yard surveys and will be combined with those moving to the area to provide an overall figure for net migration.

Current Need

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

Households on unauthorised sites without planning permission

- 4.9 In addition to information gathered from planning records, a survey will be carried out with residents on unauthorised developments to determine the number of households and to distinguish between those who want permanent accommodation in the area and those who require more temporary or transit provision.

Long-term tolerated sites where enforcement action is not expedient and a certificate of lawful use would be granted if sought will not be counted as part of this component of need.

Households on unauthorised encampments

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

Concealed households/Doubling-up/Over-crowding

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

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

- 4.16 Households in bricks and mortar seeking to move to sites or yards are counted on a one for one basis from within the site or yard survey with no extrapolation or assumptions about future moves. The difficulties surrounding contacting this group are well recognised as they tend to not self-identify and housing associations are not routinely collecting data that would help identify them. This Methodology sets out in Paragraph 3.19-3.21 the approach for making contact with bricks and mortar households.

Households on waiting lists for public sites

- 4.17 The exact treatment of the waiting list will vary from local authority to local authority depending upon how well they are maintained and who is responsible for maintaining them. Any households on unauthorised sites or in bricks and mortar who have been counted elsewhere in the calculation are discounted from this component of need. If the waiting list is up-to-date all households will normally be included, but cross-checks will be undertaken to ensure that there is no double counting with the other components of need, and to confirm that everyone on the list is still actively looking to be housed on a site. In addition where it is

possible neighbouring authorities will also be contacted to identify whether individuals are on multiple waiting lists, and if necessary attempts will be made to speak with households to identify what their preferences would be.

Future Need

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

Households living on sites or yards with temporary planning permissions

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

Household formation and growth rates

- 4.20 Nationally, a household formation and growth rate of 3% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a Technical Note on household formation and growth rates. The main conclusions are set out here and the full paper is in Appendix E.
- 4.21 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 4.22 In fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3% per annum often assumed, but still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.
- 4.23 The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.

- 4.25 However, some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a 'safety margin' and depending on the relative youthfulness of their area populations. In areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used. These conclusions are compatible with the latest planning guidance.
- 4.26 ORS assessments will take full account of the net local household growth rate per annum for each local authority, calculated on the basis of evidence from the site surveys, and the 'baseline' will include all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need will also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 4.27 Discussions with local authorities should consider any pitches not occupied by Gypsies and Travellers and whether these should be included or excluded from the calculations. Overall, the household growth rate used for the assessment of future needs will be informed by local evidence and included in the reports for each local authority.

Movement to and from sites and yards

- 4.28 Assessments should also allow for likely in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in- and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but assessments should take into account local migration effects on the basis of the best evidence available.
- 4.29 Evidence drawn from stakeholder and site/yard interviews should be carefully considered alongside other relevant local circumstances. Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the Berkshire GTAA studies – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away from the study area, the net effects will be taken into consideration when calculating current and future needs.
- 4.30 There are three main sources of in-migration that could account for additional needs in the study area. The first is out-migration from London. However, the majority of ORS's current or recent assessments in London (including Bexley, Camden; Hackney, Haringey, Lambeth, Lewisham and the London Legacy Development Corporation) identify additional need – and work is being progressed by the Boroughs to meet these needs.

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

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

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

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

- 4.33 However, this does not remove the requirement for local authorities with Green Belt to assess their needs and provide pitches/plots where this is possible. Where this is not possible Paragraphs 178 and 179 of the NPPF set out that *'Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas'*. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume one authority will meet the needs of another; and authorities unable to meet their own needs should work with neighbours to do so. This process is well established in general housing provision. Areas of Outstanding Natural Beauty (AONBs) may also need to address similar issues in the same way, given local authorities' duty to conserve and enhance these areas.

- 4.34 The final main source of in-migration to the study area is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movements of Gypsies and Travellers following enforcement action against unauthorised sites – for example, from Dale Farm in Essex.

- 4.35 If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. The potential for the supply of some pitches arising from out-migration includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers or for housing development; and households moving away from private sites with personal planning consents, so that the sites revert to their previous status.

- 4.36 In ORS assessments, the likely net effects of inward and outward movements to and from sites and yards are considered in the light of local circumstances in each local authority area and on the basis of evidence collected during the stakeholder interviews and fieldwork.

Final Outcomes

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

Provision for Gypsies and Travellers

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

Provision for Travelling Showpeople

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

Transit Provision

^{4.38} GTAA studies often require the identification of demand for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- » **Stopping places** - more limited facilities.
- » **Temporary sites and stopping places** - only temporary facilities to cater for an event.

^{4.39} Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks.

- 4.40 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 4.41 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- 4.42 The Criminal Justice and Public Order Act 1994 (Sections 61, 62, 77 and 78) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- 4.43 It is necessary to investigate the role of transit sites when undertaking a GTAA study. This will seek to include analysis of records of unauthorised sites and encampments; the use of and capacity of existing transit provision where it is present; and where they are possible interviews with Gypsies and Travellers on these sites to identify whether their needs are for transit accommodation or the desire to settle down more permanently in any given locality. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders will also be taken into consideration.

Appendix A: Glossary of Terms

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

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

Appendix B: Letter from Planning Minister



Department for
Communities and
Local Government

Andrew Selous MP
House of Commons
London
SW1A 0AA

Brandon Lewis MP
Parliamentary Under Secretary of State

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2 6 MAR 2014

Dear Andrew,

I would like to thank you for raising the debate on traveller planning policy held on 4 February, in which you highlighted concerns about the use of the 3% annual growth rate for the traveller population in assessing future site needs.

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

Through powers in the Localism Act we revoked the last Administration's regional strategies, which imposed top-down traveller pitch targets on local councils, and through our planning policy for traveller sites returned to councils the freedom and responsibility to plan to meet their traveller community's site needs.

In much the same way as we expect councils to plan to meet the housing needs of their settled community, our policy sets out that local authorities should undertake and update their own assessment of future traveller site need, based on robust evidence.

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, though in some cases we are aware that inspectors have, in considering the level of unmet local need when determining specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.

I consider the current guidance is in need of up-dating. Following the recent consolidation of planning guidance (as announced in Nick Boles' recent written statement), we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy, as outlined in my written statement of 17 January. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.

I will ask my officials to raise this matter with the Planning Inspectorate to re-confirm that planning policy requires local authorities to robustly assess their own needs. I hope this clarifies the Government's position on this issue and addresses the concerns you raise. I am placing this letter in the Library of the House, given the important policy points you raise and sending a copy to those MP's present at the debate on 4 February.



BRANDON LEWIS MP

Appendix C: Site/Yard Record Form

| Gypsy & Traveller Accommodation Assessment – Site/Pitch, Yard/Plot Record | | | | | | | | | | | | | | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|----------|-----|----------|-----|----------|-----|----------|-----|----------|-----|----------|-----|----------|-----|
| Site/Yard Survey Information | | | | | | | | | | | | | | | |
| Name of Local Authority | | | | | | | | | | | | | | | |
| Date of Site/Yard Visit | | | | | | | | | | | | | | | |
| Time of Site/Yard Visit | | | | | | | | | | | | | | | |
| Name of Interviewer(s) | | | | | | | | | | | | | | | |
| Name/Address of Site/Yard | | | | | | | | | | | | | | | |
| Type of Site/Yard | | | | | | | | | | | | | | | |
| Council / Social / Private / Unauthorised | | | | | | | | | | | | | | | |
| Plot/Pitch Number (if applicable) | | | | | | | | | | | | | | | |
| Planning Status | | | | | | | | | | | | | | | |
| Full Permission / Temporary Permission / Unauthorised | | | | | | | | | | | | | | | |
| Number of Caravans | | | | | | | | | | | | | | | |
| Number of other Buildings (include details) | | | | | | | | | | | | | | | |
| Family Demographics | | | | | | | | | | | | | | | |
| <i>Caravan 1</i> | | | | | | | | | | | | | | | |
| Name of Family | | | | | | | | | | | | | | | |
| <i>If family not present note who provided the information</i> | | | | | | | | | | | | | | | |
| Ethnicity of Family | | | | | | | | | | | | | | | |
| Romany Gypsy / Irish Traveller / Scots Gypsy or Traveller / Show Person / New Traveller / English Traveller / Welsh Gypsy / Non Traveller (specify) / Other (specify) | | | | | | | | | | | | | | | |
| Person 1 | | Person 2 | | Person 3 | | Person 4 | | Person 5 | | Person 6 | | Person 7 | | Person 8 | |
| Sex | Age | Sex | Age | Sex | Age | Sex | Age | Sex | Age | Sex | Age | Sex | Age | Sex | Age |
| Concealed Households? | | | | | | | | | | | | | | | |
| Yes / No Details: | | | | | | | | | | | | | | | |
| Any future needs? | | | | | | | | | | | | | | | |

| | |
|----------------------------------------------------|-------------------------------------------------------------------------------------------------|
| Do any families want to move to bricks and mortar? | <i>Details and what waiting list(s) they are on</i> |
| Contacts for Bricks & Mortar Interviews | <i>Details of any friends or family living in bricks and mortar who want to move to a site:</i> |
| Any other information | |
| Site/Pitch Plan | <i>Sketch of Site/Pitch</i> |
| | |

Appendix D: Bricks & Mortar Adverts

Friends, Families and Travellers – May 2014

we seek to end racism and discrimination against Gypsies and Travellers, whatever their ethnicity, culture or background, whether settled or mobile, and to protect the right to pursue a nomadic way of life



Health ▾ Young People ▾ Your Rights ▾ Where you live ▾ Your Work ▾

Community Noticeboard

Welcome to the FFT noticeboard featuring events, campaigns, jobs, funding opportunities, resources and more.....

[Click here to send us your events and news.](#)

Views expressed on this noticeboard are not necessarily those of FFT. Items for sale are not necessarily endorsed or recommended by FFT.

Friends, Families and Travellers



We seek to end racism and discrimination against Gypsies and Travellers, whatever their ethnicity, culture or background, whether settled or mobile, and to protect the right to pursue a nomadic way of life. Registered Charity: 111 2326

Opinion Research Services (ORS) is an independent research company with experience in carrying out **Accommodation Assessments** across the country. These assessments must be carried out by every local authority to inform how many new pitches and sites will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site/yard or live in bricks and mortar and would prefer to live on a site/yard in any of the following areas: Birmingham; South Norfolk; Eastleigh and Southampton; Hyndburn Borough; Wokingham; Windsor and Maidenhead; and West Berkshire.

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

World's Fair – May 2014

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Trader

Traders slam
van ban

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PAGE 7

Funtairs
Two from
Gloucestershire

PAGE 24

Circus
Russell's Circus
- Viva Latino

PAGE 29

Preservation
Ackworth Scammell
spectacular

Stormy weather at Beaconsfield but the show goes on

By Desmond FitzGerald

THIS year's Beaconsfield Charter Fair, the 744th holding of the Buckinghamshire's Old Town event, took place on May 10, which this year fell on a Saturday. Once more there were some surprises, with several new rides, shows and kiosks across the fair's four 'Ends' (roads) that radiate from the central roundabout.

However, once again there were gaps across the fair, especially in the London and Aylesbury Ends, with both the forecast stormy weather, with gusting winds, and the fear of losing a better weekend's business elsewhere due to

steadier business in recent years at Beaconsfield. Nonetheless, there were showmen who showed confidence in the historic fair by returning, including Robert & Alf Smith who brought their very rare Eynley Loop O Plane, a small but neat direct-drive version of the Dive Bomber, to the Wycombe End, near the roundabout.

This position has seen several varied rides over the years and the Loop O Plane proved as capable as any and surprisingly quicker than most. That it was lower in height than the traditional Dive Bombers and significantly

lower than the newer Booster types worked to its advantage here.

The windy conditions that swept the county on Friday and were set to continue throughout the weekend meant that Bridget Burton's Booster was unable to pull on. It was standing by in the nearby Borough Green showmen's yard awaiting the wind to die down. It never did and the ride had to be replaced on its position in the London End, the highest point of the Buckinghamshire town, by James Burton's play centre.

While the wind did not physically curtail other rides at the fair, the many flags on John Irvin's Pit Stop kiosk and pick & mix sweet stall were

flapping dramatically near the roundabout of the Aylesbury End all day. The wind did keep the rain away, except for intermittent showers, but also kept the teenagers away in the evening, with the families shortening their stay during the day.

The pull on, from Friday at 8.3pm, had otherwise run smoothly and almost like clockwork once again under chief steward for the Showmen's Guild London Section, David Amer, with his colleague stewards in hi-visibility uniform, Bill Pettigrove, Philip Searle and London Section Vice Chairman John Edwards among them.

The later pull on of rides and attractions, with some arriving

on the morning of Saturday's fair day, helped, but as ever there were still some locals' parked cars on ride positions that had to be moved.

As part of the legal and logistical duties of holding the fair, special road closure and diversionary signs were placed across the fair. It's an important consideration, with the adjacent M40 having its alternative route in an emergency through the roads used by the fair, so an extra diversionary route is needed.

The numbers of local residents of all ages who gather to witness the pull on grows annually, their ranks swelled by fairground

enthusiasts drawn from across the county, along with Giles Paddon, as the official from Hill Barn Estates, the Charter Trustees, and Town Crier Dick Smith in full regalia. The Town Crier officially read out the Charter proclamation at each of the four Ends, ahead of the official possession of the streets from 8.30pm.

Harry Hebborn returned with his built up Dodgems in the London End for a second year, (where John Parnish's Extreme and Reuben Bond's Wheel are usually seen). They arrived drawn by a new Foden 8-wheeler, shortly to be christened 'The Governor'

Continued on page 2



John Bomber Smith's Calypso back at Beaconsfield.

RS

Travelling Showpeople
Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out regular **Travelling Showpeople Accommodation Assessments**. We work for Councils across the UK to undertake this work to inform them how many new yards and plots may be needed in the future to meet the needs of Travelling Showpeople.

As part of this work ORS would like to speak to any Travelling Showpeople who are looking to move to a new yard, or who are currently living in bricks and mortar and would prefer to live on a yard. We are particularly interested in speaking with Showpeople from the following areas:

Birmingham, Blackpool, Bracknell, Eastleigh, Fyde, Maidenhead, Reading, Southampton, South Norfolk, West Berkshire, Wiltshire, Windsor and Wokingham.

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact **Clare Thomas** on 01792 636337 or email clare.thomas@ors.org.uk

Appendix E: Technical Paper on Household Formation



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

March 31st 2015

Opinion Research Services
Spin-out company of Swansea University



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

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

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Contents

| | |
|----------------------------------|--|
| Abstract and conclusions..... | |
| Introduction..... | |
| Compound growth..... | |
| Caravan counts..... | |
| Modelling population growth..... | |
| Household growth..... | |
| Household dissolution rates..... | |
| Summary and conclusions..... | |

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. |
|-----------|--------------------|---------------------------|--------------------------------|---------------------------|
| 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 rates of growth in the number of caravans varies from slightly over 1% to just over 5% per annum, but there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). It is also possible, of course, that the growth of caravan numbers reflects the provision on some sites of rental accommodation for non-Gypsy and Traveller migrant workers.
20. In any case, there is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates.

Modelling population growth

Introduction

21. 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

22. 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

23. 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.
24. 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

25. 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.)
26. 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. Unfortunately, we know of no reliable national data on the fertility rates of the UK Gypsy and Traveller community so the modelling has to be inferential in using plausible (but never perfect) comparative data. One source is Hungary, where considerable detailed analysis has shown that its Roma population has a TFR of about 3.

(For more information see: <http://www.romaniworld.com/cessmod01.htm> and <http://www.tarki.hu/adatbank-h/kutjel/pdf/a779.pdf>).

27. While it would be unsatisfactory to rely only on the Hungarian data (however well researched), it is significant that ORS's own survey data is consistent with a TFR of about 3. 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). It is reasonable, then, to assume an average of three children per woman during her lifetime. 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

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

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

29. 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.
30. 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

31. 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.
32. 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.
33. 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

34. 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).
35. 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.
36. 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% |

37. 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% |

38. 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).
39. 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. It is also well documented that adult Gypsy and Traveller males travel far more frequently than females for work purposes. 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 2014) – 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.
40. 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

41. 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% |

42. 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 and conclusions

43. 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.
44. 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.

45. 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.
46. 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.