



Methodology

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

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Contents

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

Households on unauthorised encampments	22
Concealed households/doubling-up/over-crowding	22
Households in bricks and mortar accommodation wishing to move to sites or yards	22
Households on waiting lists for public sites	22
Future Need.....	23
Households living on sites or yards with temporary planning permissions.....	23
Older teenage children.....	23
Household formation and growth rates.....	23
Movement to and from sites and yards	25
Pitch Turnover	26
Final Outcomes.....	28
Provision for Gypsies and Travellers.....	28
Provision for Travelling Showpeople.....	30
Transit Provision	30
Appendix A: Glossary of Terms	32
Appendix B: Technical Paper on Household Formation.....	34

1. Introduction

- ^{1.1} This Methodology prepared by Opinion Research Services (ORS) seeks to offer a rigorous and comprehensive approach to the delivery of a Gypsy and Traveller Accommodation Assessment (GTAA) study for Surrey Heath Borough Council (the Council). This approach was initially developed and used by ORS to deliver GTAA studies in Elmbridge, Reigate & Banstead and Tandridge as part of a joint commission. It is also being used to complete a GTAA in Waverley and for over 80 other local authorities across England following the guidance set out in Planning Policy for Traveller Sites (PPTS) that was published in 2015.
- ^{1.2} A Glossary of terms used can be found in **Appendix A**.
- ^{1.3} The Methodology sets out how the Council 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, Travellers and Travelling Showpeople living in local authorised and unauthorised sites, yards and encampments, and where possible in housed accommodation in the local authority area; interviews with key stakeholders including Council Officers and representatives from the Travelling Community, including the Showmen's Guild and the Friends, Families and Travellers; and interviews with Officers from neighbouring local authorities to assist in satisfying the Duty to Cooperate;
 - » an assessment of households against the current planning definition of a Traveller;
 - » detailed analysis to model the current and future demographics and accommodation needs of the Travelling Community; and
 - » final reporting of findings and recommendations.
- ^{1.4} The Methodology will deliver a robust GTAA study for the Council that will meet the requirements and take account of relevant legislation and guidance, including:
- » The Housing Act, 2004
 - » The National Planning Policy Framework (NPPF), 2012
 - » Planning Practice Guidance (PPG)
 - » Planning Policy for Travellers Sites (PPTS), 2015
 - » The Equality Act, 2010
 - » The Housing and Planning Act, 2016
- ^{1.5} The outcomes will be a study that will provide a robust and defensible evidence base that will enable the Council to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople
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under the Housing Act (2004), the National Planning Policy Framework (2012) and Planning Policy for Traveller Sites (2015). The outcomes will provide the Council with up-to-date evidence about the accommodation needs of Gypsies, Travellers and Travelling Showpeople for a 15 year period (as required by PPTS) in 5 year bands. It will also identify whether or not the Council need to plan for any transit provision.

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

2. Context

Definitions

- 2.1 The current planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous housing definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- 2.2 Provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance¹ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA or HEDNA process for example, and will form a subset of the wider need arising from households residing in caravans.
- 2.3 Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the planning definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act (2010).

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

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

Definition of Travelling

- 2.6 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘*nomadic*’.
- 2.7 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.8 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.9 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.10 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

- 2.11 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.12 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.13 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.14 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.15 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future.
- 2.16 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below:

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

Legislation and Guidance for Gypsies and Travellers

- ^{2.17} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » The Housing and Planning Act (2016)
 - » PPTS (2015)
 - » NPPF (2012)
 - » PPG² (2014) and as amended
- ^{2.18} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

PPTS (2015)

- ^{2.19} PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):
- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
 - » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
 - » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
 - » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
 - » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
 - » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
 - » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
 - » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*

² With particular reference to the sections on Housing and Economic Development Needs Assessments

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- » *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.*

^{2.20} In practice, the document states that (PPTS Paragraph 9):

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

^{2.21} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

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

^{2.22} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

3. Methodological Overview

Background

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

Desk-Based Research

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

- » Existing policy, guidance and best practice.

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

Consultation with Stakeholders and Travelling Communities

3.6 PPTS states that in assembling the evidence base necessary to support their planning approach, local planning authorities should:

- » *'Pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups)*
- » *'Co-operate with travellers, their representative bodies and local support groups, other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities.'*

Stakeholder Engagement

3.7 Stakeholder consultation will be undertaken by telephone using a structured interview 'Topic Guide' that will be agreed by the Council, and where local circumstances allow could be complimented by local focus groups. There can be benefits from using focus groups to complement the telephone interviews as it allows for a more in-depth discussion about local issues in a group environment and allows for the clarification of key issues at an early stage in the assessment process. Where focus groups are feasible consideration will need to be given as to how many will be held. One could be held with a wide range of local stakeholders including Council Officers from housing, planning, education, environment, community safety and community development; Gypsy and Traveller Support/Liaison Services; and local authority site management. If it is decided to involve Elected Members in the GTAA a second could be held with local Council Members, Cabinet Members and representatives from Overview and Scrutiny Panels and Regulatory Committees.

3.8 Telephone interviews will be undertaken by trained interviewers and will include the same range of stakeholders who may be involved in the focus groups including Officers from housing, planning, education, environment, community safety and community development; Gypsy and Traveller Support/Liaison Services; local authority site management; as well as a selection of local Councillors.

3.9 In addition an online questionnaire can be sent to any Parish and Town Councils operating in the study area. Where there are no Parish or Town Councils other local representative groups such as Town Forums, Civic Societies and Neighbourhood Planning Groups could be approached. Telephone interviews will also be conducted with representative groups of the Gypsy and Traveller community, including the Surrey Gypsy and Traveller Communities Forum, Brighter Futures at Surrey County Council, and the Showmen's Guild, as part of the stakeholder consultation process. Where possible efforts will also be made to speak with Planning Agents that operate in each local authority. In addition an email will be sent to the Gypsy Council asking if they have any comments to make on the study.

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

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

Working Collaboratively with Neighbouring Planning Authorities

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

Survey of Travelling Communities

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

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

- 3.15 ORS will work closely with the Council to ensure that the household interview questions will collect all the necessary information to support the study. This form has been updated to take account recent changes to PPTS to collect the information ORS feel is necessary to apply the planning definition.
- 3.16 All pitches and plots (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 process³) staff will conduct interviews with residents on as many pitches and plots as possible to determine their current demographic characteristics (including ethnicity, gender, age, household size), whether they have any current or likely future accommodation needs and how these may be addressed (including any specific geographic requirements), whether there are any concealed households or 'doubling-up' on pitches or plots, and their travelling characteristics (to meet the requirements in PPTS). Staff will also seek to identify contacts living in bricks and mortar to interview.
- 3.17 This approach also allows the researchers to identify information about the sites and yards that could help support any future work on possible site expansion by undertaking a physical assessment of each pitch, and an overall assessment of each site.
- 3.18 Where no households are present researchers will seek to visit sites/yards a minimum of three times at different times of the day and days of the week. Where it is not possible to undertake an interview the researchers will endeavour to capture as much information as possible about each pitch/plot from sources including neighbouring residents and site management. This will record the number of caravans, demographic characteristics of the residents, evidence of children, any concealed households and a physical assessment of the pitch. Where possible an annotated plan of the pitch/plot will also be recorded.
- 3.19 Site interviews will be conducted using Computer Aided Personal Interviewing (CAPI) tablets. This has several benefits including meeting data protection requirements by not having paper copies of questionnaires in the possession of interviewers, as well as the data from the interviews being available to staff in the office immediately after an interview is completed to allow for ongoing monitoring and updating on the progress of site fieldwork, and a GPS application to assist interviewers in locating sites and yards.



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

Occupation by Non-Gypsies, Travellers and Travelling Showpeople

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

Bricks and Mortar Households

- 3.21 Many Planning Inspectors and appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. As such all available methods will be used to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs as possible, including those with a wish to move to a permanent pitch or plot.
- 3.22 Contacts will be identified through a wide range of sources including waiting lists for existing sites, speaking with people living on existing sites or yards to identify any friends or family living in bricks and mortar who may wish to move to a site or yard, intelligence from site management, intelligence from the Council and other local stakeholders including Councillors and Parish Councils, information from Planning Agents and through placing adverts on social networks and social networking sites such as Friends and Families of Travellers on Facebook and in printed media such as World's Fair and Travellers Times. Face-to-face or telephone interviews will be attempted 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.
- 3.23 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

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

4. Analysis of Current and Future Accommodation Needs

Pitch Provision

- 4.1 The primary change to PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant appeal decisions have been issued by the Planning Inspectorate that deal specifically with how the planning definition should be applied. These support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age. See Paragraph 2.22 for an example.
- 4.2 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Applying the Planning Definition

- 4.3 The household survey includes a structured section of questions to record information about the travelling characteristics of household members. This includes questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling.
 - » Where household members travelled to.
 - » The times of the year that household members travelled.
 - » Where household members stay when they are away travelling.
 - » When household members stopped travelling.
 - » The reasons why household members stopped travelling.
 - » Whether household members intend to travel again in the future.
 - » When and the reasons why household members plan to travel again in the future.
- 4.4 When the household survey have been completed the outcomes from these questions on travelling will be used to determine the status of each household against the planning definition in PPTS (2015). Through a

combination of responses households will need to provide sufficient information to demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

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

Unknown Households

- 4.7 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach will be taken that seeks to estimate potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 4.8 The assessment will seek to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50% will be used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 4.9 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or the SHMA/HEDNA.
- 4.10 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 4.11 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over
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250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.

- 4.12 ORS are not implying that this is an Official National Statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 4.13 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA.
- 4.14 The Council will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Council should consider the use of a specific site allocation policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.

Households that do not meet the Planning Definition

- 4.15 Households who do not travel fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁴ related to this section of the Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be considered as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans.

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

Supply of Pitches

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

Supply of pitches or plots

- 4.18 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

- 4.19 At any one time it is likely that some pitches or plots will be vacant in any area, but this is often due to travelling or natural turnover as one household moves off a site or yard and another moves on. For currently vacant pitches or plots it is important only to count pitches or plots on public or commercially run private sites or yards which have clear vacancies on them.
- 4.20 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

- 4.21 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

- 4.22 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

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

Current Need

- 4.24 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

- 4.25 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

- 4.26 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

- 4.27 There is no clear definition of a concealed household in either national Planning Practice Guidance or Planning Policy for Traveller Sites.
- 4.28 The 2011 Census uses 2 definitions which constitute concealed households. Firstly concealed families, where a couple or lone parent with children are living within a primary family, and secondly adult children (aged 18 and over) living at home.
- 4.29 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.
- 4.30 In addition the site interviews and desk-research will attempt to identify any instances where the number of caravans on a pitch or plot exceeds the number permitted through planning conditions. Consideration will also be given to the demographics of households (numbers, gender and age), the number of units / bedrooms and then the number of accommodation units permitted.
- 4.31 Care needs to be taken to avoid double-counting, which may be brought about with the same households being identified on more than one waiting list.

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

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

Households on waiting lists for public sites

- 4.33 The exact treatment of the waiting list will vary from local authority to local authority depending upon how well they are maintained and who is responsible for maintaining them. Concealed households and those currently doubled up on authorised sites; households on unauthorised sites; and households in bricks and mortar who have been counted elsewhere in the calculation will be discounted from this component of
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need. In addition a decision will be made by each Council about the inclusion of households currently living in other local authorities.

- 4.34 For the remaining households identified as still actively looking to be housed on a site, evidence will be sought to identify whether they are in need of a pitch or whether they simply desire a pitch. The approach that will be taken will be agreed with the Council. The approach taken will be clearly set out in the GTAA Reports.

Future Need

- 4.35 The next stage of the process is to assess how many households are likely to be seeking pitches or plots in the area in the future. This would normally be for a period of 15 years, broken down by 5 year bands. However the overall time period could be increased to meet local plan periods and this will be determined with each individual local authority. There are three key components of future need. Total future need is the sum of the following:

- » Households living on sites or yards with temporary planning permissions;
- » Older teenage children in need of a pitch/plot of their own in the next 5 years;
- » New household formation expected during the study period; and
- » Migration to and from sites from outside the study area.

Households living on sites or yards with temporary planning permissions

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

Older teenage children

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

Household formation and growth rates

- 4.38 Previously, a national household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a Technical Note on Household Formation and Growth Rates (2015). The main conclusions are set out here and the full paper is in **Appendix B**.
- 4.39 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.

4.40 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

4.41 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

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

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

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

4.43 ORS assessments take full account of the net local household growth rate per annum, calculated on the basis of demographic evidence from the site surveys. The 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.

4.44 Overall, the household growth rate used for the assessment of future needs will be informed by local evidence. This demographic evidence will be used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by planning status).

- 4.45 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAAs that ORS have completed across England and Wales.
- 4.46 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this will also be adjusted locally based on site demographics.

Movement to and from sites and yards

- 4.47 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.
- 4.48 Evidence drawn from stakeholder and site/yard interviews should be carefully considered alongside other relevant local circumstances. Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the GTAA studies – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away from the study area, the net effects will be taken into consideration when calculating current and future needs.
- 4.49 There are three main sources of in-migration that could account for additional needs in the study area. The first is out-migration from London. However in the majority of ORS's current or recent assessments in London (including Bexley, Camden; Hackney, Haringey, Lambeth, Lewisham and the London Legacy Development Corporation) the need for additional pitches has been identified – and work is being progressed by these Boroughs to meet these needs. As such this may not be as much of a problem as it has previously been assumed to be.
- 4.50 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.'*
- 4.51 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.'

- 4.52 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.
- 4.53 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.
- 4.54 It has also been noted that recent duty to cooperate meetings have identified that Gypsies and Travellers from Surrey tend to stay within Surrey, travelling up and down towards the coast, and to not tend to cross over into Greater London.
- 4.55 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.
- 4.56 In ORS assessments, the likely net effects of inward and outward movements to and from sites and yards are considered in the light of local circumstances in each local authority area and on the basis of evidence collected during the stakeholder interviews and fieldwork.

Pitch Turnover

- 4.57 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

^{4.58} In addition a recent GTAA Best Practice Guide produced by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

^{4.59} As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA.

Final Outcomes

4.60 All of the components of supply and need will be presented in easy to understand tables which will identify the overall net requirement for current and future accommodation. Separate tables will be prepared for the current and future needs of Gypsies and Travellers and Travelling Showpeople. The potential need for various types of transit provision will also be addressed. The total need will be broken down into 5 year bands and will include all current need and temporary planning permissions, together with new household formation based on the demographics identified during the site visits and any identified net migration. Tables will be produced for households that meet the planning definition, unknown households, and households that do not meet the planning definition (although this is no longer a requirement for a GTAA).

Provision for Gypsies and Travellers

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	
Unimplemented pitches on new sites	
Vacated by households moving to bricks and mortar	
Out-migration	
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	
5 year need from older teenage children	
Households on sites with temporary planning permission	
In-migration	
New household formation (Household base XX and formation rate XX%)	
Total Future Need	
Net Pitch Need = (Current and Future Need – Total Supply)	

Years	0-5	6-10	11-15	
	2017-22	2022-27	2027-32	Total

Provision for Travelling Showpeople

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Pitches	
Available vacant public and private plots	
Unimplemented plots on new sites	
Vacated by households moving to bricks and mortar	
Out-migration	
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 plots	
Total Current Need	
Future Need	
Currently on yards with temporary planning permission	
5 year need from older teenage children	
In-migration	
Net new household formation (Household base XX and formation rate XX%)	
Total Future Need	
Net Plot Need = (Current and Future Need – Total Supply)	

Years	0-5	6-10	11-15	
	2017-22	2022-27	2027-32	Total

Transit Provision

^{4.61} GTAA studies often require the identification of demand for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

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

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- 4.62 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.
- 4.63 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.
- 4.64 Another alternative is 'negotiated stopping'. The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 4.65 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.
- 4.66 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).
- 4.67 It is necessary to investigate the role of transit sites when undertaking a GTAA study. This will seek to include analysis of records of Traveller Caravan Counts; unauthorised sites and encampments; the use of and capacity of existing transit provision where it is present; and where they are possible interviews with Gypsies and Travellers on these sites to identify whether their needs are for transit accommodation or the desire to settle down more permanently in any given locality. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders will also be taken into consideration.
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Appendix A: Glossary of Terms

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Duty to cooperate	The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
Out-migration	Movement from one region or community in order to settle in another.
Personal planning permission	A private site where the planning permission

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

Appendix B: Technical Paper on Household Formation