



## **Southwark Council**

### **Gypsy and Traveller Accommodation Assessment**

#### **Final Report**

May 2020



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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the London Borough of Southwark (the Council).
- 1.2 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15-year period 2020 to 2034.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Southwark through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards and encampments. A total of 26 interviews or proxy interviews were completed with Gypsies and Travellers; 1 interview was completed with a Traveller living in bricks and mortar; and no Travelling Showpeople were identified. A total of 6 stakeholder interviews were also completed.
- 1.4 The fieldwork for the study was completed between October and December 2019 and the baseline date for the assessment is January 2020.
- 1.5 There were 2 principal reasons for completing the new GTAA.
- 1.6 The first was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those households who have ceased to travel permanently will not now fall under the PPTS planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.
- 1.7 The second is the new London Plan. The Draft London Plan (2018) included a draft policy H16 – Gypsy and Traveller Accommodation on assessing accommodation need for Gypsies and Travellers. This policy included a different planning definition of Gypsies and Travellers that was not consistent with the definition included in national policy in PPTS (2015).
- 1.8 The Examination in Public (EiP) on the Draft London Plan was held between 15th January and 22nd May 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the London Mayor on 8th October 2019.
- 1.9 The London Mayor considered the Inspectors' recommendations and, on the 9th December 2019, issued to the Secretary of State his Intend to Publish London Plan along with a statement of reasons for any of the Inspectors' recommendations that the Mayor did not wish to accept.
- 1.10 Whilst the Inspectors' concluded that the planning definition of Gypsy and Travellers in the London Plan should be consistent with national policy in PPTS, the London Mayor did not accept

this recommendation and Policy H14 in the Intend to Publish London Plan still included the different definition of a Traveller for planning purposes.

- 1.11 In March 2020 the Secretary of State wrote to the London Mayor<sup>1</sup> to express concerns about a number of housing related policies in the Intend to Publish London Plan, and that as a result he had no choice but to exercise his powers to direct changes to the plan. These included a direction to remove the London Plan definition of a Traveller for planning purposes, stating:

*The policy is inconsistent with national policy set out in the Planning Policy for Traveller Sites (PPTS) (August 2015). The policy gives a wider definition of “gypsies and travellers” compared to that in Annex 1 of the PPTS including those who have permanently settled.*

- 1.12 As discussions to modify the Intend to Publish London Plan are still ongoing, ORS has also completed an assessment of need using the alternative planning definition to provide an indication of the potential increased levels of need that may have to be addressed should Policy H14 be adopted in its current format.

## The PPTS Planning Definition of a Traveller

- 1.13 The PPTS (2015) introduced a revised definition of a Traveller for planning purposes. To meet the revised PPTS definition, households need to demonstrate that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so, or that family members have travelled for work in the past and have stopped travelling temporarily due to education, ill health or old age. As a result, there are 3 categories of Travellers identified and assessed in this GTAA in relation to the PPTS planning definition:

- » Households where an interview was completed who meet the PPTS planning definition.
- » Undetermined households where an interview was unable to be completed who may meet the PPTS planning definition.
- » Households where an interview was completed who did not meet the PPTS planning definition.

## The Intend to Publish London Plan Planning Definition of a Traveller

- 1.14 The Intend to Publish London Plan (2019) is proposing a more far reaching definition of a Traveller for planning purposes. This will include:

People with a cultural tradition of nomadism, a nomadic habit of life, or living in a caravan, whatever their race or origin, including:

- 1) those who are currently travelling or living in a caravan
- 2) those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation

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<sup>1</sup> <https://www.gov.uk/government/publications/london-plan-letter-from-the-secretary-of-state-for-housing>

3) those who, on grounds of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently.

- 1.15 It is highly likely that the application of the Intend to Publish London Plan definition of a Traveller will increase levels of need arising from Gypsies and Travellers living across London and in Southwark.
- 1.16 In addition to completing an assessment of need using the PPTS planning definition, an assessment of need using the Intend to Publish London Plan definition has also been completed by ORS to give an indication of potential increased levels of need that the Council may need to consider should the Intend to Publish London Plan definition be adopted in its current format.

## Key Findings

### Pitch Needs – Gypsies and Travellers (PPTS Planning Definition)

- 1.17 Overall, the pitch needs<sup>2</sup> for Gypsies and Travellers from 2020-2034 are set out below. These needs are based on the PPTS definition of a Traveller for planning purposes. Full details on the PPTS planning definition can be found in Chapter 2 and 3, but in summary:
- » Households<sup>3</sup> will meet the PPTS planning definition if they can demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future.
  - » Undetermined households are those where it was not possible to complete an interview who may meet the PPTS planning definition.
  - » Households who are not able to demonstrate that household members travel for work purposes or have ceased travelling permanently will not meet the PPTS planning definition.
- 1.18 Needs are set out for those households that meet the PPTS planning definition; for those undetermined households who may meet the PPTS planning definition; and for those households that did not meet the PPTS planning definition (even though this is no longer a requirement for a GTAA). Only the need from those households who meet the PPTS planning definition should be considered as need arising from the GTAA under the PPTS planning definition.
- 1.19 The need arising from households that meet the PPTS planning definition should be addressed through Gypsy and Traveller Local Plan Policies, including the use of a criteria-based policy.
- 1.20 The Council will need to carefully consider how to address any need associated with undetermined households as it is unlikely that all this need will need to be addressed through the provision of conditioned<sup>4</sup> Gypsy or Traveller pitches. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in PPTS) for any undetermined

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<sup>2</sup> See Chapter 3 and 4 for further details on pitch needs.

<sup>3</sup> Including those living on sites and in bricks and mortar.

<sup>4</sup> Pitches with planning conditions restricting occupation to Gypsies and Travellers.



households – including any from in-migration - that do provide evidence that they meet the PPTS planning definition.

- 1.21 In general terms, the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need and through separate Local Plan Policies.
- 1.22 This approach is specifically referenced in the revised National Planning Policy Framework (February 2019). 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 [emphasis added] *'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.'*
- 1.23 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the PPTS planning definition should be assessed as part of the wider housing needs of an area.
- 1.24 It is recognised that the Council is in the process of preparing a new Local Plan that sets out overall housing need. It is also proposed that a Gypsy and Traveller Development Plan Document (DPD) will be prepared to address housing needs for Travellers. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the planning definition of a Traveller.
- 1.25 There were no Gypsy or Traveller households identified in Southwark that meet the PPTS planning definition of a Traveller<sup>5</sup>; 3 undetermined households that may meet the PPTS planning definition; and 46 households that did not meet the PPTS planning definition.
- 1.26 There is **no need for pitches for households that meet the PPTS planning definition** as none of the households that were interviewed were found to meet the PPTS definition.
- 1.27 There is a need for **between 0 and 1 pitches for undetermined households**. This is made up of new household formation from a maximum of 3 households (using the ORS national formation rate of 1.50%<sup>6</sup>). If the ORS national average<sup>7</sup> of 30% were applied this could result in a need for no pitches. If the locally derived proportion of households that meet the planning definition (0%) were applied this could also result in a need for no pitches.
- 1.28 There is a need for **42 pitches for households that did not meet the PPTS planning definition**. This is made up of 18 concealed or doubled-up households; 1 movement from bricks and mortar; 9 teenagers who will be in need of a pitch of their own in the next 5 years; 4 households currently living on the roadside or from in-migration; and 15 from new household formation using a rate of 2.20% derived from the demographics of the households that were interviewed.

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<sup>5</sup> See Chapter 2 for further details about the PPTS planning definition.

<sup>6</sup> See Paragraphs 7.5-7.8 for further information on the ORS National Formation Rate.

<sup>7</sup> Based on over 4,100 interviews completed by ORS across England.

- 1.29 It should be noted that this is need in addition to the existing occupied pitches in Southwark. The majority of current need in years 0-5 of the GTAA period arises from adult households currently doubled-up on existing pitches and from teenagers living on existing pitches who will be in need of a pitch of their own in the next 5 years. Future need for years 6-15 of the GTAA is made up of future household formation from these households.
- 1.30 Figure 1 summarises the identified need and Figure 2 breaks the need down for households that meet the PPTS planning definition of a Traveller by 5-year periods.

**Figure 1 – Need for Gypsy and Traveller households in Southwark 2020-34 (PPTS planning definition)**

Status	2020-34
Meet Planning Definition	0
Undetermined	0-1
Do not meet Planning Definition	42

**Figure 2 – Need for Gypsy and Traveller households in Southwark that meet the PPTS planning definition by year periods**

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	0	0	0	0

## Pitch Needs – Gypsies and Travellers (Intend to Publish London Plan Planning Definition)

- 1.31 The Intend to Publish London Plan (December 2019) is proposing to introduce a different definition of a Traveller for planning purposes. Should this definition be adopted it is likely that the vast majority of Traveller households would meet it and overall need to be addressed through specific Gypsy and Traveller Local Plan Policies will increase considerably.
- 1.32 The table below sets out a comparison between the overall level of need under the PPTS planning definition and the overall level of need under the Intend to Publish London Plan planning definition. This shows that overall need increases by 43 pitches from 0 to 43 when the Intend to Publish London Plan definition is applied, plus any additional need arising from households living in bricks and mortar.

**Figure 3 – Breakdown of need for households under the Intend to Publish London Plan planning definition**

Local Authority	PPTS (2015) Need	Intend to Publish London Plan Need	Difference
Southwark	0	43	+43

## Plot Needs - Travelling Showpeople

- 1.33 Overall the plot needs for Travelling Showpeople from 2020-2034 are set out below. Needs are set out for those households that meet the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may meet the planning definition; and for those households that did not meet the planning definition (although this is no longer a requirement for a GTAA).

- 1.34 Only the need from those households who meet the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.35 The need arising from households that meet the planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.
- 1.36 The Council will need to carefully consider how to address the needs associated with undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots.
- 1.37 The need for those households who did not meet the planning definition will need to be considered as part of general housing need. See Paragraphs 1.10-1.13 for further details.
- 1.38 There were no Travelling Showperson households identified in Southwark. Therefore, the GTAA **does not identify a need for any plots** for the GTAA period to 2034.

## Transit Recommendations

- 1.39 Due to historic low numbers of unauthorised encampments it is not recommended that there is a need for any formal transit provision in Southwark at this time. However, there is a need for a more strategic approach to transit provision across London as recommended in the recent report by London Gypsies and Travellers and De Montfort University.
- 1.40 The situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop – for example a potential increase in the number of households travelling to seek to meet the current planning definition. 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. This information could be collected as part of a Welfare Assessment (or similar).
- 1.41 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a London-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 1.42 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 1.43 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides.
- 1.44 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as

determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Southwark, the Council should still be aware of temporary arrangements that could be put in place if required.

## 2. Introduction

- 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 Southwark. The outcomes of the study will supersede the outcomes of the previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Southwark.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the revised National Planning Policy Framework (NPPF) 2019, and Planning Practice Guidance (PPG) 2019. It also includes consideration of the Intend to Publish London Plan definition of a Traveller for planning purposes.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Local Plan Policies and the provision of Traveller pitches and plots covering the period 2020 to 2034 to meet the 15-year requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is January 2020.

### Definitions

- 2.6 The 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 PPTS (2015) Planning Definition

- 2.7 For the purposes of the planning system, the definition was changed in PPTS (2015). The planning definition is set out in Annex 1 of the PPTS 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)

- 2.8 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.

## The PPTS Definition of Travelling

- 2.9 One of the most important questions that GTAAs will need to address in terms of applying the PPTS planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘*nomadic*’.
- 2.10 **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.
- 2.11 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.
- 2.12 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*.
- 2.13 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.
- 2.14 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.

- 2.15 **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.
- 2.16 The implication of these rulings in terms of applying the PPTS 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 holidays and visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- 2.17 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances the household unit would be defined as travelling under the PPTS planning definition.
- 2.18 Households will also fall under the PPTS planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled for work in the past. In addition, households will also have to demonstrate that they plan to travel again for work in the future.
- 2.19 This approach was endorsed by a Planning Inspector in 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.*

- 2.20 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.*

## The Intend to Publish London Plan Definition of Travelling

- 2.21 The assessment of households under the Intend to Publish London Plan definition would differ from the assessment of households under the PPTS planning. The Intend to Publish London Plan includes a policy (H14 – Gypsy and Traveller Accommodation) on assessing accommodation need for Gypsies and Travellers. This policy includes a different definition of Gypsies and Travellers than is included in the PPTS (2015). This is essentially the housing definition that was repealed by the Housing and Planning Act (2016). This is a far less stringent definition to meet as it includes households with a cultural tradition of nomadism or living in a caravan; households currently living in a caravan; households with a cultural preference not to live bricks and mortar; and households that have ceased to travel temporarily or permanently.

## 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 Policy for Traveller Sites (PPTS), 2015
  - » The Housing and Planning Act, 2016
  - » National Planning Policy Framework (NPPF), 2019
  - » Planning Practice Guidance<sup>8</sup> (PPG), 2019
- 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 National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

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<sup>8</sup>With particular reference to the sections on *Housing needs of different groups* (July 2019).



## Planning Policy for Traveller Sites (PPTS) 2015

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

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

2.26 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, PPTS 2015 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 (2019)

2.29 The most recent version of the revised National Planning Policy Framework was issued in February 2019. Paragraph 60 of the revised 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.

2.30 Paragraph 61 then states that [emphasis added] *'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 assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

2.32 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to Paragraph 61 of the revised NPPF that:

*It seems to me that this wording makes clear that it is only those meeting that definition that should be included in an assessment of need for 'planning definition' travellers and that gypsies who have ceased travelling should be counted and provided for elsewhere and this is the approach proposed in the emerging LP. This does not, of course mean that these gypsies should be allocated 'bricks and mortar' type housing. They will also need a suitable supply of caravan sites to meet their needs.*

## Local Guidance for Gypsies and Travellers

### The Role of London Boroughs

- 2.33 Between 1968 and 1994 there was a statutory duty for each London Borough to provide 15 pitches which the majority of Boroughs complied with. Since the repeal of this statutory duty in 1994, few new sites have been built and some have been closed.
- 2.34 Prior to sections being repealed by the Housing and Planning Act (2016) Boroughs were required by the Housing Act (2004) to assess the accommodation needs of Gypsies and Travellers in their area when developing housing policy and produce a strategy on how these needs can be met.
- 2.35 Previously, housing requirements were calculated at a national level and regional spatial strategies were set as targets for each regional planning authority. This meant that local planning authorities would have to set aside enough land to satisfy that target. The findings of the Gypsy and Traveller Accommodation Assessment would have fed into the regional spatial strategy.
- 2.36 The Localism Act 2011 abolished regional spatial strategies and instead gave local planning authorities more control over planning and development in their areas. This bestowed the responsibility on each local authority to understand the need in its own area and to meet that need accordingly.
- 2.37 The Housing and Planning Act now requires local authorities to complete a wider assessment of pitches on which caravans can be stationed and moorings for boats. In addition, the PPTS (2015) requires Boroughs to use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions. This will form a sub-set of the wider assessment of need from caravan dwellers.

### The London Mayor

- 2.38 The London Mayor has several general powers which may be relevant to Gypsies and Travellers, including:
- » *Producing a statutory spatial development plan that sets the strategic framework for planning and regeneration across the capital, the London Plan.*
  - » *The GLA Affordable Homes Programme funding for delivering/improving pitches and regeneration.*
- 2.39 The London Plan published in 2011 highlighted that the planning system should ensure fairness between the settled and traveller communities and that the assessment of suitable provision and genuine need is best practised at a local level. As such, the previous Mayor considered that Boroughs were best placed to assess the needs of, and make provision for, Gypsies and Travellers. Thus, Boroughs were encouraged rather than compelled to provide new Gypsy and Traveller sites.
- 2.40 The London Plan (2011) advises Boroughs to set targets for provision based on robust evidence of local need, ensuring that the accommodation requirements of Gypsies and Travellers are identified and addressed in line with national policy and in coordination with neighbouring boroughs. The London Plan (2011) does not set specific targets for Boroughs.

- 2.41 In August 2017 Labour AM Tom Copley questioned the Mayor about how his London Plan and Housing Strategy will cater for the accommodation needs of London's Gypsy and Traveller community following the change to the planning definition in PPTS (2015). In his response the Mayor made assurances that he will require councils to adopt a more comprehensive definition in his new London Plan so that a more accurate assessment of need can be made.
- 2.42 The draft London Plan (2017) included a policy (H16 – Gypsy and Traveller Accommodation) on assessing accommodation need for Gypsies and Travellers. This policy included a different definition of Gypsies and Travellers than is included in the PPTS (2015). This is essentially the housing definition that was repealed by the Housing and Planning Act (2016). This is a far less stringent definition to meet as it includes households with a cultural tradition of nomadism or living in a caravan; households currently living in a caravan; households with a cultural preference not to live bricks and mortar; and households that have ceased to travel temporarily or permanently.
- 2.43 The Examination in Public (EiP) on the London Plan was held between 15th January and 22nd May 2019. The Panel of Inspectors appointed by the Secretary of State issued their report and recommendations to the London Mayor on 8th October 2019.
- 2.44 The Mayor considered the Inspectors' recommendations and, on the 9th December 2019, issued to the Secretary of State his Intend to Publish London Plan along with a statement of reasons for any of the Inspectors' recommendations that the Mayor does not wish to accept. Whilst the Inspectors' concluded that the definition of Gypsy and Travellers in the Draft London Plan should be consistent with national policy in PPTS, the London Mayor did not accept this recommendation and Policy H14 in the Intend to Publish London Plan included the different definition of a Traveller for planning purposes.

**Policy H14 Gypsy and Traveller accommodation**

**A** Boroughs should plan to meet the identified need for permanent Gypsy and Traveller pitches and must include ten-year pitch targets in their Development Plan Documents.

**B** As of the start of this Plan period, boroughs should use the following definition of 'Gypsies and Travellers' as a basis for assessing need:

People with a cultural tradition of nomadism, a nomadic habit of life, or living in a caravan, whatever their race or origin, including:

- 1) those who are currently travelling or living in a caravan
- 2) those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation
- 3) those who, on grounds of their own or their family's or dependants' educational or health needs or old age, have ceased to travel temporarily or permanently.

**C** Boroughs that have not undertaken a needs assessment since 2008 should use the figure of need for Gypsy and Traveller accommodation provided in Table 4.4 as identified need for pitches until a needs assessment, using the definition set out above, is undertaken as part of their Development Plan review process.

**D** Boroughs that have undertaken a needs assessment since 2008 should update this based on the definition set out above as part of their Development Plan review process.

**E** Boroughs should undertake an audit of existing local authority provided Gypsy and Traveller sites and pitches, working with residents occupying these, identifying:

- 1) areas of overcrowding
- 2) areas of potential extra capacity within existing sites
- 3) pitches in need of refurbishment and/or provision of enhanced infrastructure (including utilities, open space and landscaping).

**F** Boroughs should plan to address issues identified in the audits.

**G** Boroughs should actively plan to protect existing Gypsy and Traveller and Travelling Showpeople or circus people pitch or plot capacity, and this should be taken into account when considering new residential developments to ensure inclusive, balanced and cohesive communities are created.

- 2.45 In March 2020 the Secretary of State wrote to the London Mayor<sup>9</sup> to express concerns about a number of housing related policies in the Intend to Publish London Plan, and that as a result he had no choice but to exercise his powers to direct changes to the plan. These included a direction to remove the London Plan definition of a Traveller for planning purposes, stating:

*The policy is inconsistent with national policy set out in the Planning Policy for Traveller Sites (PPTS) (August 2015). The policy gives a wider definition of “gypsies and travellers” compared to that in Annex 1 of the PPTS including those who have permanently settled.*

- 2.46 As discussions to modify the Intend to Publish London Plan are still ongoing, ORS have completed an assessment of need using the alternative planning definition to provide an indication of the potential increased levels of need that may have to be addressed should Policy H14 be adopted in its current format.

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<sup>9</sup> <https://www.gov.uk/government/publications/london-plan-letter-from-the-secretary-of-state-for-housing>

## 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 changes to PPTS in August 2015, the Housing and Planning Act (2016), the revised NPPF (2019) and the revised PPG in 2019. 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 as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Central Bedfordshire, Cheltenham, Cotswold, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, South Cambridgeshire, Tewkesbury and Waverley.
- 3.4 The Local Plan Inspector for the Cheltenham, Gloucester and Tewkesbury Joint Core Strategy, following hearings in April 2016 and July 2017, concluded in her final Examination Report that was issued 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.'*
- 3.5 The Inspector for the East Herts District Plan also 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.'*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

## Glossary of Terms/Acronyms

3.7 A Glossary of Terms/Acronyms can be found in **Appendix A**.

## Desk-Based Review

3.8 ORS collated a range of secondary data that was used to support the study. This included:

- » Census data.
- » Traveller Caravan Count data.
- » Records of unauthorised sites/encampments.
- » Information on planning applications/appeals.
- » Information on enforcement actions.
- » Existing Needs Assessments and other relevant local studies.
- » Existing national and local policy, guidance and best practice.

## Stakeholder Engagement

3.9 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Three interviews were undertaken with Council Officers from the study area.

## Working Collaboratively with Neighbouring Planning Authorities

3.10 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed topic guide was agreed with the Council.

- » The City of London
- » London Borough of Lewisham
- » London Borough of Tower Hamlets

## Survey of Travelling Communities

3.11 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 visits were made to households where it was not initially possible to conduct an interview because they were not available at the time.

3.12 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.

- 3.13 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of recent changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All sites and yards were visited by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.14 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.15 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 from sources including neighbouring residents and site management (if present).
- 3.16 Researchers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.

Figure 4 – Friends, Families and Traveller Leaflet

**fft**  
Friends Families and Travellers

We are writing to you from Friends, Families and Travellers (FFT) a national charity working on behalf of Gypsies and Travellers [www.gypsy-traveller.org](http://www.gypsy-traveller.org)

# MORE PITCHES PLEASE!

Councils are currently carrying out new Accommodation Needs Assessments. The assessments are being done to work out if there is a need for more Gypsy/Traveller sites in your area and it is really important that you take part in the process so that your Council identifies the true level of need for sites in your area.

Questions about travelling are particularly important. In 2015 the Government changed the planning definition of what it means to be a 'Gypsy or Traveller' and it now reads as follows: **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.**

This means that if you have completely stopped travelling, even if it is as a result of ill-health or old age or because you care for people who are too old or too ill to travel then you will be unlikely to meet the planning definition and any need you or your dependants have for a caravan site will no longer be included in the Council's assessment of its need for Gypsy/Traveller sites in your area.

Your council will almost certainly employ consultants to carry out the assessment and you will probably be asked to complete a questionnaire.

How you answer the assessment questions is really important as it will affect the number of pitches required in an area.

**So, if you are still travelling for work, even if it is only for part the year or in order to be and sell goods at any of the traditional horse fairs etc. then it is essential you make that clear to your Council when assesses its need for sites in your area**

We have already seen some examples of questionnaires being used by consultants to assess needs and have some concerns about the way in which the questions have been worded and the limited space on forms to give answers.

For example, on a form produced by ORS questionnaire there is a section in the questionnaire about travelling (Section F) which could cause people to give misleading answers.

For example, one question asks **'How many trips you have made in the last 12 months'**  
If you answer '0' to this question then you will probably not be deemed a Gypsy or Traveller according to the new planning definition, so don't forget to include trips such as for work, looking for work, going to horse fairs etc.

Another question asks **'When did you stop travelling?'**  
Please think carefully before answering such a question. Have you stopped travelling for good? If so then you could be judged not to be a Gypsy or Traveller in planning terms.

Finally, a question asks **'Do family members plan to travel in the future?'**  
Again, please bear in mind that if you answer 'No' you will be judged not to be a Gypsy or Traveller in planning terms, so think carefully about whether you are ever likely to be travelling again in the future.

Another question asks **'Have you or family members ever travelled?'**  
If you answer 'No' to this question then you will probably be judged not to be a Gypsy or Traveller in planning terms. So again don't forget to include trips looking for work, visiting horse fairs etc.

**fft**  
Friends Families and Travellers

If you want to speak to us further please do not hesitate to call FFT on 01273 234 777 or your local Gypsy/Traveller group.



## Engagement with Bricks and Mortar Households

- 3.17 The 2011 Census recorded 70 households that identified as either Gypsies or Irish Travellers who live in a house or flat in Southwark.
- 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 and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders – including representatives from the Southwark Traveller Action Group (STAG). Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.19 As a rule, we do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus, we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

## Timing of the Fieldwork

- 3.20 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. The fieldwork for this study was completed between October and December 2019 and Researchers were able to collect information on the majority of residents.

## Applying the PPTS Planning Definition

- 3.21 The primary change to PPTS (2015) in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the PPTS 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 PPTS planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the PPTS planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- 3.22 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
  - » Whether household members have ever travelled.

- » The main reasons for travelling.
  - » Where household members travelled to.
  - » The times of the year that household members travelled.
  - » Where household members stay when they are away travelling.
  - » When household members stopped travelling.
  - » The reasons why household members stopped travelling.
  - » Whether household members intend to travel again in the future.
  - » When and the reasons why household members plan to travel again in the future.
- 3.23 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the PPTS planning definition. 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. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.24 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the PPTS planning definition will form the components of need to be formally included in the GTAA:
- » Households that travel under the PPTS planning definition.
  - » Households that have ceased to travel temporarily under the PPTS planning definition.
  - » Households where an interview was not possible who *may* fall under the PPTS planning definition.
- 3.25 Whilst the needs of those households that do not meet the PPTS planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2019).

## 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 be classed as economically active and 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.

## Undetermined Households

- 3.27 As well as calculating need for households that meet the PPTS planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be a need figure over and above the need identified for households that do meet the planning definition.
- 3.28 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the ORS national rate of 1.50% has been used as the demographics of residents are unknown.
- 3.29 Should further information be made available to the Councils that will allow for the PPTS planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTAA or through wider assessments of housing need.
- 3.30 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the PPTS planning definition based on the outcomes of households where an interview was completed.
- 3.31 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 30% of households who have been interviewed meet the PPTS planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authorities, no households meet the PPTS planning definition. ORS are not implying that this is an official national statistic - rather a robust national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015).
- 3.32 This would suggest that it is likely that only a proportion of the potential need identified from undetermined households will require conditioned Gypsy and Traveller pitches, and that the needs of the majority will be addressed through separate Local Plan Policies.
- 3.33 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District 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.

## Households that Do Not Meet the PPTS Planning Definition

- 3.34 Households who do not travel for work now fall outside the PPTS planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance<sup>10</sup> related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the PPTS planning definition of a Traveller will need to be assessed 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 (February 2019).
- 3.35 Paragraph 61 of the revised NPPF states that [emphasis added] *'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.'*

## Calculating Current and Future Need

- 3.36 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

- 3.37 The first stage of the assessment sought to determine the number of occupied, vacant and potentially available supply in the study area:
- » Current vacant pitches.
  - » Pitches currently with planning consent due to be developed within 5 years.
  - » Pitches vacated by people moving to housing.
  - » Pitches vacated by people moving from the study area (out-migration).

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

- 3.38 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

- 3.39 The second stage was to identify components of current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space already available in the study area. It is important to address issues of double counting:
- » Households on unauthorised developments for which planning permission is not expected.
  - » Concealed, doubled-up or over-crowded households (including single adults).
  - » Households in bricks and mortar wishing to move to sites.
  - » Households in need on waiting lists for public sites.

## Future Need

- 3.40 The final stage was to identify components of future need. This includes the following four components:
- » Teenage children in need of a pitch of their own in the next 5 years.
  - » Households living on sites with temporary planning permissions.
  - » New household formation.
  - » In-migration.
- 3.41 As far 5-year need from teenagers is concerned the household interviewers are very specific in asking whether there is a need for teenagers on existing family sites in Southwark. 5-year need from teenagers is usually met through additional touring caravans from the age of 13 upwards, as opposed to full additional pitches. Pairing and out-migration do not tend to occur until children are over the age of 18 and get married.
- 3.42 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 6 of this report.
- 3.43 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are identified for the period 2020-2034.

## Pitch Turnover

- 3.44 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates.

This approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches on sites are not available to meet any need. The use of pitch turnover has been the subject of a number of Inspectors Decisions, for example APP/J3720/A/13/2208767 found a GTAA to be unsound when using pitch turnover and concluded:

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

- 3.45 In addition, a recent GTAA Best Practice Guide produced jointly by 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.*

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

## Applying the Intend to Publish London Plan Planning Definition

- 3.47 As set out in the Paragraph 2.21, the assessment of households under the Intend to Publish London Plan definition would differ from the assessment of households under the PPTS planning definition. For the purposes of this report the overall need for pitches under the Intend to Publish London Plan planning definition has been calculated by adding together the need from households that meet the PPTS planning definition, the need from undetermined households, and the need from households that did not meet the PPTS planning definition.

## Transit Provision

- 3.48 PPTS 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, including:

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

<sup>3.49</sup> 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 Ministry of Housing Communities and Local Government (MHCLG)<sup>11</sup> Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

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<sup>11</sup> Formerly the Department for Communities and Local Government (DCLG).

## 4. Traveller Sites & Population

### Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size<sup>12</sup>. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.
- 4.2 It should be noted that in Southwark a number of sites are occupied by extended family groups and are not sub-divided into individual pitches.
- 4.3 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 tenants (similar to social housing).
- 4.4 The alternative to a public residential site is a private residential site and yard 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.
- 4.5 The Gypsy, Traveller and Travelling Showpeople population also has other types 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 occupancy 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.
- 4.6 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 landowner, but for which they do not have planning

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<sup>12</sup> 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 (a static caravan, park home or chalet for example) and touring caravan, parking space for two vehicles and a small garden area.



permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

## Sites and Yards in Southwark

- 4.7 In Southwark, at the base date for the GTAA, there were 4 public sites (43 pitches); no sites with temporary planning permission; no unauthorised sites; and no Travelling Showpeople yards. See **Appendix D** for further details.
- 4.8 Through the site interviews it was also identified that all of the residents on the site at Springtide Close were due to be moving to a site in Oxfordshire in 2020. The Council have confirmed that the site was vacated in March 2020 and that they are in the process of completing a review of the site.

Figure 5 - Total amount of provision in Southwark (January 2020)

Category	Sites/Yards	Pitches/Plots
Public sites	4	43
Private with permanent planning permission	0	0
Private with temporary planning permission	0	0
Lawful sites	0	0
Unauthorised sites	0	0
Public transit provision	0	0
Travelling Showpeople yards	0	0

## MHCLG Traveller Caravan Count

- 4.9 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 data on Travelling Showpeople.
- 4.10 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 later in this report.

## 5. Stakeholder Engagement

### Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTTA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual. The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.2 Three interviews were undertaken with Council Officers from the study area.
- 5.3 Local Authorities also have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS also interviewed a Planning Officer from 3 neighbouring local authorities:
- » City of London.
  - » London Borough of Lewisham.
  - » London Borough of Tower Hamlets.
- 5.4 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

### Views of Key Stakeholders and Council Officers in Southwark

#### Accommodation Needs

- 5.5 The current provision in the borough was thought to be meeting the accommodation need very well.
- 5.6 The Council have been undertaking a Fire Safety preparation project and some of the risks highlighted by the London Fire Brigade involved overcrowding. However, it was felt that the issue of overcrowding is more related to the number of caravans on the site as opposed to the amount of people living in single households.

#### Short-term Encampments and Transit Provision

- 5.7 There is no transit provision in Southwark. Being a central London borough space is very limited so it would be difficult to locate any potential transit provision.
- 5.8 Southwark do have a number of illegal encampments. However, the encampments which are experienced are mainly seen as being a result of criminal activity involving fly tipping from some members of the Travelling community. These encampments target building sites where

development work is happening and stop there only for the purposes of fly tipping. There was a concern about the growing costs associated with enforcement of this activity.

- 5.9 Numbers of the more ‘traditional’ transient short-term encampments stopping in Southwark are understood to be very low.

## Cross Border Issues and Meeting the Duty to Cooperate

- 5.10 No issues specific issues with any with neighbouring boroughs were highlighted.
- 5.11 Southwark have recently been preparing Statements of Common Ground for the new Local Plan. No issues have been raised in these meetings of accommodating need from other boroughs
- 5.12 It was felt that Southwark and all neighbouring boroughs were complying with the Duty to cooperate.

## Future Priorities and Any Further Issues

- 5.13 The main future priorities identified were ensuring that existing sites are safe to live on and that any future need can be accommodated.
- 5.14 A further priority identified concerned potential criminal and anti-social behaviour on the sites at Brideale Close and Burnhill Close. It was hoped that future work on Gypsy and Traveller issues would look to accommodate management of these sites given the current problems experienced on these sites.

## Neighbouring Local Authorities

### City of London Council

- 5.15 With regard to **overall accommodation need** in the City of London, the views of the officer interviewed were as follows:

» There is no identified accommodation need for Gypsies, Travellers or Travelling Showpeople in the City of London. Furthermore, there is currently no reason to anticipate any future accommodation demand in the City of London.

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

» No cross-border issues were identified with Southwark.

### London Borough of Lewisham

- 5.17 With regard to **overall accommodation need** in Lewisham, the views of the officer interviewed were as follows:

» The previous GTAA identified the need for 6 pitches (up to 2031).

» Following in-depth consultation, in March 2018 the Mayor and Cabinet approved Pool Court, SE6 as the preferred residential traveller site for the borough. The

Council are now working on land assembly and working towards submitting a planning application to develop the Pool Court site for 6 pitches.

- » The most recent GTAA update stated that there is no recommendation for the Council to consider providing any transit provision.

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

- » Discussions have taken place between Lewisham and Southwark regarding how the proposed development at Old Kent Road will affect Gypsy and Traveller accommodation need.
- » Lewisham chair the South East London Duty to Cooperate Group, attended on a quarterly basis by London Boroughs of Lewisham, Southwark, Bexley, Bromley and Greenwich. Gypsy and Traveller provision is a strategic issue that is discussed by the group as and when needed. Therefore, all are meeting the Duty to Cooperate.
- » The future priority for the Council is to provide the 6 new residential pitches at Pool Court.

## London Borough of Tower Hamlets

5.19 With regard to **overall accommodation need** in Tower Hamlets, the views of the officer interviewed were as follows:

- » Since the last GTAA, Tower Hamlets have taken a new Local Plan through examination and are now in the process of adoption. This includes a Gypsy and Traveller accommodation policy to protect the existing 19 pitch site and safeguard some land which is adjacent to it.
- » The council have initiated work to add further pitches to the land which is adjacent to the 19-pitch site. The previous GTAA indicated a need for one further pitch for Travellers who meet the 2015 PPTS definition, and it is hoped to be met on the adjacent land.
- » For those who do not meet the 2015 PPTS definition, there was an indicated need for 12 additional pitches over the 15-year period to 2031.

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

- » No specific cross-border issues with Southwark were identified.
- » Tower Hamlets and the neighbouring authorities are all complying with the Duty to Cooperate
- » It was felt that the building of new pitches and/or plots tends to meet opposition for the surrounding areas. Fostering good relations with neighbours on existing sites would help reduce objections to future site locations.

## 6. Survey of Travelling Communities

### Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified 4 public sites; no temporary sites; no unauthorised sites; no Travelling Showmen’s yards; and 1 household living in bricks and mortar. The table below sets out the number of pitches/plots; the number of interviews that were completed; other site notes; and the reasons why interviews were not completed. A total of 27 interviews or proxy interviews were completed.
- 6.3 During the period between commencing the GTAA and reporting no transient households were identified to interview.

Figure 6 – Sites and yards visited in Southwark

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews
<b>Public Sites</b>			
Brideale Close	16	8	3 x double pitches, 1 x vacant, 2 x no contact
Burnhill Close	6	5	1 x no contact
Ilderton Road	16	11	4 x vacant, 1 x pitch does not exist
Springtide Close <sup>13</sup>	5	2	3 x no contact – all due to move from the site in 2020
<b>Private Sites</b>			
None	-	-	-
<b>Temporary Sites</b>			
None	-	-	-
<b>Tolerated Sites</b>			
None	-	-	-
<b>Unauthorised Sites/Roadside</b>			
None	-	-	-
<b>Bricks and Mortar</b>			
Fenwick Road, Peckham	1	1	-
<b>TSP</b>			
None	-	-	-
<b>TOTAL</b>	<b>44</b>	<b>27</b>	

<sup>13</sup> Households living at Springtide Close have subsequently been excluded from the GTAA as they have all moved to a new site outside of Southwark.

## Interviews with Gypsies and Travellers in Bricks and Mortar

- <sup>6.4</sup> Despite all of the efforts that were made, it was only possible to interview 1 household living in bricks and mortar.

# 7. Current and Future Pitch Provision

## Introduction

- 7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2034. This includes both current unmet need and need which is likely to arise in the future<sup>14</sup>. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.
- 7.4 As well as the PPTS planning definition of a Traveller, consideration has also been given to the Intend to Publish London Plan planning definition of a Traveller should this be adopted in its current format.

## New Household Formation Rates

- 7.5 Nationally, a household formation and growth rate of 3.00% net per annum<sup>15</sup> has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for 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 F**.
- 7.6 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.7 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

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<sup>14</sup> See Paragraphs 3.41 and 3.42 for details of components on current and future need.

<sup>15</sup> Page 25, Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007) *Now withdrawn*.

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

7.9 This view has been supported by Planning Inspectors in a number of Decision Notices. The Inspector for an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used concluded:

*In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% but that a 2.50% 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 1.50% 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 1.50% figure is justified in the case of Doncaster.*

7.10 Another more recent decision was in relation to 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.*

7.11 In addition, the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice in December 2017. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit.

7.12 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 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on lawful 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.



- 7.13 Overall, the household growth rate used for the assessment of future need for households has been informed by local evidence. No households were found to meet the planning definition of a Traveller. For those households that did not meet the planning definition, 53% of residents were aged under 18. This demographic evidence has been used to adjust the national growth rate of 1.50% (which is based on 36% aged under 18) upwards to 2.20% based on a higher proportion of those aged under 18.
- 7.14 The ORS national formation rate of 1.50% has been applied to undetermined households in the absence of any demographic data for these households.
- 7.15 Overall new household formation has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need in their own right. This eliminates any double counting in the assessment of need.
- 7.16 As far 5-year need from teenagers is concerned the household interviewers are very specific in asking whether there is a need for teenagers on existing family sites in Southwark. 5-year need from teenagers is usually met through additional touring caravans from the age of 13 upwards, as opposed to full additional pitches. Pairing and out-migration do not tend to occur until children are over the age of 18 and get married.

## Breakdown by 5 Year Bands

- 7.17 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTAA period based on the compound rate of growth that was applied rather than being split equally over time.

## The PPTS Planning Definition

- 7.18 The outcomes from the household interviews were used to determine the status of each household against the PPTS planning definition. This assessment was based on the responses to the questions given to Researchers. Only those households that meet the PPTS planning definition, in that they were able to provide information during the household interview that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who may meet the PPTS planning definition have also been included as a potential component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA, need from households that did not meet the PPTS planning definition has also been assessed 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.
- 7.19 The table below sets out the PPTS planning status of households living on sites in Southwark. This includes any hidden households that were identified during the household interviews including

concealed and doubled-up households or single adults, households living on the roadside and households living in bricks and mortar.

**Figure 7 – Planning status of households in Southwark**

Status	Meet PPTS Planning Definition	Undetermined	Do Not Meet PPTS Planning Definition
<b>Gypsies and Travellers<sup>16</sup></b>			
Public Sites	0	3	42
Private Sites	-	-	-
Temporary Sites	-	-	-
Lawful Sites	-	-	-
Unauthorised Sites	-	-	-
Roadside	0	0	4
B&M	0	0	1
<b>Sub-Total</b>	<b>0</b>	<b>3</b>	<b>47</b>
<b>Travelling Showpeople</b>	-	-	-
<b>Sub-Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL</b>	<b>0</b>	<b>3</b>	<b>47</b>

- 7.20 Figure 7 shows that for Gypsies and Travellers, no households meet the PPTS planning definition of a Traveller in that ORS were not able to determine that any household members travelled for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.
- 7.21 A total of 47 Gypsy and Traveller households did not meet the PPTS planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently – these households did not meet the PPTS planning definition.
- 7.22 It was not possible to make contact with 3 Gypsy and Traveller households as they were not present during the extended fieldwork period. These households are classified as undetermined for the purposes of the GTAA.

## Interviews with Gypsies and Travellers in Bricks and Mortar

- 7.23 Following all of the efforts that were made, it was possible to interview 1 household living in bricks and mortar. This household did not meet the planning definition of a Traveller; was a former resident on a site in Southwark but was forced to move to a house due to over-crowding; and expressed a need to move back to a site in Southwark.

## Migration/Roadside

- 7.24 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

<sup>16</sup> Excluding households that were living on the public site at Springtide Close as they have all now moved to a site outside of Southwark.

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.

- 7.25 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. Through the site interviews ORS were able to identify 3 households currently living on the roadside who are in need of a permanent pitch in Southwark – all are the adult children of residents on public sites but had been forced to move off due to over-crowding. In addition, ORS identified a further relative who had been forced to leave one of the public sites due to over-crowding who is living in bricks and mortar with a relative in another local authority. All expressed a need to move back to a site in Southwark to be with family.
- 7.26 ORS have found no evidence from other local studies that have been completed recently of any further households wishing to move to Southwark. Therefore, apart from the households identified through the household interviews that were seeking to move to a site in another local authority (who have been excluded from the GTAA), 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 Southwark 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 meet the PPTS Planning Definition

7.27 The household interviews did not identify any households that meet the PPTS planning definition of a traveller so there is no current or future need for pitches.

Figure 8 – Need for Gypsy and Traveller households in Southwark that meet the PPTS planning definition (2020-34)

Gypsies and Travellers - Meeting PPTS Planning Definition	Pitches
<b>Supply of Pitches</b>	
Supply from vacant public and private pitches	0
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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	0
<i>(No households meet the Planning Definition)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 9 – Need for Gypsy and Traveller households in Southwark that meet the PPTS planning definition by 5-year periods

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	0	0	0	<b>0</b>

## Pitch Needs – Undetermined Gypsies and Travellers

- 7.28 Whilst it was not possible to determine the PPTS planning status of a total of 3 households as they were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Gypsies and Travellers and may meet the planning definition.
- 7.29 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 PPTS planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.30 However, data that has been collected from over 4,100 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 30% of households that have been interviewed meet the PPTS planning definition.
- 7.31 This would suggest that it is likely that only a proportion of the potential need identified from these undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.32 Should further information be made available to the Council that will allow for the PPTS planning definition to be applied to the undetermined households, the overall level of need could rise by between 0 and 1 pitch as a result of new household formation - using the ORS national formation rate of 1.50%. If the locally derived proportion of households that meet the PPTS planning definition (0%) were applied, this could result in a need for no pitches. If the ORS national average<sup>17</sup> of 30% of households that meet the planning definition were applied this could also result in a need for no pitches.
- 7.33 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

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<sup>17</sup> Based on over 4,100 interviews completed by ORS across England.

## Pitch Needs – Gypsies and Travellers that did not meet the PPTS Planning Definition

- 7.34 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the PPTS planning definition. However, this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies. On this basis, it is evident that whilst the needs of the 47 households who did not meet the PPTS planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as most identified as Irish and Romany Travellers and may claim that the Council should meet their housing needs through culturally appropriate housing.
- 7.35 Analysis of the household interviews indicated that there is a need for 18 pitches for concealed or doubled-up households or single adults; a need for 1 pitch for a household from bricks and mortar; and need for 9 pitches for teenage children in need of a pitch of their own in the next 5 years; a need for 4 pitches as a result of households living on the roadside and in-migration; and a need for 15 pitches as a result new household formation, using a rate of 2.20% derived from the demographics of the residents. There is also supply from 5 vacant pitches<sup>18</sup> on the public sites. Therefore, the overall level of need for those households who did not meet the PPTS planning definition of a Gypsy or Traveller is for **42 pitches** over the GTAA period.
- 7.36 It should be noted that this is need in addition to the existing occupied pitches in Southwark. The majority of current need in years 0-5 of the GTAA period arises from adult households currently doubled-up on existing pitches and from teenagers living on existing pitches who will be in need of a pitch of their own in the next 5 years. Future need for years 6-15 of the GTAA is made up of future household formation from these households.
- 7.37 A summary of this need for households that did not meet the PPTS planning definition can be found in **Appendix C**.

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<sup>18</sup> Excluding 5 vacant pitches at Springtide Close.

## Pitch Needs – Gypsies and Travellers that would meet the Intend to Publish London Plan Planning Definition

- 7.38 In order to provide an estimate of need under the Intend to Publish London Plan planning definition need from households that meet the PPTS planning definition, need from undetermined households, and need from households that did not meet the PPTS planning definition has been added together. This is based on the assumption that all of the households that were interviewed would meet the Intend to Publish London Plan planning definition.
- 7.39 There is an identified need for **43 pitches** for households that would meet the Intend to Publish London Plan planning definition, plus any additional need from households in bricks and mortar who may wish to move to a site under Section B (3) of Policy H14 which refers to *those who currently live in bricks and mortar dwelling households whose existing accommodation is unsuitable for them by virtue of their cultural preference not to live in bricks and mortar accommodation*. The 2011 Census identified 70 households in Southwark that identified as Gypsy or Irish Traveller.

## Travelling Showpeople Needs

### Plot Needs – Travelling Showpeople

7.40 There were no Travelling Showmen’s yards identified in Southwark so there is no current or future need for plots over the GTAA period to 2034.

Figure 10 – Need for Travelling Showpeople households in Southwark that meet the PPTS planning definition (2020-34)

Travelling Showpeople – Meeting PPTS Planning Definition	Pitches
<b>Supply of Pitches</b>	
Supply from vacant plots	0
Supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople identified)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

Figure 11 – Need for Travelling Showpeople households in Southwark that meet the PPTS planning definition by 5-year periods

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	0	0	0	<b>0</b>



## Transit Requirements

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

## MHCLG Traveller Caravan Count

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

## Stakeholder Interviews and Local Data

- 7.44 The stakeholder interviews identified that there is no transit provision in Southwark.
- 7.45 Southwark do record a small number of illegal encampments. However, the encampments which are experienced are mainly seen as being a result of criminal activity involving fly tipping from some members of the Travelling community.
- 7.46 Numbers of the more traditional transient short-term encampments stopping in Southwark are understood to be very low.

## Potential Implications of PPTS (2015)

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

## London Gypsies and Travellers Research

- 7.48 A report looking at addressing transit needs in London was published by London Gypsies and Travellers and De Montfort University in November 2019. The study was supported by the Mayor

of London. The report identified that there is currently no transit provision across London Boroughs, despite a recommendation in the 2008 London GTAA of a need for 20 transit pitches to be provided on a London-wide basis. It concluded that a managed approach to dealing with unauthorised encampments should be adopted, including the use of Negotiated Stopping (see [www.negotiatedstopping.co.uk](http://www.negotiatedstopping.co.uk) for further details). It also recommended that there needs to be a shift in political attitudes towards unauthorised encampments; a need for decent conditions for roadside families; a planned and coordinated pan-London approach to temporary stopping; improved trust between Travellers, local authorities, police and other agencies; and a clear separation between large-scale fly-tipping and roadside stopping.

## Transit Recommendations

- 7.49 Due to historic low numbers of unauthorised encampments it is not recommended that there is a need for any formal transit provision in Southwark at this time. However, there is a need for a more strategic approach to transit provision across London as recommended in the recent report by London Gypsies and Travellers and De Montfort University.
- 7.50 The situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop – for example a potential increase in the number of households travelling to seek to meet the current planning definition. 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. This information could be collected as part of a Welfare Assessment (or similar).
- 7.51 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a London-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.
- 7.52 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- 7.53 The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides.
- 7.54 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; porta-loos; sewerage disposal point and refuse disposal facilities. Whilst such events are unlikely to occur in Southwark, the Council should still be aware of temporary arrangements that could be put in place if required.

## 8. Conclusions

- 8.1 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 Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2019, and Planning Practice Guidance (PPG) 2019. It also provides the evidence base which can be used to support Local Plan Policies. The provisions set out in the Intend to Publish London Plan have also been considered.
- 8.2 As a result of the efforts that were made during the fieldwork period; the very high response rate of 82%; and cooperation of local Travellers: the outcomes of the GTAA should be seen as robust and up to date, and an accurate reflection of housing need for Gypsies, Travellers and Travelling Showpeople in Southwark.

### Gypsies and Travellers – PPTS Planning Definition

- 8.3 In summary there is a need for:
- » No pitches in Southwark over the GTAA period to 2034 for Gypsy and Traveller households that meet the PPTS planning definition;
  - » 0-1 pitches for undetermined Gypsy and Traveller households that may meet the PPTS planning definition; and
  - » 42 pitches for Gypsy and Traveller households who did not meet the PPTS planning definition.
- 8.4 In general terms need identified in a GTAA is seen as need for additional pitches. As set out in Chapter 4 of this report, the now 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.
- 8.5 It is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTAA, especially when seeking to meet the need through the intensification or expansion of existing sites.
- 8.6 The first approach to consider is in relation to concealed or doubled-up household and adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.
- 8.7 The second approach to consider is for sites occupied by larger extended family groups. These sites may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms as opposed to more formally set out sites with separate pitches.
- 8.8 The Council will need to carefully consider how to address any needs from undetermined households, from households seeking to move to Southwark (in-migration), or from households

currently living in bricks and mortar. In terms of Local Plan Policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS).

- 8.9 In general terms, the need for those households who do not fall within the PPTS planning definition should be met as part of general housing need and through separate Local Plan Policies.
- 8.10 It is recognised that the Council is in the process of preparing a new Local Plan that sets out overall housing need. It is also proposed that a Gypsy and Traveller Development Plan Document (DPD) will be prepared to address housing needs for Travellers. The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to those households that did not meet the planning definition of a Traveller.

## Gypsies and Travellers – Intend to Publish London Plan Planning Definition

- 8.11 The Intend to Publish London Plan (December 2019) includes a different definition of a Traveller for planning purposes. Should this definition be adopted it is likely that the vast majority of Traveller households would meet it and overall need to be addressed through specific Local Plan Policies will increase considerably.
- 8.12 The table below shows a comparison between the overall level of need under the PPTS planning definition and the overall level of need under the Intend to Publish London Plan planning definition. This shows that overall need increases by 43 pitches from 0 to 43 when the Intend to Publish London Plan definition is applied, plus any additional need arising from households living in bricks and mortar.

Figure 12 – Breakdown of need for households under the Intend to Publish London Plan Planning Definition

Local Authority	PPTS (2015) Need	Intend to Publish London Plan Need	Difference
Southwark	0	43	+43

## Travelling Showpeople

- 8.13 The assessment did not identify any Travelling Showpeople in Southwark so there is no current or future need for plots.

## Transit Provision

- 8.14 Due to low historic low numbers of unauthorised encampments it is not recommended that there is a need for any formal transit provision in Southwark at this time. However, there is a need for a more strategic approach to transit provision across London as recommended in the recent report by London Gypsies and Travellers and De Montfort University.

## Summary of Need to be Addressed

- 8.15 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the PPTS planning definition, the table below sets out the likely number of pitches that will need to be

addressed either as a result of the GTAA, or through a HNA and through separate Local Plan Policies.

- 8.16 Total need from Gypsy and Traveller households that meet the PPTS planning definition, from undetermined households, and from households that do not meet the planning definition is for 43 pitches. The table below break total need down by:
- » The number that met the planning definition;
  - » The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 30% (the ORS national average of Gypsies and Travellers that meet the planning definition) of need from undetermined households and 100% (the locally derived proportion that met the planning definition);
  - » The number that did not meet the planning definition; and
  - » The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 70% (the ORS national average of Gypsies and Travellers that do not meet the planning definition) of need from undetermined households and 0% (the locally derived proportion that did not meet the planning definition);
- 8.17 Need from households that meet or are likely to meet the planning definition will need to be addressed through a Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy.
- 8.18 Need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies.

**Figure 13 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – ORS National %**

Delivery Status	Gypsy & Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	0	-	<b>0</b>
30% Undetermined Need	0	-	<b>0</b>
Do Not Meet Planning Definition	-	42	<b>42</b>
70% Undetermined Need	-	1	<b>1</b>
<b>TOTAL</b>	<b>0</b>	<b>43</b>	<b>43</b>

- 8.19 Should the Intend to Publish London Plan be adopted with the planning definition of a Traveller in its current format there would be a requirement to meet all of the identified need through a Gypsy and Traveller Local Plan Policy, plus any additional need from households living in bricks and mortar.

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# Appendix A: Glossary of Terms / Acronyms used

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement of households into a region or community
<b>Local Plans</b>	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
<b>Out-migration</b>	Movement from one region or community in order to settle in another.
<b>Personal planning permission</b>	A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.
<b>Pitch/plot</b>	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
<b>Private site</b>	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

<b>Roadside</b>	Households forced to move from sites and live on the roadside as a result of over-crowding.
<b>Site</b>	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
<b>Social/Public/Council Site</b>	An authorised site owned by either the local authority or a Registered Housing Provider.
<b>Temporary planning permission</b>	A private site with planning permission for a fixed period of time.
<b>Transit provision</b>	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
<b>Unauthorised Development</b>	Caravans on land owned by Gypsies and Travellers and without planning permission.
<b>Unauthorised Encampment</b>	Caravans on land not owned by Gypsies and Travellers and without planning permission.
<b>Waiting list</b>	Record held by the local authority or site managers of applications to live on a site.
<b>Yard</b>	A name often used by Travelling Showpeople to refer to a site.

<b>GTAA</b>	Gypsy and Traveller Accommodation Assessment
<b>GTANA</b>	Gypsy and Traveller Accommodation Needs Assessment
<b>HEDNA</b>	Housing and Economic Development Needs Assessment
<b>LPA</b>	Local Planning Authority
<b>MHCLG</b>	Ministry of Housing, Communities and Local Government
<b>ORS</b>	Opinion Research Services
<b>PPTS</b>	Planning Policy for Traveller Sites (PPTS) in August 2015
<b>SHMA</b>	Strategic Housing Market Assessment
<b>TSP</b>	Travelling Showpeople



# Appendix B: Undetermined Households

Figure 14 – Need for undetermined Gypsy and Traveller households in Southwark (2020-34)

Gypsies and Travellers – Undetermined	Pitches
<b>Supply of Pitches</b>	
Supply from vacant public and private pitches	0
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
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
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
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	1
<i>(Household base 3 and formation rate 1.50%)</i>	
<b>Total Future Needs</b>	<b>1</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>1</b>

Figure 15 – Need for undetermined Gypsy and Traveller households in Southwark by 5-year periods

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	0	0	1	<b>1</b>

Figure 16 – Need for undetermined Travelling Showpeople households in Southwark (2020-34)

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

Figure 17 – Need for undetermined Travelling Showpeople households in Southwark by 5-year periods

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	0	0	0	<b>0</b>

# Appendix C: Households that did not meet the PPTS Planning Definition

Figure 18 – Need for Gypsy and Traveller households in Southwark that did not meet the PPTS planning definition (2020-34)

Gypsies and Travellers – Not Meeting PPTS Planning Definition	Pitches
<b>Supply of Pitches</b>	
Supply from vacant public and private pitches	5
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
<b>Total Supply</b>	<b>5</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	18
Movement from bricks and mortar	1
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>19</b>
<b>Future Need</b>	
5 year need from teenage children	9
Households on sites with temporary planning permission	0
In-migration/Roadside	4
New household formation	15
<i>(Household base 55 and formation rate 2.20%)</i>	
<b>Total Future Needs</b>	<b>28</b>
<b>Net Pitch Need = (Current and Future Need – Total Supply)</b>	<b>42</b>

Figure 19 – Need for Gypsy and Traveller households in Southwark that did not meet the PPTS planning definition by 5-year periods

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	27	7	8	<b>42</b>

**Figure 20 – Need for Travelling Showpeople households in Southwark that did not meet the PPTS planning definition (2020-34)**

<b>Travelling Showpeople – Not Meeting PPTS Planning Definition</b>	<b>Plots</b>
<b>Supply of Plots</b>	
Supply from vacant public and private plots	0
Supply from pitches on new yards	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
<b>Total Current Need</b>	<b>0</b>
<b>Future Need</b>	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration/Roadside	0
New household formation	0
<i>(No Travelling Showpeople)</i>	
<b>Total Future Needs</b>	<b>0</b>
<b>Net Plot Need = (Current and Future Need – Total Supply)</b>	<b>0</b>

**Figure 21 – Need for Travelling Showpeople households in Southwark that did not meet the PPTS planning definition by 5-year periods**

Years	0-5	6-10	11-15	Total
	2020-24	2025-29	2030-34	
	0	0	0	<b>0</b>

## Appendix D: Site and Yard Lists (January 2020)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
Brideale Close	16	-
Burnhill Close	6	-
Ilderton Road	16	-
Springtide Close	5	-
<b>Private Sites with Permanent Permission</b>		
None	-	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Lawful Sites – Long-term without Planning Permission</b>		
None	-	-
<b>Unauthorised Developments</b>		
None	-	-
<b>TOTAL PITCHES</b>	<b>43</b>	<b>0</b>
<b>Travelling Showpeople Yards</b>		
None	-	-
<b>TOTAL PLOTS</b>	<b>0</b>	<b>0</b>

# Appendix E: Household Interview Questions

## GTAA Questionnaire 2019



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

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

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

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

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

### A General Information

**A1 Name of planning authority:**  
*INTERVIEWER please write in*

**A2 Date/time of site visit(s):**  
*INTERVIEWER please write in*

**A3 Name of interviewer:**  
*INTERVIEWER please write in*

**A4 Address and pitch number:**  
*INTERVIEWER please write in*

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

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

**A6 Name of Family:**  
*INTERVIEWER please write in*

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

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

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

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

**A9 Is this site your main place of residence? If not where is it?**  
*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	Sex	Age	Sex	Age	Sex	Age	Sex	Age

**C Accommodation Needs**

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

*INTERVIEWER: AN ADULT IS DEFINED AS 16+*

1  2  3  4  5  6  7  8  9  10

Other Please specify



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

1      2      3      4      5      6      7      8      9      10  
                          

Other *Please specify*

Details (Please specify)

---

**D** **Waiting List**

**D1** Is anyone living here on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

Yes            —————>      Continue to D2  
 No            —————>      Go to D4

**D2** How many people living here are on the waiting list for a pitch in this area? *INTERVIEWER: Please cross one box only*

1      2      3      4      5      6      7      8      9      10  
                          

Other *(Please specify)*

Details (Please specify)

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

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

Other *(Please specify)*

Details (Please specify)

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

1      2      3      4      5      6      7      8      9      10  
                          

No            Other *(Please specify)*

Details (Please specify) and take contact details)

<b>E</b>		<b>Future Accommodation Needs</b>				
<b>E1</b>	<b>Do you plan to move from this site in the next 5 years? If so, why?</b>					
	<i>INTERVIEWER: Please cross one box only</i>					
	Yes <input type="checkbox"/> <i>If yes</i> → <i>Continue to E2</i>	If so, why? (please specify)				
	No <input type="checkbox"/> <i>If no</i> → <i>Go to E5</i>					
<b>E2</b>	<b>Where would you move to?</b>	<i>INTERVIEWER: Please cross one box only</i>				
	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>Please specify where they would move to If they own land elsewhere - probe for details</p>					
<b>E3</b>	<b>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?</b>	<i>INTERVIEWER: Please cross one box only</i>				
	Private buy	Private rent	Public rent			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
<b>E4</b>	<b>Can you afford to buy a private pitch or site?</b>	<i>INTERVIEWER: Please cross one box only</i>				
	Yes	No				
	<input type="checkbox"/>	<input type="checkbox"/>				
<b>E5</b>	<b>Are you aware of, or do you own any land that could have potential for new pitches?</b>	<i>INTERVIEWER: Please cross one box only</i>				
	Yes	No				
	<input type="checkbox"/>	<input type="checkbox"/>				
	<p>Please ask for details on where land/site is located and who owns the land/site?</p>					

**F Travelling**

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

0       1       2       3       4       5+

↓ Go to F6a      } Continue to F2

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

All the family      Adult males      Other      If other, please specify

          

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

Work      Holidays      Visiting family      Fairs      Other

                      

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

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

All year      Summer      Winter

          

And for how long?

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

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

                      

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

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

Details

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

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

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

Details

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

Work      Holidays      Visiting family      Fairs      Other

                      

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

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

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G Any other information	
<b>G1</b>	<b>Any other information about this site or your accommodation needs?</b> <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>
<b>G2</b>	<b>Site/Pitch plan? Any concerns?</b> <i>INTERVIEWER: Please sketch &amp; 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 Contacts	
<b>H1</b>	<b>Contacts for Bricks and Mortar interviews?</b> <i>INTERVIEWER: Please write in</i>
Details	
Council contact?	
<p>Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?</p> <p><i>INTERVIEWER: Please cross one box only</i></p>	
Yes <input type="checkbox"/>	No <input type="checkbox"/>
<p><b>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.</b></p>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
Interview log	
<p><b>INTERVIEWER: Please record the date and time that the interview was carried out</b></p>	
Date.....	<input type="text"/>
Time of interview.....	<input type="text"/>

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# Appendix F: Technical Note on Household Formation and Growth Rates



## **Technical Note**

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

**August 26<sup>th</sup> 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%

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

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. 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.