

# St Albans City and District Council Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment



Final Report

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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Needs Assessment (GTANA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in St Albans City and District (referred to as St Albans throughout the Study). The GTANA provides a robust and credible evidence base which can be used to aid the formulation and implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period to 2031. The base date for the Study is September 2014.
- 1.2 The project sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in St Albans through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community living on sites and yards, as well as those living in bricks and mortar housing. A total of 68 interviews were completed with Gypsies and Travellers living on sites in St Albans, and 4 interviews were completed with Travelling Showpeople families living in St Albans. In addition 19 telephone interviews were completed with stakeholders. In arriving at the overall assessment of need a number of scenarios were explored, together with sensitivity testing against different rates of new household formation in order for the study to make the most appropriate recommendations for St Albans based on local circumstances.

## Additional Accommodation Need – Gypsies and Travellers

- 1.3 Based upon the evidence presented in this study the recommended level of additional need for Gypsy and Traveller accommodation to 2031 in St Albans is for **79 additional pitches**. These figures are seen as the projected amount of need which the Council should take into account (alongside other local circumstances and policy considerations) when establishing a provision target in the Local Plan. This is noted in the detail of the report as a generous and robust assessment of the need to meet the needs of the Gypsy and Traveller population arising in St Albans. A detailed breakdown which sets out the components that make up this additional need, together with any other issues that have been taken into consideration are included in the main report, together with a detailed breakdown of sites and pitches and the demographics of residents.
- 1.4 The study has assumed that the immediate needs arising from all unauthorised pitches, concealed households, net migration, the waiting list and pitches with temporary planning permission are met in the first 5 years. In addition total new household formation of 43 is apportioned over the 5 year time periods based on a net compound growth rate of 2.00%.

**Table 1**  
Estimated need for Extra Pitches in St Albans from 2014-2031 (Baseline Scenario)

Reason for Need/Vacancy	Gross Need	Supply	Net Need
<b>Supply of Pitches</b>			
Additional supply from empty public pitches	-	0	-
Additional supply from unimplemented sites	-	0	-
Additional supply new sites	-	0	-
<b>Total Supply</b>	-	<b>0</b>	-
<b>Current Need</b>			
Pitches on unauthorised developments	0	-	-
Pitches on unauthorised encampments	0	-	-
Concealed households	14	-	-
Net movement from bricks and mortar	0	-	-
Waiting list	7	-	-
<b>Total Current Need</b>	<b>21</b>	-	-
<b>Future Need</b>			
Pitches with temporary planning permission	6	-	-
Net migration	9	-	-
New household formation (2.00%)	43	-	-
<b>Total Future Need</b>	<b>58</b>	-	-
<b>Total</b>	<b>79</b>	<b>0</b>	<b>79</b>

**Table 2**  
Estimated need for Extra pitch provision in St Albans in 5 Year Periods (Financial Year 01/04-31/03) (baseline scenario)

	2014-19	2019-24	2024-29	2029-31	Total
St Albans	47	13	13	6	<b>79</b>

## Travelling Showpeople

- <sup>1.5</sup> Whilst the study has identified a small Travelling Showperson yard in St Albans it is not recommended that there is any need for additional plots during the Local Plan period.

## Transit Sites

- <sup>1.6</sup> Given the very limited levels of unauthorised encampments on land not owned by Gypsies and Travellers in St Albans over recent years that have been identified through the Caravan Count and Stakeholder interviews (see pages 27 and 59), combined with the fact that there are more effective mechanisms to accommodate visiting families such as an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers, it is recommended that there is not a need for any new transit provision at this time, but that the situation be closely monitored in consultation with neighbouring local authorities and Hertfordshire

County Council during the plan period, with a view to meeting need on a cross-border basis if that is judged necessary as part of an overall traveller accommodation strategy.

## Stakeholder Engagement

<sup>1.7</sup> The Council may also wish to consider the following recommendations that ORS believe will also help to improve how the Council, neighbouring local authorities and other local stakeholders engage with and provide accommodation and services for Gypsies, Travellers and Travelling Showpeople:

- » Establish improved partnership working with neighbouring authorities, Hertfordshire County Council and Council Housing and Registered Provider housing departments so that future accommodation / service provision and management possibilities can be explored in the area;
- » Work with neighbouring local authorities and local Stakeholders to reassess Gypsy and Traveller accommodation need if the government implements a change in the definition of these communities.
- » The outcomes of this study should be communicated with those living on Gypsy and Traveller sites. Additionally ongoing liaison and engagement arrangements with the Gypsy and Traveller Community should be put in place to communicate the benefits of engaging in this process and to encourage future engagement.
- » Should the Council seek to meet some of the need that has been identified in this study through the expansion or intensification of existing private sites it will be important to consider and address potential site management issues for larger sites.

## 2. Introduction

### The Survey

- 2.1 Opinion Research Services (ORS) were commissioned by St Albans City and District Council (St Albans) in August 2014 to undertake a Gypsy and Traveller Accommodation Needs Assessment (GTANA).
- 2.2 The study provides an evidence base to enable the Council to comply with requirements under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012 and Planning Policy for Traveller Sites (PPTS) 2012.
- 2.3 The primary objective of the 2014 GTANA is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in St Albans. This GTANA provides a robust and credible evidence base which can be used to inform the preparation of the Council's Housing Strategy and Local Plan in relation to the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the plan period to 2031. As well as identifying current and future permanent accommodation needs, it will also seek to identify whether or not the Council needs to plan for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Needs Assessment (GTANA) and used the generic term "Gypsy and Traveller" throughout.
- 2.5 This document summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions across the study area.
- 2.6 The base date for the study is **September 2014**.

## 3. Methodology

- 3.1 The methodology for the study builds on work that ORS have developed over the past 10 years when completing similar studies for local authorities across England and Wales. This has been updated in light of Planning Policy for Traveller Sites (PPTS), as well as recent clarification set out by the Minister for Communities and Local Government in March 2014, with particular reference to new household formation rates. This methodology has been adapted to recent changes in Planning Policy as well as the outcomes of Local Plan Examinations and Planning Appeals that ORS have been involved in.
- 3.2 In 2014 DCLG consulted on potential changes to planning policy and guidance for Gypsies, Travellers and Travelling Showpeople<sup>1</sup>. These have not come into force yet therefore the approach in this study follows the guidance set out in PPTS. Should the guidance change a review of the GTANA may be necessary. The DCLG consultation addressed a number of issues including ensuring that the planning system applies fairly and equally to both the settled and traveller communities including proposals to change the definition of a Traveller for planning purposes; further strengthening protection of sensitive areas and Green Belt; and addressing the negative impact of unauthorised occupation. It also included, in Annex A, proposals for revised guidance for completing GTANA studies which are in line with the approach set out in this study.
- 3.3 The base date for the study is September 2014 and any changes to the status of pitches and plots that have been made after this date are not included as components of need in the study.

### Glossary of Terms

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

### Stage 1: Desk-Based Research

- 3.5 The first stage of the project sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in St Albans and surrounding areas. This comprised the collation of a range of secondary data from the a range of available sources including:
- » Census data.
  - » Details of all authorised public and private sites and yards, and waiting lists.
  - » Biannual Traveller Caravan Counts.
  - » Records of any unauthorised sites and encampments.
  - » Information on planning applications and appeals – including those that have recently been refused and those awaiting determination.
  - » Information on any other current enforcement actions.

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<sup>1</sup> *Planning and travellers: proposed changes to planning policy and guidance* (DCLG - September 2014)

- » Existing GTAAs and other relevant local studies.
- » Existing policy, guidance and best practice.

3.6 This data has been used to provide general background to the study; to inform the stakeholder interviews and fieldwork; and has been analysed in conjunction with the outcomes of the other elements of the study to allow the completion of a thorough review of the needs of Travelling Communities in St Albans.

## Stage 2: Stakeholder Engagement

3.7 The study included extensive local stakeholder engagement. This involved a series of in-depth telephone interviews with Council officers from Spatial Planning, Housing, Environmental Compliance and Planning Enforcement.

3.8 Telephone interviews were also conducted with a range of other stakeholders including the Hertfordshire County Council Gypsy Service, the Showmen's Guild of Great Britain, Hightown Praetorian and Churches Housing Association, and Paradigm Housing.

3.9 Efforts were made to contact the Association of Independent Showmen (AIS) but it was not possible to complete an interview during the study period. In addition the Gypsy Council were contacted by email and by letter but refused to take part in an interview as part of the study.

3.10 The stakeholder interviews covered the following key topics:

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

## Stage 3: Working Collaboratively with Neighbouring Planning Authorities

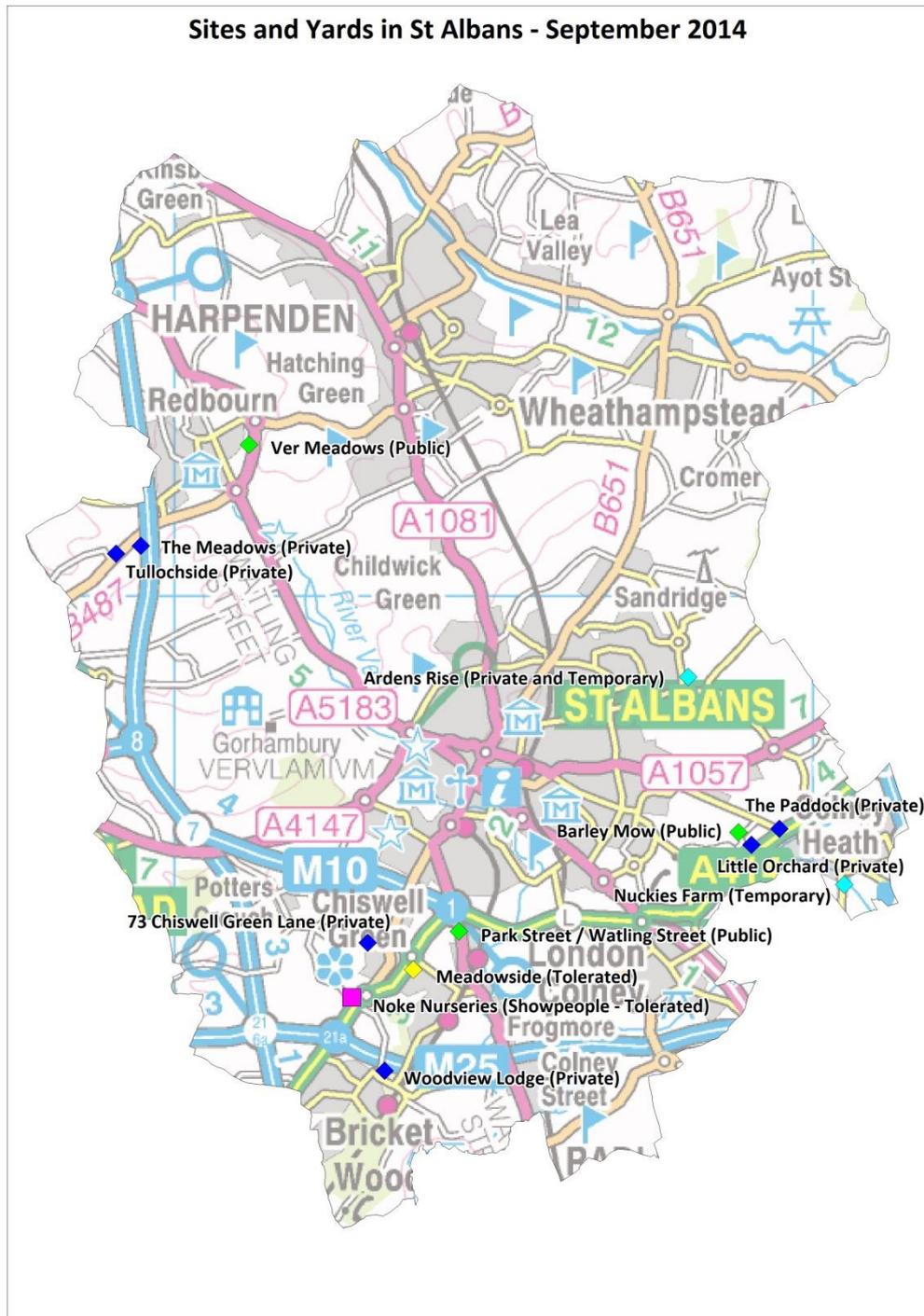
3.11 Interviews were also conducted with a total of 11 officers from neighbouring authorities. These interviews will help to ensure that the GTANA addresses wider issues that may impact on the outcomes of the study such as progress with individual GTANA studies, unauthorised encampments and travelling routes. These stakeholders were identified as part of the desk-based review and in conjunction with officers from St

Albans. Interviews were conducted with officers from the following neighbouring authorities and covered the same broad issues as the local stakeholder interviews:

- » Central Bedfordshire.
- » Dacorum.
- » Hertsmere.
- » North Hertfordshire.
- » Three Rivers.
- » Watford.
- » Welwyn Hatfield.

## Stage 4: Survey of Travelling Communities

- <sup>3.12</sup> The outcomes of the desk-based research and stakeholder interviews allowed for the identification of authorised and unauthorised sites in St Albans. This identified 3 public sites, 7 private sites with permanent planning permission, 2 private sites with temporary planning permission and 1 unauthorised site which is tolerated for planning purposes. One Travelling Showpeople's yard was also identified. The location of the sites and yards are shown on the map overleaf, and full details can be found in **Appendix B**.
- <sup>3.13</sup> Interviewers sought to undertake a full demographic study of all pitches and plots as a sample based approach very often leads to an under-estimate of current and future needs. All pitches and plots were visited by experienced interviewers who firstly determined whether the occupiers were Gypsies or Travellers, and then conducted interviews with residents on as many pitches as possible to determine their current demographic characteristics, whether they have any current or likely future accommodation needs and how these may be addressed, whether there are any concealed households or doubling-up, and whether they currently travel and for what purposes. The interview was based around an approach that was agreed with the Council. A copy of the Site Visit Record Form can be found in **Appendix C**. This approach also allowed the interviewers to identify information about the sites and pitches that could help support any future work on possible site expansion. Due to the nature of some of the site visits it was not possible to capture all of the information on the Site Record Form from all households. Where this was not possible interviewers sought to capture as much information as they were able to. Given that every effort was made to accurately capture demographic information the missing data will not affect the overall robustness of the study.
- <sup>3.14</sup> Where it was not possible to undertake an interview, interviewers captured as much information as possible from site management or from residents on adjacent pitches or plots.
- <sup>3.15</sup> The first round of site fieldwork was undertaken during September 2014, with follow-up visits made during October 2014. Interviewers were able to conduct interviews, or obtain information, for households on the majority of the sites and yards that were identified. Whilst the dates of some of the site visits may have fallen during the months when some households travel little evidence of this was found during the fieldwork and the majority of sites were full.
- <sup>3.16</sup> Prior to reporting on the data checks were made with the outcomes of the desk-based research and stakeholder interviews in order to corroborate the demographic and need information. For example discussions were held with Site Managers of public sites to confirm whether apparent concealed or doubled-up households were in fact permanent residents and not just visiting the sites. This for example resulted in a reduction in the number of concealed or doubled-up households that were included as a final component of need in the study.

**Map 1****Indicative location of sites and yards in St Albans (September 2014)****Stage 5: Bricks and Mortar Households**

<sup>3.17</sup> “Bricks and mortar” is the term used to describe Gypsy and Traveller occupancy of mainstream, conventional, housing. In order to ensure that the views of Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site are included in the study it was felt that the most practical approach was to work with the Council and utilise all available methods to identify as many

households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch in the study area.

- 3.18 Contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on existing sites to identify any friends or family living in bricks and mortar who may wish to move to a site, intelligence from the Council and other local stakeholders.
- 3.19 Adverts were also placed on the Travellers Times Website and in the World's Fair publication.<sup>2</sup>
- 3.20 Through this approach a range of methods were used to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known.
- 3.21 As a rule it is not appropriate to extrapolate the findings from fieldwork with Gypsies and Travellers living in bricks and mortar households up to the estimated Gypsy and Traveller bricks and mortar population as a whole as the needs of all households are different. This study works on the reasonable assumption that those wishing to move will make their views known based on the wide range of publicity that was put in place.

## Stage 6: Current and Future Pitch/Plot Need

- 3.22 The methodology to calculate future pitch and plot need has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country. This methodology has been tested on numerous occasions at Local Plan examinations and Planning Appeals and has been proven to be a robust approach to estimating current and future needs.
- 3.23 To identify need Planning Policy for Traveller Sites requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. The key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below and are set out in more detail in the relevant chapters of this report:

## Supply of Pitches

- » Current vacant pitches.
- » New sites or site extensions which have already been granted planning permission, or are likely to gain planning permission in the foreseeable future, or sites which are likely to come back into use following refurbishment.
- » Pitches vacated by people moving to bricks and mortar.
- » Pitches vacated by people moving from the study area (out-migration).

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<sup>2</sup> Copies of these adverts can be found in **Appendix D** of this report

## Current Need

- 3.24 Total current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space available in the study area, is made up of the following aspects (see list below). It is important to address issues of double counting by ensuring for example that a concealed household that is also on the waiting list for a public site is not included twice in the estimate of need:
- » Households on unauthorised developments for which planning permission is not expected.
  - » Households on unauthorised encampments for which planning permission is not expected.
  - » Concealed or doubled-up households.
  - » Households in bricks and mortar wishing to move to sites.
  - » Households on waiting lists for public sites.

## Future Need

- 3.25 Total future need is the sum of the following three components:
- » Households living on sites with temporary planning permissions.
  - » New household formation.
  - » In-migration.
- 3.26 Household formation rates are often the subject of challenge at appeals or examinations. While some GTANA studies have continued to use a net growth figure of 3.00%, ORS agree with the position being taken by DCLG (as set out in paragraph 4.11) and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent. This is set out in more detail in Chapter 8 of this report.

## Stage 7: Conclusions

- 3.27 This stage of the study draws together the evidence from Stages 1 to 6 to provide an overall summary of accommodation needs for Gypsies, Travellers and Travelling Showpeople in St Albans City and District.
- 3.28 All of these components of supply and need are presented in clear tables which identify the overall need for current and future accommodation for both Gypsies and Travellers and Travelling Showpeople. The residential and transit pitch needs for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the needs are identified for the Local Plan period to 2031.

## Issues from Central Bedfordshire GTANA

- 3.29 A number of issues were raised by a Planning Inspector in relation to the Central Bedfordshire Gypsy and Traveller Local Plan Examination in July 2014. Whilst the majority of the issues that were raised did not relate to the assessment of need that was undertaken to support the development of the Plan, there were a small number of criticisms of the methodology that was used during preparation of the GTANA and the

subsequent assessment of need that was completed. These are set out below (from the Central Bedfordshire Gypsy and Traveller Local Plan Examination Inspector's Pre-Hearing Questions – July 2014) together with what actions this study has taken to address the issues that were raised:

- » **Para 2.1** - Lack of clarity, inconsistency and, errors in the way that the Council has counted sites/pitches and allocations as contributing to: existing supply; needs; and new supply to meet those needs.

*This study clearly sets out in Chapter 8 each individual component of need and how these contribute towards existing supply, needs and new supply to meet those needs.*

- » **Para 2.1** - That there must be a consistent single base date at which the various components are assessed, and that the Council should confirm what is the base date that is being used.

*This study uses a consistent base date of September 2014.*

- » **Paras 2.4-2.6** - The need to ensure a consistent approach to the recording and categorisation of pitches/plots and their use in the calculation of need.

*Extensive work has been completed to identify all pitches and plots in St Albans as of the base date for this study and to ensure that they have been accurately categorised for appropriate inclusion in the overall estimate of need.*

- » **Para 3.2** - Justification of an alternative % future household growth rate to the widely accepted 3.00% growth rate. Does the generic 3% assumption have any up-to-date empirical justification?

*It cannot reasonably be contended that 3% is a widely accepted assumption. ORS have completed a significant amount of work to prepare a Technical Note of Household Formation and Population Growth. This provides clear evidence that a rate of 3.00% should only be used in exceptional circumstances and that local evidence should be used to determine an appropriate local rate.*

<sup>3.30</sup> To address these issues ORS prepared an update of the GTANA for Central Bedfordshire in January 2015. This addressed a small number of points relating to the January 2014 GTANA, that were either raised by the Planning Inspector in his main issues to the (now withdrawn Plan), or by objectors commenting on the Plan. In particular this looked again at the baseline position regarding existing sites to ensure consistency with the Local Plan period. ORS have also undertaken more detailed work on projecting future household formations and these have also now been incorporated into this study. Almost all objector comments of the published and now withdrawn Gypsy and Traveller and Travelling Showpeople Local Plan related to the level of future formation, so the update provided the opportunity to review these comments.

<sup>3.31</sup> As such ORS are confident that the approach that is being taken to prepare this GTANA for St Albans has taken into account and addressed all of the issues that were raised by the Planning Inspector in Central Bedfordshire. As set out in Paragraph 3.1 the methodology that is used is an evolving approach that takes account of changes to planning policy and guidance, as well as the outcomes of Local Plan Examinations and Planning Appeals.

## 4. Policy Background

### Introduction

4.1 The first stage of the needs assessment process was to understand the wider policy background to meeting the accommodation needs of Gypsy, Traveller and Travelling Showpeople both from a local and national perspective. This includes:

- » Definitions of Gypsies, Travellers and Travelling Showpeople.
- » Legislation and Guidance.
- » Planning Policy for Traveller Sites.
- » Tackling Inequalities for Gypsy and Traveller Communities.
- » Issues from previous Studies.

### Definitions

4.2 For the purposes of the planning system, the current definition<sup>3</sup> for Gypsies and Travellers means:

*Persons of nomadic habit of life, whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.* (Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG), March 2012).

4.3 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:

- » Romany Gypsies
- » Irish Travellers
- » New (Age) Travellers.

4.4 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

4.5 Alongside Gypsies and Travellers, a further group to be considered is Travelling Showpeople. They are currently<sup>4</sup> defined as:

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<sup>3</sup> Changes to this definition were the subject of a consultation by DCLG that ended in November 2014

<sup>4</sup> A DCLG consultation (*Planning and travellers: proposed changes to planning policy and guidance* (DCLG - September 2014) sought views on whether those Gypsies and Travellers who have given up travelling permanently, for whatever reason, and apply for planning permission for a site, should be treated in the same way as those who do not lead a travelling life.

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family's or dependant's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, DCLG, March 2012).*

## Legislation and Guidance for Gypsies and Travellers

- 4.6 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 pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » Planning Policy for Traveller Sites (PPTS), 2012
  - » National Planning Policy Framework (NPPF), 2012
  - » National Planning Practice Guidance (NPPG), 2012
  - » The Human Rights Act 1998 (when making decisions and welfare assessments)
  - » The Town and Country Planning Act, 1990
  - » Criminal Justice and Public Order Act, 1994
  - » Anti-social Behaviour Act, 2003
  - » Planning and Compulsory Purchase Act, 2004
  - » Housing Act, 2004 (which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance)
  - » Housing Act, 1996 (in respect of homelessness).
- 4.7 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of Local Authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers. However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.
- 4.8 For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged Local Authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires Local Authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all Local Authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 4.9 Local Authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central Government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the DCLG

in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.

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

4.11 A letter from the Parliamentary Under Secretary of State for the Department for Communities and Local Government in March 2014 sought to clarify the Government's position on household formation rates and stated that current planning guidance will soon be updated<sup>5</sup> and stated:

*'Following the recent consolidation of planning guidance we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.'*

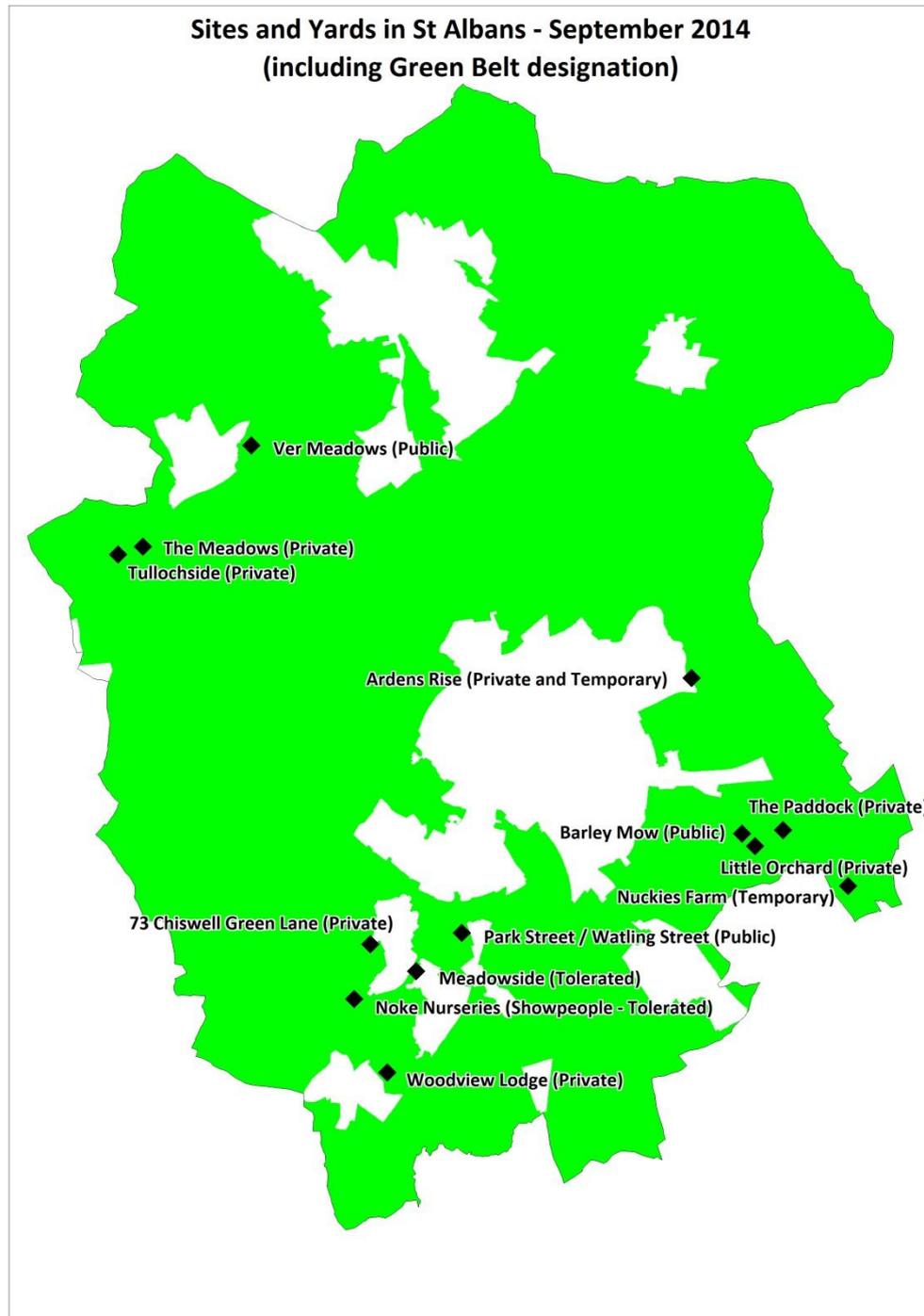
*'I can confirm that the annual growth rate figure of 3% does not represent national planning policy. The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'*

4.12 In September 2014 DCLG launched a consultation<sup>6</sup> on proposed changes to government policy on planning and Travellers. This consultation addressed a number of issues including ensuring that the planning system applies fairly and equally to both the settled and traveller communities; further strengthening protection of sensitive areas and Green Belt; and addressing the negative impact of unauthorised occupation. It also set out how local authorities should assess future Traveller accommodation needs in Annex A of the consultation document and this is very similar to the approach set out in the guidance. The consultation ended in November 2014 and Local Authorities will need to be aware of the implications should subsequent changes to national policy and guidance be made.

4.13 More recently a review has been undertaken by ORS of planning appeals for Gypsy and Traveller sites that have been recovered by the Secretary of State. The outcome of this review shows that the Secretary of State has disagreed with Inspectors Decisions in over a third of the 68 appeals that were recovered and that the majority of these involved proposals in the Green Belt. Given that over 80% of St Albans is covered by a Green Belt designation (see map overleaf) this should be of particular interest to the Council.

<sup>5</sup> DCLG consulted on new guidance in autumn 2014 but this did not include any reference to household formation rates.

<sup>6</sup> *Planning and travellers: proposed changes to planning policy and guidance* (DCLG - September 2014)

**Map 2****Indicative location of sites and yards in St Albans and extent of Green Belt**

<sup>4.14</sup> However on 21<sup>st</sup> January 2015 a High Court Judgement (Moore and Coates v SSCLG) was issued which found the practice of recovering all appeals for Gypsy and Traveller sites located in Green Belt locations to be unlawful, and amounted to a breach of sections 19 and 149 of the 2010 Human Rights Act. Given that this is a very recent judgement the overall implications in terms of the impact it may have on current appeals and subsequent applications for development in the Green Belt are not yet known but should be closely monitored by the Council. In addition it is expected that new policy and guidance on planning for

Gypsies and Travellers will be issued by the Government in 2015. This is expected to include further measures to make clear that subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm to mean that there are very special circumstances, which would allow a traveller site in the Green Belt.

## Planning Policy for Traveller Sites (PPTS)

<sup>4.15</sup> Planning Policy for Traveller Sites, which came into force in March 2012, sets out the direction of Government policy. Planning Policy for Traveller Sites is closely linked to the National Planning Policy Framework<sup>7</sup>. Among other objectives, the aims of the policy in respect of Traveller sites are (Planning Policy for Traveller Sites Paragraph 4):

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

<sup>4.16</sup> In practice, the document states that (Planning Policy for Traveller Sites Paragraph 8):

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

<sup>4.17</sup> PPTS goes on to state (Paragraph 9) that in producing their Local Plan local planning authorities should:

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<sup>7</sup> <http://planningguidance.planningportal.gov.uk/>

- » *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.*

<sup>4.18</sup> Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 10 that:

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

## Tackling Inequalities for Gypsy and Traveller Communities

<sup>4.19</sup> In April 2012 the Government issued a further document relating to Gypsies and Travellers titled 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (DCLG April 2012).

<sup>4.20</sup> The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

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

## Local Policy Context

- 4.21 The St Albans Strategic Local Plan (Draft for Consultation – October 2014) sets out in Policy SLP12 (Gypsies, Travellers and Travelling Show People) the Council's commitment to establish a positive framework for how provision for Gypsies and Travellers will be made in the district. It goes on to state that this will help to prevent unauthorised sites, help to guide development to more sustainable parts of the district, provide enhanced quality of life benefits for the Gypsy and Traveller community and ensure that environmental concerns, impact on the Green Belt and community cohesion are proactively addressed.
- 4.22 In the absence of an up-to-date and robust assessment of accommodation need it commits to the preparation of a new local evidence base using the principles of the new Government guidance on Planning Policy for Traveller Sites, including consideration of existing locations, and that this will establish the local level of need for Traveller accommodation, in the context of local historic provision, provision by neighbouring authorities and inform future policy development.
- 4.23 Until its abolition under the Localism Act needs assessment work and land use planning targets were set through the regional planning system (East of England Plan) and associated joint, sub-regional, needs studies. Policies H3 and H4 of the East of England Plan set an overall Gypsy and Traveller pitch need of 52 additional pitches for St Albans between 2006 and 2021; a transit pitch need of 20 pitches for Hertfordshire as a whole; and a need of 20 additional plots for Travelling Showpeople in Hertfordshire as a whole.
- 4.24 The East of England Plan was formally revoked in January 2013 and these regional needs are no longer in place. This new GTANA will provide the Council with an evidence base to inform the preparation of the new St Albans Strategic Local Plan.

## 5. Gypsy, Traveller and Travelling Showpeople Sites and Population

### 2011 Census Data

- 5.1 Analysis of 2011 Census data relating to the Gypsy and Traveller population identified a total of 63 households and 165 individuals who identified themselves as Gypsies or Irish Travellers living in St Albans. It is likely that this is an under-estimate given the accepted lower than average levels of response to the Census from the members of the Gypsy and Traveller community.
- 5.2 Evidence to support this under-estimate can be found in an ONS Report that was published in January 2014 entitled *What does the 2011 Census tell us about the Characteristics of Gypsy or Irish Travellers in England and Wales?* This states that:

*In the 2011 Census for England and Wales, 58,000 people chose to identify themselves as Gypsy or Irish Traveller. Estimates for the UK from other sources vary between 82,000 to 300,000. Variations in the definitions used for this ethnic group has made comparisons between estimates difficult. For example, some previous estimates for Gypsy or Irish Travellers have included Roma or have been derived from counts of caravans rather than people's own self-identity. Historical difficulties in collecting robust data, for example the group's concerns about official data collections/fear of discrimination have inhibited a true picture of Gypsy or Irish Travellers in England and Wales being gathered.*

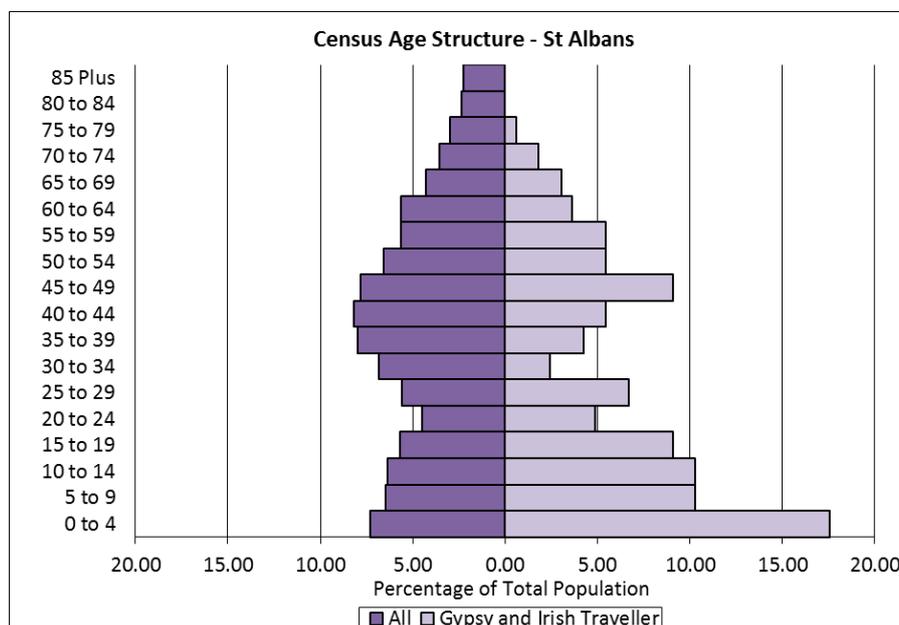
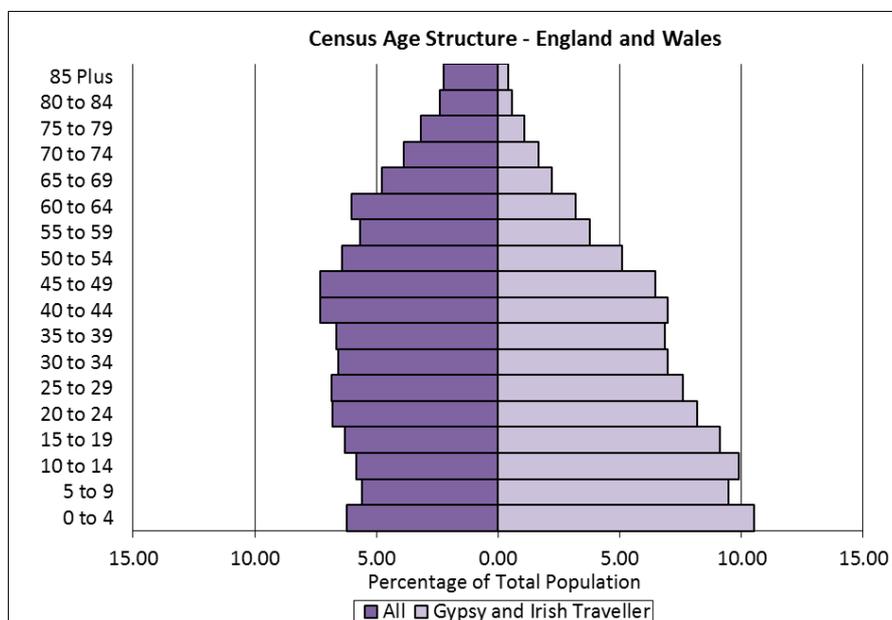
- 5.3 However despite the overall under-estimate of the overall population of Gypsies and Irish Travellers data from the 2011 Census does identify some significant demographic differences when compared to the population as a whole. These are important in terms of explaining the higher rate of new household formation that is set out in detail in the Technical Note on Household Formation and Growth Rates in **Appendix G**. In summary the Census shows:

- » Just under half of Gypsy or Irish Traveller households had dependent children (45%), compared to 29% for England and Wales as a whole.
- » The median age of Gypsies or Irish Travellers was 26 years compared to the national median of 39 years.
- » Just 6% of the Gypsy or Irish Traveller population were aged 65 years and over compared to a national figure of 16%.
- » Gypsies or Irish Travellers below 20 years of age accounted for 39% of the population compared to a national figure of 24%.
- » Gypsies or Irish Travellers below 10 years of age accounted for 20% of the population compared to a national figure of 12%.

- » Gypsies or Irish Travellers had the lowest proportion of people rating their health as good or very good at 70% compared to a national figure of 81%.

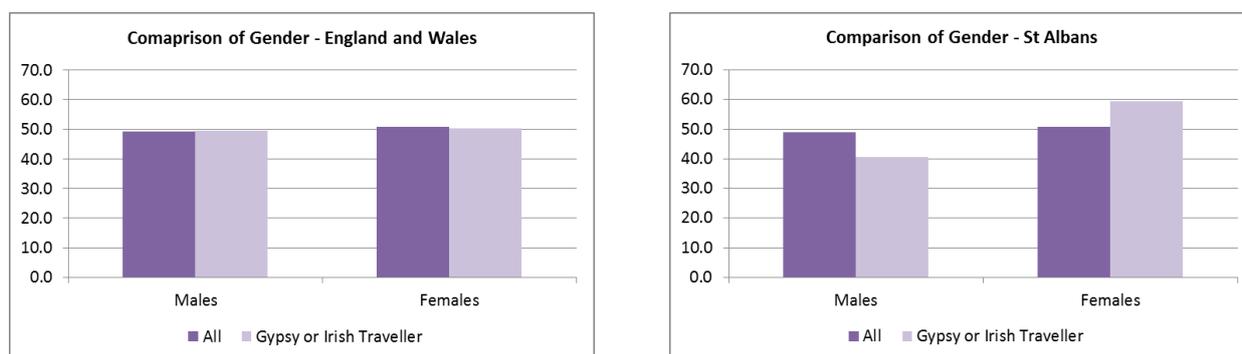
5.4 The charts below show the differences between the age structure for the whole population (All) and the Gypsy or Irish Traveller population in England and Wales, and in St Albans, and show significant differences, particularly when the data for St Albans is looked at. This shows that in St Albans there is a significantly higher proportion of Gypsy or Irish Traveller children and younger adults, and significantly lower proportions of those aged 55 and over. This is due to higher birth rates and lower life expectancy for the Gypsy and Traveller population. There is also a lower proportion of those aged 20-44 and this could be attributed to males being away travelling and not being included on the Census form.

**Figure 1**  
**Comparison of Census Age Structure**



5.5 The charts below show the differences between the breakdown of gender for the whole population and the Gypsy and Irish Traveller population in England and Wales and in St Albans and show significant differences between the proportion of males and females Gypsy or Irish Travellers in St Albans when compared to the population as a whole. Whilst the overall population for St Albans shows an equal split between males and females, the Gypsy or Irish Traveller population shows a higher proportion of females (59%) compared to males (41%).

**Figure 2**  
Comparison of Census Gender

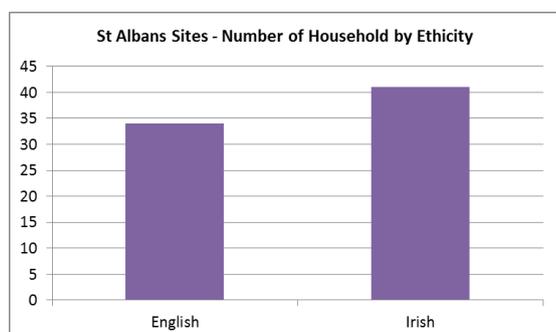


### Travelling Community Characteristics

5.6 The fieldwork element of the study sought to identify the gender, age and ethnicity of members of the Travelling Community living on sites in St Albans.

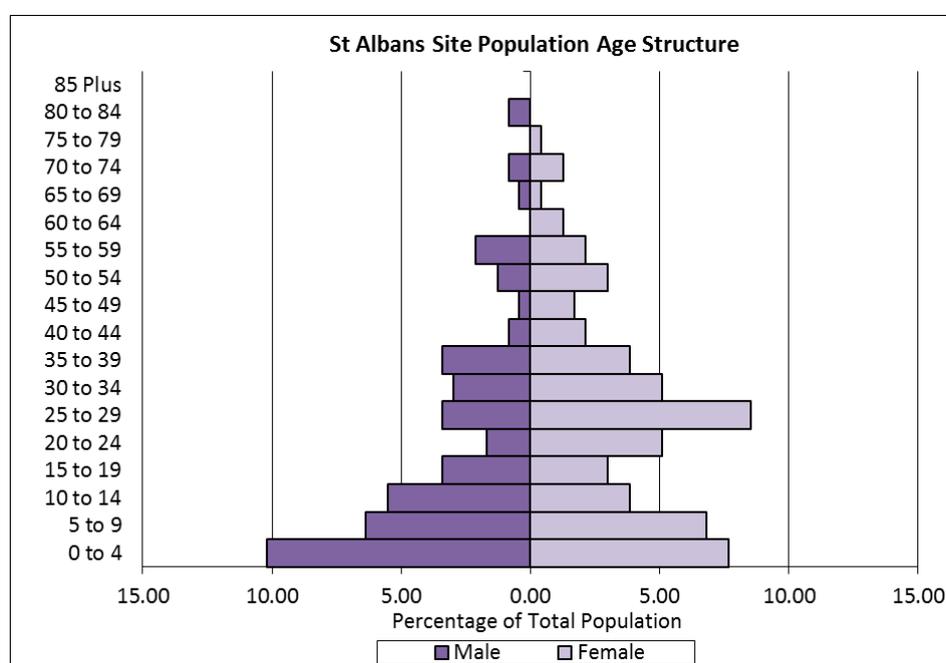
5.7 The chart below shows the breakdown of ethnicity of households and shows higher numbers of Irish Gypsy and Traveller households than English Gypsy and Traveller households living in St Albans. No Romany or other Gypsies and Travellers were identified during the site visits. Apart for a very small number of exceptions all of the sites in St Albans are occupied either wholly by English Travellers or by Irish Travellers.

**Figure 3**  
Ethnicity of Gypsy and Traveller Households in St Albans (from site visits)



- 5.8 The chart below shows the breakdown of the site population in St Albans by age and gender<sup>8</sup>. This shows that households that were surveyed showed a mixed range of ages across their members, though (as with over 100 other studies carried out by ORS across England and Wales) a significantly higher proportion of the population were younger and there were significantly more adult females than adult males. However, we would note that it is typical for Gypsy and Traveller studies to record relatively fewer males aged 18-60 years, many of whom travel on a more regular basis. There were also instances where it was apparent to interviewers that there were men present on sites but that they did not want to be recorded as being resident. As such the share of adults in the site population in St Albans is almost certainly higher than shown by the household survey. This has been taken into consideration when determining the rate for new household formation.

**Figure 4**  
Age and Gender of Gypsies and Travellers living on sites in St Albans (from site interviews)



## Sites and Yards in St Albans

- 5.9 The main consideration of this study is the provision of pitches and plots for Gypsies and Travellers and Travelling Showpeople in St Albans and the main focus of the study is to estimate how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required to 2031.
- 5.10 Work was undertaken through the analysis of planning records and discussions with the Council to identify the total number of pitches and plots to include in the study. This resulted in a small number of changes to the pitch and plot information that was being used in the Annual Monitoring Report and should be seen as a robust update of these figures. Overall in St Albans there are 3 public residential sites, 7 private residential sites with permanent planning permission, and 2 private residential sites with temporary planning permission. There is currently no public transit provision. 1 unauthorised site was identified during the study period which is classified by the Council as tolerated for planning purposes. These provide a total

<sup>8</sup> Please note these figures use a base of 235 residents for whom detailed age and gender information was collected

of **78 residential pitches** in St Albans as of September 2014. One Travelling Showpeople yard was identified which is tolerated for planning purposes and has 2 plots. Full details of the location and status of these sites and yards can be found in **Appendix B**.

**Table 3**  
**Sites in St Albans**

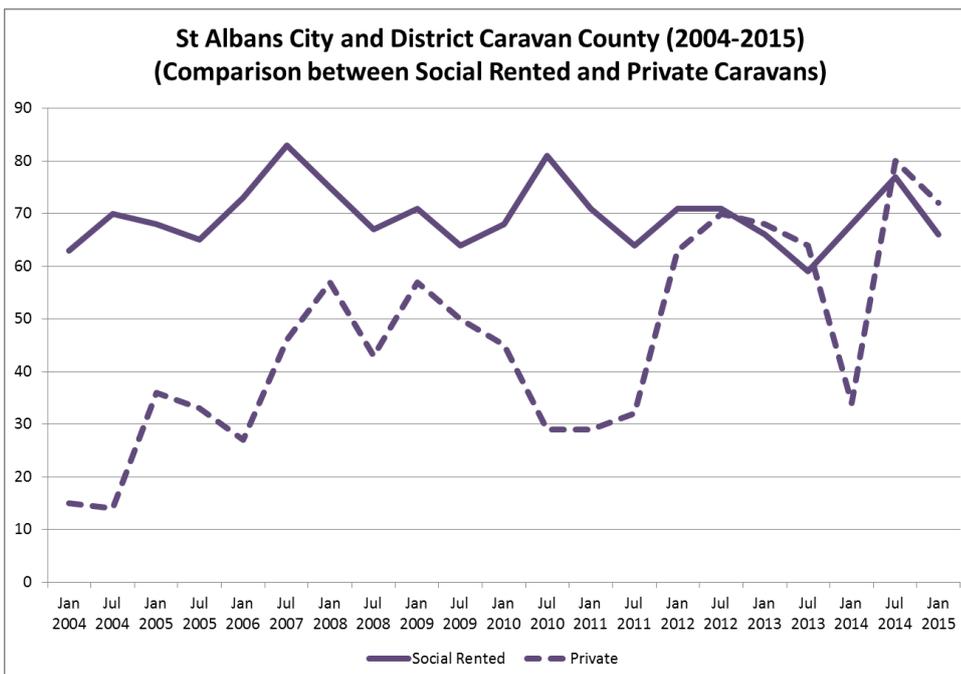
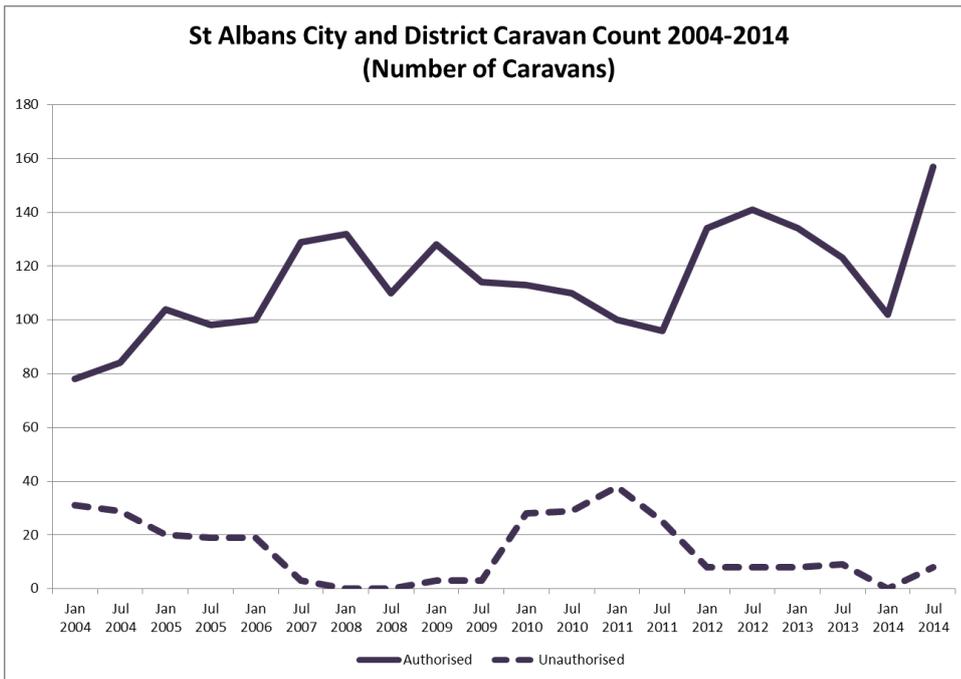
Category	Sites	Pitches
Private with permanent planning permission	7	29
Private sites with temporary planning permission	2	6
<b>Total Private Sites</b>	<b>9</b>	<b>35</b>
Public Sites (Hertfordshire Council or Registered Providers)	3	40
Unauthorised Site (tolerated)	1	3
<b>TOTAL (Excluding Travelling Showpeople yard)</b>	<b>13</b>	<b>78</b>

## Traveller Caravan Count

- 5.11 Another source of published information on the Gypsy and Traveller population derives from 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 physical count of the number of *caravans* on both authorised and unauthorised sites across England. This includes caravans lived in by both ethnic Gypsies and Travellers and non-Gypsies and Travellers.
- 5.12 As this count is of caravans *and not* households, it makes it very difficult to interpret and use for a study such as this because it does not count pitches, resident households or household demographics. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and therefore any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included. Nor does it seek to determine the ethnic status of the occupiers of caravans. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count directly 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.
- 5.13 Data from the Caravan Count does show some indicative trends that can be used to support the new household formation rate used in this study (see Chapter 8). Whilst the number of caravans on social sites remained fairly static between January 2005 and January 2015, there has been a gradual increase in the number of caravans on private sites. Overall this equates to an increase of 34 authorised caravans over the 10 year period, a 33% increase. The site interviews identified a total of 92 households living in a total of 143 caravans and chalets on sites in St Albans, an average of 1.5 units per household. This could suggest that the increase of 34 authorised caravans between 2005 and 2015 comprises 23 households. Taking a household formation base of 104 from January 2005 and the creation of 23 new households over a 10 year period requires a 2.00% household formation rate – which is the same rate that has been used for this study.
- 5.14 A more legitimate use of the Caravan Count data is to provide evidence to support, in conjunction with information from the stakeholder engagement, any recommendation for future need for transit provision.

5.15 A summary of the overall Caravan Count for St Albans for the past 10 years is shown in the chart below. This shows an overall increase in the number of authorised caravans that were included in the Caravan Count and an overall decrease in the number of unauthorised caravans. For the authorised caravans it also shows an overall difference between the counts undertaken during the summer months when households are more likely to be away travelling, and the counts undertaken during the winter months.

**Figure 5**  
Caravan Count for St Albans (Source: Biannual Caravan Count, DCLG)



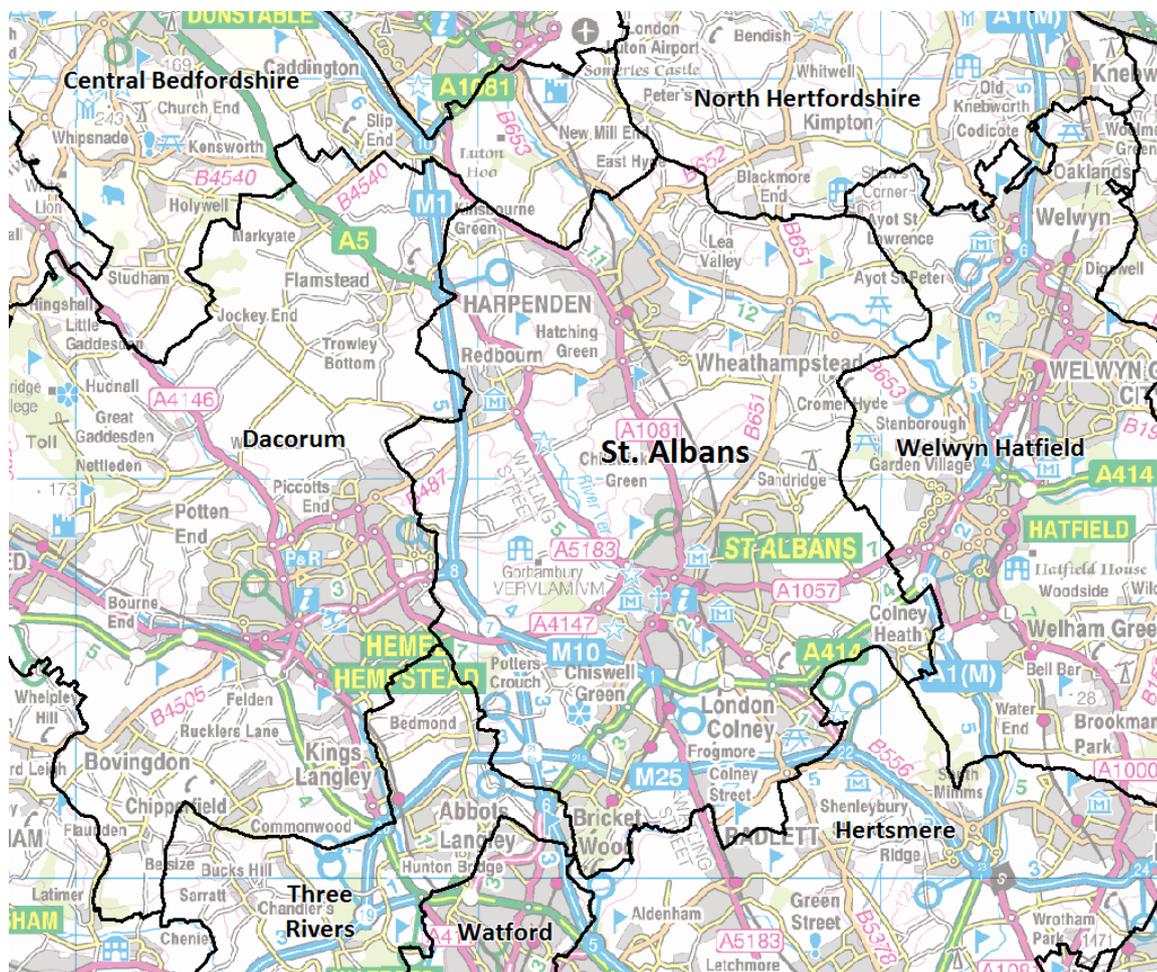
## 6. Stakeholder Engagement

### Introduction

- 6.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites and the methodology used in other GTAA studies that ORS have completed, a process of stakeholder engagement was completed. The purpose of this was to provide supporting evidence to the assessment of accommodation need from a range of key stakeholders using in-depth telephone interviews.
- 6.2 The Council identified contacts which included Registered Providers, Gypsy and Traveller and Travelling Showpeople representatives, support services, and relevant Council officers from Housing and Planning. Housing and Planning Departments in neighbouring authorities were also contacted.
- 6.3 The aim of interviewing neighbouring authorities was to identify any potential cross-border issues and migration between districts, what routes may be travelled, background information on the framework within which the authorities operate and any other views regarding Gypsy, Traveller and Travelling Showpeople communities within their own areas.
- 6.4 Wider stakeholders included the Hertfordshire County Council Gypsy Service, the Showmen's Guild of Great Britain and the following Registered Providers (RPs):
- » Hightown Praetorian and Churches Housing Association;
  - » Paradigm Housing.
- 6.5 Efforts were made to contact the Association of Independent Showmen (AIS) but it was not possible to complete an interview during the study period. In addition the Gypsy Council were contacted by email and by letter but refused to take part in an interview as part of the study.
- 6.6 ORS received written responses and undertook telephone interviews which included:
- » 4 Officers from St Albans City and District Council (Spatial Planning, Housing, Environmental Compliance and Planning Enforcement).
  - » 11 responses from neighbouring authorities.
  - » 4 other stakeholders.
- 6.7 The map overleaf shows the local authorities that were interviewed.

## Map 3

## St Albans and Neighbouring Authorities



- 6.8 In addition to wider information all interviewees were asked whether they could identify or knew any Gypsies, Travellers or Travelling Showpeople living in bricks and mortar accommodation and if so, could they give a letter from ORS to them asking if they would like to be involved in the study.
- 6.9 RPs, together with other organisations, were unable to provide much data through their monitoring systems on Gypsies and Travellers and Travelling Showpeople living in bricks and mortar. The reasons given for not being able to identify households were due to people not self-declaring their ethnicity during the housing application process or that it was not possible to identify this information from administrative records. This is something that the Council could improve in the future by working with RPs to ensure that everything is done to try and ensure that the correct ethnicity of Gypsies, Travellers and Travelling Showpeople is captured during the housing application process.
- 6.10 The remainder of this Section outlines the responses received during the stakeholder engagement. Due to issues around data protection and in order to protect the confidentiality of those who took part, this chapter does not include verbatim comments and it aims to represent a summary of the views and responses expressed by the stakeholders during the interviews.

- 6.11 The comments may, in some places, be representative of personal views and opinions and not necessarily the views of the organisation the interviewee works for. Some respondents also noted that at times their reply is based on a national or Hertfordshire-wide experience and not specifically to St Albans but note is made of this.

*This chapter is based on information provided during the interview process and may not have a direct correlation to the factual information passed to ORS from the local authority e.g. number, type of site and/or names of sites.*

## Status of Current Assessments

- 6.12 Officers from St Albans referred to a GTAA that was published in 2005 undertaken as part of a wider assessment in South and West Hertfordshire – the research was undertaken by the Centre for Urban and Regional Studies University of Birmingham (CURS). The 2005 study did not provide a need/requirement figure for individual LPAs in the study area, but a single figure across the whole study area. The study was reviewed by EERA in producing the regionally set needs for each LPA. With regard to the South West Herts GTAA, EERA's benchmarking exercise concluded that it had overestimated need and therefore applied a formula approach to calculate needs for each LPA within the South West Herts Study area.
- 6.13 In addition, until its abolition, needs assessment and provision targets were dealt with through the Regional Spatial Strategy (RSS) system (East of England) and associated joint, sub regional, needs studies. This set an overall Gypsy and Traveller pitch need of 52 additional pitches between 2006 and 2021 for St Albans. It also set a transit pitch need of 20 pitches for Hertfordshire, but did not provide a district level target. It also set a need of 20 Travelling Showpeople plots in Hertfordshire, but did not identify the need for plots in St Albans.
- 6.14 In September 2006 a site search study was completed by a consultant. The study suggested a number of locations for Traveller sites and indicated 9 potential locations which scored highly. However, since the RSS was abolished and more recent changes to the national planning system the Council has been unable to undertake further work until now.
- 6.15 Officers from neighbouring areas confirmed the following about the current status of their needs assessments:
- » **Central Bedfordshire Council** – The Updated GTANA undertaken by ORS in 2014 identified that Central Bedfordshire required a total of 136 additional pitches and 20 additional plots to meet the needs of the Gypsy and Traveller and Travelling Showpeople community to 2031. Since publishing the report the Council have been working hard to progress identification of sites in order to meet the identified need.
  - » **Dacorum Borough Council** – A GTANA was undertaken in Dacorum in 2012 and identified a need of 17 additional pitches over a 14 year period to 2026. The Council have just completed their Pre-submission consultation on site allocations Development Plan Document (DPD). There is a provision for 3 new sites as part of the Local Allocations - 2 proposed sites at Hemel for a 7 pitch site (West Hemel) and a 5 pitch site (Marchmont Farm), and a 5 pitch site is planned to the west of Tring. This means there are a total of 17 new pitches being provided as part of housing developments planned for the area in order to meet the identified need.

- » **Hertsmere Borough Council** – A GTANA for Hertsmere was undertaken by ORS in 2014. This estimated extra residential pitch provision that is required for Gypsies and Travellers in Hertsmere over the next 15 years is 28 additional pitches to address local needs.
- » **North Hertfordshire District Council** - An updated GTANA was undertaken by ORS in July 2014 and the estimated extra pitch provision that is required over the next 19 years is 7 pitches. However there is an assumption that 6 current pitches with a temporary permission become permanent permission and non-Travellers vacate pitches they currently occupy there is no identified need for any pitches in North Hertfordshire in the next 15 years.
- » **Three Rivers District Council** – A GTANA was undertaken in 2012 which identified a need for 8 pitches to the period 2026. A further consultation has taken place on the Gypsy, Traveller and Travelling Showpeople Local Development Document (LDD), which seeks to allocate sufficient land to accommodate the needs of these communities, and the Council will be looking to submit this for examination in Spring 2015.
- » **Watford Borough Council** – A GTANA was undertaken in 2005 for South and West Hertfordshire and included the following councils: Dacorum, Hertsmere, St Albans, Three Rivers and Watford council. The Council has identified in its Core Strategy an area for a future site and this is being progressed through the Local Plan Part 2; a second round of consultations is due out in December 2014. A new GTANA was commissioned in 2015.
- » **Welwyn Hatfield Borough Council** – A GTANA was carried out in 2011 and published in 2012. The research identified a need for 54 permanent pitches to 2026. The Council has undertaken a call for sites and there is a commitment in the emerging Core Strategy to make provision for sites in accordance with the latest assessment of need.

<sup>6.16</sup> The tables below gives a comparison of the assessed pitch needs for each local authority. As a rule of thumb local authorities with more existing pitches will need to provide a higher number of additional pitches – mainly through new household formation and greater opportunities for concealed households and higher waiting list figures. The high figure for St Albans is due to higher number of concealed households, households on the waiting list, net-migration, pitches with temporary planning permission, overall effect of new household formation, and lack of supply of public pitches.

**Table 4**  
**Comparison of Pitch Needs by Local Authority**

Local Authority	Date	Pitch Needs	Existing Authorised Pitches	% Current Pitches
Central Bedfordshire	2014	136	255	54%
<b>St Albans<sup>9</sup></b>	<b>2014</b>	<b>79</b>	<b>75</b>	<b>105%</b>
Welwyn Hatfield	2011	54	55	98%
Hertsmere	2014	29	59	47%
Dacorum	2012	17	36	47%
Three Rivers	2012	8	26	31%
North Hertfordshire	2014	7	12	58%

<sup>9</sup> This GTANA Study

Local Authority	Supply	Unauth. Pitches	Concealed HH's	B&M	Temp PP	Net Mign.	HH Form.	Rate	TOTAL
Central Beds	-13	2	20	3	10	0	114	2.00%	<b>136</b>
<b>St Albans</b>	<b>0</b>	<b>0</b>	<b>14</b>	<b>7</b>	<b>6</b>	<b>9</b>	<b>43</b>	<b>2.00%</b>	<b>79</b>
Welwyn Hatfield	0	0	0	13	0	0	41	3.00%	<b>54</b>
Hertsmere	-9	7	4	1	1	0	25	2.00%	<b>29</b>
Dacorum	-29	0	0	17	0	0	29	3.00%	<b>17</b>
Three Rivers	0	1	0	0	5	0	2	n/a	<b>8</b>
North Herts	-6	0	0	0	6	0	7	2.50%	<b>7</b>

6.17 With the exception of Welwyn Hatfield (which was completed in-house) all of the studies were completed by ORS so a direct comparison can be made of the outcomes and various components of need. This illustrates the differences in local circumstances that can exist between 7 neighbouring local authorities.

## Population and Accommodation Need

6.18 St Albans was considered by stakeholders to be an area that has fewer Gypsies, Travellers and Travelling Showpeople than some neighbouring local authorities. However the charts below show that whilst there were similar numbers of Gypsies and Irish Travellers recorded in the 2011 Census in St Albans, Dacorum, Welwyn Hatfield and Hertsmere, there are more authorised pitches for Gypsies and Travellers in St Albans than in these surrounding local authorities.

Figure 6

Comparison of Gypsy and Irish Traveller Usual Resident Population (persons) by Local Authority

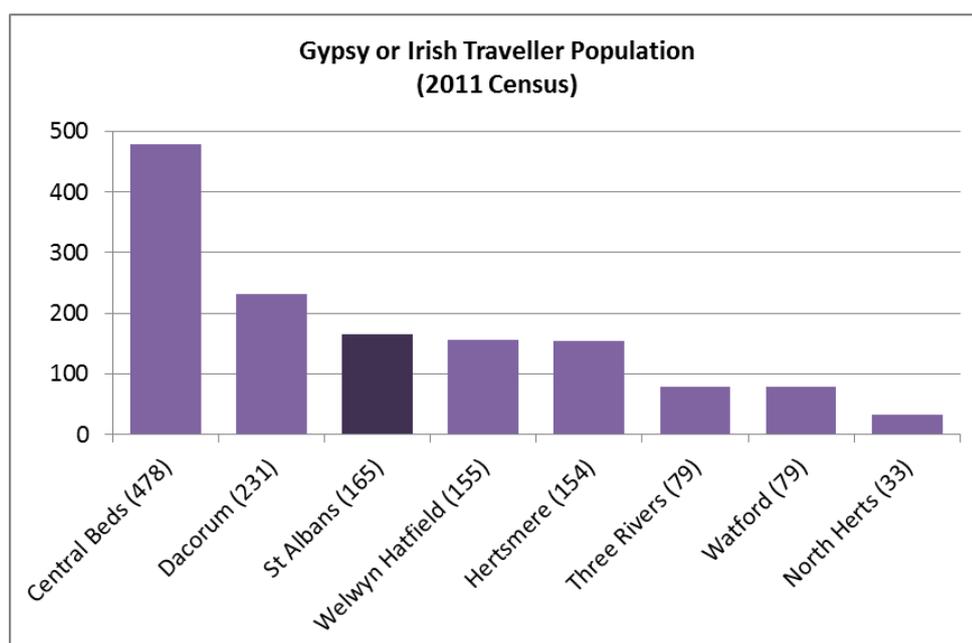


Table 5

Comparison of Authorised Pitches by Local Authority

Local Authority	Public	Private Permanent	Private Temporary	Total Pitches
Central Bedfordshire	47	198	10	255
<b>St Albans</b>	<b>40</b>	<b>29</b>	<b>6</b>	<b>75</b>
Hertsmere	31	27	1	59
Welwyn Hatfield	39	16	0	55
Dacorum	36	0	0	36
Three Rivers	0	21	5	26
North Hertfordshire	0	12	0	12
Watford	10	0	0	10

- 6.19 Gypsies, Travellers and Travelling Showpeople living in the area are reportedly local and less transient. When unauthorised roadside encampments occur they are likely to be those who are travelling through the area or occasionally they are visiting friends/relatives for a few days and/or for a specific occasion such as a wedding or funeral.
- 6.20 There are a small number of unauthorised roadside encampments annually in neighbouring authority areas but they are not considered to be a major problem by officers and as in the St Albans area, the number of incursions on land not owner by Travellers appears to have declined over recent years.
- 6.21 Interviewees were asked their opinion on the extent of the accommodation need within St Albans based on the following:
- » Current site provision.
  - » Bricks and mortar accommodation.
  - » Long term unauthorised/tolerated developments.
  - » Unauthorised encampments.

## Current Site Provision

### Public and Private Site Provision

- 6.22 The majority of those interviewed believe public sites are well maintained and there were no reported instances of issues regarding the sites not meeting the needs of residents. However, some were of the view that some of the pitches on the Ver Meadows site are being let to non-Gypsies and Traveller migrant workers who are employed by Gypsies or Travellers living on the site (although this was not confirmed during the site interviews).
- 6.23 The general consensus of those interviewed was that the public sites in neighbouring authority areas are, in the majority of cases, meeting the needs of residents. However, some concerns over the difficulties of managing the site at Three Cherry Trees Lane in Hemel Hempstead were raised and this was believed to be because of the size of the site (30 pitches and approximately 60 caravans).
- 6.24 Many of the sites in St Albans are privately owned and planning approval has tended to be given retrospectively. These private sites are perceived to meet the needs of residents, although there are some sites known to be overcrowded. Reasons for the sites becoming overcrowded were suggested as being

because of natural population growth and Gypsies, in particular, wishing to remain static to ensure their children are educated.

6.25 Stakeholders referred to the following authorised sites in neighbouring authority areas:

- » **Central Bedfordshire Council** – As at January 2014 there are 3 Council run and 32 privately run sites with permanent planning.
- » **Dacorum Borough Council** – All the Gypsy and Traveller sites in the area are publicly owned and managed by Hertfordshire County Council. There are 30 permanent pitches with a capacity of up to 60 caravans at Cherry Trees Lane, Hemel Hempstead site and 6 pitches at a smaller site in Long Marston with a capacity of 12 caravans.
- » **Hertsmere Borough Council** – The Council is in the process of completing the GTAA and information regarding sites in the area is currently being updated.
- » **North Hertfordshire District Council** – One private site (12 pitches) for one family that has been expanded to meet the needs identified in the Council's last GTAA.
- » **Three Rivers District Council** – There are no publicly provided sites in the area. There are a range of private sites, the largest being in Bedmond (20 pitches).
- » **Watford Borough Council** – One site at Tolpits Lane, Watford owned by the Council and managed by Hertfordshire CC (10 pitches).
- » **Welwyn Hatfield Borough Council** – Holwell, Cole Green (39 pitches) is a public site, managed and owned by Hertfordshire County Council's. There are two private sites: Barbarville has 11 pitches and is owned by a charitable trust called "the Barbara Cartland Onslow Romany Trust" and Four Oaks which has 5 pitches.

6.26 With regard to private sites the following common issues were highlighted:

- » Overcrowding.
- » Community Cohesion due to criminal activity.
- » Breaching planning conditions.
- » Location of sites e.g. being isolated.

## Travelling Showpeople

6.27 Stakeholders did not indicate there are any Travelling Showpeople yards in St Albans (although there is one small yard that is tolerated for planning purposes).

6.28 The following yards were identified in neighbouring authority areas: 1 near to Welham Green (Welwyn Hatfield), 2 Showpeople Yards in Dacorum (11 plots), Central Bedfordshire has three authorised yards, three long-term tolerated yards and one unauthorised yard (total of up to 46 plots) and Three Rivers has 2 Showpeople yards in Mill End with a combined capacity of 20 plots. In the Three Rivers 2013 GTAA it was determined that other long-term Showpeople yards existed in the District without planning permission; it was estimated that there are approximately 40 Showmen plots in use within the Three Rivers area.

## Unauthorised Developments/Temporary Permission

6.29 The following list of sites have temporary permission or are unauthorised developments in neighbouring authority areas:

- » **Central Bedfordshire Council** – 4 tolerated sites (3 of which are Travelling Showpeople yards) and 2 unauthorised developments (1 of which is a Travelling Showpeople yard).
- » **Dacorum Borough Council** – One of Travelling Showpeople plots has a temporary planning permission, while the other five plots at Hogpits Bottom, Flaunden have no formal permission, but where long-term occupation has seen their status become lawful.
- » **Hertsmere Borough Council** – site information currently being updated.
- » **North Hertfordshire District Council** – one site with temporary permission (6 pitches). There are no long term tolerated sites or sites with unauthorised developments in the area.
- » **Three Rivers District Council** – There are two private sites that are subject to temporary planning permission, there are no unauthorised developments in the area.
- » **Watford Borough Council** – There are no sites with temporary planning and there have been no instances of unauthorised developments in the last 5 years.
- » **Welwyn Hatfield Borough Council** – There is one temporary site which was allowed on appeal until 2016.

6.30 Officers interviewed from neighbouring areas did not report any particular issues regarding unauthorised developments or sites with temporary planning permission. One view given was that the sites could meet residents' needs but due to the location of sites, perhaps being located in the Green Belt that sites were not always located in appropriate locations for permanent planning consent.

## Roadside Encampments

6.31 Stakeholders reported that roadside encampments do not regularly occur in St Albans and there has been a decrease in recent years. However, Hertfordshire is believed to be an attractive area for Gypsies or Travellers to find work.

6.32 When encampments do occur it was thought they did so because:

- » They are visiting family.
- » They are attending a specific event such as wedding or funeral in the area.
- » They are travelling through and around the area to find work.
- » There are main road networks such as the A1.

6.33 Welwyn Hatfield confirmed they have one small family group who satellite around their area and who are looking to settle in the general Hertfordshire area; they are on the HCC waiting list for site accommodation.

- 6.34 There are not known to be any specific locations in St Albans favoured by Gypsies or Travellers according to those interviewed. When, on the odd occasions, there is an encampment the choice of location is more likely to be based on what land is accessible and what amenities are available.
- 6.35 In relation to neighbouring areas those who responded held the view that roadside encampments in their areas are not regular occurrences and had also declined over recent years.
- 6.36 Similar reasons as to why Gypsies or Travellers are transient were given as listed above.
- 6.37 Areas that were highlighted as being places where encampments have occurred or could be considered favourable places to stop included near to the A1/main roads, roads into London, Hemel Hempstead and areas near to existing Gypsy or Traveller sites because they are visiting relatives/friends and there is not enough space for visitors to stay on a site.
- 6.38 From the information that has been provided as part of the stakeholder engagement it appears that neither St Albans nor nearby local authority areas have large numbers of unauthorised encampments and there are no particular hotspots or issues to report.

## Transit Provision

- 6.39 Those interviewed did not highlight any transit sites in St Albans. There is known to be a transit site at South Mimms (Hertsmere) that Hertfordshire County Council manages. The County Council report that the transit site is in regular use, and it has been mentioned when undertaking other GTANAs in the Hertfordshire area that at times this transit site is overcrowded. No other issues or comments were made by respondents in relation to transit provision.

## Bricks and Mortar

- 6.40 There was awareness from stakeholders of Gypsies and Travellers who are living in bricks and mortar accommodation in St Albans but this was anecdotal. Mention was also made of bricks and mortar properties being bought next to existing sites in the area, but the reasons as to why such purchases are being made is unknown.
- 6.41 RPs confirmed they are only able to identify Gypsy, Traveller or Travelling Showpeople households if the Diversity section of a housing application form is completed. One RP confirmed that many applicants, regardless of ethnicity, do not complete this section of the form. Therefore RPs were unable to provide data because people are not self-declaring their ethnicity during the housing application process or that it was not possible to identify this information from administrative records.
- 6.42 However, one RP confirmed that it holds up to 80% of the ethnicity details of all its tenants, but only a very small % are from Gypsy, Traveller or Travelling Showpeople backgrounds (as far as can be determined).
- 6.43 RPs that also operate in other areas know there are villages where Gypsies and Travellers like to live in bricks and mortar accommodation such as Chalfont St Peter and Chalfont St Giles in Buckinghamshire.
- 6.44 RPs are under the impression that making a living for Gypsies or Travellers is becoming more difficult, this together with the continuing lack of sites (nationally) will mean that more Gypsies and Travellers will possibly seek to having their accommodation needs met through bricks and mortar housing unless more

pitches/sites are developed. This may have implications in the future for meeting affordable housing needs for Gypsy and Traveller families seeking to move to bricks and mortar accommodation.

- 6.45 Interviewees were of the view that bricks and mortar housing may not always meet the needs of Gypsies and Travellers although the reasons for this were not known. National research has evidenced that living in bricks and mortar sometimes result in Gypsies or Travellers feeling claustrophobic and depressed and/or feels socially isolated from other members of their communities.
- 6.46 It was reported that bricks and mortar accommodation is inappropriate for the majority of Travelling Showpeople because of their need to accommodate and move equipment. Some Travelling Showpeople do move into bricks and mortar housing when they retire from work, but most will continue to stay on yards with their families.
- 6.47 RPs did not report any specific management issues relating to Gypsies, Travellers or Travelling Showpeople. One RP did highlight that Gypsies or Travellers are less likely to engage and this is especially difficult in the first year of a tenancy when quarterly visits are set-up to help sustain a new tenancy.
- 6.48 Interviewees had mixed views as to whether these communities would wish to take part in the GTANA. Some highlighted that engaging with those living in bricks and mortar accommodation had proved difficult for their own GTANAs and some highlighted that this may be because:
- » They are happy living in bricks and mortar accommodation.
  - » They don't wish to be identified as a Gypsy or Traveller.
  - » They will only engage if they want to move back on to a site.
- 6.49 North Hertfordshire confirmed they may have seen a slight increase in those from the Gypsy or Traveller community applying to the housing register, but this was anecdotal.
- 6.50 Few actual contacts were made with Gypsies, Travellers or Travelling Showpeople living in bricks and mortar but 2 letters were forwarded to interviewees to pass on to anyone they may know. No individual responded. This would suggest that there are small number of Gypsies and Travellers in St Albans living in bricks and mortar who wish to move back to a site. How this study has dealt with bricks and mortar households as components of need is covered in Paragraphs 8.40 to 8.43.

## Trends, Favoured Locations and Stopping Points

- 6.51 When asked to consider trends in St Albans relating to Gypsies, Travellers and Travelling Showpeople interviewees were of the view there are few significant trends and the situation largely remains static.
- 6.52 One stakeholder gave the view that Travelling Showpeople wish to continue their traditional way of life of travelling from fair to fair, but these days they tend to work in town centres with one or two pieces of equipment and there is a recognition for children to attend school; this results in yards being used all year round, rather than just as winter quarters.
- 6.53 Some interviewees had a general perception that more private sites are being granted permission. Some interviewees acknowledged that RPs are not seeking to manage sites in the area and that there does not appear to be any subsidised/public provision in the pipeline across Hertfordshire. This will mean that for

those Gypsies, Travellers or Showpeople who cannot afford to buy their own site they will have to seek to rent a pitch where available, be transient resulting in encampments, or move into bricks and mortar accommodation.

## Future Accommodation Needs

- 6.54 Interviewees gave a mix of views as to whether there is a demand for further site provision in the St Albans area. The overall impression given by those interviewed is that there may be a need for additional pitches arising for those on existing private sites. There was less evidence to suggest that those interviewed believe there is a need for new public sites, temporary stopping places or transit provision, and this was based on the low number of unauthorised encampments in the area.
- 6.55 It was suggested that some of the existing private sites could be expanded to meet a small amount of natural population growth and that the majority of existing private site would be able to accommodate such expansion.
- 6.56 In terms of neighbouring authority areas those interviewed had the view that there is, in the main, adequate provision and that local authorities are meeting the needs of Gypsies, Travellers and Travelling Showpeople.
- 6.57 Central Bedfordshire and Dacorum believe there is a lack of existing sites to meet needs within their areas and Watford confirmed there may be a need for more sites in better locations within its area.
- 6.58 Some interviewees raised the point that there is a waiting list for pitches on the public sites managed by Hertfordshire County Council and therefore there is a countywide need for additional public sites. It was further suggested that this need should be met as a joint responsibility of all local authorities within the County.
- 6.59 Additional sites or the expansion of existing sites are all likely to have their own unique challenges including opposition from local residents. Although a need for sites can often be evidenced, meeting such need in terms of finding a suitable site that is an appropriate size, which will meet the necessary planning criteria, and is available and affordable, will often be the biggest challenge for local authorities especially where land is of a premium.
- 6.60 There was no mention of the need for additional yards for Travelling Showpeople although, as previously mentioned, Travelling Showpeople usually wish to expand existing yards if there is a need to rather than seek new yards.

## Site Ownership and Management

- 6.61 When asked about site ownership a mix of views was apparent, although the majority were unable to give a view on this point.
- 6.62 Those who did give an opinion stated that they believe the public sites are well managed. However, a minority of stakeholders were concerned that some of the public sites in Hertfordshire were too big and difficult to manage.

- 6.63 Some of those interviewed mentioned the issue of Hertfordshire County Council who currently manage public sites across Hertfordshire. It is known that the County Council do not wish to extend its portfolio and there is the possibility that the County could even allow its leases to expire.
- 6.64 Welwyn Hatfield confirmed they have been working with an RP to explore the viability of delivering subsidised sites and this could be explored across the County.
- 6.65 Some stakeholders commented that private sites appear to run well and this could also mean that Gypsies or Travellers are better able to manage their own sites and rent pitches to other Gypsies and/or Travellers. Mention was made, however, that private sites are not always run within the same policy or legal procedures as a public site would be and this could mean that unscrupulous practices could be used by owners/managers of sites and this could result in residents becoming vulnerable.
- 6.66 RPs and support agencies were asked whether they use policies specific to Gypsies, Travellers or Travelling Showpeople; the consensus was they use overarching policies and constitutional documents that include an Equality and Diversity Statement.
- 6.67 The majority of RPs explained they have not undertaken specific training in relation to Gypsies, Travellers and Travelling Showpeople although these communities are sometimes included within Equality and Diversity training. One RP is due to undertake some training in the near future.

## Cross Border Movement

- 6.68 Interviewees suggested that the following roads are the main travelling routes for Gypsies, Travellers or Travelling Showpeople in the area:
- |       |       |         |
|-------|-------|---------|
| » M1  | » A1  | » A41;  |
| » M25 | » A6; | » A505. |
- 6.69 Welwyn Hatfield and Three Rivers confirmed there has been no clear evidence to identify any travelling routes through their districts being used by Gypsies, Travellers or Travelling Showpeople.
- 6.70 There was limited evidence to suggest there is cross boundary movement between St Albans and neighbouring authority areas; it was highlighted however that boundaries are rarely recognised by Gypsies, Travellers or Travelling Showpeople. Mention was made of the following areas from which Gypsies, Travellers or Travelling Showpeople may be moving to and from St Albans:
- |               |                    |
|---------------|--------------------|
| » East Herts; | » Dacorum;         |
| » Luton;      | » Welwyn Hatfield. |
- 6.71 The general view of those interviewed is that Gypsies, Travellers or Travelling Showpeople in St Albans and in other neighbouring authority areas are locally based and seldom travel. The reasons given for this were:
- » Once on a site residents do not wish to travel for more than 2-3 weeks at a time because of concerns over losing their pitch.
  - » Wishing their children to attend school.
  - » The cost of diesel.

» Wishing for stability.

6.72 There was no evidence to suggest that Gypsies or Travellers are being shifted between local authority areas but are moving across borders of their own accord. The majority of those interviewed had the view that when, on the rare occasions encampments occur these are transient Gypsies, Travellers or Travelling Showpeople moving through the area on the routes identified above.

## Joint Working

6.73 Those interviewed were generally of the view that St Albans is meeting its Duty to Cooperate and that other neighbouring councils are too. Some neighbouring local authority areas believe they have less contact with local authorities in Hertfordshire because there are no sites close to their borders.

6.74 The general view of those interviewed was that there is little cross boundary working and it could be improved. There are existing forums where issues relating to Gypsies, Travellers (and to a lesser extent Travelling Showpeople) are discussed e.g. the Herts Planning Group.

6.75 Some officers responding from St Albans believe that communication between departments could be improved especially with regard to enforcement and sharing intelligence in order to have a better picture of who is moving in and out of the District.

6.76 Where cross boundary work is carried out it is more likely to be with immediate neighbours who have sites nearby. However, the general impression is that communication needs to be improved once St Albans has completed the GTANA and that such communication should be with all its neighbouring authorities.

6.77 The County Gypsy and Traveller Liaison Officer (GTLO) meets every three months with other GTLOs from Norfolk, Essex, Suffolk, Cambridgeshire and Thurrock.

6.78 It is interesting to note there are a number of groups mainly related to Planning but there appear to be no groups specifically relating to accommodation and support for Gypsies, Travellers or Travelling Showpeople. It would be advisable for the Council to ensure that a representative in Housing or Strategic Housing attends the GTLG if not already doing so in order to ensure that accommodation is included as an agenda item. This will help the Council to build up relationships and networks with those who support Gypsies and Travellers in particular and this may help them in future accommodation needs studies and ensure the needs of Gypsies and Travellers are included within the Council's future strategic housing priorities.

## Other Issues

6.79 A range of other issues were also discussed during the interviews including Community Cohesion, Health and Wellbeing, Education, Employment and Consultation Activities. The outcome of these discussions can be found in the **Appendix F** to this report.

6.80 An issue was raised about how the last GTANA did not result in any new sites and the importance of ensuring the findings of this study are shared with those Gypsies, Travellers and Travelling Showpeople who have been interviewed in particular. This would create a better level of understanding of what needs, if any, are evidenced and what the implications are for the future – this will help build up trust.

## Future Priorities, Conclusions and Areas for Consideration

- 6.81 The general view of those interviewed was that significant change is unlikely in relation to the numbers of newly arrived / migrating Gypsies, Travellers or Travelling Showpeople wanting to live or work and travel either in St Albans or surrounding areas. Most growth in accommodation needs was seen as arising from families already resident as children grew up and wanted to make their own home in the area.
- 6.82 It was suggested from the information provided by Stakeholders that the priority for the Council should be to establish the level of need for site provision, the type of sites and the location of sites for Gypsies, Travellers and Travelling Showpeople in the area and then ensure, using clear criteria, there are enough sites (or through the expansion of existing sites) in suitable locations which are accessible to services to meet any need identified.
- 6.83 There was no consensus of what types of sites should be provided but those interviewed generally agreed that there was likely to be a need for additional pitches and that many of these could be provided through the expansion or intensification of existing private sites, however there was some concern about how well these sites could be managed if they became too big. There appears to be little support or evidence to suggest there is a need for a transit site in the area.
- 6.84 Other suggestions put forward by interviewees as to what areas the Council should prioritise included:
- » Ensuring Gypsies and Travellers are encouraged to become integrated as part of the wider community.
  - » Working more collaboratively with neighbouring authorities on issues relating to Gypsies and Travellers.
  - » Ensuring there is enough support for Gypsies and Travellers in particular who live roadside, on public and private sites and in bricks and mortar housing.
- 6.85 The challenge for St Albans as it is with most local authorities is likely to be identifying new sites if need is evidenced and how they will be funded because of the cessation of the Homes & Communities Agency (HCA) funding programme and whether politicians will support a bid for funding.
- 6.86 The identification of new sites, if required, is likely to be difficult especially when sites will be in competition with the need to build bricks and mortar accommodation.
- 6.87 Some stakeholders raised the issue of the recent government consultation relating to Gypsies and Travellers especially around the definition of these communities as this could determine the future priorities in terms of how local authorities meet their provision; this will undoubtedly need to be discussed as a wider Hertfordshire County Council approach.
- 6.88 As a result of the interviews with stakeholders it is recommended that the Council explore a range of opportunities in relation to Gypsies, Travellers and Travelling Showpeople. The following ideas could help improve services and strengthen joint working:
- » Ensure the results of the GTAA are shared and discussed with Gypsies, Travellers and Travelling Showpeople in the area.

- » Improve the way and amount of consultation with Gypsies, Travellers and Travelling Showpeople in St Albans and the wider area.
- » Ensure management procedures and policies on private sites in the area are consistent and encourage private owners to adopt said policies, especially if sites are to be extended and pitches let out to other Gypsies and Travellers.
- » Local authorities in St Albans should put in place measures to enable elected Members and other stakeholders including Registered Providers to improve their understanding of the issues that affect Gypsies and Travellers and Travelling Showpeople by providing suitable training.
- » If new sites are required, when such sites are identified the Council should look to ensure that local facilities especially schools have enough capacity to meet the needs of new residents in the area.
- » If new accommodation is needed, consideration should be given to the role and capacity of existing private sites and potential for more effective use within existing boundaries and with minimal environmental impact, as this is seen by local communities as one of the best way to meet the future needs.
- » Additional and specific support should be provided to Gypsies and Travellers seeking and living in bricks and mortar accommodation, most likely to be affordable housing. This could help these tenants to sustain their tenancies.
- » Officers either from Strategic Housing or Housing should be encouraged to regularly attend GTLG meetings to ensure that the accommodation needs of Gypsies, Travellers and Travelling Showpeople are considered and given equal priority alongside enforcement and planning needs for these communities.
- » Some additional research would be recommended on sites in the area to see what the level of unemployment/NEETs<sup>10</sup> there is. From experience, ORS has found in other areas that Gypsies or Travellers may need to be assisted in finding out their options with regard to employment opportunities in order they are well informed and able to access employment advice services.

<sup>6.89</sup> Some priorities to discuss with neighbouring authorities could include:

- » Monitoring current sites to identify over or under occupation and monitor the level of private sites being applied for as this could indicate a need to update GTANAs for example.
- » Improving the understanding of officers and members on the needs in their area by undertaking or refreshing GTAAs and share and analyse findings in order to develop an overall picture of future need.
- » Updating policies jointly and ensure any sites identified will be assessed clearly and effectively to ensure that site delivery is achieved.

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<sup>10</sup> Definition: 15-24 years old not in Education, Employment or Training

- » Work jointly to understand and implement government policies in order that local authorities are interpreting guidance in the same way;
- » Develop a plan to ensure that policies, plans and strategies are consistent and that start/end dates of plan and strategy periods start dovetailing across Hertfordshire in order that work can be undertaken jointly in the future.
- » Local authorities in Hertfordshire (and perhaps neighbouring authorities) should form a working group to discuss recent GTANAs, call for sites and the Duty to Co-operate in terms of sharing resources to meet need.
- » Local authorities in Hertfordshire need to seek assurances from Hertfordshire CC regarding the future management of sites. Regardless of the outcome, those local authorities who currently have sites managed by Hertfordshire CC would be advised to prepare a backup and funding strategic plan.

<sup>6.90</sup> The Council may also wish to consider the following recommendations that ORS believe will also help to improve how the Council, neighbouring local authorities and other local stakeholders engage with and provide accommodation and services for Gypsies, Travellers and Travelling Showpeople:

- » Establish improved partnership working with neighbouring authorities, Hertfordshire County Council and Council Housing and Registered Provider housing departments so that future accommodation / service provision and management possibilities can be explored in the area;
- » Work with neighbouring local authorities and local Stakeholders to reassess Gypsy and Traveller accommodation need if the government implements a change in the definition of these communities.
- » The outcomes of this study should be communicated with those living on Gypsy and Traveller sites. Additionally ongoing liaison and engagement arrangements with the Gypsy and Traveller Community should be put in place to communicate the benefits of engaging in this process and to encourage future engagement.
- » Should the Council seek to meet some of the need that has been identified in this study through the expansion or intensification of existing private sites it will be important to consider and address potential site management issues for larger sites.

## 7. Survey of Travelling Communities

### Interviews with Gypsies, Travellers and Travelling Showpeople

- 7.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population in St Albans. This aimed to identify current households with housing needs and to assess likely future household formation from within existing households, to help judge the need for any future site provision.
- 7.2 The desk-based research and stakeholder interviews sought to identify all authorised and unauthorised sites in St Albans. This identified 3 public sites; 7 private sites with permanent planning permission; 2 private sites with temporary planning permission; and 1 unauthorised site which is tolerated for planning purposes. One small tolerated Travelling Showpeople Yard was also identified. The table below identifies the sites that were visited during the course of the fieldwork.

**Table 6**  
**Sites Visited in St Albans**

<b>Public Sites</b>
Barley Mow, Colney Heath
Park Street/Watling Street
Ver Meadows, Redbourn
<b>Private Sites</b>
73 Chiswell Green Lane, St Stephens
Ardens Rise, House Lane
Little Orchard, Colney Heath
The Meadows, Redbourn
The Paddocks, Colney Heath
Tullochside, Redbourn
Woodview Lodge, Bricket Wood
<b>Temporary Sites</b>
Nuckies Farm, Colney Heath
Ardens Rise, House Lane
<b>Unauthorised Sites – Tolerated</b>
Meadowside, Orchards Drive

- 7.3 Interviewers sought to undertake a full demographic study of all pitches and a summary of the findings from each site can be found in the table overleaf. In addition a short narrative about the additional findings from the wider views that were sought during the site interviews can be found on the following pages.

Overall either a successful interview was completed, or demographic information was collected for a total of 73 out of 78 pitches that were identified. This represents a success rate of 94%.

- 7.4 Prior to reporting on the data checks were made with the outcomes of the desk-based research and stakeholder interviews in order to corroborate the demographic and need information. For example discussions were held with Site Managers of public sites to confirm whether apparent concealed or doubled-up households were in fact permanent residents and not just visiting the sites. This for example resulted in a reduction in the number of concealed or doubled-up households that were included as a final component of need in the study.
- 7.5 In addition concerns have been raised in a number of GTAAs about household interviews over-estimating the number of children living on sites and yards that results in an over-inflation of future need as a result of new household formation. Whilst it was not possible to compare site demographics from the interviews with administrative records such as school rolls or GP records – both as a result of data protection restrictions, known non-attendance at school for older children, and families not wishing to self-identify as Gypsies and Travellers - due to the extremely high number of successful interviews that were completed it is considered that the demographics of site residents are robust.

## Summary of Site Demographics

- 7.6 The table also provides a summary of the resident demographics for sites in St Albans that were identified during the fieldwork. For those sites where it was possible to record demographics of residents there were a total of 136 adults and 140 children and teenagers<sup>11</sup>. This equates to **49% adults** and **51% children and teenagers**. The table also identifies some on the components that will form the base for the calculation of new household formation later in this report (permitted pitches, tolerated pitches and concealed households).

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<sup>11</sup> Note that this uses a base of 235 residents for whom detailed age and gender information was collected, together with an additional 41 residents for whom basic age information was collected. This gives an overall base of 276 residents.

**Table 7**  
**Site Characteristics and Demographics in St Albans**

Site	Total Permitted Pitches	Tolerated Pitches	Unauthorised Pitches	Interviews Completed	Adults	Children (Under 18)	Concealed Households
<b>Public Sites</b>							
Barley Mow, Colney Heath	15	0	0	15	25	22	4
Park Street/Watling Street	10	0	0	10	13	19	2
Ver Meadows, Redbourn	15	0	0	15	20	31	3
<b>Private Sites with Permanent Permission</b>							
73 Chiswell Green Lane, St Stephens	1	0	0	1	2	4	0
Ardens Rise, House Lane	1	0	0	1	2	3	0
Little Orchard, Colney Heath	1	0	0	1	3	0	0
The Meadows, Redbourn	1	0	0	0	-	-	-
The Paddocks, Colney Heath	7	0	0	7	24	21	0
Tullochside, Redbourn	10	0	0	10	21	20	3
Woodview Lodge, Bricket Wood	8	0	0	7	14	8	0
<b>Private Sites with Temporary Permission</b>							
Ardens Rise, House Lane	3	0	0	3	7	7	2
Nuckies Farm, Colney Heath	3	0	0	0	-	-	-
<b>Tolerated Sites</b>							
Meadowside, Orchards Drive	0	3	0	3	5	5	0
<b>Unauthorised Developments</b>							
None	-	-	-	-	-	-	-
<b>TOTAL</b>	<b>75</b>	<b>3</b>	<b>0</b>	<b>73</b>	<b>136</b>	<b>140</b>	<b>14</b>

## Additional Site Information - Public Sites

### Barley Mow

- <sup>7.7</sup> All of the residents are English Travellers. The majority of residents do not travel as they have children attending local schools. There are instances of over-crowding and doubling-up resulting in a total of 4 concealed households. It seems like an affable site with established extended families living alongside each other. However residents did make repeated complaints about the amount they spend on electric and gas, and problems with drainage.

### Park Street/Watling Street

- <sup>7.8</sup> The majority of residents are Irish Travellers apart for one pitch which is occupied by English Travellers. The residents on this site don't exhibit a nomadic lifestyle as they are mainly lone mothers who don't work and have children attending local schools. The residents would like to expand the site, the site does shows signs

of overcrowding with 2 concealed households identified, as well as large numbers of children. Residents raised issues about the lack of a play area for children and a lack of parking.

## **Ver Meadows**

- 7.9 The majority of residents are Irish Travellers apart for one pitch which is occupied by an English Traveller. The residents on this site do not exhibit a nomadic lifestyle as they are mainly lone mothers who don't work and have children attending local schools. Lots of additional relatives have moved on to the pitches in recent years leading to instances of over-crowding and a total of 3 concealed households were identified.

## **Additional Site Information - Private Sites with Permanent Planning Permission**

### **73 Chiswell Green Lane**

- 7.10 This site has been in family ownership for over 30 years. The site visit identified a total of 6 extended family households who travel during the summer months and return to the site for the winter months. The main family who live permanently on the site have personal circumstances which make it difficult for them to travel. The site is overcrowded during the winter months when the 6 families return, but the family own land adjacent to the site. Currently they are submitting an application for extra pitches on this land.

### **Arden's Rise**

- 7.11 Site interviews indicated the older members do not travel and reside permanently on the part of the site with permanent planning permission. Residents also confirmed an additional 3 families live on the site over the winter months. The residents can accommodate their own expansion on land that they own at the rear of the site should planning permission be granted.

### **Little Orchard**

- 7.12 This small site is occupied by an elderly couple who have resided there for over 40 years. They are cared for by a relative who lives across the road on the Barley Mow site.

### **The Meadows**

- 7.13 This site was visited by interviewers on 2 occasions but they were unable to make contact with residents to conduct an interview. However the site did appear to be implemented and has been assumed to be occupied by a single household for the purpose of this study.

### **The Paddocks**

- 7.14 The majority of residents are English Travellers and most are well established living on the site, are not looking to expand and don't travel. This is a well-kept site with no signs of social problems. All the families are settled in the area and use local services. They have established business's working in the area North of London.

## Tullochside

- 7.15 This is a private site occupied by English Travellers. Whilst interviewers were not allowed to question the 10 families that live on the site, detailed demographic information was provided by the site owner. This identified a total of 3 concealed households.

## Woodview Lodge

- 7.16 This site is occupied by 7 households with younger members of the families travelling for work during the summer months. The owners stated that they can accommodate their own future need through expansion on the 2 acres of land on the site which they would like to develop.

## Additional Site Information - Private Sites with Temporary Planning Permission

### Arden's Rise

- 7.17 In addition to the older members of the family do not travel and reside permanently on the part of the site with permanent planning permission, the site interviews indicated that the younger members of the family live on the area of the site with temporary planning permission and travel for work during the summer months. A total of 2 concealed households were identified.

### Nuckies Farm

- 7.18 This site was visited by interviewers on 2 occasions but they were unable to make contact with residents to conduct an interview. The site has temporary planning permission for 3 pitches which is due to expire in July 2015 and the interviewers were able to confirm that there were at least 3 accommodation units on site and it has been assumed that the site is occupied by 3 families for the purpose of this study.

## Additional Site Information - Unauthorised (Tolerated)

### Meadowside

- 7.19 This is a long established family site with 3 pitches. Residents only travel locally for work and also employ extra workers who live on the site. Although the site is tolerated for planning purposes the owner would like to gain permanent planning consent.

## Travelling Showpeople

### Noke Lane - Unauthorised (Tolerated)

- 7.20 This is a large site with ample storage in an area with some previous commercial usage on the outskirts of town and close to the M25. The family have lived there for 50 years. There are 4 chalets and 4 family units with 8 adults and 7 children aged between 8 and 17. They are Showmen who work London and the South of England and they also have other local business interests. There was no over-crowding identified.

## 8. Current and Future Pitch Provision

### Introduction

- 8.1 This section focuses on estimating likely need for extra pitch provision in St Albans City and District to 2031. 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 need for future provision, based upon the evidence contained within this study and also secondary data sources. This section covers not only the total extra provision arising from the existing Gypsy, Traveller and Travelling Showperson population in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

### Scenario and Sensitivity Testing

- 8.2 A number of scenarios were explored to provide a detailed understanding of the factors that could affect future accommodation needs and related provision issues. This included considering the effects of differing rates of net new household growth and the information available to support assumptions on this factor and then sensitivity testing the results on that basis. This process allowed for consideration of a potential range of accommodation needs estimates. A summary of the scenario and sensitivity testing approach developed for the study is set out in Table 14. The table shows the numerical consequences of applying different assumptions. The form of the scenarios and choice of assumptions is explained further in the following parts of this section of the report.
- 8.3 Following evaluation of the outcomes of the scenario and sensitivity testing ORS recommended a set of assumptions for completing the overall estimate of need for St Albans. The recommended set of assumptions has been selected taking into account health warnings and caveats related to each of them. The recommended scenario is referred to in the remainder of the report as the “Baseline Scenario”.

### Background to Consideration of Scenarios

- 8.4 Two types of scenarios are explored. One is based upon a full understanding of the relevant components of the existing Gypsy and Traveller population and the current expression of local accommodation needs. The other is based on forecasts that take account of the implications of potential changes to planning policy and guidance; particularly in respect of the definition of the base Gypsy and Traveller population to be used in the overall assessment of need. As a result four population scenarios and three policy scenarios<sup>12</sup> have been identified. These scenarios serve to illustrate a range of possible estimates of need.
- 8.5 The outcomes of the scenarios (summarised in Table 14) are explained in detail over the following pages. The following issues are discussed:
- » The possibility of adjusting the site population to take account of ‘missing males’ who were not identified in the site interviews.

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<sup>12</sup> Relating to different possible reductions in the number of Gypsy and Traveller households

- » The effect of including additional components of need from the waiting list for public sites using three options – only those living in St Albans; those living in St Albans and elsewhere in Hertfordshire; and all of those on the waiting list including those living outside of Hertfordshire.
- » The implications of a change to the definition for planning purposes for members of the Travelling Community who no longer travel.

8.6 The selected Baseline Scenario was used in development of a robust assessment of maximum overall need for the Plan period. The Baseline Scenario is set out in detail at Paragraphs 8.68-8.69 /Tables 25 and 26.

## Household Formation Rate Sensitivity Testing

8.7 Work undertaken in 2015 by ORS has identified that nationally Gypsy and Traveller households grow at a net compound rate of 1.50% per annum, based on 36% of the population being aged under 18. Coupled with the local site demographics the study recommends (see paragraphs 8.52 to 8.60) that a formation rate of **2.00%** (excluding a further % allowance for bricks and mortar households) should be used for this study, because the population of children and teenagers on sites in St Albans aged under 18 is high at 51%. However for the purposes of the sensitivity testing net household formation rate ranges of between 1.00% and 3.00% were considered to illustrate what could happen if there were a slow down or an increase in household formation in the Gypsy and Traveller community in St Albans.

8.8 There are health warnings associated with the upper and lower end ranges for new household formation. As set out above the national rate of 1.50% per annum is based on a population of children and teenagers aged under 18 of 36%. The comparable population aged under 18 in St Albans is 51% using the recorded site population and this is the reason why an overall rate of 2.00% has been recommended and used for this assessment of need. The approach to estimating household formation rates is explained in more detail in the Technical Note that can be found in **Appendix G**.

8.9 Formation rates lower than 1.50% per annum should be considered with caution given the recorded demographics of residents on sites in St Albans. Likewise formation rates higher than 2.50% should also be treated with caution as evidence suggests that this level of growth would be exceptional and would require clear justification and statistical support before being used.

## Scenario 1 – Adjusting recorded site population figure to include an estimate of ‘missing’ adult males

8.10 The purpose of this scenario was to adjust the demography that was recorded during the site interviews to include ‘missing/unrecorded males’ and to seek to understand the impact this may have on the rate used to estimate new household formation.

8.11 Whilst the site surveys showed a mixed range of ages across the site population, they also identified that a significantly higher proportion of the adult population were female. Whilst it should be noted that it is typical for Gypsy and Traveller studies to record relatively fewer adult males (many of whom travel on a more regular basis), there were also instances where it was apparent to interviewers that there were men present on sites but that they did not want to be recorded as being resident. As such the share of adults in the site population in St Albans is almost certainly higher than shown by the site surveys. This scenario

sought to identify whether the inclusion of these ‘missing males’ would have any significant impact on the rate used to estimate new household formation (i.e. the % of those aged under 18).

- 8.12 Using the demographics collected during the site visits an alternative adult male population base was calculated. This assumed that each single female household with children and teenagers has a ‘missing male’ resident who was not captured in the site survey. Adding in a ‘missing male’ for each of these households increases the total number of adult males by 22. This increases the proportion of males on sites in St Albans from 44% to 49%.
- 8.13 However the percentage of adults compared to the percentage of children and teenagers aged under 18 does not change as much with the percentage of adults increasing by just 4% from 49% to 53% and the percentage of children and teenagers aged under 18 reducing by 4% from 51% to 47%. This is still significantly higher than the proportion of 36% that was used to calculate the national rate of 1.50% and as such it is not enough of a reduction to readily suggest that the new household formation rate estimate appropriate for St Albans should be reduced from 2.00% (excluding an additional % allowance for bricks and mortar population).

**Table 8**  
**Comparison of Base and Adjusted Population Base**

<b>Baseline Site Population</b>	<b>No.</b>	<b>%</b>
Male	103	44
Female	132	56
<b>Total</b>	<b>235</b>	<b>100</b>

<b>Baseline Site Population</b>	<b>No.</b>	<b>%</b>
Adults	136	49
Children	140	51
<b>Total</b>	<b>276</b>	<b>100</b>

<b>Adjusted Site Population</b>	<b>No.</b>	<b>%</b>
Male	125	49
Female	132	51
<b>Total</b>	<b>257</b>	<b>100</b>

<b>Adjusted Site Population</b>	<b>No.</b>	<b>%</b>
Adults	158	53
Children	140	47
<b>Total</b>	<b>298</b>	<b>100</b>

## Scenario 2 – Only including waiting list need from St Albans

- 8.14 The second, third and fourth scenarios explored how the study could take account of households who are on the waiting list for a pitch on a public site in St Albans. The second scenario includes only those households who are on the Hertfordshire County Council waiting list who have stated that their first choice<sup>13</sup> for a public site is in St Albans and who currently live in St Albans. When double counting for those already recorded as concealed/doubled-up households living on public sites in St Albans are taken out this results in a total of 7 additional households on the waiting list.
- 8.15 When this scenario is sensitivity tested using different household growth rates the total additional need ranges from 56 additional pitches to 107 additional pitches.

<sup>13</sup> It is possible that some of these households could also be on a waiting list for a pitch in another local authority so further double counting cannot be completely eliminated

**Table 9**  
Sensitivity Testing of Scenario 2

Net Household Formation Rate	New Households	Additional Need	Total Need
1.00%	20	36	56
1.50%	31	36	67
<b>2.00%</b>	<b>43</b>	<b>36</b>	<b>79</b>
2.50%	56	36	92
3.00%	71	36	107

### Scenario 3 – Including additional waiting list need from Hertfordshire

- 8.16 This scenario also includes those households who are on the Hertfordshire County Council waiting list who have stated that their first choice<sup>10</sup> for a public site is in St Albans and who currently live elsewhere in Hertfordshire. When double counting for those already recorded as concealed/doubled-up households living on public sites in St Albans are taken out, this results in an additional 24 households from the waiting list as a component of current need and subsequently an additional 24 households to include in the base for new household formation, increasing it from 108 to 132.
- 8.17 When this scenario is sensitivity tested the total additional need ranges from 84 additional pitches to 146 additional pitches.

**Table 10**  
Sensitivity Testing of Scenario 3

Net Household Formation Rate	New Households	Additional Need	Total Need
1.00%	24	60	84
1.50%	38	60	98
<b>2.00%</b>	<b>53</b>	<b>60</b>	<b>113</b>
2.50%	69	60	129
3.00%	86	60	146

### Scenario 4 – Also including those on the waiting list from outside Hertfordshire

- 8.18 The fourth scenario also includes those households who are on the Hertfordshire Council waiting list who have stated that their first choice<sup>10</sup> for a public site is in St Albans and who currently live outside of Hertfordshire. When double counting for those already recorded as concealed/doubled-up households living on public sites in St Albans is taken out, this results in a further additional 29 households as a component of current need and subsequently an additional 29 households to include in the base for new household formation, increasing it from 132 to 161.
- 8.19 When this scenario is sensitivity tested the total additional need ranges from 119 additional pitches to 194 additional pitches.

**Table 11**  
Sensitivity Testing of Scenario 4

Net Household Formation Rate	New Households	Additional Need	Total Need
1.00%	30	89	119
1.50%	46	89	135
<b>2.00%</b>	<b>64</b>	<b>89</b>	<b>153</b>
2.50%	84	89	173
3.00%	105	89	194

## Scenario 5 – Policy changes to the definition of Gypsies and Travellers

- 8.20 The fifth scenario looks at the possible implications of a change to the definition of Gypsies and Travellers for planning purposes that was the subject of consultation by DCLG in 2014<sup>14</sup> – although new policy and guidance has not yet been published as of May 2015.
- 8.21 The approach suggested in the consultation is that a proportion of the Travelling Community who no longer demonstrate a travelling lifestyle could be excluded from the definition of a Gypsy or Traveller for the purpose of planning for accommodation and other needs. The rationale for this approach is that the Government is committed to delivering a planning system that applies equally and fairly to all and were seeking views on whether Travellers who have given up travelling permanently should be treated for planning purposes in the same way as the settled community.
- 8.22 Consideration of this potential change has been explored through the professional judgement of ORS, based on over 120 GTANA studies that they have been undertaken in England and Wales. This has resulted in definition of a series of illustrative factors, with implications that the Council may have to consider further in the future should new policy and guidance be published. These are set out below, in tabular format, using the following headings:
- » Factor
  - » Issues to consider
  - » Possible implications
  - » Assumptions
  - » Illustrative adjustments to accommodation need
- 8.23 Should any change in definition be introduced the Council will need to make a judgement on how these factors may need to be applied to the outcomes of this study. It should be noted that until the new policy and guidance are published these factors and the possible implications and assumptions are purely speculative. However should the changes of definition be introduced the practical implications are likely to be very difficult for local authorities to address.

<sup>14</sup> *Planning and travellers: proposed changes to planning policy and guidance* (DCLG - September 2014)

**Table 12**  
**Potential Implications of a Traveller Definition Change**

Factor	Issues to consider	Possible implications	Assumptions	Illustrative adjustments to accommodation need
Definition of those who travel.	<p>For what period each year will households be required to demonstrate that they travel?</p> <p>What will be the definition of travelling?</p> <p>How would a household where older males travel for work purposes and females and children in education remain on site be dealt with?</p>	<p>It has been suggested in the media and professional journals/websites that households will need to demonstrate that they travel for at least 2 months each year. It is unclear at present whether this will need to be a continuous period of 2 months or whether a combination of shorter periods of travelling would qualify.</p> <p>Will travelling need to include the whole family unit?</p> <p>Will travelling include only for the purpose of work? Visiting fairs and other organised events (cultural travelling)? Or will it also include moving off site to visit friends and family? Going on holiday? Moving to an unauthorised encampment?</p> <p>Will this movement have to</p>	<p>Assume that everyone can either demonstrate they do travel or don't travel – disregarding the period factor. This then leaves the question of how to define the current population as travelling or not travelling once new policy is published.</p> <p>Assume that household units are not split and where males travel throughout the year for work and females and children at school remain on sites, they are not defined as Travellers.</p> <p>Assume that travelling for work falls within the definition and therefore all households with a household member(s) who travel for work should be defined as Travellers.</p> <p>Assume that where the whole household travel</p>	<p>The base for new household formation is reduced to take into account those households who are no longer defined as Gypsies and Travellers for planning purposes.</p> <p>A proportion of concealed households from those households no longer defined as Travellers for planning purposes will no longer form a component of need.</p> <p>A proportion of those living in bricks and mortar wishing to move to sites will no longer form a component of need.</p> <p>A proportion of those living on unauthorised sites will no longer form a component of need.</p> <p>For illustrative purposes only scenarios have been looked at where 25%, 50% and 75% of existing households and</p>

		<p>be out of the usual local authority of residence?</p> <p>Consideration will need to be given to whether the definition of a household will be based on usual place of residence where some household members travel for work purposes, and whether there will be a situation where households will need to be split.</p>	<p>in a way that demonstrates a cultural Traveller lifestyle they are classified as Travellers.</p> <p>For illustrative purposes assumptions where 0-100% of households fall outside the definition, could be considered.</p> <p>Note that the site interviews in St Albans suggested that the majority of those living on public sites do not travel as a family unit although males do travel for work purposes, and very few, if any, pitches that were vacant due to households travelling.</p> <p>A question in relation to how frequently and for what length travellers travel was asked in the household survey, however details were not forthcoming.</p>	<p>households in current need are no longer defined as Gypsies and Travellers.</p> <p>The total additional need for each of these illustrative scenarios, based on reductions in the number of Gypsy and Traveller households, are set out in Tables 13 and 14.</p> <p>The rationale for these illustrative scenarios is that it is conceivable that a proportion of existing Gypsy and Traveller households may be excluded from the assessment of need, and also that lifestyle opportunities available to, and choices taken by, newly forming households will lead to them not falling within the "travelling" definition if it is changed – and the needs of these households' would then be part of an assessment of overall household need and this would potentially be met in conventional housing.</p>
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<p>Addressing the needs of those who may be forced to travel.</p>	<p>Accommodating the needs of households from other local authorities who will now need to travel.</p> <p>Local implications of those who travel.</p>	<p>Additional transit provision for those coming in from other local authorities.</p> <p>Over-crowding on existing sites and additional unauthorised encampments occupied by residents from other local authorities.</p> <p>Unauthorised encampments from local households moving off sites.</p> <p>Vacant pitches on public and private sites and whether these could be used to meet transit needs/pitch swapping between households.</p>	<p>Assume the need for new transit provision to meet the needs of those coming to St Albans to travel.</p> <p>Assume that given that the Government have recently (25<sup>th</sup> March 2015) announced new tougher measure to deal with encampments there will be fewer unauthorised encampments.</p> <p>Assume that a proportion of all public pitches only will be available as seasonal transit or pitch swaps.</p> <p>Assume that if households travel for cultural purposes then this is likely to result in an increase in movement out from St Albans with limited movement into St Albans.</p> <p>Assume that if a traveller is renting a public pitch and continues to pay rent for it or has moved off a private pitch to travel, it is not available as seasonal supply.</p>	<p>It is difficult to provide a figure for the number of additional transit pitches that may be required. However this is likely to be low in St Albans due to an expected net out-migration as a result of seasonal cultural travelling.</p> <p>Additional seasonal supply cannot be included as a component in the calculation of need but could be considered in relation to seasonal transit supply if properly managed and coordinated.</p>
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<p>Changes as a result of those who do not travel.</p>	<p>Reduced number of households classified as Gypsies, Travellers and Travelling Showpeople for planning purposes.</p> <p>Sites that no longer house Travellers due to a change in the definition.</p>	<p>Need to revise the base household population used in the calculation of new household formation rate for the GTAA.</p> <p>Potential change to the new household formation rate based on the overall demographic composition of those defined as Travellers.</p> <p>Potential enforcement issues if sites are conditioned to occupation only by Gypsies and Travellers, and consideration of those with a personal condition.</p>	<p>Assume a lower base population for household formation and a revised formation rate once it has been established how many households fall within the definition.</p> <p>Assume that the definition change will not affect current households and their planning conditions but will affect future forming households and permissions for new pitches.</p>	<p>See Tables 13 and 14.</p>
<p>Bricks and mortar households.</p>	<p>How to identify all households in bricks and mortar who are Gypsies and Travellers?</p>	<p>Work will need to continue to identify Gypsy and Traveller households living in bricks and mortar. Potentially an ongoing register of household status may be required to be maintained.</p>	<p>Assume that through the GTAA process work continues to identify households living in bricks and mortar and identification of Traveller status is determined through the interview process.</p> <p>Assume that all those on the waiting list who are living in bricks and mortar are no longer defined as</p>	<p>See Tables 13 and 14.</p>

			Travellers as in practice it is likely to be very difficult for a Traveller to move back onto a pitch as they would not be able to demonstrate an active traveller lifestyle.	
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- 8.24 The illustrative changes that could come about should a change of definition to Gypsies and Travellers for planning purposes be introduced – i.e. potential reductions in the overall Gypsy and Traveller household base for the purpose of assessing current and future need – have been applied to each of the 3 waiting list scenarios and sensitivity tested against a range of net new household formation rates. The table below gives a summary of potential impacts when applied to the Baseline Scenario assumptions.

**Table 13**

**Illustrative Impacts of Scenario 5 (applied to the recommended Baseline Scenario assumptions)**

Change in base number of Current Need and Gypsy and Traveller Households	Revised Overall Need	Difference
-25%	65	-14
-50%	51	-28
-75%	35	-44

## Summary of Scenario and Sensitivity Testing

- 8.25 Following an evaluation of all the scenarios and sensitivity testing the table overleaf provides a summary of the outcomes of the scenario and sensitivity testing. It sets out each scenario and the associated elements of need; the household base for the calculation of net new household formation; the number of new household formations based on applying different rates of formation; the total need based on the Baseline Scenario assumption of using a 2.00% formation rate (see Paragraph 8.59); and the range of total need based on the other formation rates.

**Table 14**  
**Summary of Scenario and Sensitivity Testing**

Scenario	Current Need	Future Need	Household Base	Net Household Formation Rate					Total Need	Need Range
				1.00%	1.50%	2.00%	2.50%	3.00%		
<b>Missing Males</b>										
Missing Males (No Change)	21	15	108	20	31	43	56	71	79	56 to 107
<b>SADC Waiting List Only</b>										
SADC Waiting List	21	15	108	20	31	43	56	71	79	56 to 107
SADC Waiting List -25% Current Need and Existing Pitches	16	15	85	16	24	34	44	55	65	47 to 86
SADC Waiting List -50% Current Need and Existing Pitches	11	15	62	11	18	25	32	40	51	37 to 66
SADC Waiting List -75% Current Need and Existing Pitches	5	15	38	7	11	15	20	25	35	27 to 45
<b>Herts Waiting List</b>										
Herts Waiting List	45	15	132	24	38	53	69	86	113	84 to 146
Herts Waiting List -25% Current Need and Existing Pitches	34	15	103	19	30	41	54	67	90	68 to 116
Herts Waiting List -50% Current Need and Existing Pitches	23	15	74	14	21	30	39	48	68	52 to 86
Herts Waiting List -75% Current Need and Existing Pitches	11	15	44	8	13	18	23	29	44	34 to 55
<b>All Waiting List</b>										
All Waiting List	74	15	161	30	46	64	84	105	153	119 to 194
All Waiting List -25% Current Need and Existing Pitches	56	15	125	23	36	50	65	82	121	94 to 153
All Waiting List -50% Current Need and Existing Pitches	37	15	88	16	25	35	46	57	87	68 to 109
All Waiting List -75% Current Need and Existing Pitches	19	15	52	10	15	21	27	34	55	44 to 68

## Recommended Assumptions (Baseline Scenario)

8.26 Following an evaluation of all the scenarios and sensitivity testing the recommended assumptions for the assessment of current and future need in St Albans are set out below together with the rationale for each assumption:

- » **No adjustment of the site population has been made to take account of ‘missing males’.**

Even when consideration of the ‘missing male population’ was taken into account it did not reduce the percentage of children and young people under the age of 18 significantly enough to allow for a lower household formation rate to be considered.

- » **Only those households on the waiting list currently living in St Albans are included.**

Due to the nature of a county-wide waiting list covering sites in a number of local authorities, and that individuals could express a wish for a pitch on any number of sites, it was felt that this assumption would avoid any double counting of need and only provide for those with strong links to St Albans.

- » **No adjustment has been made for a change in definition relating to those who do not travel.**

Assessment of the range of issues, implications and assumptions associated with a potential change of definition has identified that, as there are so many unknown factors at present, a robust adjustment is simply not possible. Therefore it is recommended that no adjustment is made for the purposes of setting the baseline scenario assumptions.

- » **A net new compound household formation rate of 2.00% per annum has been used.**

Detailed justification for application of a combined new household formation rate of 2.00% (excluding a % allowance for bricks and mortar households) can be found in Paragraphs 8.59 onwards.

- 8.27 Application of these recommended assumptions produces a “Baseline Scenario” for understanding future needs that is set out below.

## Current and Future Pitch Needs

- 8.28 The key factors in determining current and future accommodation need are set out in the sections below. Separate assessments have been completed for Gypsies and Travellers and for Travelling Showpeople.

## Supply of Pitches

- » Current vacant pitches.
- » New sites or site extensions which have already been granted permission, or are likely to gain planning permission in the foreseeable future, or sites which are likely to come back into use following refurbishment.
- » Pitches vacated by people moving to bricks and mortar.
- » Pitches vacated by people moving from the study area (out-migration).

## Current Need

- 8.29 Total current need, which is not necessarily the need for additional pitches because it may be able to be addressed by space available in the study area, is made up of the following:
- » Households on unauthorised developments for which planning permission is not expected.
  - » Households on unauthorised encampments for which planning permission is not expected.
  - » Concealed or doubled-up households.
  - » Households in bricks and mortar wishing to move to sites.
  - » Households on waiting lists for public sites.

- 8.30 It is important to address issues of double counting. For example potential in-migrants may already be included on a waiting list, or households on a waiting list may already be living as a concealed household on a site in the area.

## Future Need

- 8.31 Total future need is the sum of the following three components. Again it is important to address issues of double counting as, for example, potential in-migrants may already be on a waiting list:
- » Households living on sites with temporary planning permissions.
  - » New household formation.
  - » In-migration.

## Supply of Pitches

- 8.32 Planning records indicate that there are 40 authorised public pitches; 29 permanent private pitches; and 6 pitches with temporary planning permission in St Albans. In addition there are 3 pitches on an unauthorised site which are tolerated for planning purposes.

**Table 15**  
**Sites and Pitches in St Albans**

Category	Sites	Pitches
Private with permanent planning permission	7	29
Private sites with temporary planning permission	2	6
<b>Total Private Sites</b>	<b>9</b>	<b>35</b>
Public Sites (County Council)	3	40
Unauthorised Site (tolerated)	1	3
<b>TOTAL (Excluding Travelling Showpeople yard)</b>	<b>13</b>	<b>78</b>

- 8.33 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways of finding this are through:
- » Current empty pitches.
  - » New sites or site extensions which have already been granted permission, or are likely to gain planning permission in the foreseeable future, or sites which are likely to come back into use following refurbishment.
  - » Pitches vacated by people moving to bricks and mortar.
  - » Pitches vacated by people moving from the study area (out-migration).

- 8.34 At the time of the study there were no vacant pitches on public or private sites in St Albans, and no sites with planning permission that have not yet been implemented.

**Table 16**  
**Supply of Pitches in St Albans**

Site	Pitches
No vacant pitches	0
<b>TOTAL</b>	<b>0</b>

- 8.35 There were also no households identified on the public or private sites who said that they want to move to bricks and mortar accommodation and no evidence of pitches likely to be vacated by people moving from the study area.

## Additional Pitch Provision: Current Need

- 8.36 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:
- » Households on unauthorised developments for which planning permission is not expected.

- » Households on unauthorised encampments for which planning permission is not expected.
- » Concealed or doubled-up households.
- » Households in bricks and mortar wishing to move to sites.
- » Households on waiting lists for public sites.

## Current Unauthorised Developments

8.37 Whilst the study has identified 3 pitches on an unauthorised site in St Albans, these are all classified by the Council as tolerated (from a planning perspective) so do not therefore make up a component of current need. As such there are **no pitches on unauthorised developments** that make up a component of current need.

**Table 17**  
**Pitches on Unauthorised Developments in St Albans**

Site	Pitches
None	0
<b>TOTAL</b>	<b>0</b>

8.38 Many Gypsy and Traveller Accommodation Assessments count all caravans on unauthorised sites as requiring a pitch in the area when in practice many are simply visiting or passing through, and some may be on sites that are tolerated for planning purposes. In order to remedy this the approach taken in this study is to treat need as either only those households on unauthorised sites already in the planning system (i.e. sites/pitches for which a planning application has been made), those otherwise known to the Local Authorities as being resident in the area, or those identified through the household survey as requiring pitches.

## Concealed or Doubled-Up Households

8.39 The household survey and desk-based research also sought to identify concealed or doubled-up households on authorised sites that require a pitch immediately. A concealed household is one living in a multi-family household in addition to the primary family, such as a young couple living with parents, who need their own separate family accommodation, but are unable to obtain it because of a lack of space on public or private sites, or a single family member or individual living within an existing family unit in need of separate accommodation. Site interviews, analysis of the waiting lists for public sites, and discussions with officers at Hertfordshire County Council who manage public sites in the District confirmed **a total of 14 concealed or doubled-up households** on sites in St Albans. These were at the Barley Mow, Park Street/Watling Street and Ver Meadows public sites, at the Tullochside private site, and at the Ardens Rise temporary site. All of the concealed households on the public sites are on the waiting list for a permanent pitch and 1 concealed household on one of the private sites is on the waiting list for a permanent pitch.

**Table 18****Concealed Households in St Albans**

Site	Pitches
Barley Mow	4
Ver Meadows	3
Watling Street	2
Tullochside	3
Ardens Rise	2
<b>TOTAL</b>	<b>14</b>

## Bricks and Mortar

- 8.40 Identifying households in bricks and mortar (conventional housing) has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of 63 Gypsy and Traveller households in St Albans but is not able to identify the type of accommodation that these households live in. Therefore this figure is likely to include those living in bricks and mortar accommodation as well as those living on public and private sites in St Albans.
- 8.41 As noted earlier, the study went to all available lengths to identify Gypsies and Travellers living in bricks and mortar and sought to obtain information from stakeholders, Council officers and on-site interviewees to identify Gypsy and Traveller households to interview. This process resulted in a total of 2 potential contacts to interview. Letters were forwarded to these households but no individual responded.
- 8.42 In addition a total of 4 households living in bricks and mortar in St Albans were identified on the waiting list for a public site. These have been included as a component of need arising from the waiting list. As such a need for **no additional pitches** is recommended in the first 5 years of the plan period from households living in bricks and mortar.

**Table 19****Net Movement from Bricks and Mortar in St Albans**

Need	Pitches
Net movement from bricks and mortar	0
<b>TOTAL</b>	<b>0</b>

- 8.43 It should be noted that in a number of recent GTAA studies that ORS have undertaken, representatives from the Travelling Community have reported high numbers of known households in bricks and mortar and they have encouraged them to come forward to take part in the studies. The actual number who eventually took part in the studies ranged from zero to six households per area, and only a very small proportion of these wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in conventional housing, most appear to be content to remain there and when provided with the opportunity by national representatives to register an interest in returning to sites, few choose to do so. It is also important to consider the status of Gypsies and Travellers living in bricks and mortar should a change in the definition of those who travel be introduced by the government.

## Waiting Lists for Public Sites

- 8.44 Hertfordshire County Council currently manages the waiting list for the 3 public sites that are located in St Albans. Following the outcomes of the Scenario Testing the recommended criteria for considering households on the waiting list was that only those living in St Albans who had stated that their first choice for a site was in St Albans would be included.
- 8.45 Information obtained from the Hertfordshire Gypsy and Traveller Section in March 2015 indicated that there were 16 genuine Gypsy and Traveller households on the waiting list who had expressed a first preference for a pitch on one of the 3 sites in St Albans and who lived in St Albans.
- 8.46 In order to eliminate double-counting the outcomes of the site interviews were carefully compared to the households on the waiting list. This identified that 8 households on the waiting list were already doubled-up on one of the public sites in St Albans and 1 of the households was doubled-up on a private site. These 9 households have already been counted as concealed/doubled-up households so are not included as a component of need from the waiting list. This gives a total of **7 additional households** that will need to be considered as a component of need.
- 8.47 When a vacant pitch becomes available on a public site a broad allocation process similar to that used to allocate conventional housing is used by the County Council. This assigns a score to households using a range of criteria including length of time of the waiting list, current accommodation circumstances and number of dependent children. This score is used to prioritise who is offered a vacant pitch but it is only assigned when a vacant pitch becomes available. Due to the nature of Gypsy and Traveller sites households may decline the offer of a vacant pitch so the pitch may not be taken by the household with the greatest levels of assessed need. Discussions with the Hertfordshire Gypsy and Traveller Section indicated that it was highly likely that all 7 households who are not currently doubled-up on existing sites would qualify for a vacant pitch based on the allocation process, but do not necessarily have an immediate need for a pitch.
- 8.48 In addition it is important to note that under the Council's statutory duties to address the needs of homeless households there are circumstances where homeless Gypsy and Traveller households are placed in conventional housing where there are no vacant pitches available.

**Table 20**

**Need from Households on the waiting list in St Albans**

Need	Households
Living on a public site in St Albans	0 <sup>15</sup>
Living on a private site in St Albans	3 <sup>16</sup>
Living in bricks and mortar in St Albans	4
<b>TOTAL</b>	<b>7</b>

## Additional Pitch Provision: Future Need

- 8.49 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. There are three key components of future need. Total future need is the sum of the following:

<sup>15</sup> 8 additional households included as concealed households

<sup>16</sup> 1 additional household included as a concealed household

- » Households living on sites with temporary planning permission.
- » Net-migration (movement to and from sites and yards)
- » New household formation expected during the study period.

## Household Living on Sites with Temporary Planning Permissions

- 8.50 There are currently 6 pitches on 2 sites in St Albans that have temporary planning permission. This will be counted as additional need when calculating future pitch needs as it has been assumed that these households will seek to remain in St Albans when their temporary permissions expire.

**Table 21**

**Pitches on sites with temporary planning permission in St Albans**

Site	Pitches
Nuckies Farm	3
Ardens Rise	3
<b>TOTAL</b>	<b>6</b>

## Net-Migration (Movement to and from Sites and Yards)

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

Corporation) in the majority of cases show additional need – and work is being progressed to meet these needs.

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

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

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

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

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

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

- 8.58 If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. There is potential for the supply of some pitches arising from out-migration. This includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers. However this source of supply needs careful assessment as some vacated sites may not remain available because they may be lost to development or arise when households move away from private sites with personal planning consents, so that the sites revert to their previous status.

- 8.59 No specific instances of in-migration or out-migration were identified based on the examples set out above. Indeed, as 80% of St Albans is Green Belt (all the non-urban parts of the District) and thus assumed not suitable for the provision of new sites, then any pressures from both within and outside of St Albans resulting from Green Belt displacement will fall beyond the Green Belt.

- 8.60 The likely net effects of inward and outward movements to and from sites and yards have also been considered in the light of specific local circumstances in St Albans and on the basis of evidence collected during the stakeholder interviews and fieldwork.
- 8.61 Following a review of the sites in St Albans and the completion of the site fieldwork two sources of in-migration were identified. The first is related to the private site at Chiswell Green Lane which currently only has permanent planning permission for 1 pitch. The fieldwork identified a total of 6 extended family households who see the site as their usual place of residence during winter months and travel during the summer months. The owner has sought planning permission to accommodate these seasonal pitches but the latest application was refused in January 2015. The second is related to the private site at Ardens Rise which currently only has permanent planning permission for 1 pitch and temporary permission for a further 3 pitches. The fieldwork identified a further 3 extended family households who see the site as their usual place of residence during winter months and travel during the summer months. Therefore this study will use a total of **9 additional households due to in-migration**.
- 8.62 Other than the two instances that have been identified this study has assumed that **there is no further in-migration to St Albans** that should be addressed. Given the circumstances noted above, rather than trying to generally forecast the volume of in-migrant households that may seek to live in the District and then consider planning for provision on that basis, it is recommended that any new private site proposals or pressures arising from in migration are assessed on a case by case basis under existing planning policies. The Council should follow its existing general planning policies and emerging specific criteria-based Traveller planning policies for any new proposals from this source.

**Table 22**  
**In-Migration to St Albans**

	Pitches
Chiswell Green Lane	6
Ardens Rise	3
<b>TOTAL</b>	<b>9</b>

## New Household Formation Expected During the Study Period

- 8.63 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 nationally of household numbers growing at this rate. The result has been to inflate both national and local need 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 G**.
- 8.64 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 DCLG Caravan Counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis. Given that there no demographic data from the Census data on the Gypsy and Traveller population living on sites, this has been done through bespoke demographic analysis and experience.
- 8.65 The Technical Note shows that 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 four times greater than in

- the settled community nationally<sup>17</sup>. 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.
- 8.66 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.
- 8.67 However, some local authorities might allow for a household growth rate of up to 2.50% per annum to provide a 'safety margin' and based on evidence of a relative youthfulness of their area populations. In areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.50% per annum should be used.
- 8.68 This assessment has identified a net local household growth rate per annum calculated on the basis of evidence from the site surveys, and the household population to which it is applied includes all current households on authorised sites, all households identified as in current need (including concealed households 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. Therefore the household growth rate used for the assessment of future needs has been informed by local evidence.
- 8.69 The Technical Note on Household Formation supports a national net growth rate for the Gypsy and Traveller population of 1.50% using a population base from the 2011 Census where nationally approximately 36% of the Gypsy and Traveller population were aged under 18. The household survey for Gypsies and Travellers in St Albans indicates that approximately 51% of the on-site population are children and teenagers aged under 18. While potentially the lower formation rate of 1.50% could have been used, ORS consider that it is appropriate to allow for future projected household growth for the Gypsy and Traveller population in St Albans to occur at an annual net growth rate of **2.00%**. This rate has been used in the baseline scenario projections. This is because it provides a generous allowance for household growth and thus indicates the maximum level of accommodation need that is likely to arise. Planning for this level of need would allow all conceivable local needs to be met.
- 8.70 In addition to the 2.00% rate for net new household formation it is recommended that the Council also consider adding an additional further allowance of **0.50%** to allow for new pitches for households in bricks and mortar who may not have been identified in this study. This is an issue that is regularly challenged at Local Plan Examinations and Planning Appeals due to difficulties engaging with households living in bricks and mortar.
- 8.71 Based on a net new household formation rate of 2.00% it is estimated that a total of **43 additional pitches** will be required during the study period as a result of new household formation, assuming that each forming household will require a pitch of its own. This has used a base figure of **108 pitches**. This is set out in Table 23 below and is made up of all current pitches on public and private sites with permanent or temporary planning permission; all pitches on unauthorised sites; concealed households; households on the waiting list for a public site; and in-migration. As with the sensitivity test of the scenarios that were explored as part of this study it should be noted that the baseline is an overall estimate of current need and that should this reduce then the impact of future household formation will also be reduced.

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<sup>17</sup> 2012-based Subnational Population Projections for England (ONS – 2014)

**Table 23****Base for New Household Formation**

Category	Pitches
Authorised pitches (public, private and temporary)	75
Unauthorised pitches (including those that are tolerated)	3
Concealed households	14
Waiting list	7
In-migration	9
<b>TOTAL</b>	<b>108</b>

**Table 24****New Household Formation in St Albans**

Category	Pitches
Base for new household formation	108
Net compound formation @2.00% per annum over 17 years	43
<b>TOTAL</b>	<b>43</b>

## Overall Needs for St Albans

- 8.72 The recommended, baseline, scenario gives an estimated gross extra need for the plan period to 2031 of **79 additional pitches**. This would be sufficient to address the needs of all identifiable Gypsy and Traveller households to 2031. This includes households on sites with temporary planning permission, concealed households, households on the waiting list, an allowance for households in bricks and mortar housing, net migration and growth in household numbers due to new household formation.

**Table 25**

**Estimated need for Extra Pitches in St Albans from 2014-2031 (Baseline Scenario)**

Reason for Need/Vacancy	Gross Need	Supply	Net Need
<b>Supply of Pitches</b>			
Additional supply from empty public pitches	-	0	-
Additional supply from unimplemented sites	-	0	-
Additional supply new sites	-	0	-
<b>Total Supply</b>	-	<b>0</b>	-
<b>Current Need</b>			
Pitches on unauthorised developments	0	-	-
Pitches on unauthorised encampments	0	-	-
Concealed households	14	-	-
Net movement from bricks and mortar	0	-	-
Waiting list	7	-	-
<b>Total Current Need</b>	<b>21</b>	-	-
<b>Future Needs</b>			
Pitches with temporary planning permission	6	-	-
Net migration	9	-	-
New household formation (2.00%)	43	-	-
<b>Total Future Needs</b>	<b>58</b>	-	-
<b>Total</b>	<b>79</b>	<b>0</b>	<b>79</b>

## Split to 2029 in 5 year Time Periods

- 8.73 In terms of providing results by 5 year time periods, ORS has assumed that all current need is addressed in the first 5 years. In addition new household formation is apportioned over time based on a net new household formation rate of 2.00%. The figure for 2014-19 is made up of 14 from concealed households, 7 from the waiting list, 6 from temporary planning permissions and 9 from net migration, together with 11 new household formations. The remainder of the household formation is apportioned based on a net new household formation rate of 2.00%.

**Table 26**

**Extra pitch need in St Albans allocated to 5 Year Periods (Financial Year 01/14-31/03)**

	2014-19	2019-24	2024-29	2029-31	Total
St Albans	47	13	13	6	<b>79</b>

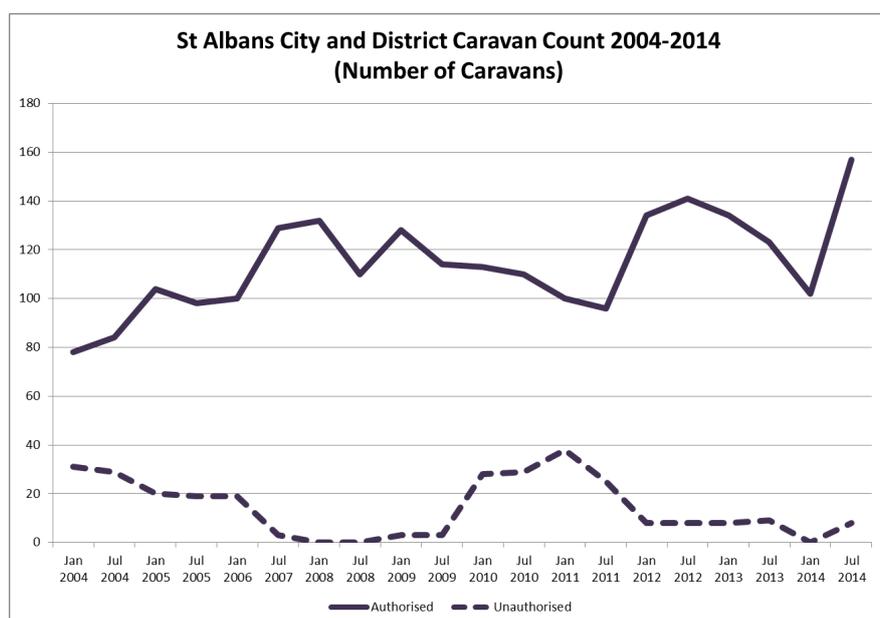
## Needs for Plots for Travelling Showpeople

- 8.74 Planning records indicate that there is just 1 small Travelling Showpeople yard in St Albans that is tolerated for planning purposes. When interviewed the households living on the yard said that they are in a position to meet all of their own future accommodation needs.
- 8.75 Therefore whilst the study has identified a small Travelling Showperson yard in St Albans it is not recommended that there is any need for the Council to provide additional plots during the Local Plan period.

## Transit/Emergency Stopping Site Provision

- 8.76 A public transit site both provides a place for households in transit to an area and also a more equitable basis for greater enforcement action against inappropriate unauthorised encampments. Further details about transit provision can be found in **Appendix E**.
- 8.77 At the time of the study there was no transit provision in St Albans. However there is a transit site at South Mimms (Hertsmere) that Hertfordshire County Council manage and this is available for the police to use to move Travellers on unauthorised encampments in St Albans onto using their powers under the Criminal Justice and Public Order Act. The County Council report that the transit site is in regular use.
- 8.78 Whilst evidence from the DCLG Caravan Count indicates that there have been periods in the past with relatively high numbers of unauthorised caravans on land not owned by Gypsies and Travellers, the general trend since 2012 has been consistently very low in St Albans (see chart below). In addition the information that has been provided as part of the stakeholder engagement does not suggest that St Albans or nearby local authority areas have large numbers of unauthorised encampments and there are no particular hotspots or issues to report.

**Figure 7**  
DCLG Caravan Count for St Albans 2004-2014



- 8.79 For those encampments that do occur the majority are thought to be due to people visiting friends and family, attending a specific event or travelling through en route to another destination.
- 8.80 Therefore given the very limited levels of unauthorised encampments on land not owned by Gypsies and Travellers in St Albans over recent years that have been identified through the Caravan Count and Stakeholder interviews, combined with the fact that there are more effective mechanisms to accommodate visiting families such as an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers, it is recommended that there is no need for new transit provision at this time, but that the situation be closely monitored with neighbouring local authorities and Hertfordshire County Council during the plan period, with a view to delivering future provision on a cross-border basis if necessary.

## 9. Conclusions

### Introduction

- 9.1 This chapter brings together the evidence presented earlier in the report to provide some key conclusions for the Council to take forward. It focuses upon the key issues of current and future site provision for Gypsies and Travellers and Travelling Showpeople, as well as considering transit provision.

### Gypsy and Traveller Future Pitch Provision

- 9.2 Based upon the evidence presented in this study the maximum additional accommodation need in St Albans to 2031 is for **79 additional pitches**. These figures should be seen as the projected amount of provision needed to meet identifiable needs arising in St Albans.
- 9.3 In terms of providing results by 5 year time periods, the study has assumed that the needs arising from concealed households, the waiting list, net migration and those with temporary planning permissions are the most pressing and should be considered as applicable to the first 5 years. In addition the total new household formation of 43 is apportioned over the 5 year time periods based on a net compound growth rate of 2.00%.

**Table 27**

**Extra pitch need in St Albans allocated to 5 Year Periods (Financial Year 01/04-31/03)**

	2014-19	2019-24	2024-29	2029-31	Total
St Albans	47	13	13	6	<b>79</b>

### Travelling Showpeople

- 9.4 Whilst the study has identified a small Travelling Showperson yard in St Albans it is not recommended that there is any need for additional plots during the Local Plan period.

### Transit Sites

- 9.5 Given the very limited levels of unauthorised encampments on land not owned by Gypsies and Travellers in St Albans over recent years that have been identified through the Caravan Count and Stakeholder interviews, combined with the fact that there are more effective mechanisms to accommodate visiting families such as an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers, it is recommended that there is no need for new transit provision at this time, but that the situation be closely monitored with neighbouring local authorities and Hertfordshire County Council during the plan period, with a view to delivering future provision on a cross-border basis if necessary.

## Stakeholder Engagement

<sup>9.6</sup> The Council may also wish to consider the following recommendations that ORS believe will also help to improve how the Council, neighbouring local authorities and other local stakeholders engage with and provide accommodation and services for Gypsies, Travellers and Travelling Showpeople:

- » Establish improved partnership working with neighbouring authorities, Hertfordshire County Council and Council Housing and Registered Provider housing departments so that future accommodation / service provision and management possibilities can be explored in the area;
- » Work with neighbouring local authorities and local Stakeholders to reassess Gypsy and Traveller accommodation need if the government implements a change in the definition of these communities.
- » The outcomes of this study should be communicated with those living on Gypsy and Traveller sites. Additionally ongoing liaison and engagement arrangements with the Gypsy and Traveller Community should be put in place to communicate the benefits of engaging in this process and to encourage future engagement.
- » Should the Council seek to meet some of the need that has been identified in this study through the expansion or intensification of existing private sites it will be important to consider and address potential site management issues for larger sites.

## Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	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.
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement into or come to live in a region or community
<b>Local Plans</b>	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
<b>Out-migration</b>	Movement from one region or community in order to settle in another.
<b>Personal planning permission</b>	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
<b>Pitch/plot</b>	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.
<b>Private site</b>	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

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

## Appendix B: Gypsy and Traveller Sites in St Albans City and District (September 2014)

Site	Permitted Pitches	Tolerated Pitches
<b>Public Sites</b>		
Barley Mow, Colney Heath	15	-
Ver Meadows, Redbourn	15	-
Park Street/Watling Street	10	-
<b>TOTAL PITCHES ON LOCAL AUTHORITY SITES</b>	<b>40</b>	<b>-</b>
<b>Private Sites with Permanent Permission</b>		
Ardens Rise, House Lane	1	-
The Paddocks, Colney Heath	7	-
73 Chiswell Green Lane, St Stephens	1	-
Woodview Lodge, Bricket Wood	8	-
Tullochside, Redbourne	10	-
Little Orchard, Colney Heath	1	-
The Meadows, Redbourne	1	-
<b>TOTAL PITCHES ON SITES WITH PERMANENT PERMISSION</b>	<b>29</b>	<b>-</b>
<b>Private Sites with Temporary Permission</b>		
Nuckies Farm, Colney Heath	3	-
Ardens Rise, House Lane	3	-
<b>TOTAL PITCHES ON SITES WITH TEMPORARY PERMISSION</b>	<b>6</b>	<b>-</b>
<b>Tolerated Sites</b>		
Meadowside, Orchards Drive	-	3
<b>TOTAL PITCHES ON LONG-TERM TOLERATED PRIVATE SITES</b>	<b>-</b>	<b>3</b>
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS</b>	<b>-</b>	<b>-</b>
<b>TOTAL PITCHES</b>	<b>75</b>	<b>3</b>

## Appendix C: Site Record Form

<b>Gypsy &amp; Traveller Accommodation Assessment – Site/Pitch Record</b> <i>(Use an additional form if more than 4 caravans present on the pitch)</i>															
<b>General Information</b>															
Name of Local Authority				St Albans											
Date of Site Visit															
Time of Site Visit															
Name of Interviewer(s)															
Name/Address of Site/Yard															
Type of Site				Council / Social / Private / Unauthorised											
Plot/Pitch Number (if applicable)															
Planning Status				Full Permission / Temporary Permission / Unauthorised											
Number of Caravans on Pitch															
Number of other Buildings (include details)															
<b>Family Demographics</b>															
<b>Caravan 1</b>															
Name of Family				<i>If family not present note who provided the information</i>											
Ethnicity of Family				Romany Gypsy / Irish Traveller / Scots Gypsy or Traveller / Show Person / New Traveller / English Traveller / Welsh Gypsy / Non Traveller (specify)											
How long have they lived here?															
Person 1		Person 2		Person 3		Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age
Concealed Households?				Yes / No Detail (including assessment of over-crowding):											
Any future needs?  Any future aspirations whether they be to extend sites, travel, family growth/change in household composition, future location preference etc.?				Important to distinguish between or observe whether there are real needs arising or whether there are aspirations. These are distinctly different.											

<p>Why do you like living here?</p>	<p>If possible record details of recent accommodation history, in terms of tenure, geographical origin and reasons for moving into or out of study area.</p> <p>Record extent of lacking or sharing of basic amenities</p> <p><i>Any special educational needs/ requirements</i></p> <p><i>Appraisal of access from existing sites to key local facilities(transport, education, employment, shops, support provision)</i></p>
<p>Do any families want to move to bricks and mortar?</p>	<p><i>Details and what waiting list(s) they are on</i></p>
<p>Contacts for Bricks &amp; Mortar Interviews</p>	<p><i>Details of any friends or family living in bricks and mortar who want to move to a site</i></p>
<p>Any additional information</p>	<p><i>Need to ask whether households travel, frequency and reasons</i></p> <p><i>Also record:</i></p> <ul style="list-style-type: none"> <li>- <i>Length of travelling period and whether it is head of household travelling or whole family who travel.</i></li> <li>- <i>If not travelling, we would like to get a picture of the reasons why they do not travel or exhibit a nomadic lifestyle.</i></li> <li>- <i>travelling preferences and habits, e.g. regular locations/towns/districts.</i></li> <li>- <i>purpose of travel, employment or social</i></li> </ul> <p><i>Levels of vehicle ownership</i></p>

<b>Site/Pitch Plan</b>	<i>Sketch of Site/Pitch – any concerns?</i>

# Appendix D: Bricks & Mortar Adverts

## World's Fair – November 2014



**Market Trader**

Mixed reaction to plans

Red light for win a Mini stall

**INSIDE**

No. 5745
www.worldsfair.co.uk
November 14 - 20, 2014 • £1.10

**PAGE 4**

**Funfairs**  
Changes all round at Tewkesbury Mop

**PAGE 24**

**Circus**  
Hollywood hits Tower Circus

**PAGE 31**

**Preservation**  
Berwick St John comes up trumps

## Remembrance Sunday draws showmen to London for 100th anniversary of the Great War

By Desmond FitzGerald

**T**his year's Remembrance Sunday preceded Armistice Day itself, with the Showmen's Guild delegation among 10,000 military veterans and civilians taking part in the march-past.

Following the Guild's own Service at Akeways on Sunday November 2, reported in last week's World's Fair, the significance of the 93 year old national event at the Cenotaph in London, is not diminished for the showmen, whose numbers attending continue to increase after 20 years of the Guild's official involvement.

The year long commemorations of the 100th anniversary of the start of World War I have touched people anew this year, culminating in huge crowds visiting the Blood Swept Lands and Seas of Flood installation of ceramic poppies at the Tower of London, one poppy for each British and colonial military fatality in the Great War. Indeed, showmen were among the volunteers chosen to plant some of the 888,246 poppies.

Showmen remembered too the fallen from their own families, the show community including London showman Richard Miller, the first showman to die in the Great War (see reported both at the time in 1914 and last week in World's Fair) and the wider population. It is also 70 years since the D-Day Landings, in which several showmen, including Private Jimmy Ryan, were involved.

Security was visibly tighter this year, but the authorities took care to allow those attending the commemorations free movement and participation, though with longer queues at public checkpoints.

The start and conclusion of the two minutes silence was as ever punctuated by the firing of a round by the Kings Troop Royal Horse Artillery, using a 13 pounder WWI gun, following the chimes of Big Ben at 11am.

The Queen, having attended the Royal British Legion's annual Service of Remembrance the night before at the Royal Albert Hall, led the laying of wreaths, followed by several members of the Royal Family, political leaders, including from Ireland for the first time since 1946, and 46 Commonwealth High Commissioners, 200 civic groups military regiments, and delegations.

There were up to 40 in the Guild delegation this year, including several members marching for the first time. Younger participants continue to take the place of the veterans as they pass away among the Guild delegation and other groups taking part in the march-past.

The Showmen's Guild delegation stood out more this year, thanks to over a dozen specially crafted armbands from Philip & Hayley Paris, which were worn by marchers. Other delegations wear similar insignia and there is great interest for more to be produced and possibly sold to raise funds for the event and to be worn by all the marchers in the Guild delegation in future.

The extended standing that is inherent in the parade can make this a challenging event but fortunately the weather was dry and warm again, making conditions more comfortable for the marchers.

At the end of the march-past at Horse Guards Road, Prince Andrew, Duke of York, Royal Navy Commander & Rear Admiral and himself a Falklands War veteran stood to attention at the podium to receive the salute from the

Continued on page 2



Some of the showmen and ladies gathering at Horse Guards Parade ready to take part in the Showmen's Guild delegation in the Remembrance Sunday march-past.



**Travelling Showpeople Accommodation Assessments**

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

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

Bracknell Forest, Central Bedfordshire, Hackney, Havering, Hincley & Bosworth, Lewisham, Royal Borough of Windsor and Maidenhead, and St Albans City and District.

Your views are very important to us.

If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 05792 555957 or email [claire.thomas@ors.org.uk](mailto:claire.thomas@ors.org.uk)

## Travellers Times – March 2015

Travellers' Times

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# Opinion Research Services G/R/T Accommodation Assessments

25 March 2015 / *Charles Newland*[Like](#) [Send](#) [Tweet](#) [Tell a friend](#)

## Gypsy, Traveller & Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country.

These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:

**Bracknell Forest, Hackney, Haringey, Hinckley & Bosworth, Lewisham, North Somerset, Redcar and Cleveland, Royal Borough of Windsor and Maidenhead, and St Albans City and District.**

Your views are very important to us.

If you would like to speak to ORS about your needs please contact **Claire Thomas** on **01792 535337** or email [claire.thomas@ors.org.uk](mailto:claire.thomas@ors.org.uk)

## Other Articles By Charles Newland

Shamus Mcphee's 'Aspects of Gypsy Traveller life'

'Makeshifting: structures of mobility'

Makeshifting: structures of mobility  
1/6/15 - 13/6

G/R/T Poetry Night - London  
13/04/2015

ROMA NATION DAY 1pm Friday 10  
April 2015

# Appendix E: Selected Definitions

## Transit Provision

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

An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.

The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area (or within the county in two-tier Local Authority areas).

A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan and bricks and mortar housing is not a suitable alternative to a pitch.

## Gypsy, Traveller and Travelling Showpeople Accommodation Provision

A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople.

One common form of a Gypsy and Traveller site is a 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).

The alternative to public residential sites are private residential sites 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.

The Gypsy, Traveller and Travelling Showpeople population can also live on forms of temporary 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 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.

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.

# Appendix F: Additional Stakeholder Comments

## Community Cohesion

When asked to consider whether there were any issues in relation to community cohesion either between Gypsy, Traveller and Travelling Showpeople communities or between these communities and the settled community there were few specific issues in St Albans to record.

Some interviewees did highlight the Redbourn site as having had some issues in relation to community cohesion. Those interviewed were of the view that some of the pitches are being let to non-Gypsies and Travellers and are being let to migrant workers employed by those living on the site. The site was said not to have sufficient sanitation on the site this increased tension between those on the site and the settled community. One interviewee commented that the County Council needed to attend site more regularly and that the Police should also be made aware of any issues that cause public unrest.

North Herts also reported they had experience of community cohesion arising when non-Gypsies or Travellers are using sites.

Some interviewees gave the opinion that when there is an encampment and when Gypsies or Travellers are moving through an area, an unauthorised development or a new site is being submitted for planning, the public are immediately concerned and issues arise with Gypsies or Travellers and local settled residents. However, when sites are established few issues arise between the settled community and residents.

One reason given for poor relationships between Gypsies and Travellers put forward was that:

- » The perception they have of each other and
- » The feeling the settled community can have the Gypsies and Travellers circumvent planning policy to gain permission for sites especially in relation to the green belt.

One neighbouring authority reported they had dealt with some issues around community cohesion on a private site in their area because of criminal activity but these issues had now been resolved with the help of parish councils, residents and the Police.

Watford reported that their site at Tolpits Lane which borders Three Rivers DC was said by the County Council to be well integrated into the local community. The good relations are thought to be due to a long history of the same families living on the sites with no new in migration.

The general view given in relation to Travelling Showpeople is that they are more likely to be accepted in an area, especially where they have an historical connection. One interviewee also added they are more likely

to receive support for a planning application from the settled community and perhaps more so than if the application is made from a Gypsy or Traveller.

A point was raised about the definition of the “settled” community as this gave rise during planning consultations for the wider population to believe the reference was being made to Gypsies, Travellers or Travelling Showpeople who no longer travel. In order to resolve this misunderstanding, officers had found it helpful at meetings on site to discuss the housing needs of minority groups especially in relation to planning positively for sites rather than through planning by appeal.

## Health and Well-being

When considering access to health services interviewees argued that Gypsies, Travellers and Travelling Showpeople are able to access health services in St Albans and the wider area. Some held the view that Gypsies and Travellers who are transient may be less able to access health services than those living on permanent sites, especially with regard to registering with a GP for a short period of time; however with NHS walk-in centres this is now less of a challenge.

Some interviewees from neighbouring authorities also highlighted that their sites are regularly attended by Health visitors who are able to offer support and advice that may assist residents to access other health services through a referral process. However, one interviewee highlighted that on some private sites residents are hostile to health and education staff and who, on occasions, are refused access.

It was suggested by some interviewees that ensuring new sites are close to urban settlements where health facilities are readily available is a priority when considering where new sites should be located.

The health and well-being of Gypsies and Travellers is widely known to be significantly lower than other communities in the UK and these communities are harder to engage with as well as being less likely to access health and support services. It is widely reported that improving site access and accommodation improves the health and well-being outcomes for these communities. The Council may wish to consider approaching the local health authority to see what initiatives in relation to improving the health of residents on sites in the area and whether there are any specific areas that residents would like to address. One good practice example is that of a project led by Health Promotion Devon’s Inequalities Team Community Development Worker for Gypsies and Travellers (Northern Devon Healthcare Trust), in conjunction with Plymouth and Devon Racial Equality Council, with input from Health Promotion Devon staff. The objectives of the project<sup>18</sup> were to “develop an intervention combining training and community development work with Gypsy & Traveller communities in Devon in order to:

- » Increase uptake of smoking cessation services by community members;
- » Provide up to 6 community members with skills to support reducing the harms of smoking in their communities;

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<sup>18</sup> Source <http://www.gypsy-traveller.org/wp-content/uploads/2013/12/SmokeFreeProjectFinal-Report-1-11.pdf>

- » Encourage community members to be health champions promoting positive alternatives to smoking which improve health & wellbeing.

## Education

The early age at which Gypsy and Traveller children leave education, levels of attainment, the levels of absenteeism and the numbers who are home educated are areas of concern for some interviewees. It was generally agreed, however, that access to education and the quality of education being received by Gypsies, Travellers and Travelling Showpeople has improved over the last 10 years.

ORS are aware that that Gypsy and Traveller children, girls in particular, continue to leave education to help with domestic chores and childcare once they reach high school age and there is a tradition for boys to leave school around 13 to help their fathers. Attendance by Gypsy and Traveller children has historically been lower than the settled community, but in recent years, especially at primary level, attendance has improved nationally.

Some stakeholders reported an increase in Gypsies and Travellers wishing to remain in one area so children can attend school and older people or those with health/disability needs can access health services. As previously mentioned one interviewee reported that on some private sites in neighbouring authority areas residents are hostile to health and education staff and were, on occasions, refused access.

It was suggested by some interviewees that ensuring new sites are close to urban settlements where educational facilities are readily available is a priority when considering where new sites should be located.

## Employment

When asked about employment opportunities respondents held that view that Gypsies, Travellers and Travelling Showpeople will not want or need to access employment services as they are likely to be self-employed and unlikely to seek employment outside of their communities. However, one interviewee mentioned that a slight change had taken place in that some Gypsies or Travellers have secured full employment. It was further mentioned that those who have secured employment have been careful not to declare the fact within their community because employment, other than being self-employed, is not accepted.

One stakeholder highlighted that because of recent changes in legislation relating to dealing in cash, the cost of diesel and being registered to deal in scrap metal some areas of work sometimes associated with Gypsies or Travellers are no longer sustainable.

ORS have undertaken GTAAs across the UK and is aware that there is an obstacle for members of these communities in accessing employment services and opportunities because of what is believed to be innate prejudice from the settled community when a job application is received from a Gypsy or a Traveller living on a site because it could be discarded; therefore the majority have only one option but to be self-employed or receive benefits.

ORS is also aware that the knowledge that traditional employment opportunities are decreasing and the number of NEETs on public sites is common. With this in mind the Council may wish to consider seeking

residents views as to their current employment status and whether they would like some career advice especially for younger people in order to support them and perhaps also look at what apprenticeship schemes there are in order to highlight some incentives.

## Consultation Activities

Respondents gave a view that regular consultation with Gypsies, Travellers or Travelling Showpeople in Hertfordshire and Bedfordshire does not happen other than when there is specific consultation required for a specific reason such as GTAAs, site identification or the Local Plan.

ORS is also aware the local authorities often hold data bases of those they wish to consult with on these matters and these often include national bodies such as the National Gypsy and Traveller Federation, the Gypsy Council and local consultation is carried out by involving those living on sites in an area and local stakeholders such as the Police for example. Consultation is often carried out by advertising in the media through local papers, websites, and letters are sent to households who are registered on the Council Tax (including Traveller Sites) in an area.

Those interviewed are of the view that if consultation was undertaken it would be by face-to-face contact, via telephone or through focus groups; these methods are considered preferable to using written formats due to the low levels literacy often associated with Gypsies and Travellers.

# Appendix G: Technical Note on Household Formation



## **Technical Note**

# **Gypsy and Traveller Household Formation and Growth Rates**

**August 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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# 1. 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%

<b>Jan 2008</b>	17,844	3,895	27.92%	5.05%
<b>Jul 2007</b>	17,149	2,948	20.76%	3.84%
<b>Jan 2007</b>	16,611	2,893	21.09%	3.90%
<b>Jul 2006</b>	16,313	2,511	18.19%	3.40%
<b>Jan 2006</b>	15,746	2,352	17.56%	3.29%
<b>Jul 2005</b>	15,863	2,098	15.24%	2.88%
<b>Jan 2005</b>	15,369	1,970	14.70%	2.78%
<b>Jul 2004</b>	15,119	2,110	16.22%	3.05%
<b>Jan 2004</b>	14,362	817	6.03%	1.18%
<b>Jul 2003</b>	14,700			
<b>Jan 2003</b>	13,949			
<b>Jul 2002</b>	14,201			
<b>Jan 2002</b>	13,718			
<b>Jul 2001</b>	13,802			
<b>Jan 2001</b>	13,394			
<b>Jul 2000</b>	13,765			
<b>Jan 2000</b>	13,399			
<b>Jan 1999</b>	13,009			
<b>Jul 1998</b>	13,545			

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum, but if longer time periods are used the figures become more stable. Over the 36-year period from 1979 (the start of the caravan count) to 2015, the average compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to believe that the widely varying annual rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller Accommodation Needs Assessments were being undertaken – so it is likely that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). In reality, counting caravans is a poor indicator of Gypsy and Traveller household growth rates, for caravans are not always occupied by Gypsy and Traveller families; and the number of caravans held by families may increase with affluence and as economic conditions improve, but without a corresponding growth in the number of households.
21. Therefore, caravan counts are not appropriate planning guides: the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates.

## Modelling population growth

### Introduction

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

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

### Migration effects

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

### Population profile

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

**Table 4**  
**Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)**

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

Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

### Birth and fertility rates

26. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. The Total Fertility Rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in ‘Ethnic identity and inequalities in Britain: The dynamics of diversity’ by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.
28. At ORS we have used our own household survey data<sup>19</sup> to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of three children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

<sup>19</sup> Approximately 2,000 household interviews across approximately 950 sites in England and Wales

## 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.

- <sup>47</sup>. 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.