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**Breckland  
Gypsy and Traveller Accommodation  
Assessment**

Final Report  
November 2016



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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of the 2016 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 Breckland. As well as updating previous GTAAs, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes.
- 1.2 The GTAA provides a robust and credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2036. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Breckland.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Breckland through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 31 interviews were completed with Gypsies and Travellers and a further 1 was completed with Travelling Showpeople living on authorised and unauthorised sites and yards. Despite extensive efforts to identify them no interviews were completed with a Traveller living in bricks and mortar. A total of 18 telephone interviews were completed with Officers from Breckland; Officers from neighbouring local authorities; and other local stakeholders.
- 1.4 The fieldwork for the study was completed between June and July 2016, which was after the publication of the new Planning Policy for Traveller Sites (PPTS). As a result of this change questions to enable the determination of the travelling status of households were included in the household interviews.
- 1.5 The baseline date for the study is **August 2016**.

## Key Findings

### Additional Pitch Needs – Gypsies and Travellers

- 1.6 Overall the additional pitch needs for Gypsies and Travellers from 2016-2036 are set out below. Additional needs are set out for those households that meet the new planning definition of a Gypsy or Traveller, for those 'unknown' households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the new planning definition, and for those households that do not meet the new planning definition (although this is not a requirement under the current guidance).
- 1.7 Only the need from those households who meet the new planning definition and from those of the 'unknown' households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.8 The need arising from households that meet the new definition should be addressed through site allocation/intensification/expansion policies.
- 1.9 Councils will need to carefully consider how to address the needs associated with 'Unknown' Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.
- 1.10 The need for those households who do not meet the new definition will need to be addressed through other means such as the SHMA.
- 1.11 In summary there is a need for 10 additional pitches in Breckland for Gypsy and Traveller households that meet the new definition; a need for up to 27 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as 3 additional pitches; and a need for 43 additional pitches for Gypsy and Traveller households who do not meet the new definition.
- 1.13 There were 5 Gypsy or Traveller households identified in Breckland that meet the new definition, 26 'unknown' households that may meet the new definition and 39 households that do not meet the new definition.
- 1.14 Need for **10 additional pitches** for households that meet the new definition is made up of 1 unauthorised pitch, 3 concealed adult households, 2 older teenage children in need of a pitch of their own in the next 5 years, and 4 from new household formation.
- 1.15 Need of up to 27 additional pitches for 'unknown' households is made up of 13 unauthorised pitches and new household formation of 14 from a maximum of 39 households. If the national average of 10% were applied this could result in a need for 4 additional pitches.

Figure 1 – Additional Need for Gypsy and Traveller Households in Breckland (2016-2036)

Status	Total
Travelling	10
Unknown	0-27
Non-Travelling	43

Figure 2 – Additional Need for ‘Travelling’ Households in Breckland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	Total
	2016-21	2021-26	2026-31	2031-36	
	7	1	1	1	10

### Additional Plot Needs - Travelling Showpeople

- 1.17 Overall the additional plot needs for Travelling Showpeople from Breckland to 2036 are set out below. Additional needs are set out for those households that meet the new planning definition of a Travelling Showperson, for those ‘unknown’ households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each yard) who may meet the new planning definition, and for those households that do not meet the new planning definition.
- 1.18 Only the need from those households who meet the new planning definition and from those of the ‘unknown’ households who subsequently demonstrate that they meet it, should be considered as need arising from the GTAA.
- 1.19 The need arising from households that meet the new definition should be addressed through site allocation/intensification/expansion policies.
- 1.20 Councils will need to carefully consider how to address the needs associated with ‘Unknown’ Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.
- 1.21 The need for those households who do not meet the new definition will need to be addressed through other means such as the SHMA.
- 1.22 There is need for **2 additional** plots for Travelling Showpeople households that meet the new definition; a need for up to 1 additional plot for the Travelling Showpeople household that may meet the new definition; and there are no households that do not meet the new definition.
- 1.23 There was 1 Travelling Showpeople households identified in Breckland that meet the new definition, 1 ‘unknown’ household that may meet the new definition and no households that do not meet the new definition.
- 1.24 Need for **2 additional plots** for households that meet the new definition is made up from new household formation.
- 1.25 Need of up to 1 additional plots for ‘unknown’ households is made up from new household formation of 1 from a maximum of 1 household. If the national average of 70% were applied this could result in a need for 1 additional plot.

Figure 3 – Additional Need for ‘Travelling’ Showpeople Households in Breckland 2016-2036

Status	Total
Travelling	2
Unknown	0-1
Non-Travelling	0

Figure 4 – Additional Need for ‘Travelling’ Showpeople Households in Breckland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	1	1	2

## Transit Requirements

- 1.22 It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- 1.23 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 including attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in any new transit sites or emergency stopping places.
- 1.24 In the short-term the Council should consider the use of existing transit provision or short-term toleration/negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the new definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- 1.25 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 1.26 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.



## 2. Introduction

### The Study

- 2.1 The primary objective of the 2016 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 Breckland. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Breckland.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a robust and credible evidence base which can be used to aid the implementation of development plan policies and the provision of Traveller pitches and plots into five year increments covering the period 2016 to 2036. 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 **August 2016**.

### Local Plan Policies

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by the current Local Plan policies that are set out below. These will be replaced by updated policies in the new Local Plan when it is adopted.

**Figure 5 – Local Plan Policies**

<p><b><u>Breckland Adopted Core Strategy and Development Control Policies Development Plan Document – December 2009</u></b></p> <p><b>Policy CP 2 - The Travelling Community</b></p> <p><b>Gypsies and Travellers</b></p> <p>Within the period to 2011 a permanent Gypsy and Traveller site for 15 pitches will be allocated in either the Site Specifics Policies and Proposals Development Plan Document or Area Action Plan dependent on location. The allocation will meet the identified need for Breckland as set out in the Single Issue Review</p>
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of the Regional Spatial Strategy. The site selection process for a permanent Gypsy and Traveller site will be guided by the following criteria:

- a. The site will be a sustainable location on the A11 Corridor where there is no adverse impact on the safe and efficient operation of the highway network;
- b. The site will be within reasonable distances to facilities and supporting services;
- c. The site will be properly serviced; and
- d. The site will not have an adverse visual impact on the character and appearance of the surrounding landscape, particularly the river valleys and the Brecks Heathlands character areas as set out in the Breckland Landscape Character Assessment.

In selecting a sustainable location, preference will be given to previously-developed land or a vacant and derelict site in need of renewal.

### **Travelling Showpeople**

Travelling Showpeople's needs in Breckland will be assessed through a Gypsy and Traveller Accommodation Assessment. Where a need is identified in the Assessment the Site Specifics Development Plan Document will allocate land for the required number of plots in an appropriate location.

The site selection process for Travelling Showpeople will be guided by the following criteria:

- e. Preference will be given to releasing land on the outskirts of the towns and Local Service Centre villages where services can be sustainably accessed;
- f. The location of the site will take account of the scale and nature of the Showpeople's business in terms of scale of storage required and/or land required for exercising animals; and
- g. The site will not have an adverse visual impact on the character and appearance of the surrounding landscape.

### **Adopted Site Specific Policies and Proposals Development Plan Document – January 2012**

#### **4 Gypsy and Traveller Sites**

4.1 Breckland has a requirement to provide 15 permanent pitches by 2011 as set out in the Regional Spatial Strategy Review (adopted May 2008). The adopted Core Strategy Policy CS2 states that the search for permanent pitch provision to 2011 will be focused along the A11 corridor. Recent encampments at Attleborough indicate that there is a need in the area for authorised and managed provision. This will be considered as part of the Attleborough and Snetterton Heath Area Action Plan.

4.2 Away from the A11 corridor, Gypsy and Traveller provision has been made on the A47. A permanent site at Swaffham Splashes provides for 23 pitches and this site attracts regular visitors who often camp at locations in the town outside of the authorised site. Additionally, there have been occasional incidences of unauthorised Gypsy and Traveller encampments in Dereham, including new age travellers. These tend to be temporary visits which nonetheless indicate that there is some need for future provision along the A47.

4.3 The Regional Spatial Strategy states that after 2011, local planning authorities should plan for a 3% annual increase in pitch provision over the period to 2021. This equates to an additional 16 pitches in Breckland between 2011 and 2021. The Regional Spatial Strategy is due to be abolished and further Gypsy and Traveller Accommodation Assessment work will inform where the additional provision post 2011 needs to be made. Therefore, it is too premature at this stage to identify the location of provision post 2011, without the appropriately robust evidence, as part of this Site Specifics document. The Site Specific document is scheduled within the Local Development Scheme to be reviewed on a 3 yearly basis. If at the point of review the need and location for a gypsy and traveller site is confirmed then the review process can facilitate this.

## Definitions

- 2.7 The current 'planning' definition for a Gypsy, Traveller or Travelling Showperson is set out in Planning Policy for Traveller Sites (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- 2.8 In their response to the consultation on Planning and Travellers that resulted in the revised PPTS being published, DCLG stated that the Government will, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the Housing and Planning Act (2016) which omits sections 225 and 226 of the 2004 Housing Act.
- 2.9 Provisions set out in the Housing and Planning Act 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>1</sup> related to this section of the Housing and Planning Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans.
- 2.10 Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act.

## The 'Planning Definition' in PPTS

- 2.11 For the purposes of the planning system, the definition was changed in the revised PPTS. The new definition is set out in Annex 1 of 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*

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<sup>1</sup> "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

*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)

- <sup>2.12</sup> The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

## Definition of Travelling

- <sup>2.13</sup> One of the most important questions that GTAAs will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- <sup>2.14</sup> **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.
- <sup>2.15</sup> 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.
- <sup>2.16</sup> 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*.
- <sup>2.17</sup> 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.

- 2.18 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.
- 2.19 It is ORS' understanding that the implication of these rulings in terms of applying the new definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will in the view of ORS also **not cover** those who commute to work daily from a permanent place of residence.
- 2.20 It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the new definition.
- 2.21 Households will also fall under the new definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition households may also have to provide information that they plan to travel again in the future.

## Legislation and Guidance for Gypsies and Travellers

- 2.22 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » The Housing and Planning Act, 2016
  - » Planning Policy for Traveller Sites (PPTS), 2015
  - » National Planning Policy Framework (NPPF), 2012
  - » Planning Practice Guidance<sup>2</sup> (PPG), 2014
- 2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the revised Planning Policy for Traveller Sites (PPTS) that was published in August 2015. It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition the Housing and Planning Act 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 new 'planning' definition – through the assessment of all households living in caravans.

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<sup>2</sup> With particular reference to the sections on Housing and Economic Development Needs Assessments

## Planning Policy for Traveller Sites (PPTS) 2015

<sup>2.24</sup> The revised PPTS, which came into force in August 2015, sets out the direction of Government policy. As well as introducing the new 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.*

<sup>2.25</sup> 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.*

<sup>2.26</sup> 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.*

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

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

## 3. Methodology

### Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015, and the Housing and Planning Act in 2016, as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 The revised PPTS 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 new definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.4 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:

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

### Glossary of Terms

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

### Desk-Based Review

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



## Stakeholder Engagement

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

## Working Collaboratively with Neighbouring Planning Authorities

- 3.8 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.

- |                                 |   |
|---------------------------------|---|
| » King's Lynn and West Norfolk; | » Norwich City;                                   |
| » Broadland;                    | » South Norfolk;                                  |
| » Mid Suffolk and Babergh;      | » West Suffolk (Forest Heath and St Edmundsbury). |
| » North Norfolk;                |   |

## Survey of Travelling Communities

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

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

## Engagement with Bricks and Mortar Households

3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified 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, adverts on social media (including the Friends Families and Travellers Facebook group) and on the Council website. An example is shown below. Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.

3.15 As a rule we do not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Figure 6 – Bricks and Mortar Advert

The image shows a Facebook post from the page 'Friends, Families and Travellers'. The post is dated 21 September at 09:01. The text of the post reads: 'Gypsy, Traveller & Travelling Showpeople Accommodation Assessments. If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 01792 535337 or email claire.thomas@ors.org.uk. Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future. ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas: Barking & Dagenham, Basildon, Basingstoke, Bedford, Blaby, Braintree, Breckland, Brentwood, Castle Point, Central Bedfordshire, Charnwood, Chelmsford, Cheltenham, Chiltern, Colchester, Dorset, Eastleigh, Epping Forest, Fareham, Gosport, Harborough, Haringey, Harlow, Hart, Havant, Havering, Hinckley & Bosworth, Leicester City, Maldon, Melton Middlesbrough, Milton Keynes, New Forest, North Somerset, North West Leicestershire, Oadby & Wigston, Rochford, Southend-on-Sea, South Holland, Stockton, Tendring, Test Valley, Three Rivers, Tower Hamlets, Wealden, West Northamptonshire, West Oxfordshire, Uttlesford, West Oxfordshire, Wiltshire, Winchester, Windsor & Maidenhead. Your views are very important to us. For additional advice from Friends, Families and Travellers on the Needs Assessment process please visit [http://www.gypsy-traveller.org/.../06/GTAA-leaflet-A4\\_v5.pdf](http://www.gypsy-traveller.org/.../06/GTAA-leaflet-A4_v5.pdf)

## Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such all of the fieldwork was completed between June and early July 2016 – before the start of the school holidays when many families travel, and also avoiding days of known local or national events

## Waiting Lists

- 3.17 ORS obtained details of households on the waiting lists for the public site and undertook detailed analysis of the list to identify households living in bricks and mortar to interview, to eliminate any double counting from doubled up or concealed households, and to identify those living outside of the study area.

## Calculating Current and Future Need

- 3.18 The primary change to the 2015 PPTS in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the new definition. As the new PPTS has only recently been issued only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the new definition should be applied – these support the view that households need to be able to provide information that they travel for work purposes to meet the new definition, and stay away from their usual place of residence when doing so.
- 3.19 To identify need, PPTS 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.

## Non-Travelling Households

- 3.20 Whilst households who do not travel fall outside the new definition of a Traveller, Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equalities Act 2010. In addition provisions set out in the new 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>3</sup> related to this section of the Housing and Planning Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new ‘planning’ definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for non-travelling Travellers can be found in **Appendix B**.

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<sup>3</sup> “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

## Unknown Households

- 3.21 As well as calculating need for households that meet the new '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 ethnic Gypsies and Travellers who **may** meet the new definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the new definition.
- 3.22 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 national rate of 1.50% has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.23 Should further information be made available to the Council that will allow for the new definition to be applied, these households could either form a component of need to be added to the known need figure for those who meet the new definition in the GTAA, or a component of need to be added to the need for those who do not meet the new definition to be assessed as part of the wider housing needs of the area.
- 3.24 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 new definition based on the outcomes of households where an interview was completed.
- 3.25 However, data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 3.26 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA.
- 3.27 Councils will need to carefully consider how to address the needs associated with 'Unknown' Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition. An assessment of need for unknown Travellers can also be found in **Appendix B**.

## Applying the New Definition

- 3.28 When the household survey was completed the outcomes from the questions on travelling were used to determine the status of each household against the new definition in PPTS. The same definition issue applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.29 At this point ORS think that households that need to be considered in the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA.

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

<sup>3.30</sup> Only those households that meet, or may meet, the new definition will form the components of need to be included in the GTAA. Whilst the needs of those households that do not meet the new 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 the SHMA (see **Appendix B**).

## Supply of Pitches

<sup>3.31</sup> 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).

<sup>3.32</sup> 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

<sup>3.33</sup> The second stage was to identify components of current need. It is important to address issues of double counting – for example concealed or doubled-up households may also be on the waiting list, as may households in bricks and mortar. Current need is made up of the following:

- » Households on unauthorised developments for which planning permission is not expected.
- » Households on unauthorised encampments for which planning permission is not expected.
- » Concealed, 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

<sup>3.34</sup> The final stage was to identify components of future need. This includes the following four components:

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

- » New household formation.
- » In-migration.

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

3.36 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2036.

## Pitch Turnover

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

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

3.38 In addition a GTAA Best Practice Guide was produced in June 2016 by a number of organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

3.39 As such, other than current vacant pitches on sites that are known to be available, pitch turnover has not been considered as a component of supply in this GTAA.

## Transit Provision

3.40 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.

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

<sup>3.41</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 CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders were also taken into consideration when determining this element of need in the study area.

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

### Introduction

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



## Sites and Yards in Breckland

- 4.6 In Breckland there are currently 1 public site with 23 pitches; 13 private sites with permanent planning permission with 30 pitches; 1 temporary site with 2 pitches; 3 sites that are tolerated for planning purposes with 6 pitches; 6 unauthorised sites with 17 pitches; and 1 private Travelling Showpeople yard with 2 plots. There is also a small public transit site in Breckland. Details can be found in Chapter 6 and **Appendix C**.

**Figure 7 - Total amount of authorised provision in Breckland (August 2016)**

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	13	30
Private sites with temporary planning permission	1	2
Public Sites (Council and Registered Providers)	1	23
Public Transit Provision	1	8
Private Transit Provision	0	0
Travelling Showpeople Provision	1	2

## Caravan Count

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

## 5. Stakeholder Engagement

### Introduction

- 5.1 To be consistent with the guidance set out in the Planning Policy for Traveller Sites and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments and transit provision; and cross-border issues. Importantly, stakeholders who are in contact with members of the Travelling community (who are in bricks and mortar or who are not known to the Council) were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 Five interviews were undertaken with Council Officers from the study area. A representative of the Showmen's Guild also took part in the study. Other national organisations were invited to take part in the study; some did not respond and others felt they could not offer any assistance on this occasion.
- 5.4 As stated in PPTS, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring authorities:
- » King's Lynn and West Norfolk;
  - » Broadland;
  - » Mid Suffolk and Babergh;
  - » North Norfolk;
  - » Norwich;
  - » South Norfolk;
  - » West Suffolk (Forest Heath and St Edmundsbury).
- 5.5 Registered Providers/Housing Associations, who own properties in the area, were contacted by ORS to explore whether they record the ethnicity of their tenants and whether they could identify Gypsies, Travellers or Travelling Showpeople living in their properties. If they did, they could contact them to advise them of the study and whether they would like to discuss their accommodation needs via a confidential interview with the ORS research team. One Registered Provider (RP), Flagship Housing being the main provider in the area, responded and they were unable to identify any Gypsy or Traveller households living in their properties.
- 5.6 The total number of interviews undertaken (18) is viewed to be satisfactory and consistent with similar GTAAs ORS have completed.
- 5.7 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.

- 5.8 The first section of this report provides the response from Council Officers and key stakeholders from the study area and following this section, the response from neighbouring authorities are presented.
- 5.9 The views expressed in this section of the GTAA represent a balanced summary of the responses given by stakeholders. In some cases they reflect the views of the individual concerned, rather than the official policy of their employer/organisation.

## Views of Key Stakeholders and Council Officers in Breckland

### Accommodation Need

- 5.10 The Council commissioned The Salford Housing & Urban Studies Unit and Cambridgeshire Research Group (CRG) to undertake their last GTAA (published November 2013). The GTAA estimated the need for 33 residential pitches and 11-13 transit pitches (2013/14-2027/28). There was no need identified for Travelling Showpeople plots.
- 5.11 Since the GTAA was published, Officers said the Council has undertaken a Regulation 18 Consultation as part of its work on the emerging Local Plan (2011-2036). The District has also undertaken a Call for Sites. A total of 8 site criteria were put forward for consideration in the Issues and Options consultation with regard to Gypsy and Traveller sites. The Council has a saved criteria based policy CP2. There has also been some drafting of new policies, although the Council's existing policies are flexible enough to facilitate the delivery of sites, as long as they are in sustainable locations.
- 5.12 There is one public site which is owned and managed by Norfolk County Council (The Splashes, Swaffham). The Council also manages a transit site on the A11 in Thetford. There are 13 private sites.
- 5.13 The majority of those interviewed said there are no issues concerning overcrowding or concealed households at The Splashes or on private sites. However, some did say The Splashes site is too small and is overcrowded. It was pointed out that, unfortunately, there is no opportunity to expand the site either for those that are overcrowded now or indeed allow for household growth in the future.
- 5.14 The main reason the site is perceived as being too small is more to do with design rather than an increase in the number of Travellers on the site. The design is said to be outdated and modern caravans are far larger than those used when the site first opened; the pitches are no longer big enough. It was also said that due to its age, the site was starting to look tired and was in need of some updating/modernisation.
- 5.15 The majority of those interviewed who had visited the private sites in the area said they are meeting the needs of residents. Most sites are family owned and likely to be smaller e.g. 3-4 pitches. Some stakeholders said there may be the need to expand some of the private sites in the future because of household growth.
- 5.16 In relation to the transit site there are known to be two families (with 20 children and 15 trailers) that have stayed longer than the 3 month maximum stay. It was said the Council, with support from the Norfolk and Suffolk Gypsy Roma and Traveller Service, are currently looking at where these Travellers can go; the Travellers wish to stay together and remain in the Breckland area.
- 5.17 The majority of officers and stakeholders expressed the view there may be insufficient site provision in the area because there are a number of tolerated sites, unauthorised encampments and those staying on the

- Transit site stay longer than 3 months. In addition to this, it was said that the last GTAA evidenced a need for more pitches which has not been met. It was said there is a need for more permanent public residential pitches for larger families and a need for more transit provision.
- 5.18 A minority of officers and stakeholders believe there is sufficient permanent and transit provision in the area; their view was based on the number of unauthorised encampments and unauthorised site development in the area.
- 5.19 Officers and stakeholders were not aware of any expressions of interest from outside of the District for residential pitches.
- 5.20 As part of the stakeholder engagement, ORS spoke with a representative of the Showman's Guild of Great Britain. If Showpeople are actively travelling in the area they are likely to be doing so Friday-Monday and are unlikely to be travelling in January or February; when they are not travelling they will be staying on their yards. It was also said it would be unlikely any would be living in bricks and mortar in the area.
- 5.21 The Guild's view on the lack of plots and yards nationally is to look at existing sites and see if surrounding land can be purchased and yards redesigned to ensure they are appropriate for today's lifestyle and enable small expansions; it was suggested that this response would be less onerous than seeking new land for yards. However, it was suggested that although Travelling Showpeople may operate in the area, they may be forced to live in other local authority areas if they are unable to find suitable land for yards in Breckland.
- 5.22 Travelling Showpeople wish to own their yards, they do not want public provision. Because of land and development costs new yards are a challenge and initiatives such as shared ownership may be an option to explore, should a need for a yard be evidenced in the area.
- 5.23 Other issues highlighted by stakeholders in relation to Gypsy, Travellers and Travelling Showpeople in the area included:
- » If a need for additional public pitches is evidenced, this is unlikely to be delivered because of the lack of government funding.
  - » It was highlighted that current planning guidance states new sites need to be located in sustainable locations. It was said this is difficult to achieve for bricks and mortar accommodation but is a greater challenge in the provision for Gypsies and Travellers. This is because these communities often wish to develop sites away from the settled community.
  - » There was a general impression given by respondents that the same NIMBYism and stereotyping of Gypsies or Travellers remains and there is a need to try and do more in terms of educating Gypsies and Travellers and the settled community about the different cultures that exist.
  - » There is concern that local authority cuts across the country are resulting in the loss of essential support services for Traveller communities.

## Travellers living in Bricks and Mortar

- 5.24 Identifying and engaging Travellers in bricks and mortar accommodation is extremely difficult and there are limited sources available. Where there are sites, ORS will visit residents to seek their current and future accommodation needs and also ask whether they know of any Gypsies, Travellers or Travelling Showpeople living in bricks and mortar. ORS will then write to any households identified inviting them to take part in the study.
- 5.25 The Council's last GTAA estimated there were at least 46 households living in bricks and mortar in the District. The 2011 Census identified 38 Gypsies or Irish Travellers living in houses or flats.
- 5.26 Breckland Key Select is the choice based lettings scheme for the Breckland area and Flagship Housing Group are the main housing provider in the area. The Allocation Policy sets out who can access the housing register and how accommodation is allocated within the District. Flagship Housing Group was contacted and was unable to identify any households occupied by Gypsies or Travellers.
- 5.27 The Council was aware that it had housed 4 Gypsy or Traveller in bricks and mortar through the Housing Register. These contacts were followed-up by ORS but no response was received and it was not possible to complete any interviews.
- 5.28 RPs will sometimes record the ethnicity of their tenants and are often willing to write to those who have identified themselves as Gypsies, Traveller or Travelling Showpeople inviting them to take part in the study.
- 5.29 ORS is aware that where stakeholders do monitor ethnicity the following reasons are often given for not being able to identify Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing:
- » There is no specific category for Gypsies/Irish Travellers on application forms;
  - » Applicants do not self-declare their ethnicity;
  - » IT systems do not capture the information and/or
  - » Information could not be extrapolated from administrative records
  - » Concerns regarding DPA.
- 5.30 Some stakeholders said they thought it would be hard to engage with those living in bricks and mortar housing because they may not wish to identify themselves and/or they may not trust those asking questions of them. Some stakeholders also thought those living in bricks and mortar may not see the point of taking part in the Assessment because they are happy living in a house and do not wish to move to a site. Some noted that passing on a letter may mean that ORS would not get contacted because of issues around literacy. It was also suggested that there could possibly be more Gypsies and Travellers living on sites that may wish to live in bricks and mortar than vice versa.
- 5.31 The Norfolk and Suffolk Gypsy Roma and Traveller Service provide support across Norfolk and Suffolk. As part of the Service for Norfolk, the County Council provides funding of approximately £70k for an outreach accommodation floating support service. The floating support service funds 3 accommodation officers to provide support to Gypsies and Travellers living on the roadside, in houses, on boats, on temporary sites, on private sites and public sites. A wide range of support is available some of which includes the following:
- » Helping clients access various housing options by liaising with the district councils' housing advice teams;

- » Supporting clients to access benefits and work-related issues e.g. tax and scrap licenses;
- » Providing budget and debt advice;
- » Signposting to other agencies and services;
- » Support to roadside Travellers to help them access services including health and education.

5.32 The current funding is a result of the Norfolk Supporting People legacy funding.

5.33 It was said it would be unlikely that Travelling Showpeople would be living in bricks and mortar and stakeholders were unaware of any Travelling Showpeople in the area living in bricks and mortar. If there are, they are likely to be doing so because they have retired and/or they are in poor health.

### Short-term Roadside Encampments and Transit Provision

5.34 The Norfolk and Suffolk Gypsy Roma and Traveller Service use a joint Managing Unauthorised Encampment Protocol which the Council is a partner to. This enables the Council to respond effectively and collaboratively to the welfare of Gypsies and Travellers with the help of the Service across the District. In addition to this, Norfolk Police have a dedicated Gypsy and Traveller Liaison Officer who is part of the Norfolk Gypsy Roma and Traveller Liaison Team; the role is to improve communications between Gypsies, Travellers, the Police and the settled communities.

5.35 The instances of encampments is said to be normally low in the area (approximately 6 per year); at the time of interviewing it was said there were 2 in the area. Some of those interviewed said there are more encampments in the Thetford area than the rest of Norfolk put together.

5.36 Norfolk has seen an increase in encampments and so far in 2016 there have been 14 encampments in Breckland alone. This increase across Norfolk had recently been discussed at the Norfolk and Suffolk Gypsy and Traveller Forum. Although there was said to be no specific trends the following commonalities have been recognised:

- » There is increased transient movement of those who are younger;
- » The majority of encampments are for short periods of time;
- » The size of encampments range from a single caravan to larger groups e.g. one encampment was 30 caravans;
- » The majority are Irish Travellers possibly from London, but there is also a large English Gypsy contingency who move in areas such as Yarmouth and Lowestoft.

5.37 The following reasons as to why there has been an increase across Norfolk were suggested:

- » Travellers are looking for work opportunities to evidence they are a Gypsy or Traveller. This is so they will qualify for Gypsy and Traveller status under the new planning definition.
- » It was suggested that by travelling for economic purposes they will be defined as a Gypsy or Traveller and be more able to gain planning permission on their own sites;

- » Rents for both pitches and bricks and mortar are high in London and the effects of Welfare Reform and the benefit cap means that accommodation in Norfolk is considered more affordable;
  - » In areas where there are short stay stopping places, this may act as an attractant as some Travellers do not appreciate they can only stay for a maximum of 3 months; they may believe that transit provision is a solution to a lack of permanent provision either in Breckland or other areas.
- 5.38 When encampments occur in Breckland they are said to be in the area visiting relatives, looking for work opportunities, en route to Walsingham, attending the Weeting Steam Engine Rally or travelling to the Norfolk coast.
- 5.39 Locations where encampments have occurred in Breckland were said to be: Thetford, Forestry Commission owned land (Thetford Forest including Fire Lane/Track 23 Harling Drove, Santon Downham and Thetford BP garage), Crown Estate owned land, Nunsgate/Nun's Bridges, Main Street and Furze Road Thetford and the crossroads at both Swaffham and Thetford. It was also mentioned there may be more encampments in Thetford Forest than the Council may be aware of.
- 5.40 Swaffham, Banham, Attleborough and Thetford are said to be areas that have been favoured by Gypsies and/or Travellers for generations. These areas were said to be popular either to stay or for temporary periods of time and in some cases to carry out seasonal agricultural work.
- 5.41 At the time of interviewing there were said to be 2 encampments on Forestry Commission land which comprise 3-4 groups of south Irish and English Roma communities. One group was said to have travelled from Lincoln and liked the area so much they have not moved on and another group had been staying on the transit site. This group had overstayed at the transit site so had moved to Forestry Commission land.
- 5.42 The Forestry Commission has tolerated some unauthorised encampments especially when they have been able to build up a relationship with Travellers; by doing this they gained a better understanding of the reason why they wanted to be in the area. As an example the Forestry Commission had tolerated one encampment to enable one of the older children to complete their education; this is so they could gain the necessary qualifications to go to university.
- 5.43 Over a period of time there have been more instances of encampments and the tolerated sites have grown and there has been an increase in rubbish/fly tipping. Because of this the Forestry Commission has decided to take a zero tolerance stance to encampments on their land; enforcement action on the two sites is currently being progressed.
- 5.44 Routes that are said to be used by the Traveller communities are the A11, A47, A143, A134 and A1065.
- 5.45 There is transit provision in Thetford on the A11 which is leased to the Council; the current lease is for 15 years and will expire in the next 5 years. The site is said to have basic facilities e.g. water, but no electric. Those using the site can stay a maximum of 3 months but there was said to be some that have overstayed. The Council is currently dealing with this issue.
- 5.46 Some believe the reason why Travellers are not moving from the transit site is because they are local Travellers who wish to stay in the area and there are too few public pitches to accommodate all that are needed.

- 5.47 Another issue raised is the location of the transit site. It was said that transit sites need to be close to main roadways, close to amenities and in sustainable locations but far enough away from local residents for them not to be disturbed by those who are coming and going from the site. The current transit site is away from local residents but next to a service/petrol station and on the other side of the site there is an access road to an Anglian Water treatment plant. There are concerns regarding safety because residents of the site sometimes light fires and there is the risk of explosion. There are also safety concerns regarding lorry's accessing the treatment plant e.g. loose dogs and children.
- 5.48 It was said that a major improvement across Norfolk has been the increase in transit provision and short stay stopping places e.g. North Norfolk (Cromer and Fakenham). This has meant that liaison between the districts has improved because there are opportunities to direct Travellers to other transit sites in other local authority areas. Some stakeholders and officers hoped that further provision would enable a network of transit provision to be built up across Norfolk and possibly into Suffolk too.
- 5.49 The majority of stakeholders and officer suggested that there is a need for further transit provision in the Breckland area and some suggested this should be located along the border with Broadland/A47. A further suggestion was given that any new transit sites does not need to open all year round, but could be opened only during the peak season Easter-September.
- 5.50 Some stakeholders said that any type of transit provision is sometimes difficult to manage and if provision is provided, a clear management strategy would need to be in place.

### Cross-border Issues and the Duty to Cooperate

- 5.51 There was little evidence provided by officers or stakeholders that there are many cross-border issues relating to Gypsies, Travellers or Travelling Showpeople between Breckland District Council and neighbouring boroughs or vice versa.
- 5.52 There was mention of one family who travel between South Norfolk and Breckland moving from site to site on a regular basis. In addition to this the major routes Travellers use are between Yarmouth and Norwich and out to West Norfolk and the Fens, where there are a lot of Travellers, and many Travellers pass through the District on pilgrimage to a large religious festival at Walsingham in North Norfolk. These instances however are short lived and therefore they are not perceived as an issue by the councils.
- 5.53 The main issue seen by the Council is the movement of Travellers moving east-west e.g. Yarmouth, Broadland and Norwich and there is little transit provision in these areas. Norwich and Broadland have no transit provision, however there is provision at Gapton Hall site (19 transit pitches) in Great Yarmouth and South Norfolk's transit site can accommodate 6 families.
- 5.54 Anecdotally it was mentioned that because of the use of enforcement in some areas e.g. South Cambridgeshire and St Edmundsbury, Travellers avoid those areas and are more likely to travel straight up to Norfolk/Suffolk rather than stopping off en route.
- 5.55 The majority of those interviewed believe that local authorities are meeting the transit needs of Gypsies, Travellers and Travelling Showpeople well in Breckland. However, some believe that site provision (public, private and transit) needs to be improved on the Suffolk/Norfolk border in particular.



5.56 There is a history of joint working between Breckland District Council and neighbouring local authorities. Examples of partnership working were given as:

- » Norfolk and Suffolk Gypsy Roma and Traveller Forum (including an accommodation sub-group);
- » Norfolk and Suffolk Gypsy Roma and Traveller Service;
- » Norfolk Strategic Framework Steering Group;
- » Central Norfolk Strategic Housing Market Assessment;
- » Norfolk Duty to Cooperate (DtC) Member Forum;
- » Strategic Planning Managers Group (which includes representatives from both Norfolk and Suffolk);
- » The Norfolk and Suffolk Gypsy Roma and Traveller Service has inter-agency meetings on sites across the counties and involve education and health representatives.

## Key Points to Consider

5.57 The following points are suggestions given by officers and stakeholders of what Breckland Council should consider in the future.

5.58 It was suggested that once the GTAA was published and if there is a need for pitch/plot provision, there will be a need to demonstrate a 5 year supply of sites to meet the need.

5.59 The Council needs to ensure the provision of any need evidenced is robust to ensure the Local Plan is adopted and there are the necessary policies in place.

5.60 Further transit provision is needed and should be located to the north of the District.

5.61 Should a need be evidenced one way to meet it would be to authorise those sites that are currently tolerated.

5.62 In light of the new planning definition in relation to Gypsies and Travellers there needs to be better understanding of the level of travelling being undertaken by Gypsies and Travellers in the Breckland area.

5.63 Breckland are progressing a Local Plan review, there are draft policies which as a result of the GTAA findings may need to be changed; it is imperative that the policy changes are considered in line with robust evidence and the authority responds appropriately.

## Neighbouring Authorities

5.65 A summary of the outcomes of interviews with neighbouring local authorities can be found in **Appendix D**.

## General Notes

5.64 There are no major cross boundary issues to report. If there is a lack of sites in Breckland or neighbouring areas it is not causing undue pressure on any of the areas interviewed. However, some local authorities

need to assess, if they haven't already done so, whether there is a need for transit provision in their area and if so, to meet any need evidenced.

- 5.65 In the Breckland area it was said the majority of those living on the permanent site are Gypsy families, whilst those who are transient and use the transit site are more likely to be Irish Travellers. The GTAA may evidence a need for additional pitches as a result of overcrowding on the transit site. Should this be the case any future site development should consider the different Travelling communities who are unlikely to want to live as a mixed community?
- 5.66 Travel routes mentioned by all those interviewed include A148 corridor (Cromer, Fakenham and Holt), A14, A11, A47, A134, the Waveney Valley (including A12, A145 and A146) and A1065.
- 5.67 There have, in the past, been low levels of unauthorised encampments but there has been an increase this year in Breckland and in Norfolk more generally. As the Forestry Commission is now taking a zero tolerance stance to encampments on their land and enforcement proceedings are taking place on 2 encampments, this could increase the number of Travellers that satellite around the area, looking for permanent places to stop.
- 5.68 The Council may need to consider providing further transit provision/emergency stopping places as the transit site is said to be overcrowded. Unless they do so, the Council are unable to direct Travellers to a specific area.
- 5.69 It was said that more work needs to be carried out in terms of dispelling myths and stereotyping of Gypsies and Travellers and these communities should not be confused with Travelling Showpeople. However, some consideration could also be given to enable Gypsies, Travellers and Showpeople to do more themselves to become members of the wider community in Breckland. It was highlighted that Norfolk County Council help provide the Gypsy Roma and Traveller Service but more funding should be allocated to improve community cohesion across Norfolk.
- 5.70 There are concerns regarding the change in definition for Gypsies and Travellers in planning terms and whether the true needs of the current Travelling communities in the area will have their needs met.
- 5.71 The cost to Gypsies, Travellers and Travelling Showpeople of buying land and then either following the due planning process or retrospectively is expensive. If Travelling communities sites are unsuccessful they are then de-capitalised and are unlikely to be able to afford to buy another site. This will mean they will either look to be accommodated on public sites or will resort to unauthorised encamping or be forced to access homeless accommodation/bricks and mortar to resolve their accommodation issues.
- 5.72 Anecdotally it was mentioned private sites in Kent and Surrey are being sold for housing building. As land is cheaper in Norfolk than these areas there may be an increase in Gypsies and Travellers buying land for sites in Breckland.
- 5.73 In addition to this there are scrap yards where owners are looking for a change of use. Where scrap yards are wishing to change to residential sites for Gypsies and Travellers this could provide windfall sites and help meet any need evidenced. However, the closing of scrap yards does mean that an element of the traditional way of life for Travelling communities is being lost.

## 6. Survey of Travelling Communities

### Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The Site Record Form can be found in **Appendix E**.
- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites, yards and encampments in the study area. Interviews were completed between June and July 2016. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The table below identifies the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed where this information is available. All of the site lists have been agreed with each local authority and also include any unimplemented pitches with planning permission. A summary of the overall findings from the site interviews will be included in a separate summary note.

**Figure 8 - Sites and Yards Visited in Breckland**

Public Sites	Pitches/Plots	Interviews	Reasons for not completing interviews
The Splashes	23	9	8 x no contact possible, 6 x refused
<b>Private Sites</b>			
Fayrehaven Caravan Site	6	1	5 x no contact possible
Dunroamin	1	1	-
Clover Paddock	2	0	2 x refused
Edwards Plantation	5	4	1 x no contact possible
Hartlands	1	1	-
Lazy Acre	1	0	1 x no contact possible
The Chalet	1	0	1 x refusal
Woodview	6	1	1 x no contact possible, 4 pitches unimplemented
Summer Meadow	1	1	-
Rose Orchard	2	1	1 pitch unimplemented
Westgate	2	1	1 x non-Travellers
Willow End	1	0	1 pitch unimplemented
Willow Paddock	1	0	1 pitch unimplemented
<b>Tolerated Sites</b>			
Brisley	1	0	1 x no contact possible
The Oaks	1	1	-
Thetford, Fire Ride 23	4	4	-

<b>Unauthorised Sites</b>			
The Shetlands	2	2	-
The Workshop	1	1	-
Pit Meadows	4	1	3 x no contact possible
Otterwood	1	1	-
Thetford, Access Road to the rear of Sainsburys	1	1	-
Thetford, Adjacent to Short Stay Stopping Place	4	0	4 x no contact possible
Thetford, Short Stay Stopping Place A11 Southbound	6	0	6 x no contact possible
<b>Travelling Showpeople Yards</b>			
Mill Farm	2	1	1 x no contact possible
<b>TOTAL</b>	<b>80</b>	<b>32</b>	

### Efforts to contact bricks and mortar

- 6.3 The 2011 Census recorded just 38 households in Breckland living in a house or a flat who identified as Gypsies or Irish Travellers.
- 6.4 As well as the interviews with stakeholders and with households living on sites that were interviewed, ORS also attempted to make contact with local Housing Associations which operate across the study area to identify Gypsy and Traveller households to interview living in bricks and mortar.
- 6.5 Despite all of the efforts that were made it was not possible to identify any households living in bricks and mortar who were willing to be interviewed.

## 7. Current and Future Pitch Provision

### Introduction

- 7.1 This section focuses on the additional pitch provision which is needed in Breckland to 2036. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies completed by ORS, 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 additional provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

### New 'Planning' Definition

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

### Current and Future Pitch/Plot Needs

- 7.5 To identify need, PPTS requires an assessment of 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. The key factors in each of these elements are set out below.

### New Household Formation Rates

- 7.6 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed<sup>4</sup> and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of

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<sup>4</sup> This follows a worked example on page 25 of the DCLG *Gypsy and Traveller Accommodation Needs Assessments – Guidance* (2007) which used a rate of 3.00%

households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates (August 2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.

- 7.7 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.
- 7.8 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.9 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.
- 7.10 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys. The ‘baseline’ includes all current authorised households, all households identified as in current need (including concealed households, 5 year need from older teenage children, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 7.11 Discussions with local authorities have also considered any pitches not occupied by Gypsies and Travellers and whether these should be included or excluded from the calculations. Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each local authority (by travelling status).
- 7.12 In certain circumstances where the numbers of households and children are low it may not be appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 7.13 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.

## Breakdown by 5 Year Bands

- 7.14 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5 year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from older teenage children, and net

movement from bricks and mortar) in the first 5 years. In addition the total net new household formation is split across the 5 year bands based on the rate of growth that was applied – as opposed to being spread evenly.

## Applying the New Definition

- 7.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the new definition in PPTS. This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the new definition. Only those households that meet the new definition, in that they stated during the interview that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the new definition have also been included as a potential additional component of need from ‘unknown’ households.

## Breckland

7.16 In summary there is a need for **10 additional pitches** in Breckland for Gypsy and Traveller households that meet the new definition; a need for up to 27 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as 3 additional pitches; and a need for 43 additional pitches for Gypsy and Traveller households who do not meet the new definition.

7.17 There is need for **2 additional plots** for Travelling Showpeople households that meet the new definition; a need for no additional plots for Travelling Showpeople households that may meet the new definition; and there are no households that do not meet the new definition.

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

Figure 9 – Travelling Status of Households in Breckland

Site Status	Meets New Definition	Does Not Meet New Definition	Unknown
<b>Gypsies and Travellers</b>			
Public Sites	0	9	14
Private Sites	3	8	11
Temporary Sites	0	2	0
Tolerated Sites	1	4	1
Unauthorised Sites	1	3	13
<b>Sub-Total</b>	<b>5</b>	<b>26</b>	<b>39</b>
<b>Travelling Showpeople</b>			

Public Yards	-	-	-
Private Yards	1	0	1
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
<b>Sub-Total</b>	<b>1</b>	<b>26</b>	<b>1</b>
<b>TOTAL</b>	<b>6</b>	<b>26</b>	<b>40</b>

- 7.19 Figure 9 shows that for Gypsies and Travellers 5 households meet the new definition of a Traveller, and for Travelling Showpeople 1 household meets the new definition - in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 26 Gypsy and Traveller and no Travelling Showpeople households did not meet the new definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the new definition.
- 7.20 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

## Bricks and Mortar Interviews

- 7.21 Despite all the efforts that were made it was not possible to complete any interviews with Gypsy and Traveller household living in bricks and mortar in Breckland.

## Key Demographic Findings

- 7.22 Ethnicity data that was captured from the 5 Gypsy and Traveller households that meet the new definition of a Traveller indicated that 3 are Romany Gypsy households, 1 is an English Traveller household and 1 is a Scottish Traveller. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish and Scottish Travellers.
- 7.23 The households that meet the new definition comprised 21 residents – 13 adults and 8 children and teenagers aged under 18. This equates to 62% adults and 38% children and teenagers. This suggests that a new household formation rate of 1.60% should be applied to the household base.

## Pitch Needs – Gypsies and Travellers

### ‘Travelling’ Gypsies and Travellers

- 7.24 The 5 households who meet the new definition of Travelling were found on 3 private sites and 1 tolerated site and 1 unauthorised site. As well as the need arising from the 1 unauthorised pitch analysis of the household interviews indicated that there is a current need for 3 additional pitches for concealed households or adults, and a short-term need for 2 additional pitches for older teenage children.



- 7.25 The household demographics suggest that a new household formation rate of 1.60% should be used. This gives a total of 4 additional pitches through new household formation over the 20 year GTAA period to 2036.
- 7.26 Therefore the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for **10 additional pitches** over the 20 year GTAA period.

Figure 10 – Additional Need for ‘Travelling’ Households in Breckland (2016-2036)

Gypsies and Travellers - Meeting New Definition	Pitches
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>4</b>
<b>Future Need</b>	
5 year need from older teenage children	2
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Base number of households 10 and formation rate 1.60 %)</i>	
<b>Total Future Needs</b>	<b>6</b>
<b>Net Pitch Total = (Current and Future Need – Total Supply)</b>	<b>10</b>

Figure 11 – Additional Need for ‘Travelling’ Households in Breckland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	<b>Total</b>
	7	1	1	1	<b>10</b>

### ‘Unknown’ Gypsies and Travellers

- 7.27 Whilst it was not possible to determine the travelling status of a total of 39 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the new definition as defined in PPTS.
- 7.28 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 new definition based on the outcomes of households in that local authority where an interview was completed.

- 7.29 However data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 7.30 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.31 Should further information be made available to the Council that will allow for the new definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 14 pitches from new household formation (this uses a base of the 39 households and a net growth rate of 1.50%<sup>5</sup>). In addition there are 13 unknown households living on unauthorised pitches. Therefore additional need *could* increase by up to a further 27 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 39 ‘unknown’ pitches are deemed to meet the new definition). However, as an illustration, if the national average of 10% were to be applied this could be as few as 3 additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

## Waiting Lists

- 7.32 There is 1 public site in Breckland – The Splashes at Swaffham. At the time of the GTAA there were a total of 4 households on the waiting list for the site which is managed by Norfolk County Council. Only 1 household has selected The Splashes as their first choice and they are seeking to be relocated from a site in London and already have family living on the site. The remaining 3 households have selected the site as their second choice – 1 also wishes to relocate from bricks and mortar in London, 1 is living on an overcrowded pitch in Wales, and 1 wishes to relocate from bricks and mortar in Norwich. Norfolk County Council were also able to confirm that 1 pitch has become vacant in the past 12 months.
- 7.33 Given that all of these households are from outside of Breckland it is not recommended that any additional provision should be made for these households as part of the GTAA and that they should remain on the list and wait for a pitch to become available. Depending on the occupancy conditions for the public site should any of these households wish to be considered for a pitch they may have to provide information on their travelling patterns during the site allocation process as and when a pitch becomes available in order to determine whether they meet the new definition.

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

## Travelling Showpeople Needs

### 'Travelling' Showpeople

- 7.34 There is only one small Travelling Showperson yard in Breckland. One household meets the new definition and they have no current need and a long-term need for a further **2 additional plots** for younger children living on the yard.
- 7.35 Therefore the overall level of additional need for those households who meet the new definition of a Travelling Showperson is for **2 additional plots** over the 20 year GTAA period.

Figure 12 – Additional Need for 'Travelling' Showpeople Households in Breckland (2016-2036)

Travelling Showpeople - Meeting New Definition	Plots
<b>Supply of Plots</b>	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
<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 older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(From site demographics)</i>	
<b>Total Future Needs</b>	<b>2</b>
<b>Net Plot Total = (Current and Future Need – Total Supply)</b>	<b>2</b>

Figure 13 – Additional Need for 'Travelling' Showpeople Households in Breckland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	1	1	<b>2</b>

## 'Unknown' Showpeople

- 7.36 Whilst it was not possible to determine the travelling status of 1 household as they were not on site at the time of the fieldwork, the needs of this household still need to be recognised by the GTAA as they are believed to be Travelling Showpeople and **may** meet the new definition as defined in PPTS.
- 7.37 Should further information be made available to the Council that will allow for the new definition to be applied the overall level of need *could* rise by up to 1 additional plot from new household formation (this uses a base of the 1 household and a net growth rate of 1.00%<sup>6</sup>). Therefore additional need *could* increase by up to a further additional 1 plot, plus any concealed adult households or 5 year need arising from older teenagers living in these households.

## Transit Requirements

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

## Stakeholder Interviews and Local Data

- 7.39 The stakeholder interviewers identified that there is transit provision in Thetford on the A11 which is leased to the Council; the current lease is for 15 years and will expire in the next 5 years. The site is said to have basic facilities e.g. water, but no electric.
- 7.40 Information from the stakeholder interviews also identified that there are relatively low levels of unauthorised encampments in Breckland, and that the majority were short-term visiting family or friends, transient and simply passing through, or from a small number of groups moving around an area. Also it is not known from historic data whether any of these households meet the new definition of a Traveller.

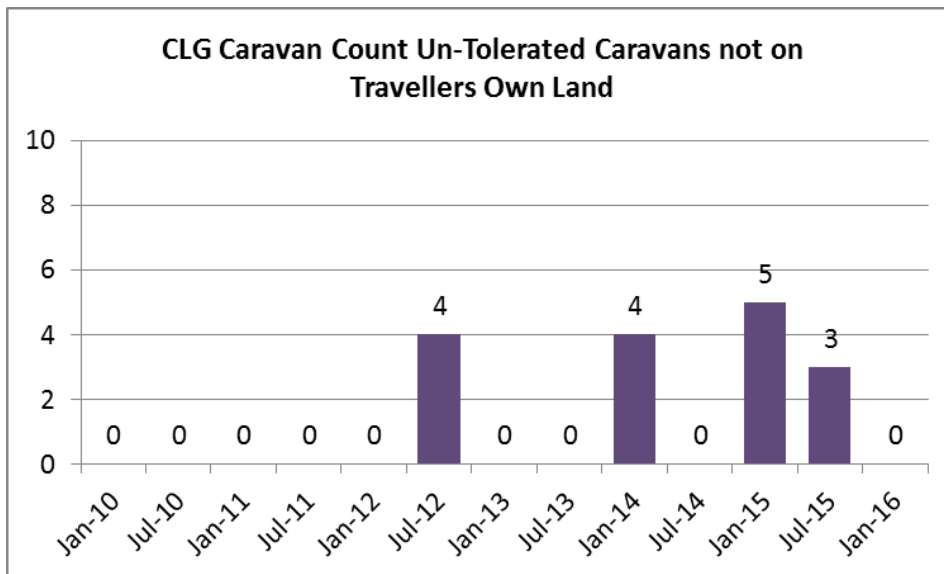
## DCLG Caravan Count

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

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<sup>6</sup> The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

Figure 14 – Summary of Caravan Count Data for Non-Tolerated Encampments on Land Not Owned by Travellers



### Potential Implications of PPTS 2015

- 7.43 It has been suggested by a number of organisations and individuals representing the Travelling Community 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 seeking to meet the new definition. This may well be the case but it will take some time for any changes to pan out. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS 2015 evidence base and there has not been sufficient time yet for this to happen at this point in time.

### Transit Recommendations

- 7.44 It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- 7.45 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 – including attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in any new transit sites or emergency stopping places.
- 7.46 In the short-term the Council should consider the use of existing transit provision or short-term toleration/negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the new definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- 7.47 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the

provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

- <sup>7.48</sup> 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.

## 8. Conclusions

### Introduction

- 8.1 This section brings together the evidence presented earlier in the report. It focuses upon the key issues of current and future site provision for Gypsies and Travellers and also Travelling Showpeople.

### Additional Pitch Needs – Gypsies and Travellers

- 8.2 In summary there is a need for 10 additional pitches in Breckland for Gypsy and Traveller households that meet the new definition; a need for up to 27 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as 3 additional pitches; and a need for 43 additional pitches for Gypsy and Traveller households who do not meet the new definition.
- 8.4 Need for **10 additional pitches** for households that meet the new definition is made up of 1 unauthorised pitch, 3 concealed adult households, 2 older teenage children in need of a pitch of their own in the next 5 years, and 4 from new household formation.
- 8.5 Need of up to 27 additional pitches for ‘unknown’ households is made up of 13 unauthorised pitches and new household formation of 14 from a maximum of 39 households. If the national average of 10% were applied this could result in a need for 4 additional pitches.

Figure 15 – Additional Need for Gypsy and Traveller Households in Breckland (2016-2036)

Status	Total
Travelling	<b>10</b>
Unknown	<b>0-27</b>
Non-Travelling	<b>43</b>

Figure 16 – Additional Need for ‘Travelling’ Households in Breckland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	Total
	2016-21	2021-26	2026-31	2031-36	
	7	1	1	1	<b>10</b>

### Additional Plot Needs - Travelling Showpeople

- 8.6 There is need for **2 additional plots** for Travelling Showpeople households that meet the new definition; a need for up to 1 additional plot for the Travelling Showpeople household that may meet the new definition; and there are no households that do not meet the new definition.
- 8.7 Need for **2 additional plots** for households that meet the new definition is made up from new household formation.

- 8.8 Need of up to 1 additional plots for ‘unknown’ households is made up from new household formation of 1 from a maximum of 1 household. If the national average of 70% were applied this could result in a need for 1 additional plot.

**Figure 17 – Additional Need for ‘Travelling’ Showpeople Households in Breckland 2016-2036**

Status	Total
Travelling	<b>2</b>
Unknown	<b>0-1</b>
Non-Travelling	<b>0</b>

**Figure 18 – Additional Need for ‘Travelling’ Showpeople Households in Breckland by 5 Year Periods**

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	0	1	1	<b>2</b>

## Transit Requirements

- 8.9 It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- 8.10 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 including attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in any new transit sites or emergency stopping places.
- 8.11 In the short-term the Council should consider the use of existing transit provision or short-term toleration/negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the new definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.



## Appendix A: Glossary of Terms

<b>Amenity block/shed</b>	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
<b>Bricks and mortar</b>	Mainstream housing.
<b>Caravan</b>	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
<b>Chalet</b>	A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.
<b>Concealed household</b>	Households, living within other households, who are unable to set up separate family units.
<b>Doubling-Up</b>	Where there are more than the permitted number of caravans on a pitch or plot.
<b>Emergency Stopping Place</b>	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
<b>Green Belt</b>	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
<b>Household formation</b>	The process where individuals form separate households. This is normally through adult children setting up their own household.
<b>In-migration</b>	Movement 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>Site</b>	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
<b>Social/Public/Council Site</b>	An authorised site owned by either the local authority or a Registered Housing Provider.
<b>Temporary planning permission</b>	A private site with planning permission for a fixed period of time.
<b>Tolerated site/yard</b>	Long-term tolerated sites or yards where enforcement action is not expedient and a certificate of lawful use would be granted if sought.
<b>Transit provision</b>	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
<b>Unauthorised Development</b>	Caravans on land owned by Gypsies and Travellers and without planning permission.
<b>Unauthorised Encampment</b>	Caravans on land not owned by Gypsies and Travellers and without planning permission.
<b>Waiting list</b>	Record held by the local authority or site managers of applications to live on a site.
<b>Yard</b>	A name often used by Travelling Showpeople to refer to a site.

# Appendix B: Unknown and Non-Travelling Households

## Additional Need for 'Unknown' Gypsy and Traveller Households in Breckland (2016-2036)

Gypsies and Travellers - Unknown	Pitches
<b>Supply of Plots</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	13
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>13</b>
<b>Future Need</b>	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	14
<i>(Household base 39 and formation rate of 1.50%)</i>	
<b>Total Future Needs</b>	<b>14</b>
<b>Net Pitch Total = (Current and Future Need – Total Supply)</b>	<b>27</b>

## Additional Need for 'Unknown' Gypsy and Traveller Households in Breckland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	16	3	4	4	<b>27</b>

Additional Need for 'Non-Travelling' Gypsy and Traveller Households in Breckland (2016-2036)

<b>Gypsies and Travellers – Not Meeting New Definition</b>	<b>Pitches</b>
<b>Supply of Pitches</b>	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
<b>Total Supply</b>	<b>0</b>
<b>Current Need</b>	
Households on unauthorised developments	11
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	9
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
<b>Total Current Need</b>	<b>20</b>
<b>Future Need</b>	
5 year need from older teenage children	3
Households on yards with temporary planning permission	2
In-migration	0
New household formation	18
<i>(Household base 46 and formation rate of 1.70%)</i>	
<b>Total Future Needs</b>	<b>23</b>
<b>Net Pitch Total = (Current and Future Need – Total Supply)</b>	<b>43</b>

Additional Need for 'Non-Travelling' Gypsy and Traveller Households in Breckland by 5 Year Periods

<b>Years</b>	<b>0-5</b>	<b>6-10</b>	<b>11-15</b>	<b>16-20</b>	
	<b>2016-21</b>	<b>2021-26</b>	<b>2026-31</b>	<b>2031-36</b>	<b>Total</b>
	29	4	5	5	<b>43</b>

## Appendix C: Sites and Yards Lists (August 2016)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
<b>Public Sites</b>		
The Splashes, Swaffham	23	-
<b>Private Sites with Permanent Permission</b>		
Caravan Site, Dunroamin	1	-
Clover Paddock	2	-
Edwards Plantation	5	-
Fayrehaven Caravan Site	6	-
Hartlands	1	-
Lazy Acre	1	-
Rose Orchard	2	-
Summer Meadow	1	-
The Chalet	1	-
Westgate	2	-
Willow End	1	-
Willow Paddock	1	-
Woodview	6	-
<b>Private Sites with Temporary Permission</b>		
None	-	-
<b>Tolerated Sites – Long-term without Planning Permission</b>		
Brisley	-	1
The Oaks, Herne Lane	-	1
Thetford, Fire Ride 23	-	4
<b>Unauthorised Developments</b>		
Otterwood	-	1
Pit Meadows	-	4
The Shetlands	-	2
The Workshop	-	1
Thetford, Access Rd to the rear of Sainsburys London Rd	-	1
Thetford, Adjacent to Short Stay Stopping Place	-	4
<b>TOTAL PITCHES</b>	<b>53</b>	<b>25</b>
<b>Authorised Travelling Showpeople Yards</b>		
Mill Farm	2	-
<b>TOTAL PLOTS</b>	<b>2</b>	<b>0</b>
<b>Transit Provision</b>		
Thetford Short Stay Stopping Place	8	0

# Appendix D: Interviews with Neighbouring Authorities

## Neighbouring Authorities

### King's Lynn and West Norfolk

In October 2015 South Cambridgeshire District Council, in partnership with Cambridge City, East Cambridgeshire, Peterborough, Forest Heath, St Edmundsbury, Huntingdon and the Borough of Kings Lynn & West Norfolk commissioned ORS to complete a new GTAA. The GTAA was published in September 2016. The outcomes of the study do not raise any particular issues in relation to Breckland.

The Borough updated its own GTAA in 2014; Cambridgeshire County Council Research Group (CCCRG) carried out the research. The update concluded that there was a need for 16 pitches between 2013 and 2031. The estimate need for Travelling Show People was for 4 to 5 plots up to 2021. No further need was evidenced for transit provision.

There are a number of small private family sites across the area. The Council has a policy based criteria approach set out in Policy CS09 of the adopted Core Strategy 2011. A number of pitches have been granted planning permission and this has exceeded the need identified in the Council's previous GTAA.

There are two public sites, one at Saddlebow (27 pitches) managed by Norfolk County Council. The other site, Blunts Drove (16 pitches), is operated by an RP which employs a member of the Traveller community to manage the site.

There are four Travelling Showpeople yards which have been established for generations

As the Council's GTAA is currently being updated it is not possible to confirm whether there are concealed households or overcrowding on the authorised sites at the present time.

As the Council's GTAA is currently being updated it is not possible to confirm whether there are any unauthorised developments, sites with temporary planning permission and tolerated sites in the area.

Since April 2010, all unauthorised encampments in the Borough have been consistently monitored. Between 2010 and 2016 there were 59 encampments. The busiest year was 2013, but there was a decline in numbers in 2011 and 2014 showing a variation in numbers year by year.

The Borough's monitoring of unauthorised encampments enables it to identify busy seasons and understand the reasons why Travellers are in the area e.g. work, holiday or passing through for an event. For example, many Travellers pass through the Borough on pilgrimage to a large religious festival at Walsingham, North Norfolk. Two transit sites in North Norfolk can be used by Travellers on the Walsingham pilgrimage.

The Council has no transit provision because, given the short term nature of encampments, Travellers do not stay long enough to justify a permanent site.

## Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues between the Borough Council of King's Lynn and neighbouring local authorities.

Although Kings Lynn and West Norfolk are part of the Norfolk and Suffolk Gypsy, Roma and Traveller Forum there is more correlation for them to work with the Cambridgeshire authorities. This is because Travellers typically move through the Fen area of Cambridge and most of the sites in the Borough's area are located to the south, close to the Cambridgeshire border. In addition to this the 2007 joint GTAA with North Norfolk and the subsequent GTANAs have showed there were no links relating to these communities or cross border issues between the two authorities'. There is a strong history of working with Cambridgeshire when considering the accommodation needs of Gypsies and Travellers and current evidence does not suggest departing from this. The new GTAA covering King's Lynn and West Norfolk supports this approach.

The Council uses the Norfolk and Suffolk Protocol for the Management of Unauthorised Encampments and officers attend the Norfolk and Suffolk Gypsy, Roma and Traveller Forum.

Gypsy and Traveller issues are discussed at the Strategic Member-level Group which is attended by cabinet members across Norfolk. As the remit for Gypsies and Travellers falls within both housing and planning groups and both undertake strategic studies, having such a Group ensures the Duty to Cooperate is being fulfilled.

Following the publication of the new GTAA a key priority in the future for the Council is to act on any need identified in its area. In addition to this, the Council will continue to monitor the level and reasons for unauthorised encampments and ensure planning records with regard to the status of sites is regularly updated.

## Broadland

### Accommodation for Gypsies and Travellers and Travelling Showpeople

Within the Broadland District Council area there are a number of small, privately owned authorised sites. There are not known to be any issues on these sites.

There are no Travelling Showpeople yards, no unauthorised developments, tolerated sites or sites with temporary planning permission.

Broadland, Norwich City Council and South Norfolk Council as part of the Greater Norwich Housing Partnership, commissioned ORS to undertake a GTAA which was published in August 2012. The GTAA identified a need in Broadland for an additional 3 residential pitches up to 2017.

The GTAA evidenced that Broadland have the lowest Gypsy, Traveller and Travelling Showpeople population of the Greater Norwich Sub region and the least amount of encampments. Because of this, neighbouring authorities have more residential sites and transit provision than in Broadland. In addition to this there have been no recent planning applications for private sites.

Unless a future GTAA identified a need in the area, it is therefore believed that the current provision is adequate to meet local need in the area.

In terms of housed Travellers, the GTAA included interviewing Gypsies, Travellers and Travelling Showpeople and 13 interviews were undertaken in the Broadland area. The findings indicated there was not a strong desire among the Gypsy and Traveller population in bricks and mortar to move to a caravan site in the Broadland area.

## Cross Boundary Issues

Encampments are irregular and may be as few as one a year; they tend to occur on private rather than public land e.g. business parks. They are thought to be in the area for economic reasons, looking for work opportunities such as tree work/landscaping etc. There is no transit provision in the Broadland area and because there are so few encampments, there is considered to be little need for one.

There are no significant cross-border issues between Broadland and neighbouring authority areas.

Because of the change in the 'planning' definition for a Gypsy or Traveller the Council may consider updating the GTAA unless there is a change in government policy that would negate the need to do so.

## Mid Suffolk and Babergh

### Accommodation for Gypsies and Travellers and Travelling Showpeople

Babergh and Mid Suffolk with Ipswich, Suffolk Coastal and Waveney commissioned ORS to undertake a GTAA which was published in October 2013. The GTAA identified the estimated extra site provision required in Babergh as being 4 pitches and in Mid Suffolk, 38 pitches until 2027. There was no immediate need identified for Travelling Showpeople.

Given the size of the area and the total scale of encampments the Study identified a need for 3 different 8 pitch transit sites or emergency stopping places to help manage unauthorised encampments and provide for visiting households.

There are no public sites in either of the two areas. There is one authorised private site (1 pitch) in Babergh. Mid Suffolk have 16 private authorised sites. One of the private sites in Mid Suffolk has a temporary permission due to expire in 2017, one site is used by both Travelling Showpeople and Gypsies and/or Travellers and there is one yard used by Travelling Showpeople.

<sup>8.15</sup> Mid Suffolk has one tolerated unauthorised site, there are no tolerated or unauthorised sites in Babergh.

In terms of housed Travellers, the GTAA included interviewing Gypsies, Travellers and Travelling Showpeople in both areas. The findings indicated that no Gypsies, Travellers or Travelling Showpeople living in bricks and mortar wished to live on sites in the two areas.

Short-term encampments are relatively frequent in both council areas. They occur mainly during the summer months. In Mid Suffolk they mainly occur in the north of the district in towns and villages such as Eye, Wortham and Palgrave. In Babergh they mainly occur in the south of the district.



## Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-boundary issues in relation to neighbouring local authorities that affect the councils' areas, although the councils are aware there is transient movement between Norfolk and Mid Suffolk and between Babergh and Essex. There are currently no short stay transit sites in Essex and or Suffolk; however Mid Suffolk & Babergh are proactively working with authorities across Suffolk on a project aiming to deliver three transit sites identified as being required in the GTAA.

The councils have a history of joint working with other neighbouring councils with regard to the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The councils use the Norfolk and Suffolk Protocol for the Management of Unauthorised Encampments, are part of the Suffolk Short Stay Stopping Group and part fund the Norfolk and Suffolk Gypsy, Roma and Traveller Service; officers also attend the Norfolk and Suffolk Gypsy, Roma and Traveller Forum.

Both Councils are currently looking at updating the GTAA to provide data to help inform future provision.

## North Norfolk District Council

### Accommodation for Gypsies and Travellers and Travelling Showpeople

North Norfolk District Council has an adopted Core Strategy including a criteria based Development Management Policy HO4. The former Regional Spatial Strategy (RSS) annualised targets identified a small target of need for the area and the Council has not felt it necessary to undertake an updated GTAA.

There are no public sites or Travelling Showpeople yards in the area. In order to meet the small target of need identified in the RSS, two temporary stopping places in Cromer (10 pitches) and Fakenham (15 pitches) have been developed through HCA funding. The land is in private ownership and has been leased to the Council for 15-20 years. Need has also been met through private windfall sites that are family run.

There are no concealed households or overcrowding on the authorised sites and no other issues have been raised with the Council.

There are few encampments in the area; when they do occur the Council is able to direct Travellers to the transit provision. Encampments are more likely to occur in the summer months and Travellers may be coming to the area on holiday or to look for work; favoured locations are seaside towns e.g. Cromer.

## Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect North Norfolk. The Council has, on occasions, been contacted by councils across Norfolk asking if there are vacancies on the transit sites which may suggest there is a lack of transit provision in other areas.

There has been a history of joint working on the accommodation needs of Gypsies, Travellers and Travelling Showpeople across Norfolk, this has become less frequent as each authority is working on their local plans and these are often on different timescales. However, there continues to be opportunities to discuss relevant issues through the regular Duty to Cooperate meetings where team leaders that manage their councils' Local Plans can discuss cross-border issues; this includes any issues relating to Gypsies, Travellers and Travelling Showpeople

The priority for the Council is to continue to manage and maintain the two transit sites. In addition to this, the Council may update its evidence base regarding the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This is because the evidence will be needed to support its Local Plan and there has been a change in the 'planning' definition for a Gypsy or Traveller. A GTAA or equivalent is likely to be undertaken, unless there is a change in government policy that would negate the need to do so.

## Norwich City Council

### Accommodation for Gypsies and Travellers and Travelling Showpeople

Norwich City Council, Broadland District Council and South Norfolk Council as part of the Greater Norwich Housing Partnership, commissioned ORS to undertake a GTAA which was published in August 2012. The GTAA identified a need in the Council's area for an additional 13 residential pitches up to 2021. No need was identified for Travelling Showpeople plots or Transit provision.

There is one public site at Mile Cross (21 pitches) which is leased to and managed by Norfolk County Council. There is a Travelling Showpeople yard in Hoopers Lane.

A new Gypsy and Traveller site near to the Mile Cross site has been identified. The new site will deliver 8 pitches and there is the opportunity to deliver more; this will help meet the needs identified in the last GTAA. The majority of the funding of the new site has been achieved through HCA funding on condition development of the site starts by January 2017.

The Mile Cross site was developed some 20 years ago when mobile homes and trailers were smaller, this has meant that although there is not known to be any overcrowding or concealed households, some of the pitches are too small for the size of trailers on them. Some of the existing residents who require larger pitches will move to the new site once opened.

Before a planning application is submitted, the Council has consulted residents of the Mile Cross site regarding the design of the new site. Feedback received will better ensure the site meets the needs of future residents e.g. providing larger pitches, increased parking and improved access to the site including security of fencing/gates.

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

In terms of housed Travellers, the GTAA included interviewing Gypsies, Travellers and Travelling Showpeople in the Norwich area. The findings indicated there is no strong desire among the Gypsy and Traveller population in bricks and mortar to move to a caravan site in the Norwich area.

Numbers of short-term encampments are said to be low and for this reason there is no transit provision in the area.

## Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect the Council's area.

There has been a history of joint working across the Greater Norwich sub region on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. However, this has become less frequent as each authority is working on their local plans and these are often on different timescales.

The priority in the future for the Council will be to develop the new site within the HCA deadline in order to help meet the needs as identified in the Council's last GTAA. Once the site is completed the Council will assess the use of the site and applications to the site waiting list in order to monitor the level of needs being indicated in the area.

## South Norfolk District Council

### Accommodation for Gypsies and Travellers and Travelling Showpeople

Opinion Research Services (ORS) were commissioned by South Norfolk District Council to undertake a GTAA (published June 2014).

The assessed need in the District was said to be 35 pitches (2014-2031). There was no further need identified for Travelling Showpeople or for transit provision.

There are two public sites in the area (The Roundwell – 18 pitches and Brookes Green – 8 pitches). There are a total of 41 pitches on 12 authorised private sites. There is one transit site which can accommodate up to 6 families. There is one small Travelling Showpeople yard which has a permanent permission. The sites are fully occupied and the transit site is in regular use.

There is not known to be overcrowding or concealed households on any of the current sites in the area.

There are two sites (each of one pitch) with temporary planning permission and 4 sites (each of one pitch) that are currently unauthorised in the area.

Numbers of short-term encampments of those travelling through the area are low, albeit the transit site is in regular use.

The transit site is managed by the Council and there are said to be few issues other than some Gypsies or Travellers have needed to stay longer than the 3 month maximum stay and there are occasional problems in obtaining the required deposit and/or rent before people move on to their next destination.

There is little evidence to suggest that those moving in the area are doing so because of a lack of site provision in South Norfolk. Travellers who are transient in the area are visiting relatives and friends who live on the authorised sites and the transit site is a focal point to meet up together.

The majority of those moving through South Norfolk are travelling towards the coast; the transit site meets needs of those on the A11 corridor. Movement along the Waveney Valley is not provided for and should there be a need for further transit provision this is likely to be in consultation with Suffolk districts and one possible solution is to have joint provision.

## Cross border issues and the Duty to Cooperate

There are considered to be no significant cross-border issues in relation to neighbouring local authorities and South Norfolk. There are few encampments, and those that do occur are dealt with effectively through the use of the Norfolk and Suffolk Protocol for the Management of Unauthorised Encampments.

There has been a history of joint working across the Greater Norwich sub region on the accommodation needs of Gypsies, Travellers and Travelling Showpeople, with a combined GTAA published in 2012, although South Norfolk later commissioned its own Gypsy & Traveller Accommodation Assessment, which was published in 2014. South Norfolk continues to work in partnership through the Norfolk and Suffolk joint Gypsy Roma and Traveller Forum.

As the Council has yet to meet the needs identified in the GTAA and as the current sites are full, there is believed to be at present further need for residential pitches in the area. However, because of the change in the 'planning' definition for a Gypsy or Traveller the Council is mindful, that should a further assessment of need under the new definition be undertaken, the need in the area is likely to change.

## West Suffolk (Forest Heath and St Edmundsbury)

### Accommodation for Gypsies and Travellers and Travelling Showpeople

West Suffolk (Forest Heath District Council and St Edmundsbury Borough Council), Cambridgeshire (Cambridge City Council, East Cambridgeshire District Council, South Cambridgeshire District Council, Huntingdonshire District Council), Peterborough City Council and the Borough Council of King's Lynn and West Norfolk have recently updated its understanding of the accommodation needs of the Travelling Communities in their areas; this is an update of the 2012 GTAA. ORS were commissioned for both the 2012 and updated Assessments. The most recent Assessment will be published in due course.

Since the 2012 Assessment there have been some planning permissions granted for private sites in both areas. In Forest Heath there are now 5 private sites (57 pitches), no Travelling Showpeople yards and one site (35 pitches) which is owned by the Council but leased and managed privately. In St Edmundsbury there are 4 private sites (6 pitches) and 2 Travelling Showpeople yards. There is currently no transit provision in either area.

In Forest Heath there are 2 unauthorised sites. In St Edmundsbury there are 3 tolerated sites, one of which is on Council owned land; the household living on this site have previously had a history of moving around the district, but have been permitted to stay on the site whilst they waited for the outcome of their planning appeal for a permanent site to be considered. The site owned by the County Council has since been granted planning permission on appeal. There are no other unauthorised developments or sites that are tolerated or with temporary planning permission in either of the councils' areas.

There is not known to be overcrowding or concealed households on any of the current sites in the area.

There are few unauthorised encampments in Forest Heath's area and they mainly occur during the summer months in towns such as Newmarket and Mildenhall. Travellers use the A11 and A14 and are usually in the area to visit family or travelling through to and from the coast.

Encampments in St Edmundsbury, especially in the town centre car parks, are frequent and the Council now uses pre-emptive injunctions to move Travellers on. Travellers use the A14 in the area as a major transport route.

There is no transit provision currently in either of the two districts although the councils are working with the other authorities in Suffolk to try and find provision for short stay stopping places.

### Cross Boundary Issues

In the main the councils are not aware of any issues that cause concern or cross border movements or encampments being moved on between Breckland and their own areas; they are aware that there is a transit site on the A11 and Travellers may be moving through the area to use that provision. The only issue that seems to have presented itself is there is some confusion as to where the boundary line is between council areas of Forest Heath and Breckland lies, especially around Santon Downham and Thetford forest. The result of this means that when there are encampments in this area it is not always clear which council should be contacted to help resolve any issue.

The councils have a history of joint working with other neighbouring councils with regards to the accommodation needs of Gypsies, Travellers and Travelling Showpeople. The councils use the Norfolk and Suffolk Protocol for the Management of Unauthorised Encampments and part fund the Norfolk and Suffolk Gypsy, Roma and Traveller Service; officers also attend the Norfolk and Suffolk Gypsy, Roma and Traveller Forum.

The councils will wait to see what need is evidenced in their soon to be published GTAA. Another priority for the councils will be to continue to work with Suffolk on the identification of suitable locations/sites for transit provision.

# Appendix E: Site Record Form

**GTAA Questionnaire 2016**



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

You do not have to answer all the questions but the more information you can provide the better the survey will be. The survey will take around 10-15 minutes to complete.

For each question, put a cross in the appropriate box like this . Mark only one box for each question unless otherwise instructed. If you mark the wrong box, fill in the box  and cross  the correct one.

**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	Unauthorised	Bricks and Mortar
<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** 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?
-------	--------	---

**A10** 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 <input type="checkbox"/>	No option <input type="checkbox"/>	If no option, why?
------------------------------------	---------------------------------------	--------------------

**A11** 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 <input type="checkbox"/>	No <input type="checkbox"/>	Reasons (please specify)
---------------------------------	--------------------------------	--------------------------

**A12** How many separate families or unmarried adults live on this pitch?  
*INTERVIEWER: Please cross one box only*

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

**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*

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

Other *Please specify*

**C2** How many of your children will need a home of their own in the next 5 years as a result of getting married or leaving home? 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, would they want to move on this site or another local site if they could get a pitch? *INTERVIEWER: Please cross one box only*

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

Other *Please specify*

Details (Please specify)



D		Waiting List		
<b>D1</b>	<b>Is anyone living here on the waiting list for a pitch in this area?</b> <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	→	Continue to D2
	No	<input type="checkbox"/>	→	Go to D4
<b>D2</b>	<b>How many people living here are on the waiting list for a pitch in this area?</b> <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	5	6	7	8
	9	10		
	Other (Please specify)			
	Details (Please specify)			
<b>D3</b>	<b>How long have they been on the waiting list?</b> <i>INTERVIEWER: Please cross one box only</i>			
	0-3 months	3-6 months	6-12 months	1-2 years
	2+ years			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Other (Please specify)			
	Details (Please specify)			
<b>D4</b>	<b>If they are not on the waiting list, do any of the people living here want to be on the waiting list?</b> <b>If they do not want to be on the waiting list, why not?</b> <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	5	6	7	8
	9	10		
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	No	<input type="checkbox"/>	Other (Please specify)	
	Other (Please specify)			
	Details (Please specify)			
E		Future Accommodation Needs		
<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"/>	→	Continue to E2
	No	<input type="checkbox"/>	→	Go to F1
	If so, why? (please specify)			
<b>E2</b>	<b>Where would you move to?</b> <i>INTERVIEWER: Please cross one box only</i>			
	Another site in this area	A site in another council	Bricks and mortar in this area	Bricks and mortar in another council
	Other (Please specify)			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Please specify			
<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"/>	

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

Yes  No

---

**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 F6

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

**F3 What was the main reason for travelling?** INTERVIEWER: Please cross one box only

Work  Holidays  Visiting family  Fairs  Other

**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

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

Transit sites  Roadside  Friends/family  Other

**F6 INTERVIEWER: Ask F6 — F8 ONLY if F1 = 0. Otherwise, go to F9**

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

Yes  → Continue to F7  
No  → Go to F9

**F7 When did you or family members stop travelling?** INTERVIEWER: Please write in

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

Children in school  Ill health  Old age  Settled now  Nowhere to stop  No work opportunities  Other

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

*INTERVIEWER: Please cross one box only*

- Yes  → Continue to F10  
No  → Go to G1

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

Details

**G**

**Bricks & Mortar Contacts**

**G1 Contacts for Bricks and Mortar interviews?** *INTERVIEWER: Please write in*

Details

**G2 Any other information about this site or your accommodation needs?**

*INTERVIEWER: Please write in*

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

**G3 Site/Pitch plan? Any concerns?** *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

***INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These details will only be used for this purpose and will not be passed onto anyone else.***

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

***INTERVIEWER: Thank you for your time and help completing this questionnaire***

***INTERVIEWERS DECLARATION:***

***I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct***

***Interviewers Signature:***

# 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



As with all our studies, this research is subject to Opinion Research Services' Standard Terms and Conditions of Contract.

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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.