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East Hampshire

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

Final Report

August 2017



Opinion Research Services, The Strand, Swansea SA1 1AF
Steve Jarman, Claire Thomas and Ciara Small
Enquiries: 01792 535300 · info@ors.org.uk · www.ors.org.uk

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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in East Hampshire, including a breakdown for the area covered by the South Downs National Park (SDNP).
- 1.2 As well as updating previous GTAAs, another key reason for completing the study is 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 and do not intend to travel again 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 for the period up to 2036. This allows the assessment to support the Local Plan that will shape and guide development in East Hampshire and the South Downs National Park (insofar as it covers East Hampshire) as well as comparing outcomes with wider-Hampshire studies which have assessed need to 2036.
- 1.4 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.
- 1.5 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 40 interviews were completed with Gypsies, Travellers and Travelling Showpeople living on authorised and unauthorised sites and yards. One interview was also completed with a traveller living in bricks and mortar.
- 1.6 The fieldwork for the study was completed between January and April 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.
- 1.7 The baseline date for the study is **March 2017** which was when the majority of the interviews were completed.
- 1.8 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- ^{1.9} Overall the additional pitch needs for Gypsies and Travellers from 2017-2036 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 (although this is no longer a requirement of a GTAA to include).
- ^{1.10} 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.
- ^{1.11} The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.
- ^{1.12} 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.
- ^{1.13} The Council will still need to ensure that arrangements are in place to properly address the needs of households that do not meet the planning definition – especially as they identified as Irish Travellers. The remaining need from households that do not meet the planning definition will need to be addressed through other means including a Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).

East Hampshire District Council

- ^{1.14} There were 12 Gypsy or Traveller households identified in East Hampshire District (excluding the area covered by the SDNP) that meet the planning definition, 12 unknown households that may meet the planning definition and two households that do not meet the planning definition.
- ^{1.15} The GTAA identified a need for **25 additional pitches** for households that meet the planning definition. This is made up of five pitches from concealed or doubled up households, one pitch from a household that wants to move from bricks and mortar, five pitches for teenage children in need of a pitch of their own in the next 5 years, five pitches from in-migration, and nine from new household formation using a rate of 1.85%.
- ^{1.16} The GTAA identifies a need of up to seven additional pitches for unknown households and this is made up of new household formation of four from a maximum of twelve households, and three from in-migration. If the ORS national average¹ of 10% were applied this could result in a need for one additional pitch.
- ^{1.17} Whilst no longer a requirement to include in a GTAA there is a need for six additional pitches for households that do not meet the planning definition.

¹ Based on the outcomes of over 1,800 interviews completed by ORS since PPTS (2015) was published.

Figure 1 – Additional need for Gypsy and Traveller households in East Hampshire District 2017-2036

Status	Total
Travelling	25
Unknown	7 (10% = 1)
Non-Travelling	6

South Downs National Park Authority

- 1.18 There were two Gypsy or Traveller households identified in the area of East Hampshire District that is covered by the SDNP that meet the planning definition, five unknown households that may meet the planning definition and no households that do not meet the planning definition.
- 1.19 The GTAA identified a need for **two additional pitches** for households that meet the planning definition. This is made up of one pitch from a household on a site with temporary planning permission and one pitch from new household formation based on the site demographics.
- 1.20 The GTAA identifies a need of up to seven additional pitches for unknown households and this is made up of new household formation of two from a maximum of five households using a formation of 1.50%, as well as five pitches from households who are currently living on sites with temporary planning permission. If the ORS national average² of 10% were applied this could result in a need for 1 additional pitch.
- 1.21 Whilst no longer a requirement to include in a GTAA there is a need for no additional pitches for households that do not meet the planning definition.

Figure 2 – Additional need for Gypsy and Traveller households in South Downs National Park Authority area of East Hampshire 2017-2036

Status	Total
Travelling	2
Unknown	7 (10% = 1)
Non-Travelling	0

Additional Plot Needs - Travelling Showpeople

- 1.22 Overall the additional plot needs for Travelling Showpeople are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (although this is no longer a requirement for a GTAA).
- 1.23 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.
- 1.24 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.

² Based on the outcomes of over 1,800 interviews completed by ORS since PPTS (2015) was published.

- 1.25 The Council will need to carefully consider how to address the needs associated with unknown Travelling Showpeople in as it is unlikely that all of this need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan Policies, the Council should 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.
- 1.26 The Council will still need to ensure that arrangements are in place to properly address the needs of households that do not meet the planning definition. The need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA. The figures for non-Travelling households are included in the tables below and overleaf *for information only* and a full breakdown of these needs can be found in the appendices to this report.

East Hampshire District Council

- 1.27 There were 24 Travelling Showpeople households identified in East Hampshire district that meet the planning definition, four unknown households that may meet the planning definition and two households that do not meet the planning definition.
- 1.28 The GTAA identifies a need for **31 additional plots** for households that meet the planning definition, and this is made up of 15 concealed families or adults, five teenage children in need of a pitch of their own in the next five years and new household formation of 14 (using a formation rate of 1.25%) based on a maximum of 52 households (existing households plus concealed/over-crowded households and 5 year need from teenage children). There is also supply from three plots that are vacant.
- 1.29 The GTAA identifies a need of up to 1 additional plot for unknown households and this is made up new household formation of 1 from a maximum of 4 households (using a formation rate of 1.00%). If the ORS national average of 70% were applied this could result in a need for one additional plot.
- 1.30 Whilst no longer a requirement to include in a GTAA there is a need for no additional plots for households that do not meet the planning definition.

Figure 3 – Additional need for Travelling Showpeople households in East Hampshire District 2017-2036

Status	Total
Travelling	31
Unknown	1 (70% = 1)
Non-Travelling	0

South Downs National Park Authority

- 1.31 There was one Travelling Showperson household identified in the South Downs National Park Authority areas of East Hampshire that met the planning definition, no unknown households that may meet the planning definition and no households that do not meet the planning definition.
- 1.32 The GTAA identifies a need for **nine additional plots** for households that meet the planning definition, and this is made up of one household living on an unauthorised development, one concealed family/adult, three teenage children in need of a plot of their own in the next five years and four plots from new household formation, based on the household demographics.

- 1.33 The GTAA identifies a need of no additional plots for unknown households or households that do not meet the planning definition (as there aren't any).

Figure 4 – Additional need for Travelling Showpeople households in South Downs National Park Authority area of East Hampshire 2017-2036

Status	Total
Travelling	9
Unknown	0
Non-Travelling	0

Transit Requirements

- 1.34 It is recommended that whilst there may be some historic evidence suggesting that transit provision may be required in East Hampshire, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.35 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area; 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).
- 1.36 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. If such a need is identified work will need to be undertaken on a Hampshire-wide basis to identify suitable locations to meet the provision.
- 1.37 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.
- 1.38 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 Council and the (temporary) residents regarding expectations on both sides.
- 1.39 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; sewage disposal point and refuse disposal facilities.
- 1.40 The occupiers of private sites wishing to develop private pitches for the use of family or friends visiting should be addressed through the development management process. Section H of PPTS (2015) suggests the following approach is taken:

Local planning authorities should consider how they could overcome planning objections to particular proposals using planning conditions or planning obligations including:

- a) Limiting which parts of a site may be used for any business operations, in order to minimise the visual impact and limit the effect of noise*
- b) Specifying the number of days the site can be occupied by more than the allowed number of caravans (which permits visitors and allows attendance at family or community events)*
- c) Limiting the maximum number of days for which caravans might be permitted to stay on a transit site.*

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 East Hampshire District, including the area covered by the South Downs National Park (SDNP). The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study areas.
- 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 2036. This allows the assessment to support any future Local Plan that will shape and guide development in East Hampshire, as well as comparing outcomes with wider-Hampshire studies which have assessed need to 2036.
- 2.4 As well as identifying current and future permanent accommodation needs, it also considers any need for the provision of transit sites or emergency stopping places.
- 2.5 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).
- 2.6 The baseline date for the study is **March 2017** which is when the majority of the fieldwork was completed.

Local Plan Policies

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

Figure 5 – Local Plan Policies

<p><u>East Hampshire District Local Plan: Joint Core Strategy</u> Adopted by East Hampshire District Council - 8 May 2014 and by the South Downs National Park Authority - 26 June 2014</p> <p>CP15 GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE</p> <p>Planning permission for permanent and transit sites for Gypsies, Travellers and Travelling Showpeople will be granted if the site:</p> <p>a) meets a need as identified by the local planning authority's accommodation assessment;</p> <p>b) is located conveniently for access to schools, medical services and other community facilities;</p>
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- c) has adequate provision for access, parking, turning and servicing;
- d) is capable of accommodating the number of caravans/mobile homes proposed;
- e) can be adequately screened or landscaped to blend the site into its surroundings;
- f) is capable of being provided with essential services and does not put undue pressure on local infrastructure and services; and
- g) in addition for transit sites, is accessible to the main transport routes through the District. Provision will be made within the Local Plan: Allocations and the South Downs National Park Local Plan for permanent and transit pitches for Gypsy and Travellers and plots for Travelling Showpeople.

In allocating sites within that part of East Hampshire outside of the South Downs National Park, the Council will:

(a) seek to provide additional accommodation capacity as recommended by the Travellers Accommodation Assessment for Hampshire 2013:

- i. 22 permanent pitches for Gypsies and Travellers within the Plan period, and located within that part of East Hampshire north of the National Park;
- ii. 2 pitches on sites providing temporary short-term accommodation for Travellers in transit, within or outside East Hampshire and as early as possible within the Plan period;
- iii. at least 6 plots for Travelling Showpeople on sites within or outside East Hampshire and as early as possible within the Plan period.

(b) use the criteria used to determine proposals for planning permission, together with other relevant issues including the decision-taking matters set out in Government policy, to determine whether a site is suitable and available.

In allocating sites within the South Downs National Park, the Park Authority will:

(a) seek to provide additional accommodation capacity as recommended by the Travellers Accommodation Assessment for Hampshire 2013 and in line with other assessment evidence for West and East Sussex:

(b) use the criteria used to determine proposals for planning permission, together with other relevant issues including the decision-taking matters set out in Government policy, to determine whether a site is suitable and available.

6.48 Government policy indicates that councils should assess and meet gypsy, traveller and travelling showpeople's housing needs in the same way as other housing needs, including providing land for sites.

6.49 Without adequate sites this group has to resort to unauthorised sites which may result in problems with local communities. It also makes it more difficult for them to access local services and facilities. Evidence to inform the preparation of the Local Plan: Joint Core Strategy has been provided by the independent Travellers Accommodation Assessment for Hampshire 2013.

6.50 The local planning authorities will continue to work collaboratively with neighbouring local planning authorities to understand the accommodation needs over the lifespan of the development plan and maintain an evidence base to plan positively and manage development.

6.51 A criteria-based policy is required to ensure that in the determination of planning applications, the provision of gypsy, traveller and travelling show people accommodation is located in a sustainable manner. In applying the policy, the extent to which a traditional lifestyle and a settled base can contribute to sustainable development will

be considered. In addition, sites for mixed residential and business uses (e.g. storage of equipment for travelling showpeople) will be considered where appropriate.

Definitions

- 2.8 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)

- 2.9 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)

- 2.10 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 and do not intend to travel again will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- 2.11 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’.

- ^{2.12} **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.
- ^{2.13} 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.
- ^{2.14} 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*.
- ^{2.15} 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.
- ^{2.16} 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.
- ^{2.17} **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.
- ^{2.18} The implication of these rulings in terms of applying the planning definition is that it will only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- ^{2.19} 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.
- ^{2.20} 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.
- ^{2.21} This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below:

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

Legislation and Guidance for Gypsies and Travellers

^{2.22} 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 Guidance³ (PPG), 2014 and as amended

^{2.23} 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

^{2.24} PPTS (2105) 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.*

³ With particular reference to the sections on Housing and Economic Development Needs Assessments

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

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

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

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

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

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

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

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 City Council, Cheltenham Borough Council and Tewkesbury Borough Council 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.'

Glossary of Terms

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

Desk-Based Review

- 3.5 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

- 3.6 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Council stakeholders included Officers from departments including Housing and Planning. Wider stakeholders included representatives of the Showmen's Guild and registered housing providers. Detailed Topic Guides were agreed with the Council for the telephone interviews.

Working Collaboratively with Neighbouring Planning Authorities

- 3.7 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 Councils set out below. Again, a detailed Topic Guide was agreed with the Council.

» Basingstoke and Deane Borough Council	» South Downs National Park Authority
» Chichester District Council	» Waverley Borough Council
» Hart District Council	» Winchester City Council
» Havant Borough Council	

Survey of Travelling Communities

- 3.8 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites and yards 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.
- 3.9 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.
- 3.10 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of changes in PPTS (2015) and to collect the information ORS feels is necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix E** – although the interviews were completed using Computer Aided Personal Interview (CAPI) tablets.
- 3.11 All pitches and plots were visited by experienced ORS interviewers who are accredited under the Interviewer Quality Control Scheme (IQCS) and the Market Research Society (MRS) Code of Conduct. 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). Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

- 3.12 They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.13 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).

Engagement with Bricks and Mortar Households

- 3.14 The 2011 Census recorded 92 households that identify as Gypsy or Irish Traveller who live in a house or flat in East Hampshire. It is not possible to split this by East Hampshire and the area of East Hampshire covered by the SDNP.
- 3.15 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 (see below), and adverts on social media including the Friends Families and Travellers Facebook page and the Hampshire Romany Gypsy Facebook group (see figure one below).
- » **Stakeholders:** All stakeholders who took part in the interviews were asked if they were aware of Travellers living in bricks and mortar and one officer was able to provide details of one housed Gypsy Traveller.
 - » **Council Site Waiting List:** There is no public site and therefore no waiting list.
 - » **Housing Services:** The Housing department sent a letter to one Gypsy and Traveller on the Hampshire Home Choice register.
 - » **Registered Providers:** Housing providers were contacted as part of the Hampshire wide accommodation assessment. As a result, Sentinal Housing sent a letter to one household they were aware of. Radian is the largest housing provider in East Hampshire, however, they confirmed that they have recently completed a Census of residents, but no information is held on the Gypsy and Traveller community. They explained that this question is not asked on the core registration form by LAs and said that if LAs approached them and asked us to include that question for the Census they would do that in future. However, it will not be done for another five years and could not be done retrospectively.
 - » **Gypsy and Traveller Liaison Officer:** The officer was only aware of one Traveller household and confirmed the family have been settled in bricks and mortar for many years.
 - » **Traveller Education:** East Hampshire also contacted the Ethnic Minority and Traveller Achievement Service (EMTAS) and they confirmed they could not assist in this type of survey because they do not have permission from the schools to pass on information relating to Gypsies and Travellers.
 - » **Mobile home parks:** Letters were sent to residents of all known mobile home parks in January and April 2017 to firstly inform residents that the Council was carrying out a needs assessment in accordance with the draft guidance 'Review of housing needs for caravans and houseboats' (2016) including an assessment of the accommodation needs for Gypsies and Travellers, and secondly to promote the Local Plan call for sites. The call

for sites included seeking site suggestions for mobile home parks and Gypsy and Traveller accommodation.

- 3.16 Interviews were attempted with all contacts that were identified. Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.
- 3.17 As a rule, we do not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole 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.

Figure 6 – Bricks and Mortar Advert



Timing of the Fieldwork

- 3.18 ORS is 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 April 2017.

Applying the Planning Definition

- 3.19 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.
- 3.20 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 works 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.
- 3.21 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.
- 3.22 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

- 3.23 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.
- 3.24 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).
- 3.25 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.
- 3.26 ORS is 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.
- 3.27 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 250 interviews that have been completed) – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 3.28 ORS is not implying that this is an official government statistic- rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 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.
- 3.29 This would suggest that it is likely that only a 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 and other local plan policies.
- 3.30 The Council will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of criteria-based policies 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**.

- 3.31 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

- 3.32 Households who do not travel now 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 Guidance⁴ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, 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

- 3.33 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 2.21 for a recent example.
- 3.34 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

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

broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

3.35 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).

3.36 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

3.37 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

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

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

3.39 Household formation rates are often the subject of challenge at appeals or examinations. ORS agrees with the position now being taken by DCLG and firmly believes 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 6 of this report.

- 3.40 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 2036, including a breakdown to 2028 to meet the Local Plan period.

Pitch Turnover

- 3.41 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS does 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.

- 3.42 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.

- 3.43 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

- 3.44 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

^{3.45} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders were 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 size⁵. 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.

⁵ Whilst it has now been withdrawn, Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

Sites and Yards in the Study Areas

- 4.6 In East Hampshire (excluding the area covered by the South Downs National Park), at the baseline date for this study, there were no public sites; 13 private sites with permanent planning permission for 22 pitches; no temporary sites; no sites that are tolerated for planning purposes; no unauthorised sites; no transit provision and six Travelling Showpeople yards with permission for 31 plots. Further details can be found in Chapter 6 and **Appendix D**.

Figure 7 - Total amount of provision in East Hampshire (March 2017)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	13	22
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Unauthorised sites	0	0
Tolerated sites	0	0
Travelling Showpeople Provision	6	31

- 4.7 In South Downs National Park area of East Hampshire, at the baseline date for this study, there were no public sites; one private site with permanent planning permission for one pitch; two sites with temporary planning permission for three pitches; no sites that are tolerated for planning purposes; no unauthorised sites; no transit provision and one unauthorised Travelling Showperson yard with 1 plot. Further details can be found in Chapter 6 and **Appendix D**.

Figure 8 - Total amount of provision in South Downs National Park area of east Hampshire (March 2017)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	1	1
Private sites with temporary planning permission ⁶	2	3
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Unauthorised sites	0	0
Tolerated sites	0	0
Travelling Showpeople Provision	0	0
Unauthorised Travelling Showperson yard	1	1

Traveller Caravan Count

- 4.8 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed

⁶ There are 4 households living on this single large pitch.

the 'Gypsy and Traveller Caravan Count' as the 'Traveller Caravan Count' as a result of the inclusion of information about Travelling Showpeople.

- 4.9 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the 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 PPTS (2015) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. (Please be aware that some of this information may have moved on since the original interviews took place.)
- 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.
- 5.3 Two interviews were undertaken with Council Officers from the study area. ORS also interviewed a representative from the Showmen's Guild.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a planning officer from five of the local authorities that neighbour the District.
- | | |
|---|----------------------------|
| » Basingstoke and Deane Borough Council | » Havant Borough Council |
| » Hart District Council | » Waverley Borough Council |
| | » Winchester City Council |
- 5.5 The number of interviews undertaken is viewed to be satisfactory and consistent with similar GTAAs that ORS has completed.
- 5.6 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.
- 5.7 This section provides the response from key stakeholders and Council Officers from the study area and neighbouring authorities. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and of the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in East Hampshire

- 5.8 Two Officers were interviewed from East Hampshire District. A summary of the Officers' views and input into the project are set out below.

Accommodation for Gypsies and Travellers

- 5.9 The previous Hampshire TAA (including the areas covered by the SDNP) was undertaken in 2013, and provided the evidence base for the Joint Core Strategy. The Local Plan documents a need for an additional 22 permanent pitches for Gypsies and Travellers within the plan period, (2011-2028) all of which will be

located in East Hampshire. Since the base date of the TAA which was 2012 the District has granted permission for 14 permanent pitches. The Hampshire TAA (2013) identifies a need for 18 new pitches between 2012 and 2017. This leaves an outstanding need for 4 pitches by 2017 and 8 pitches overall. However, 4 of these approved pitches have not yet been built and whilst contributing to future supply, have not yet been completed. Therefore, there is currently an identified unmet need for pitches in the district.

- 5.10 An officer explained that the Hampshire TAA (2013) figure for East Hampshire may change as a result of undertaking this study and taking into account the change in the planning definition. However, an Officer felt that it is likely that the authority will need to find more sites or look at extending some of the existing sites.

Accommodation for Travelling Showpeople

- 5.11 The previous TAA identified a need for an additional six plots for TSP up to 2028. An officer confirmed that these have been met as nine additional plots have been granted since 2012.

Short-term Roadside Encampments

- 5.12 The numbers of roadside encampments are low compared with other Hampshire authorities; last year there were seven encampments compared to 49 in Basingstoke and Deane and 20 in Winchester. There were 180 encampments in Hampshire with a total of 617 caravans.
- 5.13 Despite the low numbers in East Hampshire, an Officer explained that the Local Plan states that the authority should work with its neighbouring authorities to develop a transit site in the Hampshire area, and it was felt this should continue to be a priority. As one Officer explained the settled and travelling community would both benefit from having a safe, clean managed site to go to and be able to stay there for a designated period of time and that would resolve any issues with the local community. It would also be easier to manage encampments, and the police would be able to use S61 powers to direct them to a transit site.

Cross-border Issues

- 5.14 An Officer explained that the Hampshire authorities have undertaken a consistent approach to producing accommodation assessments and there is a Hampshire based Gypsy Traveller Liaison Officer; however, it was felt that cross-border work should be a priority and suggested a Hampshire-wide meeting take place to share the outcomes of the assessments. Indeed, it was felt that if East Hampshire cannot meet their own need they would potentially look to a neighbouring authority to meet some of their need through the duty to cooperate.
- 5.15 There has been no liaison with areas outside of Hampshire, and an Officer felt there may be a need to meet with these areas if they cannot meet their identified need. That said, an Officer said it was unlikely that Travellers would want to move out of the area.

South Downs National Park (SDNP)

- 5.16 With regard to overall **accommodation need** in the South Downs National Park Authority, the views of the Officer interviewed were as follows:
- The SDNPA has worked with local and county authorities to identify the permanent and transit accommodation needs across the National Park through a series of Gypsy and Traveller Accommodation

Assessments (GTAA). The studies covering Hampshire (East Hampshire and Winchester), the Coastal West Sussex area (Adur, Arun, Chichester and Worthing), Brighton and Hove and East Sussex (Eastbourne, Lewes and Wealden) have been undertaken jointly with the local authorities and through liaising with the County Councils.

- In total there is a need for 32 pitches for Gypsies and Travellers and 4 plots for Travelling Showpeople across the National Park; however, 6 pitches over and above the need have been provided in the Coastal West Sussex area.
- For the period 2016 -27, in the East Hampshire and Winchester area of the National Park, there is an additional need for 11 Gypsy and Traveller pitches and 4 TSP plots. A Site Assessment Study (on behalf of East Hampshire District Council, SDNPA and Winchester City Council) was undertaken in July 2016.
- The Officer referred to the South Downs Local Plan: Preferred Options Document⁷ which states: *National policy makes clear that, as with any other form of development, planning permission for sites should only be granted in the National Park where it is demonstrated that the objectives of the designation will not be compromised by the development. Therefore, through the Duty to Cooperate and future site assessment work, the SDNPA will assess how all or a proportion of this need could be accommodated in the National Park. This assessment will be landscape led and will seek to accommodate sites where they are needed and in the most sustainable locations.*

^{5.17} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the Officer interviewed were as follows:

- No sites were identified within any part of the SDNP which may be suitable for transit provision. Both the transit sites at Bridies Tan (Lewes) and Horsdean (Brighton and Hove) are located within the National Park along the A27. Within West Sussex the Westhampnett Transit site just to the south of the A27 is also operational and offers 9 pitches. As part of the joint work in the Hampshire area one site was identified as having potential for a transit site within the Winchester area. This will be considered by that Authority as they prepare their Local Plan.

Neighbouring Authorities

Basingstoke and Deane Borough Council

^{5.18} With regard to overall **accommodation need** in Basingstoke and Deane, the views of the Officer interviewed were as follows:

- The last GTAA (2015) was carried out very shortly before the change in definition. It identified a need of 16 permanent pitches and 3 temporary stopping places up to 2029. The council published an updated GTAA in May 2017 which takes account of the change in the definition of travellers in PPTS.
- The need has arisen due to a combination of unauthorised sites, concealed households and natural growth.

⁷ https://www.southdowns.gov.uk/wp-content/uploads/2015/08/Local_Plan_Master_240815_Whole_Document.pdf

- A Local Plan has recently been adopted and sets out a strategy for providing pitches through strategic housing allocations. Policy regarding temporary stopping places has also been factored in.
- In Tadley (north of the Borough), there is a large number of encampments, making up the majority of the Borough's provision. Most of the pitches have planning permission and are permanent, though there are some unauthorised encampments where the planning process is ongoing. There are other pitches around the Borough, with a few smaller sites in the west of the Borough also.
- In the north of Basingstoke town, there is a Travelling Showperson's site called Swings and Roundabouts providing for two plots.
- During the summer months, there are usually a number of short-term unauthorised encampments. The Officer believed those responsible have permanent accommodation within the Borough but become very active in terms of travel during the summer months. No transit provision is thought to be necessary, as the Borough is not generally on a route used for that purpose. Temporary stopping places are a higher need.

^{5.19} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- The Officer knew of no cross-border issues with East Hampshire. There has been some engagement with Hampshire local authorities in regard to transit provision.
- The Officer did not believe that further cross-border working was particularly necessary, as Basingstoke and Deane's priorities are permanent pitches over transit provision. That said, the Borough would cooperate if approached and the officer believes the Borough is meeting its Duty to Cooperate.

Hart District Council

5.20 With regard to overall **accommodation** need in Hart, the views of the Officer interviewed were as follows:

- In Hart there are currently 6 private sites with 47 pitches; 1 unauthorised site with 2 pitches; 3 private transit pitches; and 2 private Travelling Showpeople yards with 5 plots. There are no public sites⁸; no sites with temporary planning permission; and no sites that are tolerated for planning purposes.
- Since the previous GTAA Hart has been positively responding to planning applications and has provided an additional six pitches.
- At the time of interview, the officer explained that Hart had currently undertaken a revised GTAA, the primary reason for completing the Update was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015 which included a change to the definition of Travellers for planning purposes. The study provides an up to date evidence base for their forthcoming Local Plan.
- There are no issues with short-term encampments.

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

- The Officer was not aware of any cross-border issues but was aware that Hart does have meetings with its neighbouring authorities, and issues relating to Gypsy and Traveller provision have been a point of discussion. The Officer also explained that the neighbouring authorities' interviews that were undertaken as part of the GTAA did not highlight any cross-border issues and the officer was of the view that neighbouring boroughs are meeting their own local need.
- Adopting a consistent methodological approach when undertaking a GTAA was thought to be important and the Officer felt it was beneficial that ORS were undertaking the GTAA for Hart and other neighbouring Hampshire authorities. The Officer explained that due to the Local Plan timetable Hart had to begin the GTAA prior to the consortium of Hampshire authorities.
- The Officer explained that revised Hart GTAA has shown that there is a surplus of sites in the District therefore Hart is adequately meeting its need.

Havant Borough Council

5.22 With regard to overall **accommodation need** in Havant, the views of the Officer interviewed were as follows:

- Havant, in partnership with Fareham, Gosport, New Forest, New Forest National Park, Test Valley and Winchester City recently commissioned ORS to undertake a GTAA. This was published in May 2017. The results will feed into the Local Plan Review.
- There are currently no authorised sites in the Borough and the previous study found no additional need for permanent pitches. In the Local Plan part one there is a Criteria Based Policy, but there has been no requirement to make any allocations as part of the plan. A planning application for a two pitch site had

⁸ All public sites in Hampshire were sold to a private management company in March 2015

recently been refused with an appeal pending, however at the time of the interview the Officer was aware that the applicant was in the process of submitting a revised application for a single pitch and has in fact moved on to the site. The updated GTAA will determine whether there is any need for additional pitches.

- The numbers of short-term encampments in Havant is thought to be low, and the Officer was only aware of an encampment which lasted for one day and involved tents in four separate locations. The Officer explained that the southern part of Hampshire is a popular Traveller area, particularly around the time of the Wickham Horse Fair (which takes place in the Winchester district).
- The Officer felt that the data on encampments could be misleading and does not clarify whether the Hampshire-wide figures include 'one-off' encampments or are made up of Travellers who have been moved-on from multiple Hampshire authorities.

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

- In terms of meeting the need for permanent provision, the Officer was of the view that neighbouring Hampshire authorities are committed to meeting their own need.
- The Officer felt there are cross-border issues in relation to transit provision and explained the previous GTAA did conclude that Hampshire authorities needed to work together to provide county-wide provision. However, it did not identify a particular location, but left this to the local authorities to consider this. Since this time, meetings have taken place with Councillors from across the County, but the Officer said that they did not address the transit issue and concentrated on the need for permanent provision. The Officer suggested establishing a County-wide working group, who could work towards establishing a suitable approach to transit provision.

Waverley Borough Council

5.24 With regard to overall accommodation need in Waverley, the Officer referred to the Part 1 of the emerging Local Plan:

- Within Waverley, there are currently 14 authorised sites and one unauthorised site for Gypsies and Travellers. There are also two authorised and one unauthorised sites for Travelling Showpeople.
- A Traveller Accommodation Assessment (TAA) was carried out in 2014 using a common methodology agreed by all Surrey local planning authorities. The TAA and an update to that report in 2016 identifies a need for 11 additional pitches for Gypsies and Travellers and three Travelling Showpeople plots between 2012-2017. Using a compound growth rate of 3% there is a further requirement for 39 pitches for Gypsies and Travellers and three Travelling Showpeople plots from 2017 to 2027.

5.25 The Officer confirmed the following:

- Since this work was completed and the update was commissioned the definition of a Traveller in the PPTS has changed and the Council is looking to update its TAA and then identify and allocate sites in Part 2 of the Local Plan: Non-Strategic Policies and Sites. In the meantime, Part 1 of the Local Plan sets out a

criteria-based policy for identifying and allocating sites and for determining planning applications for Traveller accommodation.

Winchester City Council

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

- There is a mix of authorised, unauthorised, temporary and sites with action being taken against them in Winchester. There are about 30 main sites and no public sites. There used to be a public site with 18 pitches, but it was transferred to private ownership (Tynefield). The rest of the sites are smaller family plots and pitches and the majority are inhabited by Gypsies with some Travelling Showpeople. The majority of sites are located in the south of the District (which is a horticultural area and a traditional workplace for Gypsies and Travellers).
- There are no significant issues with short-term encampments.
- Winchester has recently completed a revised GTAA (ORS) and the results of the pitch need from the new GTAA will immediately go into the Local Plan part 2 for the pitch targets and then separately used in the Development Plan Document for allocating sites. Identifying need was identified as the main priority for the Council but the focus is now moving to identifying the necessary sites through a Traveller DPD.

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

- Winchester is said to have a good relationship with all neighbouring local authorities particularly through planning. Aside from cooperating with other local authorities for its GTAA it keeps other local authorities informed of progress on the local plan and cooperates on employment, housing and health issues via regular meetings. The benefits of a GTAA completed jointly are the knowledge that there is a consistent approach in the local authorities and there is no double counting of Gypsies and Travellers to get incorrectly allocated.
- When tested through the Local Plan, Winchester was found to meet the Duty to Cooperate, which the new GTAA will also help to demonstrate. Neighbouring local authorities also meet the Duty to Cooperate.
- Winchester has many sites and a positive approach towards Gypsies and Travellers. According to surveys it appears that some of the neighbouring authorities have relatively low provision. The SDNP has suggested that it may be unable to meet its traveller needs and may need to ask for assistance from WCC under the Duty to Cooperate – WCC Officers feel that the SDNP is likely to need to do more work to show that 'no stone has been left unturned' before this could be accepted.

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 E**.
- 6.2 Interviews were completed between January and April 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 set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed.

East Hampshire District (excluding area covered by SDNP)

Figure 9 - Sites Visited in East Hampshire

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites			
Briar Lodge, Four Marks	1	1	-
East of Queens Road, Liphook	1	1	-
Five Oaks, Liphook	1	1	-
Fordlands, Four Marks	1	1	-
Greengate, Liphook	1	0	1 x no contact possible
Hill Top Stables, Liphook	2	2	-
Janeland, Four Marks	1	1	-
Land adj. Bentley Sewage Works, Bentley	2	1	1 x no contact possible
Land adj. Heathcroft, Liphook	2	1	1 x no contact possible
Land east of Alderwood Cottage, Liphook (Eagles Place)	6	3	3 x no contact possible
Main Road, Kingsley	1	1	-
Sidewater Stables, Oakhanger	1	0	1 x no contact possible
The Laurels, Liphook	2	1	1 x no contact possible
Private TSP Yards			
Alderwood Cottage, Liphook	1	0	1 x no contact possible
Fairland Drive, Headley Down	14	11	2 x vacant, 1 x no contact possible
Outlaw, Headley	1	1	
Fairland, Headley	13	11	2 x no contact possible, 1 x refusal, 1 x vacant
Roads Hill, Horndean	1	2	-
Stallions of Sustance Lodge, Headley Down	1	1	-
TOTAL	53	40	

South Downs National Park Authority

Figure 10 - Sites Visited in East Hampshire

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
None	-	-	-
Private Sites with permanent permission			
New Barn Stables, Binsted	1	1	-
Private Sites with temporary permission			
Fern Farm, Greatham, Liss	2	0	2 x no contact possible
Half Acre, Hawkley ⁹	1	1	3 x no contact possible
Private TSP Yards			
None	-	-	-
Unauthorised TSP Yards			
Warren Barn, Priors Dean	1	1	-
TOTAL	5	3	

Efforts to contact 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 one person had been identified and interviewed – see Chapter 7 for more details.

⁹ There are 4 households living on 1 pitch.

7. Current and Future Pitch Provision

Introduction

- ^{7.1} This section focuses on the additional pitch provision which is needed in the study area currently and to 2036. 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.

PPTS (2015) Planning Definition

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

New Household Formation Rates

- ^{7.5} Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates*. The main conclusions are set out here and the full paper is in **Appendix F**.
- ^{7.6} Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in 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.
- ^{7.7} The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

- 7.8 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. 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.

- 7.9 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/>

- 7.10 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.
- 7.11 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).
- 7.12 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 has completed across England and Wales.
- 7.13 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

- ^{7.14} 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 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.

East Hampshire District Council

- ^{7.15} 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 East Hampshire.

Figure 11 – Planning status of households in East Hampshire (excluding the areas covered by SDNP)

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	12	12	2
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	-
Sub-Total	12	12	2
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	24	4	2
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	24	4	2
TOTAL	36	16	4

- ^{7.16} This shows that for Gypsies and Travellers 12 households and for Travelling Showpeople 24 households meet the planning definition of a Traveller. A total of two Gypsy and Traveller households and two Travelling Showpeople 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.

- ^{7.17} 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

- ^{7.18} An interview was completed with one household living in bricks and mortar. They meet the planning definition and would like to buy some land to develop a private site for them and five children who are currently traveling all over the country. They are included as need through in-migration meeting the planning definition as they travel together for their business.

Key Demographic Findings

- ^{7.19} Ethnicity data that was captured from the 12 Gypsy and Traveller households that meet the planning definition of a Traveller indicated that nine are Romany Gypsy households, one is an Irish Traveller household and two households are English travellers.
- ^{7.20} The households that meet the planning definition comprised 62 residents – 35 adults and 27 children and teenagers aged under 18. This equates to 56.5% adults and 43.5% children and teenagers. As such the demographic data collected from the site interviews has been used to determine the new household formation rate (1.85%) for this GTAA.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- ^{7.21} The 12 households who meet the planning definition of Travelling were found on 11 private sites. Analysis of the household interviews indicated that there is a current need for five additional pitches as a result of households or single adults who are concealed/doubled-up/over-crowded, and one additional pitch from a household seeking to move from bricks and mortar.
- ^{7.22} There is also a future need of 19 pitches. This is made up of five pitches for teenage children in need of a pitch of their own in the first five years of the plan period, five pitches from in-migration, and nine from new household formation (using a formation rate of 1.85%).
- ^{7.23} Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **25 additional pitches** over the GTAA period.

Figure 12 – Additional need for households in East Hampshire (excluding the area covered by the SDNP) that meet the Planning Definition 2017-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Additional supply from pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	5
Movement from bricks and mortar	1
Households on waiting lists for public sites	0
Total Current Need	6
Future Need	
5 year need from teenage children	5
Households on sites with temporary planning permission	0
In-migration	5
New household formation (Household base 22 and formation rate 1.85%)	9
Total Future Need	19
Net Pitch Need = (Current and Future Need – Total Supply)	25

Figure 13 – Additional need for households in East Hampshire that meet the Planning Definition by year periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	18	2	1	2	2	25

Pitch Needs – Unknown Gypsies and Travellers

- ^{7.24} Whilst it was not possible to determine the planning status of a total of 12 households as they 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.
- ^{7.25} ORS is 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.
- ^{7.26} However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.

- ^{7.27} This would suggest that it is likely that only a 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 other means.
- ^{7.28} 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 from new household formation (this uses a base of the 12 households and a net growth rate of 1.50%¹⁰). There is also in-migration of 3 households who are living on sites in other areas but who want to live together on an existing site with extended family (there is reportedly enough space). Therefore, additional need *could* increase by up to a further seven pitches, plus any concealed adult households or 5-year need arising from teenagers living in these households (if all 12 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 one additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- ^{7.29} 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, it is evident that whilst the needs of the 2 households 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 they identified as Irish Travellers. A summary of this need can be found in **Appendix C**.

Plot Needs - Travelling Showpeople that meet the Planning Definition

- ^{7.30} The 24 households in East Hampshire District (excluding the area covered by SDNP) who meet the planning definition were identified on five private Travelling Showpeople yards. Analysis of the household interviews indicated that there is a current need for 15 additional plots as a result of concealed or doubled up households or adults, a need for five additional plots for teenagers in need of a plot of their own in the next 5 years, and a future need for 14 plots due to new household formation (this uses a base of the 52 households and a net growth rate of 1.25%). There is also supply from 3 vacant plots.
- ^{7.31} Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **31 additional plots** over the GTAA period.

¹⁰ 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.

Figure 14 – Additional need for Travelling Showpeople households in East Hampshire District that meet the Planning Definition 2017-2036

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Plots	
Available vacant public and private plots	3
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	3
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	15
Movement from bricks and mortar	0
Households on waiting lists for public plots	0
Total Current Need	15
Future Need	
5 year need from teenage children	5
Currently on yards with temporary planning permission	0
In-migration	0
Net new household formation (Household base 52 and formation rate 1.25%)	14
Total Future Need	19
Net Plot Need = (Current and Future Need – Total Supply)	31

Figure 15 – Additional need for Travelling Showperson households in East Hampshire District that meet the Planning Definition by year periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	20	4	1	3	3	31

Plot Needs – Unknown Travelling Showpeople

^{7.32} Whilst it was not possible to determine the planning status of four 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 Travelling Showpeople and may meet the planning definition as defined in PPTS.

^{7.33} Need from the four unknown households could be one additional plot from new household formation (using a base of four households and a formation rate of 1.00%). If the ORS national average of 70% were applied this could result in a need for 1 additional plot.

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

- ^{7.34} It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the 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, it is evident that whilst the needs of the two households 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. A summary of this need can be found in **Appendix C**.

South Downs National Park Authority

- ^{7.35} Information that was sought from households living in the part of East Hampshire covered by the SDNP 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 the South Downs National Park Authority area.

Figure 16 – Planning status of households in South Downs National Park Authority

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

- ^{7.36} This shows that for Gypsies and Travellers two households and for Travelling Showpeople one household meet the planning definition of a Traveller. There were no interviewed households that did not meet the planning definition.
- ^{7.37} 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 or households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

- ^{7.38} Despite all the efforts that were made, it was not possible to identify any households living in bricks and mortar in the SDNP area of East Hampshire to interview.

Key Demographic Findings

- ^{7.39} Ethnicity data that was captured from the two Gypsy and Traveller households that meet the planning definition of a Traveller indicated that they are Romany Gypsy households.
- ^{7.40} The households that meet the planning definition comprised 6 residents – 5 adults and 1 child/teenager aged under 18. This equates to 83% adults and 17% children and teenagers. The household numbers are too small to apply a percentage rate of new household formation, so the growth has been estimated based on household demographics.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- ^{7.41} The two households who meet the planning definition of Travelling were found on a private site with planning permission and a private site with temporary planning permission.
- ^{7.42} Analysis of the household interviews indicated that there is a future need for **two additional pitches** for households that meet the planning definition. This is made up of one pitch from a household on a site with temporary planning permission and one pitch from new household formation based on the site demographics.
- ^{7.43} Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **two additional pitches** over the GTAA period.

Figure 17 – Additional need for households in South Downs National Park Authority that meet the Planning Definition 2017-2036

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Additional supply from pitches on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	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 sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	1
In-migration	0
New household formation (Formation from household demographics)	1
Total Future Need	2
Net Pitch Need = (Current and Future Need – Total Supply)	2

Figure 18 – Additional need for households in South Downs National Park Authority that meet the Planning Definition by year periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	1	1	0	0	0	2

Pitch Needs – Unknown Gypsies and Travellers

- ^{7.44} Whilst it was not possible to determine the planning status of a total of five households as they 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.
- ^{7.45} ORS is 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.
- ^{7.46} However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.

- ^{7.47} This would suggest that it is likely that only a 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 other means.
- ^{7.48} 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 two pitches from new household formation (this uses a base of the five households and a net growth rate of 1.50%¹¹) and by up to five pitches from households who are living on sites with temporary planning permission. Therefore, additional need *could* increase by up to a further seven pitches if residents are found 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 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition

- ^{7.49} None of the households that were interviewed did not meet the planning definition.

Travelling Showpeople Needs

- ^{7.50} There is just one Travelling Showperson household in the SDNP area of East Hampshire. They live on an unauthorised yard and meet the planning definition. Analysis of the household interviews indicated that there is a current need for one additional plot as a result of the household living on an unauthorised development and another additional plot as a result of a concealed/doubled up household/adult.
- ^{7.51} The household interviews also indicated a future need for three additional plots for teenage children who will need a plot of their own in the next 5 years, and four plots due to new household formation (based on the household demographics).
- ^{7.52} Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showperson is for **nine additional plots** over the GTAA period.

¹¹ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Figure 19 – Additional need for Travelling Showpeople households in South Downs National Park Authority that meet the Planning Definition 2017-2036

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Pitches	
Available vacant public and private plots	0
Unimplemented plots on new sites	0
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public plots	0
Total Current Need	2
Future Need	
5 year need from teenage children	3
Currently on yards with temporary planning permission	0
In-migration	0
Net new household formation (Formation from household demographics)	4
Total Future Need	7
Net Plot Need = (Current and Future Need – Total Supply)	9

Figure 20 – Additional need for Travelling Showperson households in the South Downs National Park Authority that meet the Planning Definition by year periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	5	1	0	0	3	9

Transit Requirements

- ^{7.53} When determining the potential need for transit provision the assessment has looked at data from the DCLG Caravan Count, the outcomes of the stakeholder interviews and records on numbers of unauthorised encampments, and the potential wider issues related to PPTS (2015).

Stakeholder Interviews

- ^{7.54} The stakeholder interviews indicated that the numbers of roadside encampments in East Hampshire are low compared with other Hampshire authorities; last year there were seven encampments compared to 49 in Basingstoke and Deane and 20 in Winchester.
- ^{7.55} Despite the low numbers in East Hampshire, an Officer explained that the Local Plan states that the authority should work with its neighbouring authorities to develop a transit site in the Hampshire area, and it was felt

this should continue to be a priority. As one Officer explained, the settled and travelling community would both benefit from having a safe, clean managed site to go to and be able to stay there for a designated period of time and that would resolve any issues with the local community. It would also be easier to manage encampments, and the police would be able to use S61 powers to direct them to a transit site.

DCLG Traveller Caravan Count

- ^{7.56} Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) 'snapshot in time' conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- ^{7.57} Data from the Caravan Count shows that there have been low numbers of unauthorised caravans on land not owned by Travellers in recent years.

Potential Implications of PPTS (2015)

- ^{7.58} It has been suggested that there will need to be an increase in transit provision across the country as a result of PPTS (2015) leading to more households travelling. This may well be the case, but it will take some time for any changes to materialise and be documented. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen.

Transit Recommendations

- ^{7.59} It is recommended that whilst there may be some historic evidence suggesting that transit provision may be required in East Hampshire, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- ^{7.60} As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area; 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).
- ^{7.61} 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. If such a need is identified work will need to be undertaken on a Hampshire-wide basis to identify suitable locations to meet the provision.

- ^{7.62} 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.
- ^{7.63} 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 Council and the (temporary) residents regarding expectations on both sides.
- ^{7.64} 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; sewage disposal point and refuse disposal facilities.
- ^{7.65} The needs of private sites wishing to develop private transit pitches for the use of family or friends visiting should be addressed through the development management process. Section H of PPTS (2015) suggests the following approach is taken:

Local planning authorities should consider how they could overcome planning objections to particular proposals using planning conditions or planning obligations including:

- a) Limiting which parts of a site may be used for any business operations, in order to minimise the visual impact and limit the effect of noise*
- b) Specifying the number of days the site can be occupied by more than the allowed number of caravans (which permits visitors and allows attendance at family or community events)*
- c) Limiting the maximum number of days for which caravans might be permitted to stay on a transit site.*

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Appendix A: Glossary of Terms

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
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

East Hampshire District Council

Figure 21 - Additional need for unknown Gypsy and Traveller households in East Hampshire District 2017-36

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
Vacated by households moving to bricks and mortar	0
Out-migration	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 sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	3
New household formation	4
<i>(Household base 12 and formation rate 1.50%)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	7

Figure 22 – Additional need for unknown Gypsy and Traveller households in East Hampshire District by Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	4	1	0	1	1	7

Figure 23 - Additional need for unknown Travelling Showpeople households in East Hampshire District 2017-36

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	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 teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Household base 4 and formation rate 1.00%)</i>	
Total Future Needs	1
Net Plot Need = (Current and Future Need – Total Supply)	1

Figure 24 – Additional need for unknown Travelling Showpeople households in East Hampshire District by Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	0	0	0	1	0	1

South Downs National Park Authority

Figure 25 – Additional need for unknown Gypsy and Traveller households in South Downs National Park Authority 2017-36

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
Vacated by households moving to bricks and mortar	0
Out-migration	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 sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	5
In-migration	0
New household formation	2
<i>(Household base 5 and formation rate 1.50%)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	7

Figure 26 - Additional need for unknown Gypsy and Traveller households in South Downs National Park Authority by Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	5	1	0	0	1	7

Figure 27 - Additional need for unknown Travelling Showpeople households in South Downs National Park Authority 2017-36

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Vacated by households moving to bricks and mortar	0
Out-migration	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 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 28 – Additional need for unknown Travelling Showpeople households in South Downs National Park Authority by Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	0	0	0	0	0	0

Appendix C: Households that do not meet the Planning Definition

East Hampshire District Council

Figure 29 - Additional need for Gypsy and Traveller households in East Hampshire District that do not meet the Planning Definition - 2017-36

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
Vacated by households moving to bricks and mortar	0
Out-migration	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	2
Future Need	
5 year need from teenage children	1
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Formation from household demographics)</i>	
Total Future Needs	4
Net Pitch Need = (Current and Future Need – Total Supply)	6

Figure 30 – Additional need for Gypsy and Traveller households in East Hampshire District that do not meet the Planning Definition by 5 Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	3	1	0	1	1	6

Figure 31 - Additional need for Travelling Showpeople households in East Hampshire District that do not meet the planning definition 2017-36

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
Vacated by households moving to bricks and mortar	0
Out-migration	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 teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No current or future need from 2 households)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 32 – Additional need for Travelling Showpeople households in East Hampshire District that do not meet the Planning Definition by 5 Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	0	0	0	0	0	0

South Downs National Park Authority

Figure 33 - Additional need for Gypsy and Traveller households in South Downs National Park Authority that do not meet the Planning Definition - 2017-36

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
Vacated by households moving to bricks and mortar	0
Out-migration	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 sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Gypsies or travellers do not meet Planning Definition)</i>	
Total Future Needs	0
Net Pitch Need = (Current and Future Need – Total Supply)	0

Figure 34 – Additional need for Gypsy and Traveller households in South Downs National Park Authority that do not meet the Planning Definition by Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	0	0	0	0	0	0

Figure 35 - Additional need for Travelling Showpeople households in South Downs National Park Authority that do not meet the planning definition 2017-36

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
Vacated by households moving to bricks and mortar	0
Out-migration	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 teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople do not meet Planning Definition)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 36 – Additional need for Travelling Showpeople households in South Downs National Park Authority that do not meet the Planning Definition by Year Periods

Years	0-5	6-10	11	12-15	16-20	
	2017-22	2022-27	2027-28	2028-32	2032-36	Total
	0	0	0	0	0	0

Appendix D: Site and Yard Lists (March 2017)

[East Hampshire District Council](#)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<u>Gypsy and Traveller sites</u>		
Briar Lodge, Four Marks	1	-
East of Queens Road, Liphook	1	-
Five Oaks, Liphook	1	-
Fordlands, Four Marks	1	-
Greengate, Liphook	1	-
Hill Top Stables, Liphook	2	-
Janeland, Four Marks	1	-
Land adj. Bentley Sewage Works, Bentley	2	-
Land adj. Heathcroft, Liphook	2	-
Land east of Alderwood Cottage, Liphook (Eagles Place)	6	-
Main Road, Kingsley	1	-
Sidewater Stables, Oakhanger	1	-
The Laurels, Liphook	2	-
<u>Travelling Showpeople Yards</u>		
Alderwood Cottage, Liphook	1	-
Fairland Drive, Headley Down	14	
Outlaw, Headley	1	
Fairland, Headley	13	
Roads Hill, Horndean	1	
Stallions of Sustance Lodge, Headley Down	1	

South Downs National Park Authority

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<u>Gypsy and Traveller sites</u>		
Fern Farm, Liss (temporary)	2	-
Half Acre, Hawkley (temporary)	1	-
New Barn Stables, Binsted (private)	1	-
<u>Travelling Showpeople Yards</u>		
Warren Barn, Priors Dean (unauthorised)		1

Appendix E: Site Record Form

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*

DD/MM/YY

TIME

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

☐**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

☐

New Traveller

☐

English Traveller

☐

Welsh Gypsy

☐

Non-Traveller

☐

Other (please specify)

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

Mobile homes

Touring Caravans

Day Rooms

Other (please specify)

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? <i>INTERVIEWER: Please cross one box only</i>
0	1 2 3 4 5+
<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Go to F6a	Continue to F2
F2	If you or members of your family have travelled in the last 12 months, which family members travelled? <i>INTERVIEWER: Please cross one box only</i>
All the family	Adult males Other
<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
If other, please specify	
F3	What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i>
Work	Holidays Visiting family Fairs Other
<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Details / specify if necessary. If fairs—probe for whether this involves work	
F4	At what time of year do you or family members usually travel? And for how long? <i>INTERVIEWER: Please cross one box only</i>
All year	Summer Winter
<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/>
And for how long?	
F5	Where do you or family members usually stay when they are travelling? <i>INTERVIEWER: Please cross all boxes that apply</i>
LA transit sites	Private transit sites Roadside Friends/family Other
<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
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? <i>INTERVIEWER: Please cross one box only</i>
Yes	<input type="checkbox"/> → Continue to F7
No	<input type="checkbox"/> → Go to F9
F7a	When did you or family members last travel? <i>INTERVIEWER: Please write in</i>
Details	
F7b	What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i>
Work	Holidays Visiting family Fairs Other
<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
Details / specify if necessary. If fairs—probe for whether this involves work	

NOT FOR CIRCULATION

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

NOT FOR CIRCULATION

G

Any other information

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

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

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

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

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

Page 7

NOT FOR CIRCULATION

H Bricks & Mortar Contacts	
H1 Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i>	
<div>Details</div>	
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 F: 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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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.