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**Gypsy, Traveller and Travelling Showpeople
Accommodation Assessment**

Final Report

November 2017



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Contents

1. Executive Summary.....	5
Introduction and Methodology	5
Glossary of Terms	5
Key Findings	6
Additional Pitch Needs – Gypsies and Travellers	6
Additional Plot Needs - Travelling Showpeople	7
Transit Requirements	7
2. Introduction	9
The Study	9
Local Plan Policies.....	9
Definitions	10
The Planning Definition in PPTS (2015)	10
Definition of Travelling	11
Legislation and Guidance for Gypsies and Travellers.....	13
Planning Policy for Traveller Sites (PPTS) 2015	13
3. Methodology	15
Background.....	15
Desk-Based Review.....	15
Stakeholder Engagement	16
Working Collaboratively with Neighbouring Planning Authorities	16
Survey of Travelling Communities.....	16
Engagement with Bricks and Mortar Households.....	17
Applying the Planning Definition.....	18
Calculating Current and Future Need.....	21
Pitch Turnover	23
Transit Provision	23
4. Gypsy, Traveller and Travelling Showpeople Sites and Population	25
Introduction.....	25
Sites and Yards in the Hillingdon	26
Traveller Caravan Count.....	26
5. Stakeholder Engagement	27
Introduction.....	27

Views of Key Stakeholders and Council Officers in Hillingdon	28
Accommodation Need	28
Cross-border Issues and the Duty to Cooperate	30
Issues and Future Priorities for Hillingdon	31
6. Survey of Travelling Communities	34
Interviews with Gypsies and Travellers	34
Efforts to contact households in bricks and mortar	35
7. Current and Future Pitch Provision	36
Introduction	36
New Household Formation Rates	36
Breakdown by 5 Year Bands	38
Hillingdon Local Plan 2011-2026	38
Applying the Planning Definition	38
Bricks and Mortar Interviews	39
Waiting Lists	39
Pitch Needs – Gypsies and Travellers that meet the Planning Definition	40
Pitch Needs – Unknown Gypsies and Travellers	40
Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition	41
Plot Needs – Travelling Showpeople that meet the Planning Definition	42
Plot Needs – Unknown Travelling Showpeople	43
Plot Needs – Travelling Showpeople that do not meet the Planning Definition	43
Transit Requirements	43
Transit Recommendations	44
List of Figures	45
Appendix A: Glossary of Terms	46
Appendix B: Unknown Households	48
Appendix C: Households that do not meet the Planning Definition	50
Appendix D: Site and Yard Lists (February 2017)	52
Appendix E: Stakeholder Engagement with Neighbouring Authorities	53
Appendix F: Household Interview Questions	62
Appendix G: ORS Technical Note	71

1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the London Borough of Hillingdon.
- 1.2 As well as updating previous GTAAs, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.8 for full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots up to 2026 in accordance with the Local Plan period, and to 2032 to meet the requirements of PPTS. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 35 interviews were completed with Gypsies, Travellers and Travelling Showpeople living on authorised and unauthorised sites and yards. Despite extensive efforts to identify them no interviews were completed with Travellers living in bricks and mortar. In addition stakeholder engagement was undertaken and total of 30 telephone interviews were completed.
- 1.5 The fieldwork for the study was completed between January and March 2017, which was after the publication of the PPTS (2015). As a result of this change questions to enable the determination of the travelling status of households against the planning definition were included in the household interviews.

Glossary of Terms

- 1.6 A Glossary of Terms can be found in **Appendix A**.
- 1.7 The baseline date for the study is **February 2017** which was when the majority of the household interviews were completed.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.8 Overall the additional pitch needs for Gypsies and Travellers from 2017-2032 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (even though this is no longer a requirement for a GTAA).
- 1.9 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.10 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.
- 1.11 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 could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.12 The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).
- 1.13 There were two Gypsy or Traveller households identified in Hillingdon that meet the planning definition, five unknown households that may meet the planning definition, and twenty households that do not meet the planning definition.
- 1.14 There is a need for **three additional pitches** for households that meet the planning definition. This is made up of two unauthorised pitches and one pitch from new household formation (based on the household demographics).
- 1.15 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to four pitches from three unauthorised pitches and one from new household formation from a maximum of five households. If the ORS national average¹ of 10% were applied this could result in a need for no additional pitches.
- 1.16 Whilst no longer a requirement to include in a GTAA there is a need for 40 additional pitches for households that do not meet the planning definition. This is made up of 13 concealed or doubled-up households or single adults, 1 movement from bricks and mortar, 10 teenagers in need of a pitch of their own in the next 5 years, and 16 from new household formation.

¹ Based on the outcomes of over 2,000 interviews ORS have completed with Gypsies and Travellers since changes to PPTS in 2015.

Figure 1 – Additional need for Gypsy and Traveller households in Hillingdon (2017-2032)

Status	Total 2017-26	Total 2027-32
Meet Planning Definition	2	1
Unknown	0-4 (10% = 0)	0
Do not meet Planning Definition	33	7

Additional Plot Needs - Travelling Showpeople

- 1.17 Overall the additional pitch needs for Travelling Showpeople from 2017-2032 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, and for those households that do not meet the planning definition (although this is no longer a requirement of a GTAA).
- 1.18 Only the need from those households who meet the planning definition should be considered as need arising from the GTAA. The need arising from households that meet the planning definition should be addressed through yard allocation/intensification/expansion policies.
- 1.19 The remaining need from households that do not meet the planning definition will need to be addressed through other means including the SHMA or HEDNA.
- 1.20 There were six Travelling Showpeople households identified in Hillingdon that meet the planning definition, and seven households that did not meet the planning definition.
- 1.21 Need for **seven additional plots** for households that meet the planning definition is made up of four concealed households or adults; one household moving to the study area and two from new household formation from a maximum of 10 households.
- 1.22 There were no unknown Travelling Showpeople households in Hillingdon as interviews were completed that covered all households.
- 1.23 Whilst no longer a requirement to include in a GTAA there is a need for 2 additional plots for households that do not meet the planning definition – both through new household formation.

Figure 2 – Additional need for Travelling Showpeople households in Hillingdon (2017-2032)

Status	Total 2017-26	Total 2027-32
Meet Planning Definition	6	1
Unknown	0	0
Do not meet Planning Definition	1	1

Transit Requirements

- 1.24 It is recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.25 As well as information on the size and duration of any encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Hillingdon; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to

settle permanently in Hillingdon; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or similar).

- ^{1.26} A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- ^{1.27} In the short-term the Council should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach.
- ^{1.28} The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- ^{1.29} 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.

2. Introduction

The Study

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Hillingdon. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014 (and as amended), and Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016.
- 2.3 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the periods 2017 to 2026 in accordance with Local Plan period and to 2032 to meet the requirements in PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **February 2017** which is when the majority of the household interviews were completed.

Local Plan Policies

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a local plan policy for Hillingdon. This is set out below.

Figure 3 – Local Plan Policies

Hillingdon Local Plan Part 1 – Adopted November 2012

Gypsy and Traveller Pitch Provision

6.36 The Government’s Planning Policy for Traveller Sites provides guidance on plan making, which is relevant to the production of this Hillingdon Local Plan: Part 1- Strategic Policies. This document notes that planning authorities should set pitch provision targets for gypsies and travellers and plot targets for the travelling showpeople. In accordance with the guidance, Policy H3 sets criteria to ensure that proposals for new sites are sustainable socially, economically and environmentally.

Policy H3: Gypsy and Traveller Pitch Provision

The Council will ensure that:

- a. The existing Colne Park site will be protected for its current use;
- b. Targets for additional pitch provision take account of need and the availability of suitable sites; and
- c. Proposals for sites to accommodate the specific needs of Travellers (Irish and Scottish), Gypsies, Roma, Sinti and Travelling Show People should:
 - i) Be located on a site and in an area that is environmentally acceptable for residential occupation;
 - ii) Have no significant adverse effects on the amenity of occupiers of adjoining land;
 - iii) Have acceptable road and pedestrian access and be accessible to local services and public transport; and
 - iv) Be consistent with other relevant Local Plan policies.

6.37 The Government’s Planning Policy for Traveller Sites places emphasis on collaborative working between local authorities to assess the needs of travellers and identifying a supply of deliverable sites. The Council will seek to meet this aspect of the guidance through the production the Hillingdon Local Plan: Part 2- Site Specific Allocations Local Development Document (LDD), balancing the requirement for additional pitch provision with the availability of suitable sites. Specific consideration will be given to the needs information and pitch provision targets associated with the production of the London Plan.

Implementation of Policy H3: how we will achieve this

Retention of the existing site at Colne Park; and Taking account of the West London Housing Partnership research on gypsy and traveller pitch provision to guide the provisions of Policy H3.

Flexibility

Figures for gypsy and traveller pitch provision will be determined as part of subsequent work on the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD and kept under review in liaison with neighbouring boroughs and districts.

Monitoring of Policy H3: how we will measure success

H4 (Core) Indicator: Net additional pitches (Gypsy and Traveller). Target to be set following further work on the Hillingdon Local Plan: Part 2- Site Specific Allocations LDD; and Meeting the needs of the existing travelling community in the borough by protecting and maintaining the site at Colne Park.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

- ^{2.9} 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 not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- ^{2.10} 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*'.
- ^{2.11} **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.
- ^{2.12} 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.
- ^{2.13} 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*.
- ^{2.14} 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.

- 2.15 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.
- 2.16 **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.
- 2.17 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.
- 2.18 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.
- 2.19 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.
- 2.20 This approach was endorsed by a Planning Inspector in December 2016 in a 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

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

- » The Housing and Planning Act, 2016
- » Planning Policy for Traveller Sites (PPTS), 2015
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance² (PPG), 2014 and as amended

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

Planning Policy for Traveller Sites (PPTS) 2015

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

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

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

- » *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.*

^{2.24} 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.*

^{2.25} 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.*

^{2.26} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

3. Methodology

Background

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

'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'

Desk-Based Review

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

Stakeholder Engagement

- 3.5 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Council stakeholders include Officers from departments including Housing and Planning. Wider stakeholders included representatives the Showmen's Guild and registered housing providers. A detailed Topic Guide was agreed with the Council for the telephone interviews.

Working Collaboratively with Neighbouring Planning Authorities

- 3.6 To help support the duty to cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Council set out below. Again, a detailed Topic Guide was agreed with the Council.
- » London Borough of Ealing
 - » London Borough of Harrow
 - » London Borough of Hounslow
 - » Royal Borough of Kensington and Chelsea
 - » Slough Borough Council
 - » South Bucks and Chiltern District Councils
 - » Spelthorne Borough Council
 - » Three Rivers District Council

Survey of Travelling Communities

- 3.7 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.
- 3.8 Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample based approach which often leads to an under-estimate of need - an approach which is regularly challenged by the Planning Inspectorate and at planning appeals.
- 3.9 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The Site Record Form that was used has been updated to take account of changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition.
- 3.10 All pitches and plots were visited by members of our dedicated team of experienced interviewers who work on our GTAA studies across England and Wales. They conducted semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics (to meet the requirements in PPTS (2015)). Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.11 They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.

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

Engagement with Bricks and Mortar Households

3.13 The 2011 Census recorded 93 households that identify as Gypsy or Irish Traveller who live in a house or flat in Hillingdon.

3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders and adverts on social media (including the Friends, Families and Travellers Facebook group). Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.

- » Stakeholders interviewed confirmed they do not have any contact with housed Gypsy and Traveller families, although some were aware that there are some living in the Harefield area and the Bell Farm Estate West Drayton.
- » The Council operates a Choice Based Lettings Scheme through a central lettings agency known as 'Locata'. Council, Housing Association properties and Travellers' site pitches in Hillingdon available at social and affordable rent are let through the scheme.
- » In terms of homeless and housing applications those applying from Traveller communities are more likely to apply for bricks and mortar than for pitches. In addition to this those who are applying for bricks and mortar, are currently living on the site at Colne Park. Officers were not aware of any applications having been made at any time from those living on unauthorised encampments. However, it was said there had been an increase in housing applications (for bricks and mortar) and some homeless applications had been received by Irish Travellers.
- » Four RPs were contacted who own and manage properties in Hillingdon to see if they knew of any Travelling communities living in their properties. Of those who responded no households were identified.
- » One family living in bricks and mortar was identified by Cherry Lane Children's Centre. The Children's Centre confirmed that, when approached, the family had lived in bricks and mortar for several years and the parents and children had no aspiration to move to a site in the area either now or in the future.
- » Several stakeholders highlighted the Bell Farm Christian Centre, which is part funded by the Council, and the Hillingdon Gypsy and Traveller Forum as conduits for contacting Traveller Communities living in bricks and mortar. Interviews were undertaken with a stakeholder representing Bell Farm Christian Centre and members of the Forum were invited to attend a drop in session with an ORS interviewer and two interviews were carried out; however these were with not with Gypsies, Travellers or Travelling Showpeople living in bricks and mortar.

- ^{3.15} Despite these efforts at the time of concluding this report no contacts living in bricks and mortar had come forward to be interviewed.
- ^{3.16} As a rule, we do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating disproportionate efforts to make them aware of the study. This approach has been supported by Planning Inspectors in Appeal Decision Notices.

Figure 4 – Bricks and Mortar Advert



Timing of the Fieldwork

- ^{3.17} ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between January and March 2017.

Applying the Planning Definition

- ^{3.18} The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.

- » Whether household members have ever travelled.
- » The main reasons for travelling.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

3.19 When the household survey was completed the outcomes from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses households need to provide sufficient information to demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

3.20 Households that need to be considered in the GTAA fall under one of 3 classifications. Only those households that meet, or may meet, the planning definition will form the components of need to be included in the GTAA:

- » Households that travel under the planning definition.
- » Households that have ceased to travel temporarily under the planning definition.
- » Households where an interview was not possible who *may* fall under the planning definition.

3.21 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

3.22 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 has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.

3.23 The estimate seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50% has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a

recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).

- 3.24 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.
- 3.25 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.26 However, data that has been collected from over 2,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 3.27 ORS are not implying that this is an Official National Statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.28 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA for example.
- 3.29 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 Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a specific site allocation/protection policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition. An assessment of need for unknown Travellers can be found in **Appendix B**.
- 3.30 How the ORS methodology addresses need from unknown households was supported by the Planning Inspector for a recent Local Plan Examination in Maldon, Essex. In his Report that was published on 29th June 2017 he concluded:

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

Households that do not meet the Planning Definition

^{3.31} 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) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance³ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for households that do not meet the planning definition can be found in **Appendix C**.

Calculating Current and Future Need

^{3.32} 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 on how the planning definition should be applied – these support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age. See Paragraph 2.20 for a recent example.

^{3.33} 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.

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

Supply of Pitches

^{3.34} Once the planning definition was applied the first stage of the assessment sought to determine the number of occupied, vacant and potentially available supply in the study area:

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within 5 years.
- » Pitches vacated by people moving to housing.
- » Pitches vacated by people moving from the study area (out-migration).

^{3.35} 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 are not included as components of available supply, but can be used to meet any current and future arising need from the family living of the site.

Current Need

^{3.36} The second stage was to identify components of current need. It is important to address issues of double counting:

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

Future Need

^{3.37} The final stage was to identify components of future need. This includes the following four components:

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

^{3.38} Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail later in Chapter 7 of this report.

^{3.39} All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch

needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2032.

Pitch Turnover

^{3.40} Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This is an approach that usually ends up with a significant under-estimate of need as in the majority of cases vacant pitches on sites are not available to meet any additional need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

^{3.41} In addition a recent GTAA Best Practice Guide produced by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

^{3.42} As such, other than current vacant pitches on sites that are known to be available, or those pitches known to become available through the outcomes of the household interviews, pitch turnover has not been considered as a component of supply in this GTAA.

Transit Provision

^{3.43} PPTS (2015) also requires an assessment of the need 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 or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.

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

^{3.44} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as

information from the DCLG Traveller Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders was also be taken into consideration when determining this element of need in the study area.

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

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

Sites and Yards in the Hillingdon

- 4.6 In Hillingdon, at the baseline date for this study, there was one public site with 20 pitches; no private sites with permanent planning permission; no sites with temporary planning permission; one site that is tolerated for planning purposes with two pitches; three unauthorised developments with five pitches; and four Travelling Showpeople yards with 15 plots – one of which is tolerated for planning purposes. Further details can be found in Chapter 6 and **Appendix D**.

Figure 5 - Total amount of provision in Hillingdon (February 2017)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	1	20
Public Transit Provision	0	0
Private Transit Provision	0	0
Tolerated Provision	1	2
Unauthorised developments	3	5
Travelling Showpeople Provision (1 plot tolerated)	4	15

Traveller Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the ‘Gypsy and Traveller Caravan Count’ as the ‘Traveller Caravan Count’ due to the inclusion of data on Travelling Showpeople.
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Traveller Caravan Count data has been used to *support* the assessment of the need to provide for transit provision and this is set out in Chapter 7.

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in the Planning Policy for Traveller Sites and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of Travelling Communities. This took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments and transit provision and cross-border issues. Importantly, stakeholders who are in contact with Travelling Communities (who are in bricks and mortar or who are not known to the Council) were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 Eight interviews were undertaken with Council Officers from the study area. Local stakeholder representatives from organisations such as Bell Farm Christian Centre and Cherry Lane Children’s Centre were also interviewed as well as national stakeholders including the Showmen’s Guild of Great Britain and the Association of Independent Showmen (AIS). Other national organisations were invited to take part in the study; some did not respond and others felt they could not offer assistance on this occasion.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring authority areas:
- | | |
|---|--|
| » London Borough of Ealing | » Slough Borough Council |
| » London Borough of Harrow | » South Bucks and Chiltern District Councils |
| » London Borough of Hounslow | » Spelthorne Borough Council |
| » Royal Borough of Kensington and Chelsea | » Three Rivers District Council |
- 5.5 Registered Providers/Housing Associations, who own properties in the area, were contacted by ORS to explore whether they record the ethnicity of their tenants and whether they could identify Gypsies, Travellers or Travelling Showpeople living in their properties. If they did, they could contact them to advise them of the study and whether they would like to discuss their accommodation needs via a confidential interview with the ORS research team. Four Registered Providers (RPs) responded; no households were identified.
- 5.6 The total number of responses received (30) is viewed as being above average when compared with similar GTAAs ORS have completed.

- 5.7 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.
- 5.8 The first section of this report is based on the response from key stakeholders and council officers from the study area. The response from neighbouring authorities can be found in **Appendix E**.
- 5.9 The views expressed in this section of the GTAA represent a balanced summary of the responses given. In some cases they reflect the views of the individual concerned, rather than the official policy of their employer/organisation.

Views of Key Stakeholders and Council Officers in Hillingdon

Accommodation Need

- 5.10 Hillingdon's last GTAA was done in-house in 2013 and published in September 2014; the Council modelled their methodology on that used by ORS for the GTAA undertaken in Redbridge. The GTAA estimated a pitch requirement of 4 pitches which could be met through the expansion of the public site at Colne Park. Stakeholders gave differing responses as to whether there had been an increase or decrease in the number of pitches since the last GTAA was undertaken. There was no need identified for Travelling Showpeople plots or transit provision.
- 5.11 It was reported by council officers the reason why a new GTAA was being undertaken is because of the change to the definition for Gypsies and Travellers in planning terms and the work will inform the preparation of new planning policies and site allocations to inform the Council's Local Plan.
- 5.12 The Council owns and manages one public site at Colne Park (20 pitches). Refurbishment of the site was undertaken approximately 7-8 years ago and improvements have been made in recent years. However further improvements to the drainage system are planned. The introduction of a caretaker to the site is also said to have improved on-going maintenance.
- 5.13 It was said that at one time some unused land on the site was going to be cleared to develop a further 2-3 plots, but this has yet to materialise.
- 5.14 Although it was said the site had been refurbished in recent years some stakeholders identified the following issues:
- » Overcrowding;
 - » Lack of opportunities for children growing up to live independently on the site;
 - » No community space;
 - » Lack of pest control (particularly of rats);
 - » Cost of electricity;
 - » Refurbishment is required particularly to the utility blocks;
 - » Poor drainage.
- 5.15 Some organisations regularly visit the site to provide support and advice e.g. The Bell Farm Christian Centre but others have withdrawn their services because of concerns regarding staff health and safety.

- 5.16 In the main stakeholders were unaware of any unauthorised sites, sites with temporary planning permission or sites that are tolerated in the area. However, one officer highlighted there could be one tolerated and one unauthorised site and another officer mentioned 2 unauthorised sites.
- 5.17 The majority of stakeholders believe there is a lack of residential pitches in the area and said that this is also the view of the Gypsies and Travellers who attend the Council's Forum, and those living on the Colne Park site. Some stakeholders also said that because there is overcrowding on the site and a waiting list for pitches at Colne Park it demonstrates there is an unmet need in the area.
- 5.18 As part of the stakeholder engagement ORS spoke with a representatives of the Showman's Guild of Great Britain and AIS. It was said that if Showpeople are actively travelling in the area they are likely to be doing so Friday-Monday and are unlikely to be travelling in January or February. It was said that Showpeople used to stay at home in winter, but the trend on yards now is to occupy them year round. This is because the older Showpeople will stay at home with grandchildren so they can attend school. In the past peripatetic teachers visited the yards to help with schooling, but it was said that this had been cut back. The concept of winter quarters no longer exists.
- 5.19 It was said it would be unlikely any Travelling Showpeople would be living in bricks and mortar in the area unless they have retired and/or because of poor health.
- 5.20 The Guild's view on the lack of plots and yards nationally is to look at existing sites and see if surrounding land can be purchased and yards redesigned and/or to allow small expansions to ensure they are appropriate for today's lifestyle; it was suggested this is less onerous than seeking new land for yards. However, it was reported that although Travelling Showpeople may operate in the study area they may be forced to live in other local authority areas if they are unable to expand existing yards or find suitable land. It was suggested that the Council may wish to contact the London Borough of Bromley where a number of new plots have been successfully developed.
- 5.21 A key factor with regard to the suitability of a new yard is sustainability and access to transport links.
- 5.22 Travelling Showpeople wish to own their yards, they do not want public provision. Because of land and development costs new yards are a challenge and initiatives such as shared ownership may be an option to explore, should a need be evidenced in the study area. However, it was said that Showpeople would see Hillingdon as an ideal place because of access to places they would want to work and there are good road links.

Short-term Roadside Encampments and Transit Provision

- 5.23 The instances of encampments is said to be low in the Hillingdon area. Stakeholders said they had seen the occasional encampment mainly during the summer months when Travellers are visiting relatives/and or attending specific events (for instance a large incursion occurred due to a funeral in the area). Roads most likely to be used by Traveller Communities in the Borough are said to be: A40, A406, M3, M4 and M25. A minority of stakeholders said that the number of encampments had increased over recent years and this was because they are being moved from borough to borough because of the lack of pitches.
- 5.24 When encampments occur the Police are likely to respond quickly and a Welfare Assessment is undertaken by Council officers with all those residing on the camp. Regular encampments occur at Uxbridge Common,

but numbers had decreased since the Council had taken preventative measures. Popular locations are said to be:

- » New Years Green Lane;
- » South Ruislip Library;
- » Yiewsley;
- » Uxbridge (St Andrews Site and Uxbridge Common);
- » Old swimming pool site (Central Avenue), Hayes;
- » A40 (slip road);
- » West Drayton
- » Harvil Road, Ickenham, Uxbridge.

^{5.25} Based on the low numbers of encampments, some stakeholders suggested a transit site was not needed and Gypsies and Travellers from different communities would not use the site at the same time. In addition to this some stakeholders perceived the management of transit sites problematic and likely to be costly.

^{5.26} Some stakeholders said, however, that transit provision should be provided in order to offer a safe place for transient Travellers to stay for short periods of time so they could visit relatives; this would improve their community networks. It was suggested this could also decrease the number of encampments which would improve their relationship with the wider community.

Cross-border Issues and the Duty to Cooperate

^{5.27} There was little evidence provided through the stakeholder fieldwork that there are any significant cross-border issues relating to Gypsies, Travellers or Travelling Showpeople between the study area and neighbouring authorities or vice versa. However, it was mentioned the Hartlands site in Hounslow lies within the remit of London Fire Authority (Hillingdon) and this highlights there are some agencies that may provide support for site residents that are outside of the Council's remit. It was also mentioned there is a cemetery in Hillingdon used by Travellers in neighbouring areas and there has been an issue in terms of managing their expectations of the appropriateness of some memorials.

^{5.28} Other issues highlighted by stakeholders were the Bashley Road site in Southall and the support offered to Travellers more generally in Ealing which is considered better than that provided in Hillingdon; this raises expectations of what local authorities can provide for Travellers in the Hillingdon area. It was also noted the Grand Union Canal runs through both Hillingdon and South Buckinghamshire and there are said to be some Travellers living close to the border with Hillingdon at Denham, but no issues were raised.

^{5.29} There have been occasions when Travellers living in South Buckinghamshire, who due to poverty, are accessing support in Hillingdon e.g. the Food Bank. However, there are food banks in South Buckinghamshire so whether the Travellers were moving through or stopping in Hillingdon from South Buckinghamshire is unknown.

^{5.30} The majority of officers and stakeholders agreed neighbouring authorities are meeting the needs of Gypsies, Travellers and Travelling Showpeople as there does not appear to be demand from other areas for pitches in Hillingdon or frequent encampments.

- 5.31 The following examples were given of where issues relating to Gypsies and Travellers can be discussed in Hillingdon or where cross-boundary working exists:
- » Duty to Cooperate meetings;
 - » Hillingdon Gypsy and Traveller Forum;
 - » West London Sub Regional Housing Partnership.
- 5.32 The Showmen’s Guild as a representative body holds regular meetings in order to hear from their members about any issues and/or experiences e.g. planning and accommodation needs. The Guild works with members to help resolve any difficulties they may be experiencing and it is said there is greater success in meeting the needs of Travelling Showpeople when local authorities engage with their members and The Guild.
- 5.33 Cherry Lane Children’s Centre provides advice and support for Travelling Communities living on sites and in bricks and mortar accommodation. Traveller children are able to attend the play and stay group and the Centre’s aim is to improve outcomes and life chances by bringing together education, childcare, health and family support. The Centre’s intention is to be at the heart of a community and has high expectations and a commitment to promoting learning, wellbeing and inclusion. The Centre holds regular adult education classes e.g. Floristry as well as the children’s stay and play group and a Women’s Group where Travellers regularly attend.
- 5.34 The Bell Farm Christian Centre acts as a community hub in the area and is well attended by Traveller Communities. The Centre holds a Doorway Advice, Information and Care Service in West Drayton and this service provides information, advice, advocacy and support to members of the local community who have issues concerning housing, benefits, consumer affairs, debt, hate crime and domestic violence. The work includes partnerships with other organisations that are able to provide additional information, advice and advocacy on specific issues.
- 5.35 Officers of all councils interviewed believe that neighbouring authorities and Hillingdon are complying with the Duty to Cooperate.

Issues and Future Priorities for Hillingdon

- 5.36 The following additional issues were raised:
- » Despite need being identified in previous GTAA’s little had been done to meet it. Any need identified in a new GTAA should be met as soon as possible.
 - » The needs of Gypsies and Travellers should have their needs met the same as those in need for bricks and mortar housing.
 - » It was said that the last GTAA undertaken in Hillingdon had underestimated the need and this resulted in the Traveller Communities in the area not trusting the Council and were suspicious of how well the new GTAA would be undertaken.
 - » There was some concern that the last GTAA was based on the needs of Irish Travellers and there was little mention of other Traveller communities living in the area. It was hoped that the new GTAA would better reflect the diversity of Travellers living in the area.

- » It was said there is likely to be less needs evidenced for pitches in the area because of the change in the definition of Gypsies and Travellers in planning terms.
- » There is a lack of land and where land is available it is within the Green Belt. Some stakeholders stated they agree with current government policy in that sites should not be developed in the Green belt.
- » If there is a need for pitch/plot provision there will be a need to demonstrate a 5 year supply of sites to meet any need identified.
- » A small permanent public site should be developed if need is evidenced rather than expand the site at Colne Park. The site is said to be able to be managed successfully however further expansion could create managing the site unwieldy. However, some stakeholders said the site has the potential to be expanded to enable both additional pitches and community facilities.
- » There are known to be some Traveller families who are antagonistic towards each other in the area and it is known that different Traveller communities are unlikely to mix. If a need for additional site provision is evidenced these issues will need to be considered. This will mean that rather than one large site a number of small sites may have to be considered.
- » In terms of Travelling Showpeople Hillingdon would be seen as an attractive area but the issue is finding appropriate, affordable land.
- » The quality of sites and any new sites developed should be in consultation with likely residents.
- » There is said to be some evidence of racism towards Travelling Communities within Hillingdon. It was suggested that the Council needs to do more to improve race relations between Travelling Communities and the wider community.
- » The Hillingdon Gypsy and Traveller Forum is regarded by some stakeholders as being too top heavy in terms of attendance by public agencies; there are few members from Traveller Communities attending.
- » Concerns were raised about the use of temporary accommodation for those from Travelling Communities as they are often accommodated outside of the Hillingdon area. In order to register for a pitch in Hillingdon the applicant needs to demonstrate a 10 year continuous local residency which they are unable to do if they have been moved out of the Borough. It should be noted this is the same for any resident, not just those from Traveller communities.
- » Gypsy and Traveller needs should not be met through the use of bricks and mortar unless they desire it. There are known health impacts to Gypsies and Travellers living in bricks and mortar including mental health.
- » In addition to the ability to demonstrate 10 year occupancy the use of the Locata system does not assist Gypsies or Travellers in applying for either housing or pitches. This is because of the changes to the definition of Gypsies and Travellers in planning terms. In order to meet the definition Traveller Communities need to continue to travel and this may act as a barrier to accessing the Locata scheme because of the need to access the internet.

- » It was said that Hillingdon's housing policies relating to sheltered housing enable those living outside of the Borough to be considered. This is of benefit where the applicant has a local connection e.g. relatives living in the Borough. It was said that some other London Boroughs were less flexible and unless the applicant had resided in their area for a prescriptive number of years they are not eligible to join the housing register. This would be of particular assistance to Gypsies and Travellers who having moved away from the area, possibly because of a lack of pitches.
- » More funding should be provided to help assist Traveller women fleeing domestic violence in the Hillingdon area.
- » Some Travellers living at Colne Park often do not have the knowledge and/or skills to access and apply for benefits. There needs to be additional support in order that residents are able to pay their bills.
- » It is known that the health status of Gypsies and Traveller is poorer than that of the general population. Although it was suggested there is limited resources further research into what health needs and priorities there are in the area would be of benefit; the health of Traveller men was of particular concern and seen as a key issue.
- » Gypsy and Traveller health inequalities should be addressed through the provision of good quality site accommodation (both transit and residential) and ensure that residents are able to access health services, including early intervention and prevention.

^{5.37} The following were suggested as being key areas for the Council to consider in relation to Gypsy and Traveller issues:

- » To meet any need evidenced in the new GTAA as quickly as possible.
- » The Council should ensure it works cohesively with other neighbouring authorities to ensure policies are consistent.
- » Further research should be undertaken with Travelling Communities in Hillingdon to ascertain whether they are able to access Council services.
- » The lack of community space at the Colne Park site restricts opportunities to provide additional services to residents. Community space and a safe play area are seen as priorities on the site which the Council needs to provide. In addition to these facilities good connectivity to the internet is seen as priority so that children are able to access on-line learning and adults can improve opportunities for employment.
- » The Council should act to promote a positive message by coordinating specific events to raise awareness regarding Traveller Communities.
- » The Council's policy in relation to older people applying for sheltered accommodation should remain flexible.
- » The Council needs to continue to improve access to all its services for Traveller communities and in particular, improve access to education, raise aspirations and improve school attendance and achievement.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The household interview questions can be found in **Appendix F** – although the interviews were actually conducted using Computer Aided Personal Interviewing (CAPI) tablets.
- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards and encampments in the study area. Interviews were completed between January and March 2017. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also sets out the number of interviews that were completed at each site, together with the reasons why interviews were not completed where this information is available.

Figure 6 - Sites Visited in Hillingdon

Public Sites	Pitches/Plots	Interviews	Reasons for not completing interviews
Colne Park	20	20	-
Tolerated Sites			
The Shrubs, New Years Green Lane	2	0	2 x refusals
Unauthorised Sites			
Land adjacent to Barn Farm	1	1	-
Land at Willow Farm	3	0	1 x refusal, 2 x no contact possible
Plot 2, The Paddocks, New Years Green Lane	1	1	-
TSP Yards			
Manor Avenue	4	4	-
The Beaches, Horton Road	5	3	1 x storage, 1 x plot does not exist
The Beaches, Uxbridge Road	5	5	-
Plot 1 - The Paddocks, New Years Green Lane (Tolerated)	1	1	-
TOTAL	42	35	

Efforts to contact households in bricks and mortar

- 6.3 ORS applied a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through a range of sources including the interviews with people on existing sites and yards, intelligence from the Council and housing providers, and adverts on social media (including the Friends Families and Travellers Facebook group), as well as writing to households on waiting lists for public sites.
- 6.4 At the time of concluding this report no contacts had been identified to interview (although a number of letters were sent by Registered Providers inviting known Gypsy and Traveller to contact ORS if they had any current or future accommodation needs). However details of 1 household living in bricks and mortar that are seeking to move to the public site were provided by one of the current site residents.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focuses on the additional pitch provision which is needed by the local authorities in the study area currently and to 2032. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and previous stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, 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 G**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. 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 (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.

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

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

- 7.9 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates.
- 7.10 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status).
- 7.11 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 GTAAs that ORS have completed across England and Wales.
- 7.12 Research by ORS has also identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.

Breakdown by 5 Year Bands

^{7.13} In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5 year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from older teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

Hillingdon Local Plan 2011-2026

^{7.14} The Hillingdon Local Plan is scheduled to run from 2011 to 2026. Therefore, as this GTAA has a base date of February 2017, this does not cover the period 2011-16. In the period 2011-16 the previous GTAA's identified a need for up to an additional 4 pitches for Gypsies and Travellers and up to an additional 2 plots for Travelling Showpeople. During the period 2011-16 there were no new pitches or plots granted planning permission or developed – although the Local Development Plan Part 2 does include an allocation for up to 4 additional pitches on land adjacent to the public site at Colne Park – which have not yet been implemented.

^{7.15} It is therefore appropriate to net demand and supply for pitches and plots to zero for the period 2011-16 and for this new assessment, which includes a new household baseline, to cover the period 2017-26, and then to satisfy the requirements in PPTS to also project forward to 2032As such this assessment will cover the following time periods:

- » 2017-22 (first 5 year period required by PPTS)
- » 2022-26 (to meet Local Plan period)
- » 2027 (to complete the 5 year period 2022-27)
- » 2027-32 (final 5 year period required by PPTS)

^{7.16} In addition as the Local Plan allocation of 4 pitches has not been implemented these 4 pitches can be made available to meet any demand identified from the new baseline.

Applying the Planning Definition

^{7.17} The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they were able to provide information during the household interview that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the planning definition have also been included as a potential additional component of need from unknown households. Need for households that do not meet the planning definition are assessed for illustrative purposes only and to provide evidence to support the SHMA or HEDNA.

7.18 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households in Hillingdon.

Figure 7 – Planning status of households in Hillingdon

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	0	0	20
Tolerated Sites	0	2	0
Unauthorised Sites	2	3	0
Sub-Total	2	5	20
Travelling Showpeople			
Private Yards	5	0	7
Tolerated Yards	1	0	0
Sub-Total	6	0	7
TOTAL	8	5	27

7.19 The table shows that for Gypsies and Travellers two households and for Travelling Showpeople six households meet the planning definition of a Traveller. A total of twenty Gypsy and Traveller households and seven Travelling Showperson households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

7.20 The number of households where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

7.21 Despite all the efforts that that were made it was not possible to identify any households living in bricks and mortar to interview. However details of one household currently living in bricks and mortar who are seeking to move to the public site were provided by one of the current residents.

Waiting Lists

7.22 There is one public site in Hillingdon and six households are on the waiting list. However it was not possible to make contact with any of them to request an interview.

Gypsy and Traveller Needs

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.23 There were two households that met the planning definition. Analysis of the household interviews indicated that there is current need from two unauthorised pitches. The household demographics also suggest a need for one additional pitch from new household formation over the 15 year GTAA period.
- 7.24 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **three additional pitches** over the 15 year GTAA period.

Figure 8 – Additional need for Gypsy and Traveller households in Hillingdon that meet the Planning Definition (2017-32)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	2
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Formation from household demographics)</i>	
Total Future Needs	1
Net Pitch Need = (Current and Future Need – Total Supply)	3

Figure 9 – Additional need for Gypsy and Traveller households in Hillingdon that meet the Planning Definition by year periods

Years	0-5	6-9	10	11-15	
	2017-22	2022-26	2027	2027-32	Total
	2	0	0	1	3

Pitch Needs – Unknown Gypsies and Travellers

- 7.25 Whilst it was not possible to determine the travelling status of a total of five households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households

still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the planning definition.

- 7.26 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.27 However data that has been collected from over 2,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 7.28 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.29 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to three unauthorised pitches, and up to one from new household formation (this uses a base of the five households and a net growth rate of 1.50%⁴). Therefore additional need *could* increase by up to a further four pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all five unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Gypsies and Travellers that do not meet the Planning Definition

- 7.30 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through the SHMA or HEDNA and through separate Local Plan policies.
- 7.31 On this basis, need for 40 additional pitches has been identified – all from households living on the public site at Colne Park. This is made up of 13 concealed or doubled-up households or single adults, 10 teenage children in need of a pitch of their own in the next 5 years, 1 household currently living in bricks and mortar that are spending most of their time doubled-up on the site, and new household formation of 16 (using a formation rate of 2.15% derived from the demographics of the residents).
- 7.32 It is evident that whilst the current and future needs arising from the households living at Colne Park who do not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Romany Gypsies or Irish Travellers. A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

⁴ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople that meet the Planning Definition

7.33 A total of 6 households that were interviewed met the planning definition of Travelling Showpeople. Analysis of the household interviews indicated that there is a current accommodation need for 4 additional plots as a result of concealed households or single adults, a need for 1 additional plot due to in-migration, and a need for 2 additional plots due to new household formation based on a rate of 1.35% derived (from a maximum of 10 households).

7.34 Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **seven additional plots** over the GTAA period.

Figure 10 – Additional need for Travelling Showpeople households in Hillingdon that meet the Planning Definition (2017-2032)

Travelling Showpeople - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	4
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	4
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	1
New household formation	2
<i>(Household base 10 and formation rate 1.35%)</i>	
Total Future Needs	3
Net Plot Need = (Current and Future Need – Total Supply)	7

Figure 11 – Additional need for Travelling Showperson households in Hillingdon that meet the Planning Definition by 5 year periods

Years	0-5	6-9	10	11-15	
	2017-22	2022-26	2027	2027-32	Total
	5	1	0	1	7

Plot Needs – Unknown Travelling Showpeople

- 7.35 It was possible to complete interviews with all travelling Showpeople in Hillingdon so there is no unknown need.

Plot Needs – Travelling Showpeople that do not meet the Planning Definition

- 7.36 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through the SHMA or HEDNA and through separate Local Plan policies. On this basis, need for 2 additional plots have been identified, both as a result of new household formation (using a formation rate of 1.60% derived from the demographics of the residents).
- 7.37 A summary of need for households that do not meet the planning definition can be found in **Appendix C**.

Transit Requirements

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

DCLG Traveller Caravan Count

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

Stakeholder Interviews and Local Data

- 7.41 Information from the stakeholder interviews identified that instances of encampments are said to be very low, with occasional reports of short-term encampments during the summer months. Preventative measures have also been put in place by the Council.

Potential Implications of PPTS (2015)

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

Transit Recommendations

- 7.43 It is recommended that the situation relating to future levels of unauthorised encampments should be continually monitored whilst any potential changes associated with PPTS (2015) develop.
- 7.44 As well as information on the size and duration of any encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Middlesbrough; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in Middlesbrough; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or similar).
- 7.45 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015 – including attempts to try and identify whether households on encampments meet the planning definition. This will establish whether there is a need for investment in any additional transit sites or emergency stopping places.
- 7.46 In the short-term the Council should consider the use of short-term toleration or Negotiated Stopping Agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. This could include identifying a network of areas where short term encampments would be acceptable under the terms of a Negotiated Stopping Agreement.
- 7.47 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 7.48 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.

List of Figures

Figure 1 – Additional need for Gypsy and Traveller households in Hillingdon (2017-2036)	7
Figure 2 – Additional need for Travelling Showpeople households in Hillingdon (2017-2036)	7
Figure 3 – Local Plan Policies	9
Figure 4 – Bricks and Mortar Advert	18
Figure 5 - Total amount of provision in Hillingdon (February 2017)	26
Figure 6 - Sites Visited in Hillingdon	34
Figure 7 – Planning status of households in Hillingdon	39
Figure 8 – Additional need for Gypsy and Traveller households in Hillingdon that meet the Planning Definition (2017-36)	40
Figure 9 – Additional need for Gypsy and Traveller households in Hillingdon that meet the Planning Definition by year periods	40
Figure 10 – Additional need for Travelling Showpeople households in Hillingdon that meet the Planning Definition (2017-2036)	42
Figure 11 – Additional need for Travelling Showperson households in Hillingdon that meet the Planning Definition by 5 year periods	42
Figure 12 – Additional need for unknown Gypsy and Traveller households in Hillingdon (2017-2036)	48
Figure 13 – Additional need for unknown Gypsy and Traveller households in Hillingdon by 5 year periods	48
Figure 14 – Additional need for unknown Travelling Showpeople in Hillingdon (2017-2036)	49
Figure 15 – Additional need for unknown Travelling Showpeople in Hillingdon by 5 year periods	49
Figure 16 – Additional need for Gypsy and Traveller households in Hillingdon that do not meet the Planning Definition (2017-2036)	50
Figure 17 – Additional need for Gypsy and Traveller households in Hillingdon that do not meet the Planning Definition by 5 year periods	50
Figure 18 – Additional need for Travelling Showpeople households in Hillingdon that do not meet the Planning Definition (2017-2036)	51
Figure 19 – Additional need for Travelling Showpeople households in Hillingdon that do not meet the Planning Definition by 5 year periods	51
Figure 20 – Site and Yard list for Hillingdon	52

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.
GTAA	Gypsy and Traveller Accommodation Assessment
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: Unknown Households

Figure 12 – Additional need for unknown Gypsy and Traveller households in Hillingdon (2017-2032)

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	3
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Household base 5 and formation rate 1.50%)</i>	
Total Future Needs	1
Net Pitch Need = (Current and Future Need – Total Supply)	4

Figure 13 – Additional need for unknown Gypsy and Traveller households in Hillingdon by 5 year periods

Years	0-5	6-9	10	11-15	
	2017-22	2022-26	2027	2027-32	Total
	3	1	0	0	4

Figure 14 – Additional need for unknown Travelling Showpeople in Hillingdon (2017-2032)

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No unknown Travelling Showpeople)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 15 – Additional need for unknown Travelling Showpeople in Hillingdon by 5 year periods

Years	0-5	6-9	10	11-15	
	2017-22	2022-26	2027	2027-32	Total
	0	0	0	0	0

Appendix C: Households that do not meet the Planning Definition

Figure 16 – Additional need for Gypsy and Traveller households in Hillingdon that do not meet the Planning Definition (2017-2032)

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	13
Movement from bricks and mortar	1
Households on waiting lists for public sites	0
Total Current Need	14
Future Need	
5 year need from older teenage children	10
Households on sites with temporary planning permission	0
In-migration	0
New household formation	16
<i>(Household base 43 and formation rate 2.15%)</i>	
Total Future Needs	26
Net Pitch Need = (Current and Future Need – Total Supply)	40

Figure 17 – Additional need for Gypsy and Traveller households in Hillingdon that do not meet the Planning Definition by 5 year periods

Years	0-5	6-9	10	11-15	
	2017-22	2022-26	2027	2027-32	Total
	29	4	1	6	40

Figure 18 – Additional need for Travelling Showpeople households in Hillingdon that do not meet the Planning Definition (2017-2032)

Travelling Showpeople - Not Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Household base 7 and formation rate 1.60%)</i>	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	2

Figure 19 – Additional need for Travelling Showpeople households in Hillingdon that do not meet the Planning Definition by 5 year periods

Years	0-5	6-9	10	11-15	
	2017-22	2022-26	2027	2027-32	Total
	0	1	0	1	2

Appendix D: Site and Yard Lists (February 2017)

Figure 20 – Site and Yard list for Hillingdon

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Colne Park	20	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
The Shrubs, New Years Green Lane	2	-
Unauthorised Developments		
Land adjacent to Barn Farm	-	1
Land at Willow Farm	-	3
Plot 2, The Paddocks, New Years Green Lane	-	1
TOTAL PITCHES	22	5
Authorised Travelling Showpeople Yards		
Manor Avenue	4	-
The Beaches, Horton Road	5	-
The Beaches, Uxbridge Road	5	-
Tolerated Travelling Showpeople Yards		
Plot 1 - The Paddocks, New Years Green Lane (Tolerated)	-	1
TOTAL PLOTS	14	1
Transit Provision		
None	-	-

Appendix E: Stakeholder Engagement with Neighbouring Authorities

London Borough of Ealing

Accommodation for Gypsies and Travellers and Travelling Showpeople

Ealing Council commissioned David Couttie Associates (DCA) to undertake a GTAA; the Assessment was published in 2013. The Assessment estimated there to be no need for additional permanent pitches, Travelling Showpeople plots or transit provision in the area (2013-18).

Ealing has one public permanent site at Bashley Road which is owned and managed by the Council. The site has 24 pitches and can accommodate up to 48 caravans. There are no private sites or Travelling Showpeople yards in the Borough.

The site is said to meet the needs of residents although turnover of pitches are relatively frequent. There is believed to be sufficient site provision in the area as numbers on the waiting list are low.

The last GTAA highlighted there to be no tolerated sites, no sites with temporary planning permission or private sites that had been developed without planning permission; this has remained static in the Borough.

Although the last GTAA highlighted that unauthorised encampments were infrequent in the area, there is said to have been an increase over the last 6 months. The reasons why this is the case have not been identified.

The main travelling route used by Gypsies, Travellers or Travelling Showpeople through the area are said to be the A40 and M1. Travelling communities are believed to be in the area for specific events such as family weddings, but there are known to be Travellers coming from Ireland.

There is currently no transit provision or emergency stopping places in the Borough and no need for such provision was identified in the Council's last GTAA.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Ealing and the study area. However, there has been an increase in unauthorised encampments in the Borough and the transitory nature of some Traveller communities will mean some links with neighbouring authorities.

Gypsy and Traveller issues are discussed by planning officers across neighbouring areas and specifically when Gypsy and Traveller Accommodation Assessments are being undertaken.

A key priority in the future for the Council is to continue to manage and monitor unauthorised encampments and maintain and improve the Council's public site.

London Borough of Harrow

Accommodation for Gypsies and Travellers and Travelling Showpeople

During 2008 the GLA undertook a pan-London GTAA. The additional need for Harrow was identified as 3 pitches and this need is reflected in the Council's Core Strategy which was adopted in 2012.

Harrow owns and manages one public site at Watling Farm. The site accommodates one family who are licensed to occupy two pitches and there are no issues on the site e.g. overcrowding.

There have been no new sites in the area since the last GTAA was undertaken.

There are no sites that have been developed without permission, sites that are tolerated or sites with temporary planning permission in the area.

The last unauthorised encampments was said to have been 3 years ago and for this reason there is no transit provision in the area.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Harrow and neighbouring boroughs.

The Council, as part of the West London Sub-region, meets regularly. This forum provides opportunities to discuss joint issues and at times Gypsies and Travellers and their accommodation needs are on the agenda.

There is said to have been no changes in the Borough relating to Gypsies and Travellers since the pan-London GTAA was undertaken. The level of unauthorised encampments is low and the Council's public site has opportunities to be expanded should there be an increase in demand for pitches. The Council continues to monitor the situation in order that it can react to any trends that materialise in their area.

London Borough of Hounslow

Accommodation for Gypsies and Travellers and Travelling Showpeople

Hounslow relies on the London Boroughs' Gypsy and Traveller Accommodation Assessment 2008 undertaken by the GLA. The estimated need at that time for additional pitches was 3-11 pitches by 2017. The Council is currently updating the GTAA and has commissioned ORS to undertake the Assessment which will assess the current and future need from 2017-2030.

The last Assessment identified 3 private sites and one public site (The Hartlands, Cranford). The public site is owned and managed by the Council and in February 2014 the site was extended from 20, to 30 pitches. Due to the extension of the site the Council has met the estimate of need identified in the 2008 GTAA. However, the GTAA currently being undertaken will provide up-to-date information as to whether the current sites in the area are meeting needs and whether they are likely to meet needs in the future.

Hounslow has one of the largest Travelling Showpeople communities in the country. There is a yard located at Feltham Railway Station (35 plots) which is owned by the Council and leased to residents.

There are no sites that have been developed without permission, sites that are tolerated or sites with temporary planning permission in the area.

Unauthorised encampments are low although the high population of Travelling Showpeople living in the area is likely, because of the nature of their businesses, to see movement in and through the Borough. It should be noted, however, there is no evidence that this Community encamps unlawfully in the Borough.

As roadside encampments are infrequent there is no transit provision in Hounslow; however the updated GTAA will provide greater clarity as to whether such provision is required in the area.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Hounslow and neighbouring boroughs.

The Council, as part of the West London Sub-region, meets regularly. This forum provides opportunities to discuss joint issues and at times Gypsies, Travellers and Travelling Showpeople and their accommodation needs are on the agenda. There have been discussions in the past relating to undertaking joint GTAAs, although due to timescales most partners have undertaken their own; results of GTAAs will be discussed with neighbouring authorities once they have been published.

Key priorities in the future for the Council will be to complete its updated GTAA and act on any need identified. The Council is aware of the investment made in the Hartland site which it wishes to maintain and protect. It is also aware that the Travelling Showpeople yard at Feltham Station is constrained; this being the case any additional need identified for Travelling Showpeople cannot be met on that yard. In addition to this the Council is conscious of the different Travelling communities whose needs cannot all be met in the same ways as each other and it is unlikely they will want to live on the same sites/yards.

Royal Borough of Kensington and Chelsea

Accommodation for Gypsies and Travellers and Travelling Showpeople

The Council undertook an in-house GTANA jointly with Hammersmith and Fulham; a draft was published in December 2015. The Assessment has yet to be finalised to take into account the new definition of Gypsies and Traveller in the PPTS. The current draft findings estimate the additional need in the two boroughs to be 10 pitches with no need identified for Travelling Showpeople plots. This is because there are no Travelling Showpeople or sites within the Borough. No need has been identified for transit provision as there is no historical evidence of this form of need; this may be a wider London issue on which the GLA may need to investigate in the future.

There is one public site (Stable Way) in the area which, before a boundary change in 1995, had been within Hammersmith and Fulham; it is jointly managed by the two authorities via the Kensington and Chelsea Tenant Management Organisation (KC TMO). KC TMO administers a waiting list for the site. There are 20 pitches on the site, 19 of which are for residential use and one pitch is used as a community centre called "The Hut".

There are believed to be no concealed households on the site. KC TMO is aware of instances where two family households live together on one pitch. The caravan capacity (see DCLG caravan count) is 38 caravans and there are 27 caravans on site indicating that overcrowding is not an issue. The survey results for the

draft GTANA sought resident feedback on satisfaction with the site, 3 responses indicated overcrowding as a reason for a low satisfaction rating.

There are no private sites or Travelling Showpeople yards in the Borough's area.

There have been no unauthorised encampments in the last five years other than on an area of land near to the existing site, which amongst other uses, may have been used at some point unlawfully for one pitch.

Due to the low level of encampments there is currently no transit provision or need for such provision in the Borough.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Kensington and Chelsea and the study area. Due to the fact the public site was once in Hammersmith and Fulham's area and the two authorities manage the site, the council work jointly in relation to planning for Traveller needs. The current waiting list for the public site has no Travellers wishing to live on it from neighbouring boroughs so there is no evidence to suggest the lack of sites in neighbouring areas is creating pressure on Kensington and Chelsea.

The Council works in partnership with Hammersmith and Fulham and attends other forums whereby Gypsy and Traveller issues are raised and discussed and these include forums organised by the London Gypsy and Traveller Unit.

A key priority in the future for the Council is to finalise and publish the joint GTANA. In addition to this, the Council is currently undertaking consultation in relation to draft policies which includes a policy on accommodation for Gypsies and Travellers as part of the Local Plan Partial Review Regulation 18.

Slough Borough Council

Accommodation for Gypsies and Travellers and Travelling Showpeople

The Council relies on the South East Plan numbers which are integrated into their Core Strategy which was adopted in 2008. The South East Plan evidence indicated that there was no need for transit or Travelling Showpeople pitches in the Borough but a need for 6 new permanent Gypsy pitches to 2016. The lack of undeveloped Green Belt land makes providing new pitches problematic.

Slough currently has 2 public sites which are owned by the Council but managed by residents (30 pitches in total); which are located at Langley and Poyle the east of the Borough. There is also a public site in South Bucks which is close to the border of Slough at Langley, one pitch being actually in Slough's area. There are no Travelling Showpeople yards or transit provision in the area.

There are no unauthorised sites, tolerated sites or sites with temporary planning permission in the area.

There are occasional unauthorised encampments and these are usually because of specific events such as weddings or the Horse Fair held in Langley. The Fair had been held at the green belt site in Market Lane, Langley since 2007 and in 2012 permission for the fair was given retrospectively. The fair is held every Wednesday on some weekends in March, June, October and December. Routes used by Travellers through the area are said to be the M4 and A4.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Slough and the study area. However, there are known to be cross-border connections with other neighbouring authorities e.g. South Bucks and Windsor and Maidenhead who have identified a site in nearby Datchet. The Council is looking to meet its own need for pitches in its area, but with the lack of suitable land, the urban nature of the district and the need for bricks and mortar housing the Council is experiencing difficulties in identifying potential sites. In addition to this the one area that is as yet not fully developed, contains existing sites and has been earmarked for the 3rd runway at Heathrow.

The Council attends regular meetings with neighbouring authorities under the Duty to Cooperate but as yet issues relating to Gypsies and Travellers have yet to be discussed.

The Council has not included Gypsy and Travellers in its Local Plan Issues and Options consultation document but, in order to update their understanding of the accommodation needs of Gypsies and Travellers, will be commissioning a GTAA in the future.

South Buckinghamshire and Chiltern District Councils Accommodation for Gypsies and Travellers and Travelling Showpeople

ORS undertook an update of the Buckinghamshire GTAA in 2014. The need for the time period 2013-2028 for Chiltern was assessed as 12 additional residential pitches and 17 plots for Travelling Showpeople (although Chiltern District Council was of the view that this was an overestimate based on demand not need and 4 Travelling Showpeople plots were needed). The assessed need for South Bucks for the same time period was estimated as 44 pitches and no plots for Travelling Showpeople. The GTAA update assessed no need for transit provision in either area. Following the change in the definition of Gypsies and Travellers in planning terms, the councils in Buckinghamshire have commissioned ORS to undertake an update which is due to be published in the near future.

The 2014 GTAA highlighted 2 public sites (13 pitches) in Chiltern although these sites have been sold by Buckinghamshire County Council and would now be classified as private sites. In addition to these now private sites there are 4 other private sites (9 pitches) and 2 Travelling Showpeople yards (17 plots). In South Bucks the 2014 GTAA highlighted 3 public sites in the area (59 pitches) but these sites have also been sold by Buckinghamshire County Council and would now be considered private sites (there are 44 other private pitches), there are no Travelling Showpeople yards in the area. There is no transit provision in either area.

Once the update of the GTAA is completed the councils will know whether the sites are meeting the needs of residents and whether there are any particular issues on any of the sites e.g. overcrowding.

The 2014 GTAA highlighted 2 private sites with temporary permission and one unauthorised pitch in the Chiltern area. In South Bucks the 2014 GTAA highlighted 2 private sites with temporary planning permission (3 pitches) and 3 unauthorised developments (5 pitches).

The councils are experiencing planning applications coming in to them for the renewal of the temporary planning permissions and there is some uncertainty as to the effect of the new definition of Gypsies and

Travellers in planning terms, given the lack of guidance on Travellers who no longer travel. This is also relevant to an application for the large expansion of an existing permanent site in Chalfont St Peter.

There have been relatively few unauthorised encampments in the area over recent years. Due to the low level of encampments there is currently no transit provision or need for such provision in the councils' areas.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Chiltern and South Bucks and the study area. The councils consider that neighbouring authorities are meeting their own accommodation needs for Gypsies, Travellers and Travelling Showpeople as the councils are not being asked to accommodate Traveller communities' needs from elsewhere.

The councils work in partnership with other authorities in Buckinghamshire especially in relation to GTAAs. There is also regular Duty to Cooperate meetings in Buckinghamshire and there are regular meetings with neighbouring authorities outside of the County. The councils have consulted the Buckinghamshire Gypsy and Traveller Service about the Needs Assessment and other matters. This service is jointly carried out with Oxfordshire. In Duty to Cooperate meetings with Hertfordshire LPAs suggestions were made to improve the monitoring of unauthorised encampments and planning applications in order have a consistent evidence base to inform future studies.

A key priority in the future for the council is to finalise the Buckinghamshire GTAA update. The councils are also currently working on their Joint Local Plan and are currently consulting on Green Belt Preferred Options and five of these sites flag up the potential to accommodate traveller pitches/park homes/Travelling Showpeople plots which will be subject to further work.

Spelthorne Borough Council

Accommodation for Gypsies and Travellers and Travelling Showpeople

The accommodation needs of Gypsies and Travellers is currently determined by the single issue review of the South East Plan 2009 which was led by the South East England Partnership Board (SEEPB). The South East England Regional Assembly (SEERA) started a partial review of the draft Regional Spatial Strategy for the South East to assess the needs of Gypsies and Travellers and Travelling Showpeople. The North Surrey GTAA authorities presented to the Examination in Public (EIP) of the partial review of the South East Plan in February 2010. The estimated needs for Spelthorne were for baseline figures of 23 pitches for Gypsies and Travellers and 10 plots for Travelling Showpeople (2009) with a requirement to 2016 of 7 pitches and 6 plots.

Spelthorne was also included within the SEERA Gypsy and Traveller Transit Study carried out by Pat Niner (University of Birmingham) in 2009. The need for transit provision across Surrey was estimated as 1 additional site (4 pitches).

The Council has Policy HO6 for Gypsies and Travellers which sets out the criteria for considering applications taking account of guidance in Circular 1/2006 and Policy HO7 for Travelling Showpeople which sets out the criteria for considering applications affecting the Borough's existing sites and any new sites.

The existing Gypsy and Traveller sites in Spelthorne are:

- » Littleton Lane, Shepperton (public site owned and managed by Surrey County Council = 10 pitches);
- » 4 x private sites (total of 13 pitches);
- » 4 x Travelling Showpeople yards in Ashford (private yards = total of 10 plots);
- » 1 privately owned transit site in Stanwell Moor (15 pitches).

There are not known to be any issues on any of the above sites. The Council has experienced low demand from applicants seeking planning permission on private sites. Surrey County Council maintains the waiting list for the public site, which is currently being reviewed, and therefore the Council is not aware of what the level of demand is for pitches.

There are no sites that are tolerated, unauthorised sites or sites with temporary planning permission in the Council's area. However, there is an existing long standing issue relating to an unauthorised privately owned Travelling Showpeople yard in the Green Belt which the Council is still seeking to resolve.

The level of unauthorised encampments in the area is considered low. When they do occur this is usually during the time of The Derby or when there are specific Traveller family event such as a funeral/wedding. Encampments are more likely to occur on Council owned or common land and usually for short periods of time; the Council is expedient in their response to incursions. There is a privately owned transit site located at Stanwell Moor and as such the Council has no control over who is able to reside on the site; this means that directing residents of unauthorised encampments to the site is not always possible.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Spelthorne and the study area. In relation to Hillingdon in particular, Heathrow Airport acts as a large physical barrier between the two authorities.

The Council works closely with neighbouring authorities in particular Runnymede Borough Council with which it has recently completed a joint SHMA.

In terms of partnership working the Council continues to work with other local authorities and there are no specific cross border groups held relating to Gypsy, Traveller or Travelling Showpeople. However, there continues to be opportunities to liaise and discuss issues from time to time and in particular agree joint methodologies and a common approach when undertaking GTAA's.

A key priority in the future for the Council will be to update its understanding of the accommodation needs of Gypsies, Travellers and Travelling Showpeople and once evidenced, will seek to meet their OAN for all forms of housing.

Three Rivers District Council

Accommodation for Gypsies and Travellers and Travelling Showpeople

The Council has commissioned ORS to undertake their GTAA which is due to be finalised by the end December 2016.

The current provision in the area is all privately owned. There are 3 private residential sites (23 pitches) and two Travelling Showpeople yards (18 plots). As far as the Council is currently aware the sites meet the

needs of residents, however once the GTAA has been finalised the Council will be better informed as to whether there are any specific issues e.g. overcrowding and/or concealed households.

There are 2 sites with temporary planning permission (7 pitches) and two Travelling Showpeople yard which are tolerated (19 plots). There are currently no sites that have been developed without authorisation other than the 2 Travelling Showpeople yards currently tolerated.

There have been relatively few unauthorised encampments over the last ten years. Due to the low level of encampments there is currently no transit provision or need for such provision in the Council's area.

Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between Three Rivers and the study area or other neighbouring authorities. The Council considers that neighbouring authorities are meeting their own accommodation needs for Gypsies, Travellers and Travelling Showpeople. Although the Council has no evidence there is a need for transit provision in its own area, there may be the need to provide some kind of provision in the wider strategic area.

The Council has worked in the past with Dacorum District Council to commission GTAAs; however due to different timescale in relation to Local Plans on this occasion the councils have worked independently of each other. The Council continues to work closely with Hertfordshire County Council who manages 2 of the 10 transit sites in the County. In addition to this and, in order to improve the evidence base in the wider area, the Council has been working in partnership with Hertfordshire County Council, South Bucks and Chiltern; the current work includes improving the monitoring of unauthorised encampments and planning applications in order to inform future studies.

A key priority in the future for the Council is to finalise their GTAA. The Council is also looking to allocate those sites with temporary planning permission and ensure those sites that have been regularised are safeguarded for future Traveller use. It is intended that the Green Belt designation is removed from these sites through the plan making process which will allow the accommodation of additional pitches. The hope is by such changes in policy residents will be able to maximise the potential of sites e.g. applying for pitches for transit use for visiting relatives which may result in a further decrease of encampments in the area.

General Notes/Conclusions

There are no significant cross boundary issues to report. If there is a lack of sites in Hillingdon or in neighbouring areas, it does not appear to be causing pressure on any neighbouring authority.

The majority of stakeholders believe there is a lack of residential pitches in the area. Although it is said there are opportunities for the existing site to be expanded there are concerns that the site would become too large to manage. In addition to this it was noted any future site development should consider the different Travelling communities who are unlikely to want to live together.

In the main encampments appear to be decreasing across the wider area and a key point is there is scant transit provision across the wider area.

Travel routes mentioned in the study area by those who responded include A40, A406, M3, M4 and M25, the only other routes mentioned during the stakeholder fieldwork were the M1 and A4.

Stakeholders mentioned the following locations being used for illegal encampments both in Hillingdon and the wider area:

- » New Years Green Lane, Harefield;
- » South Ruislip Library;
- » Yiewsley;
- » Uxbridge (St Andrews Site and Uxbridge Common);
- » Old swimming pool site (Central Avenue), Hayes;
- » A40 (slip road);
- » West Drayton
- » Harvil Road, Ickenham, Uxbridge;
- » Hounslow;
- » Feltham;
- » Langley.

Despite the low level of encampments stakeholders generally believe that some kind of transit provision should be available which should be well managed preferably by the Council.

There is concern over the lack of funding for new sites or the refurbishment of existing sites.

There are concerns regarding the change in definition for Gypsies and Travellers in planning terms. These concerns relate to more generally the perception that the government is seeking to develop policy that will define Gypsies and Travellers out of existence and whether the true needs of the current Travelling communities will have their needs met. Some stakeholders believe that the definition should be determined by local authorities to ensure they are able to meet the cultural accommodation needs of those Gypsies, Travellers and Travelling Showpeople who reside in and travel through their areas.

It was highlighted that Travellers who are nomadic are less likely to have their needs captured within a GTAA as they may not be in the area at the time an Assessment is carried out.

There was a general impression given by some respondents that the same NIMBYism and stereotyping of Gypsies or Travellers remains. In order to improve community cohesion it is suggested that council officers and Members require further Equality and Diversity Training. In addition to this it may be that community events to raise awareness of the cultural diversity of Gypsies and Travellers should be encouraged in the wider community including local schools.

Officers of all councils interviewed generally believe that neighbouring authorities and Hillingdon are complying with the Duty to Cooperate.

Appendix F: Household Interview Questions

NOT FOR CIRCULATION

GTAA Questionnaire 2017



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

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

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

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

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

A General Information

A1 Name of planning authority:

INTERVIEWER please write in

A2 Date/time of site visit(s):

INTERVIEWER please write in

A3 Name of interviewer:

INTERVIEWER please write in

A4 Address and pitch number:

INTERVIEWER please write in

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

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

A6 Name of Family:

INTERVIEWER please write in

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

Romany Gypsy	Irish Traveller	Scots Gypsy or Traveller	Show Person
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
New Traveller	English Traveller	Welsh Gypsy	Non-Traveller
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify) <input type="text"/>			

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

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

NOT FOR CIRCULATION

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

INTERVIEWER: Please cross one box only

Yes No

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

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

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

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

Choice No option

If no option, why?

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

INTERVIEWER: Please cross one box only

Yes No

Reasons (please specify)

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

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

B

Demographics

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

Person 1 Person 2 Person 3

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

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

Person 4 Person 5 Person 6 Person 7 Person 8

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

C

Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other Please specify

NOT FOR CIRCULATION

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

- 1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D Waiting List

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

INTERVIEWER: Please cross one box only

Yes → Continue to D2

No → Go to D4

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

INTERVIEWER: Please cross one box only

- 1 2 3 4 5 6 7 8 9 10

Other *(Please specify)*

Details (Please specify)

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

- 0-3 months 3-6 months 6-12 months 1-2 years 2+ years

Other *(Please specify)*

Details (Please specify)

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

INTERVIEWER: Please cross one box only

- 1 2 3 4 5 6 7 8 9 10

No

Other *(Please specify)*

Details (Please specify) and take contact details)

NOT FOR CIRCULATION

E

Future Accommodation Needs

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

INTERVIEWER: Please cross one box only

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

If so, why? (please specify)

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

Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (e.g. land they own elsewhere) (Please specify)
--	---	---	--	--

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

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

Private buy

Private rent

Public rent

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

Yes

No

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

Yes

No

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

NOT FOR CIRCULATION

F Travelling

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

0 1 2 3 4 5+

↓ Go to F6a Continue to F2

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

All the family Adult males Other If other, please specify

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

Work Holidays Visiting family Fairs Other

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

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

All year Summer Winter

And for how long?

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

LA transit sites Private transit sites Roadside Friends/family Other If other, please specify

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

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

Details

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

Yes —————> Continue to F7
 No —————> Go to F9

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

Details

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

Work Holidays Visiting family Fairs Other

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

NOT FOR CIRCULATION

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

NOT FOR CIRCULATION

G

Any other information

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

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

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

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

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

Page 7

NOT FOR CIRCULATION

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

Appendix G: ORS Technical Note



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 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

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

Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

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

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

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

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

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

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

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

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

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. We would note that if longer time periods are used the figures do become more stable. Over the 36 year period 1979 (the start of the caravan counts) to 2015 the compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). Counting caravan numbers is very poor proxy for Gypsy and Traveller household growth. Caravans counted are not always occupied by Gypsy and Traveller families and numbers of caravans held by families may increase generally as affluence and economic conditions improve, (but without a growth in households)
21. There is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates. This approach is not appropriate to needs studies for the following reasons:

Modelling population growth

Introduction

22. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for

population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting 'standard' rates on the basis of precedent.

Migration effects

23. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents. In relation to local migration effects, Gypsies and Travellers can and do move between local authorities – but in each case the in-migration to one area is matched by an out-migration from another area. Since it is difficult to estimate the net effect of such movements over local plan periods, ORS normally assumes that there will be nil net migration to/from an area. Nonetheless, where it is possible to estimate specific in-/out- migration effects, we take account of them, while distinguishing between migration and household formation effects.

Population profile

24. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.
25. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

Table 4

Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9

Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and fertility rates

26. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of the fertility rates of the UK Gypsy and Traveller community. This is contained in the book, ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson published in May 2015. This draws on the 2011 Census data and provides an estimated total fertility rate of 2.75 for the Gypsy and traveller community
28. ORS’s have been able to examine our own survey data to investigate the fertility rate of Gypsy and Traveller women. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to assume an average of three children per woman during her lifetime which would be consistent with the evidence from the 2011 Census of a figure of around 2.75 children per woman. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

Death rates

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

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

30. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
31. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) 'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative', University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS's own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

Modelling outputs

32. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
33. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
34. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

Household growth

35. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
36. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
37. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 5

Age of Head of Household (Source: UK Census of Population 2011)

Age of household representative	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage of households
Age 24 and under	790,974	3.6%	1,698	8.7%
Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
Total	22,063,368	100%	19,458	100%

38. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

Table 6
Household Type (Source: UK Census of Population 2011)

Household Type	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage of households
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no children	5,681,847	25.7%	2345	12.1%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Couple with non-dependent children	1,342,841	6.1%	822	4.2%
Lone parent: Dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	22,063,368	100%	19,458	100%

39. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
40. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
41. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

Household dissolution rates

42. Finally, consideration of household dissolution rates also suggests that the net household growth rate for Gypsies and Travellers is very unlikely to reach 3% per annum (as often assumed). The table below, derived from ORS's mainstream strategic housing market assessments, shows that generally household dissolution rates are between 1.0% and 1.7% per annum. London is different because people tend to move out upon retirement, rather than remaining in London until death. To adopt a 1.0% dissolution rate as a standard guide nationally would be too low, because it means that average households will live for 70 years after formation. A 1.5% dissolution rate would be a more plausible as a national guide, implying that average households live for 47 years after formation.

Table 7
Annual Dissolution Rates (Source: SHMAs undertaken by ORS)

Area	Annual projected household dissolution	Number of households	Percentage
Greater London	25,000	3,266,173	0.77%
Blaenau Gwent	468.2	30,416	1.54%
Bradford	3,355	199,296	1.68%
Ceredigion	348	31,562	1.10%
Exeter, East Devon, Mid Devon, Teignbridge and Torbay	4,318	254,084	1.70%
Neath Port Talbot	1,352	57,609	2.34%
Norwich, South Norfolk and Broadland	1,626	166,464	0.98%
Suffolk Coastal	633	53,558	1.18%
Monmouthshire Newport Torfaen	1,420	137,929	1.03%

43. The 1.5% dissolution rate is important because the death rate is a key factor in moderating the *gross* household growth rate. Significantly, applying a 1.5% dissolution rate to a 3% *gross* household growth formation rate yields a *net* rate of 1.5% per annum – which ORS considers is a realistic figure for the Gypsy and Traveller population and which is in line with other demographic information. After all, based on the dissolution rate, a *net* household formation rate of 3% per annum would require a 4.5% per annum *gross* formation rate (which in turn would require extremely unrealistic assumptions about birth rates).

Summary conclusions

44. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.
45. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

46. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.
47. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.