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St Albans City & District Council

Gypsy and Traveller Accommodation Assessment (GTAA) Update

Final Report

January 2019

FINAL DRAFT



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the St Albans local authority area.
- 1.2 This assessment updates an earlier, recent, assessment that was published in 2015 in light of an important new factor - a revised version of Planning Policy for Traveller Sites (PPTS) that was published in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need (see Paragraph 2.8 for full planning definition). The 2015 GTAA was able to anticipate this policy change and made estimates of its probable impact. However, the new assessment included more detailed survey work and significantly increased understanding of this issue. It also followed a revised methodological approach that placed increased emphasis on the identification of components of current and future need.
- 1.3 This update should be read in conjunction with the 2015 St Albans GTAA Report. That report contains relevant, detailed information on the previous assessment in the local context, some of which is not repeated in this report.
- 1.4 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots up to 2036 (the new Local Plan period), with a split to 2033 for the 15-year period as required by the PPTS. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.5 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research and engagement with members of the travelling community living on all known sites. A total of 76 interviews or proxy interviews were completed with Gypsies and Travellers living on authorised and unauthorised sites and 4 interviews or proxy interviews were completed with Travelling Showpeople. Following extensive efforts to identify them, 3 interviews were completed with Travellers living in bricks and mortar. The household interviews used a revised, more detailed, interview format designed to address the travelling activities and intentions of Travellers and thus to allow analysis under the revised PPTS. As this is an update of a recent GTAA that was undertaken in 2015, there were no new stakeholder interviews completed, although discussions were held with key Council Officers.
- 1.6 The fieldwork for the study was completed between February 2018 and March 2018. The baseline date for the study is **March 2018** which was when the majority of the interviews were completed.
- 1.7 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.8 Overall, the additional pitch needs for Gypsies and Travellers from 2018-2036 are set out below. Additional needs are set out for those households that met the planning definition of a Gypsy or Traveller; for undetermined households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who *may* meet the planning definition¹; and for those households that did not meet the planning definition (even though this is no longer a requirement for a GTAA)².
- 1.9 Only the need from those households who met the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it (through planning applications or planning appeals for example) should be considered as need arising from the GTAA.
- 1.10 The need arising from households that met the planning definition should be addressed through site allocation/intensification/expansion Local Plan Policies. Consideration will also need to be given to the allocation of pitches on public sites.
- 1.11 The Council will need to carefully consider how to address the needs associated with undetermined Travellers as it is likely that only a proportion of this need will have to be addressed through the provision of conditioned Gypsy or Traveller pitches³. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) to deal with any planning applications from undetermined households or from new households seeking to move to the area and develop a site (windfall applications), as opposed to making any specific allocations. A criteria-based policy can also be used to deal with any applications from households currently living in bricks and mortar.
- 1.12 In general terms, the need for those households who did not meet the planning definition will be addressed as part of general housing need and through separate Local Plan Policies (as these Travellers will have been included as part of the overall Objectively Assessed Need - OAN).
- 1.13 This approach is specifically referenced in the revised National Planning Policy Framework (July 2018). Paragraph 60 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 61 then states that *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*
- 1.14 It is recognised that the Council do not have in place post-NPPF adopted Local Plan that sets out overall housing need (including that for Travellers). However, the findings of this report in relation to households that do not meet the planning definition should be considered as part of future housing mix and type within the context of the assessment of overall housing need when preparing the new Local Plan.

¹ See Chapter 3 for further information.

² See Chapter 3 for further information.

³ Pitches with planning conditions restricting occupancy to Gypsies or Travellers.

- 1.15 There were 40 Gypsy or Traveller households identified in St Albans that met the planning definition; 17 undetermined households that *may* meet the planning definition; and 39 households that did not meet the planning definition.
- 1.16 The GTAA identifies a need for **72 additional pitches** for households that met the planning definition. This is made up of 13 concealed or doubled-up households or adults; 3 households who are living on an unauthorised pitch; 15 teenage children who will be in need of a pitch of their own in the next 5 years; 31 from new household formation⁴ using a formation rate of 2.05% derived from the household demographics; 1 household who are looking to move to a site from bricks and mortar; and 14 households who are looking to move into the area who are currently being forced to live on the roadside due to a lack of room for pitches on family sites. The need figure of 72 pitches also takes into account a supply of 4 pitches which are likely to be vacated by households seeking to move to bricks and mortar from public sites and 1 pitch on a public site due to be vacated by a household seeking to move to a site in another area.
- 1.17 The GTAA identifies a need of up to 5 additional pitches for undetermined households. This is made up of new household formation of 5 from a maximum of 17 households using the ORS national formation rate of 1.50%⁵. If the ORS national average⁶ of 25% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in St Albans that meet the planning definition is higher (51%) than 25% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need of up to 3 additional pitches from undetermined households.
- 1.18 Whilst no longer a requirement to include in a GTAA there is a need for 41 additional pitches for households that did not meet the planning definition. This is made up from 2 unauthorised pitches, 10 concealed or doubled-up households or adults; 7 teenage children who will be in need of a pitch of their own in the next 5 years; 2 from households who are looking to move into the area who are currently being forced to live on the roadside due to a lack of room for pitches on family sites; and 20 from new household formation using a rate of 2.10% derived from the household demographics.

Figure 1 – Additional need for Gypsy and Traveller households in St Albans 2018-2036

Status	Total 2018-33	Total 2033-36	Total
Meet Planning Definition	65	7	72
Undetermined	4	1	5
Do not meet Planning Definition	36	5	41

Summary of Need for Gypsies and Travellers

Figure 2 – Summary of need for St Albans 2018-2036

Status	Total
Meet Planning Definition	72
Undetermined	0-5 (25%=1)
Do not meet Planning Definition	41

⁴ See Chapter 6 for further information.

⁵ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

⁶ Based on the outcomes of over 3,500 interviews completed by ORS in England since 2015.

Additional Plot Needs - Travelling Showpeople

- ^{1.19} There was one Travelling Showpeople yard identified in St Albans that is tolerated for planning purposes. Interviews with households residing on the yard concluded that they are in a position to meet all of their current and future accommodation needs.

Transit Recommendations

- ^{1.20} It is recommended that there is no need for any public transit site provision in St Albans at the present time. There is a public transit site in Hertsmere with 15 pitches. At present 9 pitches are not available as they are occupied on a permanent basis. This leaves 6 available transit pitches. If pitches are available, the Police are able to use their powers to move households on encampments to the transit site in Hertsmere. As new Local Plans provide for the needs identified in this assessment it should be possible to focus use of this site as a transit facility.
- ^{1.21} The situation relating to levels of unauthorised encampments and freeing up pitches on the transit site for proper transit use, should be monitored whilst any potential changes associated with PPTS (2015) develop.
- ^{1.22} As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base elsewhere or where they have travelled from; whether they have any need or preference to settle permanently in the local area; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or similar).
- ^{1.23} A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a robust evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable. If a need for additional transit pitches is identified work will need to be undertaken on a sub-regional (possibly Hertfordshire-wide) basis to identify suitable locations to meet the provision.

2. Introduction

The Study

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in St Albans. The outcomes of this study update the outcomes of the Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessments that was published in August 2015.
- 2.2 The principal reason for completing the update was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This introduced a revised planning definition for Travellers.
- 2.3 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014 (and as amended), PPTS (2015), the Housing and Planning Act 2016, and the revised National Planning Policy Framework (NPPF) 2018.
- 2.4 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2018 to 2036, (the new Local Plan period), with a split at 2033 to meet the requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to assess any need for the provision of transit sites or emergency stopping places.
- 2.5 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).
- 2.6 The baseline date for the study is **March 2018** which was when the majority of the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

Definition of Travelling

- 2.10 One of the most important questions that GTAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.11 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.

- 2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.17 The implication of these rulings in terms of applying the planning definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes, or for seeking work, and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as cultural visits to horse fairs, holidays and visiting friends or relatives. It will also not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.18 It will also be the case that a household where some family members travel for work purposes and are thus nomadic on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.19 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled for work in the past. In addition, households will also have to provide information that they plan to travel again for work in the future.
- 2.20 This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below:

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

- 2.21 This was further reinforced in a more recent Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

As discussed during the hearing, although the PPTS does not spell this [the planning definition] out, it has been established in case law (R v South Hams DC 1994) that the nomadism must have an economic purpose. In other words, gypsies and travellers wander of travel for the purposes of making or seeking their livelihood.

Legislation and Guidance for Gypsies and Travellers

- 2.22 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and

guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing Act (1985)
- » Planning Practice Guidance⁷ (2014) and as amended
- » Planning Policy for Traveller Sites (2015)
- » The Housing and Planning Act (2016)
- » The National Planning Policy Framework (2018)

^{2.23} In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews need to be taken into consideration. Relevant examples have been included in this report.

^{2.24} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the NPPF (2018) and the Housing and Planning Act (2016) which make provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition.

Planning Policy for Traveller Sites (2015)

^{2.25} PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

⁷ With particular reference to the sections on Housing and Economic Development Needs Assessments.

- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

^{2.26} In practice, the document states that (PPTS Paragraph 9):

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

^{2.27} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

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

^{2.28} Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

Revised National Planning Policy Framework (2018)

^{2.29} The revised NPPF was issued in July 2018. Paragraph 60 sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

^{2.30} Paragraph 61 then states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

^{2.31} This essentially sets out that the needs of households that meet the planning definition should be addressed under the PPTS and that the needs of households that are not found to meet the planning definition should be addressed as part of the wider housing needs of an area.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015, the Housing and Planning Act in 2016, and the revised NPPF in 2018. It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy and guidance as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 The approach currently used by ORS was considered in April 2016 and July 2017 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:

The methodology behind this assessment incorporates a full demographic study of all occupied pitches, a comprehensive effort to undertake interviews with Gypsy and Traveller households, and consideration of the implications of the new national policy. I am satisfied that the GTAA provides a robust and credible evidence base and I accept its findings.

- 3.3 In addition, the Inspector for the East Herts District Plan found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:

The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.

- 3.4 The ORS methodology has also been found to be sound following Local Plan Examinations in Cambridge, Cotswold, Maldon, Milton Keynes, Newham and South Cambridgeshire.

Methodology Stages

- 3.5 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.6 The stages set out in this Chapter provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report. Where possible the approach followed mirrors that used to complete the previous GTAA for St Albans. In addition, any changes to the methodology used to complete the new GTAA are clearly set out, together with the

justification for the changes and the potential implications in terms of the outcomes of the assessment of need.

- 3.7 The baseline date for the GTAA is March 2018 and any changes made to the planning status of sites and yards after this date will need to be considered alongside the findings of the assessment.

Stage 1: Desk-Based Research

- 3.8 The first stage of the GTAA sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in St Albans and surrounding areas. This comprised the collection and analysis of a range of secondary data that was used to support the study. This included:

- » Census data.
- » Site records.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on local enforcement actions.
- » A review of existing needs assessments and other relevant local studies.
- » A review of national and local policy and guidance.

Stages 2/3: Stakeholder Engagement and Working Collaboratively with Neighbouring Planning Authorities

- 3.9 As this is an update of a GTAA that was completed in 2015 no further stakeholder interviews were completed. However, meetings were held with key Council Officers to discuss the assessment and any material changes since the previous assessment was completed. In addition, ORS have completed or are currently working on assessments for the majority of neighbouring authorities since PPTS (2015) was published (Brockbourne, Central Bedfordshire, Dacorum, East Hertfordshire, Hertsmere, Luton, North Hertfordshire, Three Rivers and Watford). The outcomes of discussions with Officers during these studies have also been considered in this assessment.

Stage 4: Survey of Travelling Communities

- 3.10 Through the desk-based research and experience of completing the previous GTAA, ORS sought to identify all authorised and unauthorised sites and yards in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller, multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.
- 3.11 Experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample-based approach which often leads to an under-estimate of need - an approach which is regularly challenged at Local Plan Examinations and at Planning Appeals.
- 3.12 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. As well as changes to the household interview questions to collect information needed to assess households against the revised planning definition of a Traveller, the current approach has also

responded to issues raised at Local Plan Examinations and Planning Appeals in relation to seeking to better identify need from hidden households. The approach used by ORS now places more emphasis on identifying need from concealed and doubled-up households and single adults; need from households forced to move from sites due to over-crowding; and short-term need from teenagers who will be in need of a pitch of their own in the next 5 years. This has led to an increase in both levels of current need and future need (from new household formation for example). A copy of the household interview questions can be found in **Appendix C**. The interviews were completed by the Researchers using Computer Aided Personal Interview (CAPI) tablets, rather than as direct self-completion by the interviewee.

- 3.13 All pitches and plots were visited by members of a dedicated team of experienced ORS Researchers who work on GTAA studies across England and Wales. They conducted semi-structured interviews with households to determine their current demographic characteristics; their current or future accommodation needs; whether there is any over-crowding or the presence of concealed or doubled-up households or single adults; whether there are family members living elsewhere who want to live on the site; and travelling characteristics (to meet the requirements in PPTS). Researchers sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet current and future needs.
- 3.14 They also sought information from households on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.15 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview with other site residents.

Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between February 2018 and March 2018, with the majority completed during March.

Stage 5: Bricks and Mortar Households

- 3.17 The 2011 Census recorded 26 households in St Albans that identified as Gypsy or Irish Traveller who live in a house and 20 who live in a flat.
- 3.18 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites, intelligence from the Council, and adverts on social media. Through this approach ORS endeavoured take all reasonable steps to give households living in bricks and mortar the opportunity to make their views known.
- 3.19 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known based on the wide range of publicity put in place.

Figure 3 – Bricks and Mortar Advert

offt Friends, Families and Travellers
1 hr · 🌐

ORS would like to speak to anyone interested in developing a site or yard or who is living in bricks and mortar who would prefer to live on a site or yard in #Arun, #Adur, #Barnet, #Brent, #CheshireEast, #CheshireWest, #Chester, #Chichester, #Dacorum, #Ealing, #Gravesham, #Halton, #Harrow, #Hillingdon, #Hounslow, #KingstonUponThames #Medway, #MoleValley, #Runnymede, #Spelthorne, #StAlbans, #SurreyHeath, #Warrington, #Watford and #Worthing

This is part of a Gypsy and Traveller Accommodation Needs Assessments in these areas. Here are some details on what that means and advice on what questions you might be asked: <https://www.gypsy-traveller.org/.../answer-gypsy-traveller-a.../>

Opinion Research Services
Excellent research for the public, voluntary and private sectors

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:

Arun, Adur, Barnet, Brent, Cheshire East, Cheshire West and Chester, Chichester, Dacorum, Ealing, Gravesham, Halton, Harrow, Hillingdon, Hounslow, Kingston upon Thames, Medway, Mole Valley, Runnymede, Spelthorne, St Albans, Surrey Heath, Warrington, Watford and Worthing

Your views are very important to us.

For additional advice from Friends, Families and Travellers on the Needs Assessment process please visit http://www.gypsy-traveller.org/wp-content/uploads/2016/06/GTAA-leaflet-A4_v5.pdf

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

👍 Like 💬 Comment ➦ Share

Stage 6: Applying the Planning Definition

- 3.20 Following changes to the planning definition of a Traveller that were included in the revised PPTS in 2015 it has been necessary to add some additional stages to the GTAA methodology prior to the assessment of current and future need.
- 3.21 Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant Appeal Decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that, to meet the planning definition, households need to be able to demonstrate that they travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes only temporarily due to education, ill health or old age.
- 3.22 The household interviews included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:

- » Whether any household members have travelled in the past 12 months.
- » Whether household members have ever travelled.
- » The reasons for travelling - carefully probing reasons for travelling to determine whether for work or leisure/cultural purposes – when visiting fairs for example.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

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

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

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

3.25 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been assessed to provide the Council with components of need as part of their work on wider housing needs assessments.

Planning Status of Children in Households

3.26 For the purpose of assessing need ORS assume that the children of households should be given the same planning status as their parents. The rationale for this is that the planning status of children cannot be properly determined until they reach the age they can formally occupy a pitch of their own i.e. the age of 18. Most Councils update their GTAAs approximately every 3-5 years and this will allow for the planning definition to be properly applied to children in future years, or through future planning applications or appeals.

Stage 7: Undetermined Households

- 3.27 As well as calculating need for households that meet the planning definition, the needs of households who are understood to be Gypsies and Travellers where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) whose planning status could not be determined also need to be considered as part of the GTAA. Whilst there is no specific guidance that sets out how the needs of these households should be assessed; an approach has been taken that seeks an estimate of potential need from these households.
- 3.28 The estimate seeks to identify current and future need from pitches known to be temporary or unauthorised, and through an estimate of new household formation. For the latter the ORS national formation rate of 1.50%⁸ has been used as the demographics of the residents are unknown.
- 3.29 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be considered through the GTAA or as part of the wider housing needs of the area.
- 3.30 ORS do not think that it would be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition of a Traveller based on the outcomes of households where an interview was completed.
- 3.31 However, data that has been collected from approximately 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggest that overall approximately 25% of households who have been interviewed met the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authorities, particularly London Boroughs, no households met the planning definition.
- 3.32 ORS are not implying that this is an official government statistic- rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken to approximately 25% of them at a representative range of sites and approximately 25% met the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.33 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 3.34 The previous GTAA for St Albans was completed before changes to the PPTS were published in 2015 but after the publication of a DCLG consultation document⁹ in September 2014 that set out potential changes to planning policy and guidance. In anticipation of the potential changes to the definition of a Traveller for planning purposes the previous GTAA contained some sensitivity testing to try and show the implications should the change to the planning definition be introduced. This looked at the scenarios for overall levels of

⁸ See Chapter 7, Paragraphs 7.4-4.13.

⁹ *Planning and travellers: proposed changes to planning policy and guidance* (DCLG - September 2014).

need should 25%, 50% and 75% of households be found to meet the planning definition. Details of the outcomes of the assessment of households interviewed for this GTAA against the current planning definition can be found in Chapter 6 of this report.

^{3.35} The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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

Stage 8: Households that do not meet the Planning Definition

^{3.36} Households who do not travel for work purposes now fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance¹⁰ related to this section of the Housing and Planning Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be considered as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF that was published in July 2018.

^{3.37} Paragraph 61 of the revised NPPF states that '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

¹⁰ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." DCLG (March 2016).

Stage 9: Calculating Current and Future Need

- 3.38 To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

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

Current Need

- 3.41 The second stage was to identify components of current need. It is important to address issues of double counting:
- » Households on unauthorised developments.
 - » Concealed, doubled-up or over-crowded households (including single adults).
 - » Households forced to move off sites due to over-crowding.
 - » Households in bricks and mortar wishing to move to sites.
 - » Households in need on waiting lists for public sites.

Future Need

- 3.42 The final stage was to identify components of future need. This includes the following four components:
- » Teenage children in need of a pitch of their own in the next 5 years.
 - » Households living on sites with temporary planning permission.
 - » New household formation.
 - » In-migration¹¹.

¹¹ See Chapter 6 for further information.

- 3.43 Household formation rates are often the subject of challenge at Local Plan Examinations and Planning Appeals. ORS agree with the position taken by MHCLG¹²; that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. As such the household formation rates used for this GTAA were derived using demographic information from the household interviews that were completed in St Albans. The approach taken is set out in more detail in Chapter 6 of this report.
- 3.44 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for Travellers. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified for periods between 2018-2036.

Pitch Turnover

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

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

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

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

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

Stage 10: Addressing Identified Need

- 3.48 Another change to the previous GTAA Report is a series of recommendations about how the Council should seek to meet identified need for additional pitches, and the proportions of this need that should be considered.

¹² Ministry of Housing, Communities and Local Government – formerly DCLG.

- 3.49 As a result of the change to the planning definition of a Travellers there are now 3 separate sets of outcomes in the GTAA:
- » Need from households that met the planning definition.
 - » Need from undetermined households that *may* meet the planning definition.
 - » Need from households that did not meet the planning definition.

3.50 The report includes a series of recommendations on how need from these 3 groups should be addressed through Local Plan Policies, as well as recommendations on the proportion of need from undetermined households that should be considered alongside need from households that met and did not meet the planning definition.

Stage 11: Transit Provision

- 3.51 PPTS (2015) also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas.
- » Transit sites
 - » Temporary/Emergency stopping places
 - » Temporary (seasonal) sites
 - » Negotiated Stopping Agreements

3.52 In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the MHCLG Traveller Caravan Count. The outcomes of discussions with Council Officers and Officers from neighbouring planning authorities where ORS have recently completed GTAA studies were also taken into consideration when determining this element of need in the study area.

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size¹³. A site is a collection of pitches which form a development 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 occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.3 The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.
- 4.4 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

¹³ Whilst it has now been withdrawn, Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

Sites and Yards in St Albans

- 4.6 In St Albans, at the baseline date for this study, there were 3 public sites with 40 pitches; 7 private sites with permanent planning permission for 38 pitches; no sites with temporary planning permission; 1 site that is tolerated for planning purposes with 4 pitches; 1 unauthorised site with 3 pitches; 2 unauthorised pitches on a site with planning permission; no public or private transit provision; and 1 Travelling Showpeople yard with 4 plots that is tolerated for planning purposes. Further details can be found in Chapter 5 and **Appendix B**.
- 4.7 A map showing the location of sites and yards identified in St Albans can be found overleaf.

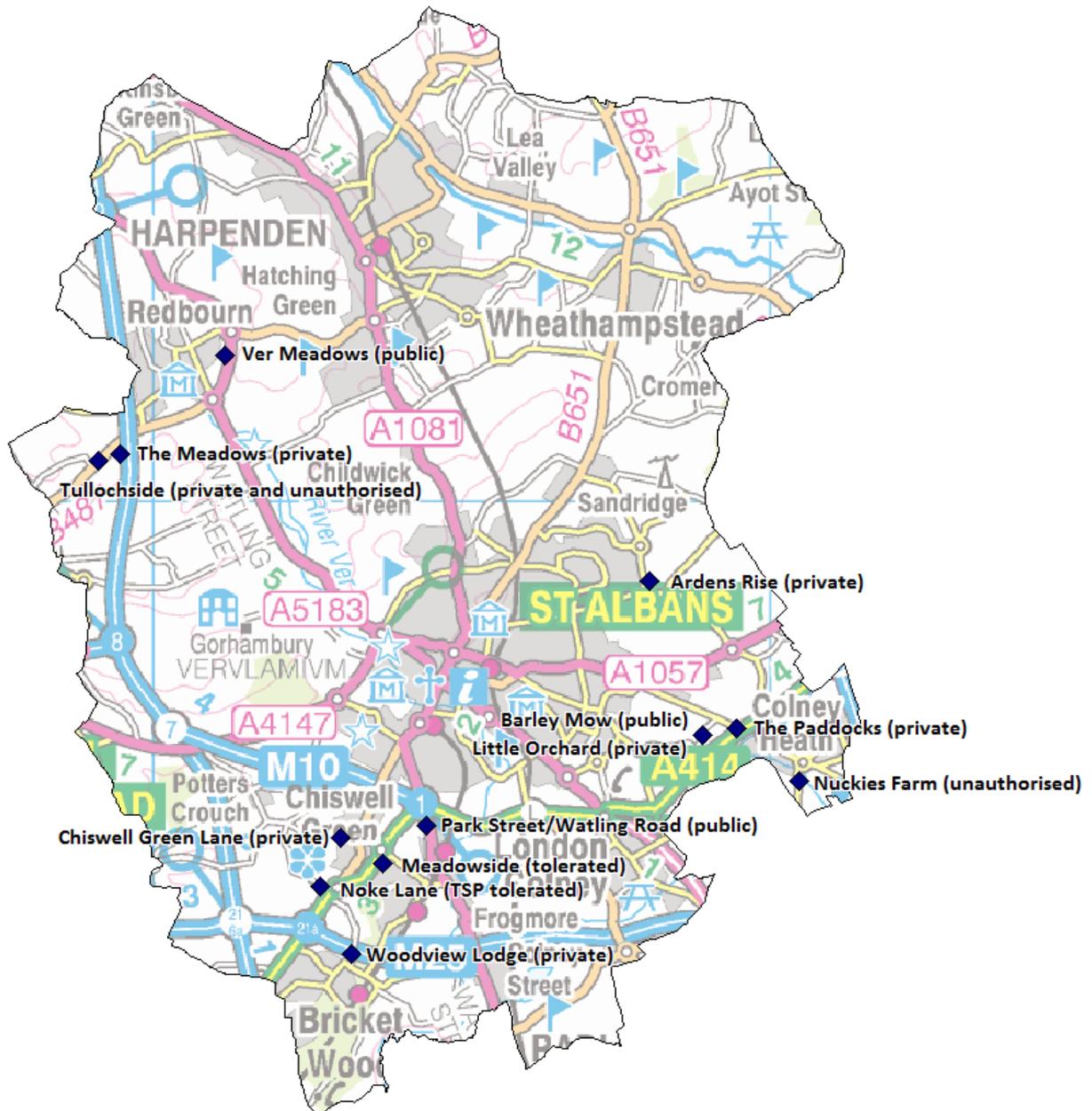
Figure 4 - Total amount of provision in St Albans (March 2018)

Sites / Planning Status	Sites/Yards	Pitches/Plots
Private sites with permanent planning permission	7	38
Private sites with temporary planning permission	0	0
Public sites	3	40
Public transit provision	0	0
Private transit provision	0	0
Tolerated sites	1	4
Unauthorised sites	1	3
Unauthorised pitches	-	2
Private Travelling Showpeople yards	0	0
Tolerated Travelling Showpeople yards	1	4
Unauthorised Travelling Showpeople yards	0	0
TOTAL	13	91

MHCLG Traveller Caravan Count

- 4.8 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013 it was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.
- 4.9 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out in Chapter 6.

Figure 5 – Location of sites and yards in St Albans



5. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 5.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify households with current housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site and yard provision. A copy of the household interview questions can be found in **Appendix C**. The interviews were completed by the Researchers using Computer Aided Personal Interview (CAPI) tablets, rather than as direct self-completion by the interviewee.
- 5.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between February and March 2018. Up to 3 attempts were made to interview each household where they were not present when Researchers visited. The table below identifies the sites that ORS staff visited during the course of the fieldwork, and also set out the number of households that were interviewed at each site, together with any reasons why interviews were not completed and reasons why additional households were interviewed.
- 5.3 In addition, it was possible to complete a number of proxy interviews that captured details of households that were not present on sites at the time of the fieldwork, or for households forced to live off-site due to a lack of available pitches on some of the private family sites.
- 5.4 The overall outcome of this part of the GTAA is to identify the total number of households that will need to be considered in the overall assessment of need for St Albans, as opposed to the number of pitches. This will include those households that were interviewed, together with occupied pitches where an interview was not able to be completed. Further details can be found in Figure 8. Note that this does not include any hidden need from within these households at this point of the assessment – for example concealed or doubled-up households, or teenagers in need of a pitch of their own in the next 5 years. These components of need are set out in Chapter 6.
- 5.5 In summary, the GTAA achieved a high and robust contact and interview response rate with only 7 households that refused to be interviewed. When the site baseline is adjusted to take account of the pitch not occupied by a Gypsy or Traveller, interviews were completed on 80% of pitches. When the households that refused to be interviewed are taken into consideration this gives a pitch contact rate of 88%. There were only 10 pitches where it was not possible to make contact with resident households.

Figure 6 – Household interviews conducted

Sites/Planning Status	Pitches/Plots	Households Interviewed	Reasons for not completing interviews/completing additional interviews	Households
Public Sites				
Barley Mow	15	11	2 x refusals, 2 x no contact possible	15
Park Street/Watling Street	10	7	1 x refusal, 3 x no contact possible, (1 x pitch doubled-up ¹⁴)	11
Ver Meadows	15	8	3 x refusals, 5 x no contact possible, (1 x pitch doubled-up)	16
Private Sites				
Chiswell Green Lane	1	2	1 x pitch doubled-up	2
Ardens Rise	7	9	1 x pitch doubled-up, 1 x off-site interview ¹⁵	9
Little Orchard	1	1	-	1
The Meadows	1	0	1 x non-Travellers ¹⁶	0
The Paddocks	7	5	1 x refusal, 1 x double pitch ¹⁷	6
Tullochside	10	10	-	10
Woodview Lodge	11	14	1 x pitch doubled-up, 3 x off-site interviews	14
Temporary Sites				
None	0	0	-	0
Tolerated Sites				
Meadowside	4	4	-	4
Unauthorised Sites/Pitches				
Nuckies Farm	3	3	-	3
Tullochside	2	2	-	2
Public Transit				
None	0	0	-	0
Bricks and Mortar				
Little Orchard - Bungalow	1	1	-	1
Woodview Lodge - Bungalow	1	2	2 households living in the bungalow	2
TSP Tolerated				
Noke Lane	4	4	-	4
TSP Unauthorised				
None	0	0	-	0
TOTAL	93	83		100

¹⁴ An additional household living on a pitch.

¹⁵ Details obtained for a household forced to move off the site due to over-crowding.

¹⁶ Household was not a Gypsy or Traveller and has not been included in the assessment of need.

¹⁷ A pitch authorised for occupation by 2 households.

Bricks and mortar interviews

- ^{5.6} ORS applied a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the Council and, and adverts on social media (including the Friends Families and Travellers Facebook group), As a result of these efforts a total of 3 interviews were completed with households living in 2 properties. Further details can be found in Chapter 6.

FINAL DRAFT

6. Current and Future Pitch Provision

Introduction

- 6.1 This section focuses on the additional pitch and plot provision which is needed in the study area currently and to 2036, with a split to 2033 for the 15-year period as required by the PPTS. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources.
- 6.2 We would note that this section is based upon a combination of the outcomes from the household interviews and planning records. In many cases, the interview data is not used in isolation, but instead is used in conjunction with information from planning records or other sources. This allows for cross validation of the findings of the assessment.
- 6.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit provision.

New Household Formation

- 6.4 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments¹⁸, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (2015)*. The main conclusions are set out here and the full paper is in **Appendix D**.
- 6.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Traveller Caravan Counts. However, Traveller Caravan Count data is very unreliable to use in any assessment of accommodation need as it is a count of caravans and not of households, or of the characteristics of the households living in the caravans. Therefore, the only accurate way to project future population and household growth is through detailed demographic analysis.
- 6.6 The Technical Note concludes that in fact, the household and population growth¹⁹ in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller household growth rates are above 2.00% per annum nationally.
- 6.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. In a Decision Notice for an appeal in

¹⁸ Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

¹⁹ The ORS Technical Note concludes that household and population growth levels for the Travelling Community are very similar to each other.

Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

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

- 6.8 Another more recent decision was in relation to a Decision Notice for an appeal in Guildford that was issued in March 2018 (Ref: APP/W/16/3165526) where the agent acting on behalf of the appellant again claimed that a rate closer to 3.00% should be used. The Inspector concluded:

There is significant debate about household formation rates and the need to meet future growth in the district. The obvious point to make is that this issue is likely to be debated at the local-plan examination. In my opinion, projecting growth rates is not an exact science and the debate demonstrates some divergence of opinion between the experts. Different methodologies could be applied producing a wide range of data. However, on the available evidence it seems to me that the figures used in the GTAA are probably appropriate given that they are derived by using local demographic evidence. In my opinion, the use of a national growth rate and its adaptation to suit local or regional variation, or the use of local base data to refine the figure, is a reasonable approach.

- 6.9 In addition, the conclusions of the ORS Technical Note have been accepted as a robust academic evidence base and were published by the Social Research Association in its journal Social Research Practice in December 2017²⁰.
- 6.10 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the site baseline includes all current authorised households, all households identified as in current need (including concealed and doubled-up households and single adults, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot²¹), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution and in-/out-migration.
- 6.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status). As a guide the ORS national rate of 1.50% is based on 36% of the population being aged under 18.

²⁰ <http://the-sra.org.uk/journal-social-research-practice/>

²¹ Care has been taken to avoid any double counting of households and individuals.

- 6.12 In certain circumstances where the numbers of children in households are low it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAA's that ORS have completed across England and Wales.
- 6.13 The overall level of new household formation is also adjusted to take account of any teenagers already counted as being in need of a pitch of their own in the first 5 years of the assessment in order to avoid any double counting of future need.
- 6.14 The table below sets out the approach used towards new household formation in St Albans. In addition, the ORS national rate of 1.50% has been used for undetermined Gypsies and Travellers.

Figure 7 – New household formation rates used

Gypsies & Travellers		Travelling Showpeople	
Meet Planning Definition	Do not meet Planning Definition	Meet Planning Definition	Do not meet Planning Definition
2.05% (49% aged under 18)	2.10% (50% aged under 18)	-	-

Applying the Planning Definition

- 6.15 Information that was provided by households where an interview was completed, or where sufficient information was given during a proxy interview, allowed each household to be assessed against the planning definition of a Traveller. In addition, an assessment was made against the planning definition for the households that were interviewed living in bricks and mortar.
- 6.16 The information provided by households included whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether and why they plan to travel again in the future.
- 6.17 The table below sets out the planning status of households that were interviewed in St Albans. Note that the total number of pitches set out in Figure 6 differs from the number of households that were interviewed as there were additional interviews and proxy interviews completed with households living on or associated with some of the sites that were visited.
- 6.18 In addition, the household interviews identified a number of additional households that are not included in the household base. These include a number of additional doubled-up households, teenagers who will need a pitch of their own in the next 5 years, and households forced to move from sites to live on the roadside due to overcrowding. These are included as components of need in Figures 12, 13, 14 and 16. These are included in the household base for the estimate of new household formation.

Figure 8 – Household base figure and planning status

	Met Planning Definition	Undetermined	Did Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	5	16	21
Private Sites	26	1	15
Temporary Sites	0	0	0
Tolerated Sites	4	0	0
Unauthorised Sites	3	0	2
Bricks and mortar	2	0	1
Sub-Total	40	17	39
Travelling Showpeople			
Private Yards	0	0	0
Tolerated Yards	4	0	0
Unauthorised Yards	0	0	0
Sub-Total	4	0	0
HOUSEHOLD BASE	44	17	39

- 6.19 Figure 8 shows that for Gypsies and Travellers 40 households that were interviewed (including 2 living in bricks and mortar) and for Travelling Showpeople 4 households that were interviewed met the planning definition of a Traveller in that ORS were able to determine that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence or have ceased to travel temporarily.
- 6.20 A total of 39 Gypsy and Traveller households that were interviewed (including 1 living in bricks and mortar) did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, holidays and to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- 6.21 Where an interview was not possible the household was always recorded as being undetermined. This included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits. Whilst the figure of 17 may appear relatively high, it is comparative with other GTAs completed across the country.

Bricks and Mortar Interviews

- 6.22 Two families and one concealed adult living in bricks and mortar were identified during the site fieldwork and 3 interviews were completed. These are included in the household base. This is a different position to the 2015 study and there has been a reduction of such families from 4 to 2.
- 6.23 Two of these households that were interviewed, including the concealed adult, met the planning definition; 1 are happy living in bricks and mortar and have no current or future accommodation needs; and the concealed adult is in need of a pitch of their own.

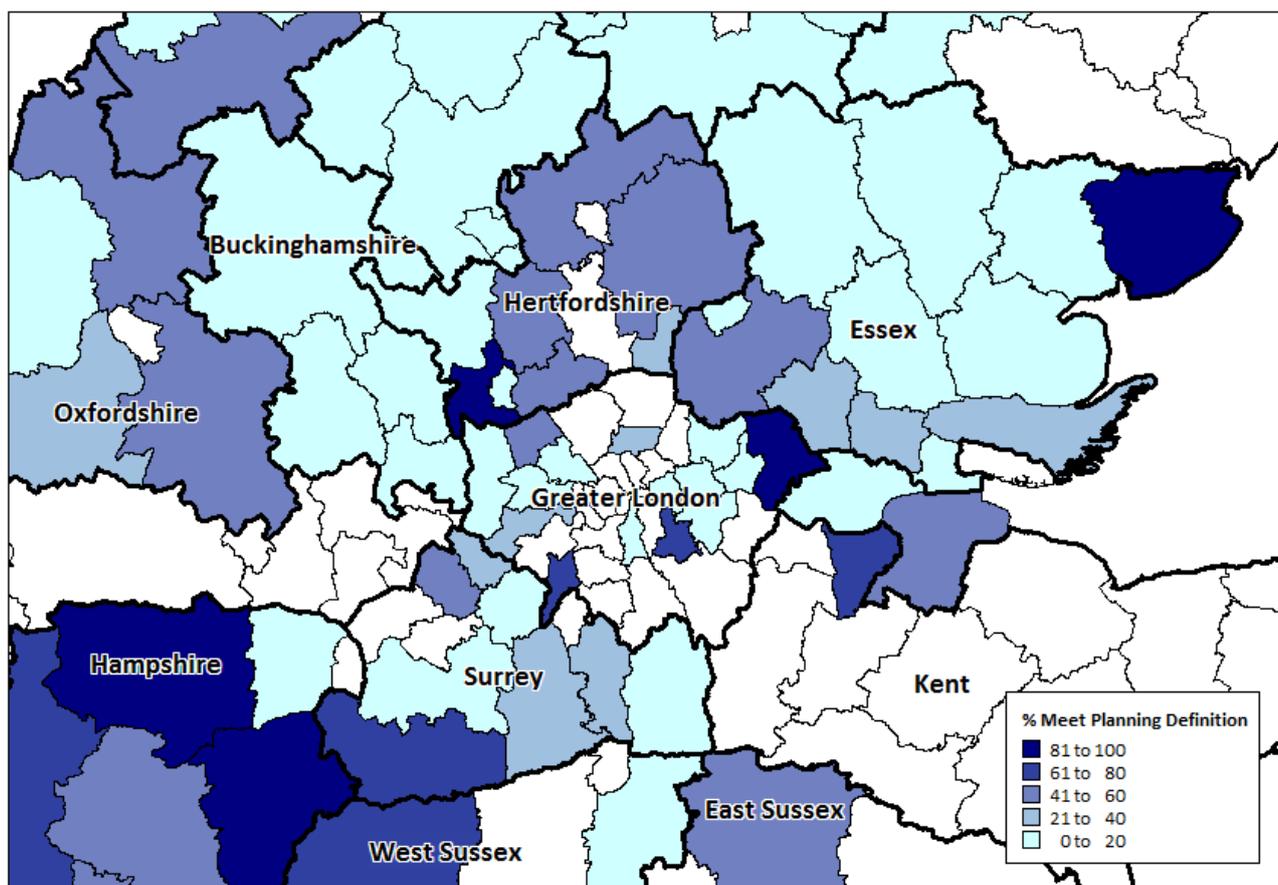
- 6.24 The remaining household did not meet the planning definition, are happy living in bricks and mortar and have no current or future accommodation needs.
- 6.25 In addition, a household living in bricks and mortar wanting to move back to a private family site was identified in a proxy interview.

Household Base

- 6.26 In summary, Figure 8 sets out the household base figure for the study (100)²². Whilst there are 87 defined pitches in existence in the District and 4 defined plots (Figure 4), the number of households interviewed on these pitches differs somewhat. Figure 6 sets out the number of interviews that were completed (83). In addition, it was not possible to complete interviews with households living on 17 pitches.
- 6.27 Overall for St Albans this gives a locally derived proportion of households that were interviewed that met the planning definition of 51%. This rises to 59% if it were to be assumed that all the undetermined households travelling meet the planning definition and drops to 41% if it were to be assumed that all the undetermined households do not meet the planning definition. All of these scenarios are much higher than the ORS national figure of 25% and significantly higher than the number of households that were expected by the Council to meet the planning definition following the sensitivity testing that was completed during the last assessment of need.
- 6.28 There are a number of factors that could explain this including the fact that there is a relatively young population base for Travellers in St Albans and many extended family groups occupying relatively large private sites. ORS have completed GTAAs for a number of local authorities located in South East England and have found large variations in the proportion of households that met the planning definition. These differences are shown on the map in Figure 9.
- 6.29 As far as a comparison with other local authorities in Hertfordshire is concerned, the proportion of households that met the planning definition varies from 100% of households in Three Rivers (albeit with a very small household base), to 57% in North Herts, 44% in East Herts, 14% in Dacorum and 9% in Watford. ORS have sought to identify reasons for differences between local authorities and have concluded that in general the proportion of households that meet the planning definition is higher where there are larger numbers of private family sites occupied by extended family groups and with a higher number of younger families and adult males. It is these groups that are more likely to travel for work purposes. This is the case in St Albans.

²² Excluding some additional hidden need from concealed or doubled-up households, households forced off pitches due to over-crowding, and teenagers in need of a pitch of their own in the next 5 years.

Figure 9 – Proportion of households that meet the planning definition in South East England



Waiting Lists

- 6.30 It was not possible to robustly determine the number of households on the waiting list for public sites in St Albans as households are able to register an interest for multiple sites. However, the Head of Hertfordshire County Council’s Gypsy Section (which manages the public gypsy sites in the County) was able to confirm that as of December 2018 there were 25 households on the waiting list in Hertfordshire that had registered an interest for a pitch at Barley Mow, 27 households that had registered an interest for a pitch as Park Street/Watling Street, and 9 households that had registered an interest for a pitch at Ver Meadows.
- 6.31 It was also confirmed that there were a total of 171 households registered for a pitch on a public site in Hertfordshire (although this will include double counting); that 75 of the households were living in bricks and mortar; and that 59 households lived outside of Hertfordshire.
- 6.32 However, it has not been possible to confirm the current situation and therefore no allowance has been made in the GTAA for households on the waiting list for public sites.
- 6.33 The Hertfordshire Gypsy Section also confirmed that it would no longer be providing new public sites in Hertfordshire and that this responsibility now lies with individual local authorities. The Gypsy Section will continue to manage the existing public sites in Hertfordshire.

Migration

- 6.34 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-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, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 6.35 Evidence drawn from the household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. Information provided during the household interviews identified a total of 16 households who have been forced to move from sites in St Albans due to over-crowding. These households are family members of those living on private sites in St Albans and are currently living on the roadside in other local authorities in Hertfordshire and are in need of pitches on their family sites. Proxy interview information was sufficient to assess that that majority (14) met the planning definition.
- 6.36 ORS have found no other evidence of any households wishing to move to St Albans on a permanent basis. Therefore, apart from the 16 households set out above, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of St Albans wish to develop a new site the proposal will need to be considered by a criteria-based Local Plan Policy.

Pitch Needs – Gypsies and Travellers that met the Planning Definition

- 6.37 The households in St Albans that met the planning definition were found on 3 public sites, 5 private sites, 1 tolerated site, 1 unauthorised site and 2 bricks and mortar properties²³. Analysis of the household interviews indicated that there is a need for **72 additional pitches** for households that met the planning definition. The components of this need are set out below.

Supply of Pitches

- 6.38 The first stage of the assessment was to assess how much pitches are, or will become, available on public sites. The main ways of finding this are through:
- » Current vacant pitches.
 - » Unimplemented pitches on new sites or site extensions which have already been granted permission.
 - » Pitches vacated by households moving to bricks and mortar.
 - » Pitches vacated by households moving from public sites.
- 6.39 As a result of the change to the planning definition all identified supply will be used to net off against need from households that met the planning definition.

²³ It is quite common for households living in bricks and mortar to travel for work.

- 6.40 At the time of the study there were no vacant pitches on public sites in St Albans, and no sites with planning permission that have not yet been implemented.
- 6.41 Through the household interviews it was identified that a total of 3 households stated that they were seeking to move to bricks and mortar in St Albans; 1 household was seeking to move to bricks and mortar in another area; and 1 household stated that they were seeking to move to a site in another area. Therefore, there is a supply of 5 potentially vacated pitches identified. In addition, a total of 3 households stated that they would like to move to a bigger pitch on a public site, and 1 household said that they would like to move to a new public site in St Albans if one were to be built. Given the lack of availability of pitches on other public sites in Hertfordshire these have not been included as supply.

Figure 10 - Supply of pitches in St Albans

Site	Pitches
Vacant pitches	0
Pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	4
Pitches vacated by households moving to another area	1
TOTAL	5

Current Need

Unauthorised Developments

- 6.42 The study has identified 1 site with 3 unauthorised pitches where households met the planning definition. In addition, 4 pitches identified on a further unauthorised site where households met the planning definition are all classified by the Council as tolerated from a planning perspective and so do not therefore make up components of current need. As such there are 3 unauthorised pitches that make up components of current need.

Figure 11 - Pitches on unauthorised developments in St Albans (meet planning definition)

Site	Pitches
Meadowside (4 tolerated pitches)	0
Nuckies Farm	3
TOTAL	3

Concealed or Doubled-Up Households and Adults

- 6.43 The household survey and desk-based research also sought to identify concealed or doubled-up households or single adults on sites that require a pitch immediately. The household interviews identified a total of 13 concealed or doubled-up households or single adults on pitches in St Albans that met the planning definition.

Figure 12 – Concealed or doubled-up households or adults in St Albans (meet planning definition)

Site	Pitches
Barley Mow	1
Park Street/Watling Street	2
Ver Meadows	1
Ardens Rise	2
The Paddocks	3
Tullochside	4
TOTAL	13

Bricks and Mortar

6.44 A total of 2 households living in bricks and mortar in St Albans were identified who met the planning definition. One of these households is a concealed adult who is in need of a pitch of their own and is included under this component of need. In addition, a close relative living in bricks and mortar of a household living on a private family site was identified as wanting to move back to the site.

Figure 13 - Net movement from bricks and mortar in St Albans (meet planning definition)

Need	Pitches
Tullochside	1
TOTAL	1

Future Need

5 Year Need from Teenage Children

6.45 A key change from the previous GTAA is the inclusion of teenagers who have been identified as being in need of a pitch of their own in the next 5 years as specific components of need, as opposed to including them in the estimate for new household formation. This is a more robust evidence-based approach to identifying short-term household formation using the outcomes from the household interviews. An adjustment is then made when calculating further new household formation to avoid any double counting. A total of 15 teenagers were identified as being in need of a pitch of their own in the next 5 years.

Figure 14 – 5 year need from teenagers in St Albans (meet planning definition)

Site	Pitches
Barley Mow	2
Park Street/Watling Street	2
Ver Meadows	1
Chiswell Green Lane	1
Ardens Rise	2
The Paddocks	2
Tullochside	3
Nuckies Farm	2
TOTAL	15

Household Living on Sites with Temporary Planning Permissions

- 6.46 Following the granting of permanent planning permission at one site (Ardens Rise) and the lapsing of temporary planning permission on another site (Nuckies Farm) there are no longer any pitches on sites in St Albans that have temporary planning permission.

Figure 15 - Pitches on sites with temporary planning permission in St Albans (meet planning definition)

Site	Pitches
None	0
TOTAL	0

In-Migration/Roadside

- 6.47 Information provided during the household interviews identified a total of 14 households that met the planning definition who have been forced to move from sites in St Albans due to over-crowding. These households are family members of those living on private sites in St Albans and are currently living on the roadside in St Albans or in other local authorities in Hertfordshire and are in need of pitches back on their family sites.

Figure 16 – In-migration/roadside to sites in St Albans (meet planning definition)

Site	Pitches
Ardens Rise	1
Tullochside	10
Woodview Lodge	3
TOTAL	14

New Household Formation

- 6.48 Demographic information from the household interviews for those who met the planning definition has been used to adjust the ORS national household formation rate of 1.50%. The household interviews indicate that 49% of the on-site population are aged under 18. Using this to adjust the ORS national rate gives a locally derived rate for new household formation of 2.05%.

- 6.49 The household baseline to which it is applied includes all current households that met the planning definition on authorised, tolerated and unauthorised pitches, and in bricks and mortar (40 households as set out in Figure 8).
- 6.50 In addition, all households identified as being in current need (including concealed and doubled-up households/adults, in-migration, movement from bricks and mortar and teenagers in need of a pitch of their own in the next 5 years) have been included (43 households as set out in Figures 12, 13, 14 and 16). This gives a household base of 83 for the purposes of estimating new household formation for households that meet the planning definition.
- 6.51 Figure 17 sets out how the figure of 83 households has been calculated.

Figure 17 – Base for new household formation for households that meet the Planning Definition

Category	Households
Households on authorised pitches (public and private)	31
Households on unauthorised pitches (including tolerated)	7
Households in bricks and mortar	2
Sub Total	40
Concealed or doubled-up households/single adults	13
In-migration/roadside	14
5-year need from teenagers	15
Movement from bricks and mortar ²⁴	1
Sub Total	43
TOTAL	83

- 6.52 Based on a net new household formation rate of 2.05% and a household base of 83 it is estimated that a total of 31 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 been adjusted to take account of teenagers already identified as being in need of a pitch of their own as separate components of need.
- 6.53 It has been assumed in the assessment that any future need from households that met the planning definition will go on to meet the definition themselves when they become adults. This is common in Traveller families where children follow in the footsteps of their parents in terms of future employment. Likewise, it has been assumed that any future need from households that did not meet the planning definition will also not meet the definition themselves when they become adults. Due to uncertainty it is not possible to accurately apportion this need. This approach should however be regarded as resulting in a ‘high end’ assessment of future accommodation needs. It is possible that contextual social and economic trends will mean newly forming households may be less likely to adopt traditional work and lifestyles in the future and that more of their needs will be for conventional housing. Any such trend would apply most strongly in families that currently do not meet the planning definition and would also affect families that do. The overall impact could suppress needs.

²⁴ One household in bricks and mortar is included as a doubled-up household.

Figure 18 - New household formation in St Albans for households that meet the Planning Definition

	Pitches
Base for new household formation	83
Net compound formation @2.05% per annum over 18 years	31
TOTAL	31

Figure 19 – New household formation by 5-year and Local Plan periods (meet planning definition)

Years	0-5 ²⁵	6-10	11-15	16-18	Total
	2018-23	2023-28	2028-33	2033-36	
	3	10	11	7	31

Overall Need – Households that Met Planning Definition

- ^{6.54} In summary, the overall need for households that met the planning definition is made up of 3 households who are living on an unauthorised development, 13 concealed or doubled-up households or adults, 1 movement from bricks and mortar, 15 teenage children who will be in need of a pitch of their own in the next 5 years, 31 from new household formation using a formation rate of 2.05% derived from the household demographics, and 14 households who are looking to move back into the area who are currently being forced to live on the roadside due to a lack of pitches on family sites in St Albans. The need figure of 72 pitches also takes into account a supply of 1 pitch which are likely to be vacated by households moving off a public site and 4 pitches on public sites due to be vacated by households who want to move to bricks and mortar.
- ^{6.55} Therefore, the overall level of additional need for households who met the planning definition of a Gypsy or Traveller is for **72 additional pitches** over the GTAA period. Consideration will also need to be given to the proportion of need from undetermined households that may meet the planning definition (see Chapter 7).

²⁵ Adjusted to take account of teenagers already included as separate components of need.

Figure 20 – Additional need for Gypsy and Traveller households in St Albans that met the Planning Definition 2018-2036

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	4
Pitches vacated by households moving from public sites	1
Total Supply	5
Current Need	
Households on unauthorised developments (see Fig 5)	3
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding/Roadside	13
Movement from bricks and mortar	1
Households on waiting lists for public sites	0
Total Current Need	17
Future Need	
5 year need from teenage children	15
Households on sites with temporary planning permission	0
In-migration/Roadside	14
New household formation (beyond 5 years)	31
<i>(Household base 83 and formation rate 2.05%)</i>	
Total Future Needs	60
Net Pitch Need = (Current and Future Need – Total Supply)	72

Figure 21 – Additional need for Gypsy and Traveller households in St Albans that meet the Planning Definition 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2018-23	2023-28	2028-33	2033-36	
	44	10	11	7	72

Pitch Needs – Undetermined Gypsies and Travellers

- 6.56 Whilst it was not possible to determine the planning status of a total of 17 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and *may* meet the planning definition.
- 6.57 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed. However, data that has been collected from over 3,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 25% of households that have been interviewed meet the planning definition.
- 6.58 This would suggest that it is likely that only a proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.
- 6.59 Should further information be made available to the Council that will allow for the planning definition to be applied to the undetermined households, the overall level of need could rise by up to 5 from new household formation from a maximum of 17 households using the ORS national formation rate of 1.50%. Therefore, additional need could increase by up to a further 5 pitches, plus any concealed adult households or 5-year need arising from teenagers living in these households (if all of the undetermined pitches are deemed to meet the planning definition).
- 6.60 If the ORS national average²⁶ of 25% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in St Albans that meet the planning definition is higher (51%) than 25% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need of up to 3 additional pitches from undetermined households.
- 6.61 As set out elsewhere in this report the Council should not make a specific pitch allocation to address need from undetermined households but should rely on a robust criteria-based Local Plan Policy to determine individual planning applications. This is supported by the outcomes of the Inspector's Report for the Maldon Local Plan that are set out in Chapter 3.

²⁶ Based on the outcomes of over 3,500 interviews completed by ORS in England since 2015.

Figure 22 – Additional need for undetermined Gypsy and Traveller households in St Albans - 2018-2036

Gypsies and Travellers - Undetermined	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	5
<i>(Household base 17 and formation rate 1.50%)</i>	
Total Future Needs	5
Net Pitch Need = (Current and Future Need – Total Supply)	5

Figure 23 – Additional need for undetermined Gypsy and Traveller households in St Albans by Local Plan and 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2018-23	2023-28	2028-33	2033-36	
	1	1	2	1	5

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

- 6.62 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies, and to help meet the requirements set out in the Housing and Planning Act (2016) and the revised NPPF (2018). On this basis, it is evident that whilst the needs of the 39 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these.
- 6.63 The households in St Albans that did not meet the planning definition were found on 3 public sites, 5 private sites, 2 unauthorised pitches on a private site and in a bricks and mortar property. Analysis of the household interviews indicated that there is a need for **41 additional pitches** for households that did not meet the planning definition. The components of this need are set out below.

Supply of Pitches

- 6.64 Due to the change to the planning definition any identified supply from households that did not meet the planning definition seeking to move from public sites has been used to net off against need for households that met the planning definition. As such there are no components of supply in the assessment of need for households that did not meet the planning definition

Current Need

Unauthorised Developments

- 6.65 The study has identified 2 unauthorised pitches on a site with planning permission where households did not meet the planning definition. As such there are 2 unauthorised pitches that make up components of current need.

Figure 24 – Unauthorised pitches in St Albans (do not meet planning definition)

Site	Pitches
Tullochside	2
TOTAL	2

Concealed or Doubled-Up Households and Adults

- 6.66 The household survey and desk-based research also sought to identify concealed or doubled-up households or single adults on sites that require a pitch immediately. The household interviews identified a total of 10 concealed or doubled-up households or single adults on pitches in St Albans that did not meet the planning definition.

Figure 25 – Concealed or doubled-up households or adults in St Albans (do not meet planning definition)

Site	Pitches
Chiswell Green Lane	1
Park Street/Watling Street	4
Tullochside	2
Ver Meadows	3
TOTAL	10

Bricks and Mortar

6.67 One household living in bricks and mortar in St Albans were identified who did not meet the planning definition. There is no current or future need arising from the residents.

Future Need

5 Year Need from Teenage Children

6.68 A key change from the previous GTAA is the inclusion of teenagers who have been identified as being in need of a pitch of their own in the next 5 years as specific components on need, as opposed to including them in the estimate for new household formation. This is a more robust evidence-based approach to identifying short-term household formation using the outcomes from the household interviews. An adjustment is then made when calculating further new household formation to avoid any double counting. A total of 7 teenagers were identified as being in need of a pitch of their own in the next 5 years.

Figure 26 – 5 year need from teenagers in St Albans (do not meet planning definition)

Site	Pitches
Barley Mow	1
Park Street/Watling Street	1
Ver Meadows	4
Woodview Lodge	1
TOTAL	7

Household Living on Sites with Temporary Planning Permissions

6.69 There are no pitches with temporary planning permission in St Albans.

In-Migration/Roadside

6.70 Information provided during the household interviews identified a total of 2 households that did not meet the planning definition who have been forced to move from a public site in St Albans due to over-crowding. These households are family members of those living on a public site in St Albans and are currently living on the roadside in Hertfordshire and are in need of pitches.

Figure 27 – In-migration/roadside to sites in St Albans (do not meet planning definition)

Site	Pitches
Park Street/Watling Street	2
TOTAL	2

New Household Formation

- 6.71 Demographic information from the household interviews for those who met the planning definition has been used to adjust the ORS national household formation rate of 1.50%. The household interviews indicate that 50% of the on-site population are aged under 18. Using this to adjust the ORS national rate gives a locally derived rate for new household formation of 2.10%.
- 6.72 This household baseline to which it is applied includes all current households that did not meet the planning definition on authorised, unauthorised sites and in bricks and mortar (39 households as set out in Figure 8).
- 6.73 In addition, all households identified as being in current need (including concealed and doubled-up households and adults, in-migration, and teenagers in need of a pitch of their own in the next 5 years) have been included (19 households as set out in Figures 25, 26 and 27). This gives a household base of 58 for the purposes of estimating new household formation for households that did not meet the planning definition.
- 6.74 Figure 28 sets out how the figure of 58 has been calculated.

Figure 28 - Base for new household formation for households that did not meet the Planning Definition

Category	Households
Households on authorised pitches (public and private)	36
Households on unauthorised pitches	2
Household in bricks and mortar	1
Sub Total	39
Concealed or doubled-up households or single adults	10
In-migration	2
5-year need from teenagers	7
Sub Total	19
TOTAL	58

- 6.75 Based on a net new household formation rate of 2.10% and a household base of 58 it is estimated that a total of 20 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 been adjusted to take account of teenagers already identified as being in need of a pitch of their own as separate components of need.

Figure 29 - New household formation in St Albans for households that did not meet the Planning Definition

	Pitches
Base for new household formation	58
Net compound formation @2.05% per annum over 18 years	20
TOTAL	20

Figure 30 – New household formation by 5-year and Local Plan periods for households that did not meet the Planning Definition

Years	0-5 ²⁷	6-10	11-15	16-18	Total
	2018-23	2023-28	2028-33	2033-36	
	0	7	8	5	20

Overall Need – Households that Did Not Meet Planning Definition

- 6.76 In summary, the overall need for households that did not meet the planning definition is made up of households on 2 unauthorised pitches, 10 concealed or doubled-up households or adults, 7 teenage children who will be in need of a pitch of their own in the next 5 years, 20 from new household formation using a formation rate of 2.10% derived from the household demographics, and 2 households who are looking to move back into the area who are currently being forced to live on the roadside due to a lack of pitches on public sites in St Albans.
- 6.77 Therefore, the overall level of additional need for households who meet the planning definition of a Gypsy or Traveller is for **41 additional pitches** over the GTAA period. Consideration will also need to be given to the proportion of need from undetermined households that may meet the planning definition (see Chapter 7).

Figure 31 – Additional need for Gypsy and Traveller households in St Albans that did not meet the Planning Definition – 2018-36

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	10
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	12
Future Need	
5 year need from teenage children	7
Households on sites with temporary planning permission	0
In-migration	2
New household formation (beyond 5 years)	20
<i>(Projection base 58 and formation rate 2.10%)</i>	
Total Future Needs	29
Net Pitch Need = (Current and Future Need – Total Supply)	41

²⁷ Adjusted to take account of teenagers already included as separate components of need.

Figure 32 – Additional need for Gypsy and Traveller households in St Albans that do not meet the Planning Definition 5-year periods

Years	0-5	6-10	11-15	16-18	Total
	2018-23	2023-28	2028-33	2033-36	
	21	7	8	5	41

Plot Needs - Travelling Showpeople Needs

- 6.78 There was one Travelling Showpeople yard identified in St Albans that is tolerated for planning purposes. Interviews with households residing on the yard confirmed that they met the planning definition and concluded that they are in a position to meet all of their current and future accommodation needs.

Transit Requirements

- 6.79 When determining the potential need for transit provision the assessment has looked at data from the MHCLG Traveller Caravan Count, data on encampments collected by Hertfordshire County Council, the outcomes of discussions with Council Officers and interviews completed during studies for neighbouring areas, and potential wider issues related to PPTS (2015).

MHCLG Traveller Caravan Count

- 6.80 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Traveller Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans or any demographic information about residents. This makes it very difficult to interpret in relation to assessing current and future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise, any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of current or future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 6.81 Data from the Traveller Caravan Count suggests that there have been none or very low numbers of non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years. However, as set out above this is just a snapshot and does not give a full picture of unauthorised encampments and potential need for transit provision across the study area.

Local Data

- 6.82 Information provided by the Hertfordshire Gypsy and Traveller Section indicated that there had been a total of 26 recorded encampments in St Albans between March 2017 and November 2018. The information also indicated that the majority (74%) were small, comprising 5 or less caravans, and that many were occupied by the same family group moving around the local area.

Potential Implications of PPTS (2015)

- 6.83 It has been suggested by a number of organisations representing members of the Travelling Community that there will need to be an increase in transit provision across the country as a result of PPTS (2015) leading to more households travelling seeking to meet the planning definition. This may well be the case, but it will take some time for any changes in travelling behaviour to materialise. The use of historic evidence to make an assessment of current and future transit need is also not recommended. Any recommendation for future transit provision will need to make use of a robust post-PPTS (2015) evidence base and there has not been sufficient time yet for this to happen.

Transit Recommendations

- 6.84 It is recommended that there is no need for any public transit site provision in St Albans at the present time. There is a public transit site in Hertsmere with 15 pitches. At present 9 pitches are not available as they are occupied on a permanent basis. This leaves 6 available transit pitches. If available, the Police are able to use their powers to move households on encampments to the transit site in Hertsmere.
- 6.85 The situation relating to levels of unauthorised encampments and freeing up pitches on the transit site for proper transit use, should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 6.86 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or similar).
- 6.87 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a robust evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable. Given that there are potentially 15 transit pitches in Hertsmere it is unlikely that this review will result in a need for additional transit pitches in St Albans. If such a need is identified work will need to be undertaken on a sub-regional or Hertfordshire-wide basis to identify suitable locations to meet the provision.
- 6.88 In the short-term the Council should continue to use available pitches on the existing transit site for dealing with unauthorised encampments. Management based approaches to dealing with unauthorised encampments such as negotiated stopping agreements could also be considered.
- 6.89 The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.leedsgate.co.uk for further information.
- 6.90 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers.

7. Conclusions

- 7.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, and the revised the National Planning Policy Framework (NPPF) 2018. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

- 7.2 In summary there is a need for **72 additional pitches** in St Albans over the GTAA period to 2036 for Gypsy and Traveller households that meet the planning definition; a need for up to 5 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a potential need for 41 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 7.3 It is recommended that need for households that met the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from undetermined households, or from new households seeking to move to the area and develop a site, should be addressed through a criteria-based Local Plan Policy. Need from households who do not meet the planning definition will be met as part of Local Plan proposals for housing development in response to assessment of overall housing need.

Travelling Showpeople

- 7.4 In summary there is a need for **no additional plots** in St Albans over the GTAA period to 2036 for Travelling Showpeople households as the households interviewed on the yard indicated that they can meet their current and future accommodation needs.

Summary of Need to be Addressed

- 7.5 Taking into consideration all of the elements of need that have been assessed and identified, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below set out the likely number of pitches/plots that will need to be addressed either as a result of the GTAA, or through the local Housing Need Assessment process and related Local Plan Policies.

Gypsies and Travellers

- 7.6 Total need from Gypsy and Traveller households is made up by adding together need from households that meet the planning definition, need from undetermined households, and need from households that do not meet the planning definition. The tables below break need down by the GTAA and Local Housing Need Assessment by taking 25% (the ORS national average for Gypsies and Travellers) of need from undetermined households and adding this to the need from households that met the planning definition, and by adding the remaining 75% of need from undetermined households to the need from households that did not meet the planning definition.

Figure 33 – Additional need for Gypsy and Traveller households broken down by potential delivery method 2018-2036

St Albans City and District	GTAA	LHNA	TOTAL
Met Planning Definition (+ 25% undetermined)	73 (72+1)	0	73
Did not meet Planning Definition (+ 75% undetermined)	0	45 (41+4)	45
TOTAL	73	45	118

7.7 The 2015 GTAA identified an overall need for 79 additional pitches in St Albans for the 17-year period 2014-2031. The overall figure of 118 additional pitches identified in this updated GTAA can be explained by a number of local and methodological factors:

- » The methodology has been improved (in response to concerns raised at Local Plan Examinations and Planning Appeals) in order to more robustly identify need from hidden households including concealed/doubled-up households and adults; 5-year need from teenage children; and need from households forced to leave sites due to over-crowding.
- » The previous GTAA identified high numbers of teenage children. Many of these have now formed families of their own and are being forced to double-up on family sites due to a lack of available pitches. This accounted for need for 23 additional pitches in the updated assessment.
- » The previous GTAA identified high numbers of late primary school/early secondary school age children. Many of these are now teenagers who will be in need of a pitch of their own in the next 5 years. This accounted for need for 22 additional pitches in the updated assessment.
- » The previous assessment did not identify any need from households forced to move away from sites as a result of over-crowding. Due to the improved household interviews a total of 16 displaced households were identified.
- » In addition, all of the additional households identified above also increase the base for the estimate of new household formation.

Transit Provision

7.8 It is recommended that there is no need for any public transit site provision in St Albans at the present time. There is a public transit site in Hertsmere with 15 pitches. At present 9 pitches are not available as they are occupied on a permanent basis. This leaves 6 available transit pitches. If available, the Police are able to use their powers to move households on encampments to the transit site in Hertsmere.

7.9 However, the situation relating to levels of unauthorised encampments, and freeing up pitches on the transit site for proper transit use, should be monitored whilst any potential changes associated with PPTS (2015) develop.

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Appendix A: Glossary of Terms

Amenity block/shed	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
CAPI	Computer Assisted Personal Interviewing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
Concealed household	Households, living within other households, who are unable to set up separate family units.
DCLG	Department for Communities and Local Government (now MHCLG).
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
GTAA	Gypsy and Traveller Accommodation Assessment.
HEDNA	Housing and Economic Development Needs Assessment.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community.
LHNA	Local Housing Need Assessments
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
MHCLG	Ministry of Housing, Communities and Local Government (formerly DCLG).
NPPF	National Planning Policy Framework.
ORS	Opinion Research Services.
Out-migration	Movement from one region or community in order to settle in another.

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

Appendix B: Site and Yard List (March 2018)

Figure 34 – St Albans site and yard list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Barley Mow	15	-
Park Street/Watling Street	10	-
Ver Meadows	15	-
Private Sites with Permanent Permission		
Chiswell Green Lane	1	-
Ardens Rise	7	-
Little Orchard	1	-
The Meadows	1	-
The Paddocks	7	-
Tullochside	10	-
Woodview Lodge	11	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
Meadowside	-	4
Unauthorised Developments/Pitches		
Nuckies Farm	-	3
Tullochside	-	2
TOTAL PITCHES	78	9
Authorised Travelling Showpeople Yards		
None	-	-
Tolerated Travelling Showpeople Yards		
Noke Lane	-	4
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	4
Transit Provision		
None	-	-

Appendix C: Household Interview Questions

FINAL DRAFT

GTAA Questionnaire 2017



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

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

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

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

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

A General Information

A1	Name of planning authority: <i>INTERVIEWER please write in</i>			
A2	Date/time of site visit(s): <i>INTERVIEWER please write in</i>	DD/MM/YY	TIME	
A3	Name of interviewer: <i>INTERVIEWER please write in</i>			
A4	Address and pitch number: <i>INTERVIEWER please write in</i>			
A5	Type of accommodation: <i>INTERVIEWER please cross one box only</i>			
	Council <input type="checkbox"/>	Private rented <input type="checkbox"/>	Private owned <input type="checkbox"/>	Unauthorised <input type="checkbox"/>
			Bricks and Mortar <input type="checkbox"/>	
A6	Name of Family: <i>INTERVIEWER please write in</i>			
A7	Ethnicity of Family: <i>INTERVIEWER please cross one box only</i>			
	Romany Gypsy <input type="checkbox"/>	Irish Traveller <input type="checkbox"/>	Scots Gypsy or Traveller <input type="checkbox"/>	Show Person <input type="checkbox"/>
	New Traveller <input type="checkbox"/>	English Traveller <input type="checkbox"/>	Welsh Gypsy <input type="checkbox"/>	Non-Traveller <input type="checkbox"/>
		<i>Other (please specify)</i>		
A8	Number of units on the pitch: <i>INTERVIEWER please write in</i>			
	Mobile homes	Touring Caravans	Day Rooms	<i>Other (please specify)</i>

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A9 Is this site your main place of residence? If not where is?
INTERVIEWER: Please cross one box only

Yes No

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

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

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

Choice No option

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

Yes No

A13 How many separate families or unmarried adults live on this pitch?
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

B Demographics

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

Person 1		Person 2		Person 3	
Sex	Age	Sex	Age	Sex	Age

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

Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age								

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>									

Other *Please specify*

Details (Please specify)

D Waiting List

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

INTERVIEWER: Please cross one box only

Yes	<input type="checkbox"/>	—————>	Continue to D2
No	<input type="checkbox"/>	—————>	Go to D4

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

INTERVIEWER: Please cross one box only

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>									

Other *(Please specify)*

Details (Please specify)

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

0-3 months	3-6 months	6-12 months	1-2 years	2+ years
<input type="checkbox"/>				

Other *(Please specify)*

Details (Please specify)

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

INTERVIEWER: Please cross one box only

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>									

No

Other *(Please specify)*

Details (Please specify) and take contact details)

E Future Accommodation Needs											
<p>E1 Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i></p> <p>Yes <input type="checkbox"/> If yes → Continue to E2 No <input type="checkbox"/> If no → Go to E5</p>	<p style="text-align: center; color: #808080;">If so, why? (please specify)</p>										
<p>E2 Where would you move to? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 20%; text-align: center; vertical-align: top;"> Another site in this area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> A site in another council area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> Bricks and mortar in this area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> Bricks and mortar in another council area <i>(specify where)</i> </td> <td style="width: 20%; text-align: center; vertical-align: top;"> Other (e.g. land they own elsewhere) <i>(Please specify)</i> </td> </tr> <tr> <td style="text-align: center;"><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; padding: 10px; margin-top: 10px; text-align: center; color: #808080;"> <p>Please specify where they would move to If they own land elsewhere - probe for details</p> </div>		Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>	<input type="checkbox"/>				
Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other (e.g. land they own elsewhere) <i>(Please specify)</i>							
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>							
<p>E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Private buy</td> <td>Private rent</td> <td>Public rent</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>		Private buy	Private rent	Public rent	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>				
Private buy	Private rent	Public rent									
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>									
<p>E4 Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Yes</td> <td>No</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table>		Yes	No	<input type="checkbox"/>	<input type="checkbox"/>						
Yes	No										
<input type="checkbox"/>	<input type="checkbox"/>										
<p>E5 Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i></p> <table style="width: 100%; text-align: center;"> <tr> <td>Yes</td> <td>No</td> </tr> <tr> <td><input type="checkbox"/></td> <td><input type="checkbox"/></td> </tr> </table> <div style="border: 1px solid black; padding: 10px; margin-top: 10px; text-align: center; color: #808080;"> <p>Please ask for details on where land/site is located and who owns the land/site?</p> </div>		Yes	No	<input type="checkbox"/>	<input type="checkbox"/>						
Yes	No										
<input type="checkbox"/>	<input type="checkbox"/>										

F Travelling	
F1	<p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5+ </p> <p style="text-align: center;"> ↓ Go to F6a } Continue to F2 </p>
F2	<p>If you or members of your family have travelled in the last 12 months, which family members travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All the family Adult males Other <input style="width: 100px; height: 20px;" type="text"/> </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> If other, please specify </p>
F3	<p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> Details / specify if necessary. If fairs—probe for whether this involves work </p>
F4	<p>At what time of year do you or family members usually travel? And for how long? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> All year Summer Winter </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> And for how long? </p>
F5	<p>Where do you or family members usually stay when they are travelling? <i>INTERVIEWER: Please cross all boxes that apply</i></p> <p style="text-align: center;"> LA transit sites Private transit sites Roadside Friends/family Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> If other, please specify </p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> <i>INTERVIEWER: Ask F6a — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9</i> </p>
F6a	<p>Are there any reasons why you don't you travel at the moment?</p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> Details </p>
F6b	<p>Have you or family members ever travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> Yes <input type="checkbox"/> → Continue to F7 No <input type="checkbox"/> → Go to F9 </p>
F7a	<p>When did you or family members last travel? <i>INTERVIEWER: Please write in</i></p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> Details </p>
F7b	<p>What were the reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> Work Holidays Visiting family Fairs Other </p> <p style="text-align: center;"> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> </p> <p style="text-align: center; border: 1px solid black; padding: 2px;"> Details / specify if necessary. If fairs—probe for whether this involves work </p>

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

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

If other, please specify

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

F9 Do you or other family members plan to travel in the future?
INTERVIEWER: Please cross one box only

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

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

Details

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

Details

G Any other information	
G1	Any other information about this site or your accommodation needs? <i>INTERVIEWER: Please write in</i>
	<p>Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)</p>
G2	Site/Pitch plan? Any concerns? <i>INTERVIEWER: Please sketch & write in</i>
	<p>Sketch of Site/Pitch — any concerns?</p> <p>Are any adaptations needed?</p> <p>Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently</p>

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

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Appendix D: ORS Technical Note

TO BE INCLUDED IN FINAL PDF OR THE REPORT

FINAL DRAFT



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 2015

Opinion Research Services
Spin-out company of Swansea University



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Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]
10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

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

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

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

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

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

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

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

Modelling population growth

Introduction

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

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

Migration effects

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

Population profile

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

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

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

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

Birth and fertility rates

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

Death rates

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

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

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

Modelling outputs

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

Household growth

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

Table 5

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

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

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

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

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

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

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

Household dissolution rates

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

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

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

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

Summary conclusions

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

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