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East Herts Council

Gypsy and Traveller Accommodation Needs Assessment (GTANA)

Final Report

May 2022



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Needs Assessment (GTANA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in East Hertfordshire for East Herts Council (the Council). In order to comply with the requirements of the revised National Planning Policy Framework (NPPF) 2021, Planning Policy for Traveller Sites (PPTS) 2015, Housing Act 1985, the Housing and Planning Act (2016), and the revised Planning Practice Guidance (PPG) 2021, local authorities have a duty to undertake an assessment of the accommodation needs of Gypsies, Travellers and Travelling Showpeople, and to ensure a 5-year land supply to meet those needs. Therefore, a GTANA should be updated at least every five years. The last previous GTANA for East Herts was completed in May 2016 and an update should have been undertaken in 2021, but Covid-19 impacts led to its delay. However, the work has now been completed, as follows.
- 1.2 As well as updating previous GTANAs, the GTANA provides a credible evidence base which can be used to aid the implementation of District Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2022 to 2037, to meet the 15-year requirements set out in PPTS, and with a break to 2033-34 to cover the East Herts District Plan period. The outcomes of this study supersede the outcomes of any previous GTANAs for East Herts Council.
- 1.3 The GTANA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in East Herts through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites, yards, and encampments. A total of 39 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in East Herts and a total of 39 interviews were completed with Travelling Showpeople. Information was also provided in respect of 26 households living on sites or on the roadside in other local authorities. A total of 10 stakeholder interviews were also completed.
- 1.4 The fieldwork for the study was completed between May 2021 and April 2022 and interviews were completed with households on all occupied sites and yards. The baseline date for the study is April 2022.

Key Findings

Pitch Needs – Gypsies and Travellers

- 1.5 Overall, the pitch needs for Gypsies and Travellers for the period 2022-2037 are set out below. Needs are set out for those households that met the planning definition of a Gypsy or Traveller and for any undetermined households¹ where an interview was not able to be completed.

¹ See Paragraph 3.28 for further information on undetermined households.

- 1.6 It should be noted that only the need from those households who met the planning definition, and from those of the undetermined households who subsequently demonstrate that they meet it, should be formally considered as need arising from the GTANA.
- 1.7 However, while not a requirement of a GTANA, the need for those households who did not meet the planning definition has also been established and this is identified separately in Chapter 9.
- 1.8 There are 11 Gypsy and Traveller sites in East Herts. All households were interviewed – as such, no undetermined need was identified. A total of 60 Gypsy or Traveller households identified in East Herts met the planning definition and 4 households that did not meet the planning definition. Whilst, due to data protection issues, the findings in this report are aggregated totals for the whole of East Herts, the Council has more detailed data to enable an accurate review for the timing of provision of pitches to be made for individual locations.
- 1.9 The GTANA identifies a need for **43 pitches for households that met the planning definition**. This is made up of 7 unauthorised pitches; 15 concealed or doubled-up households or single adults; 9 from teenagers who will need a pitch of their own in the next 5 years; and 12 from new household formation, using a rate of 1.60% derived from the household demographics².
- 1.10 The GTANA separately identifies a need for **9 pitches for households that did not meet the planning definition**. The need for these households is set out in Chapter 9 and will be considered as part of general housing need.
- 1.11 Figure 1 summarises the identified need and Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in East Herts (2022-37)

Status	2022-37
Meet Planning Definition	43
Undetermined	0
Total	43

Figure 2 – Need for Gypsy and Traveller households in East Herts that met the Planning Definition by year periods³

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	31	6	3	3	43

Plot Needs - Travelling Showpeople

- 1.12 Overall, the plot needs for Travelling Showpeople for the period 2022-2037 are set out below. Needs are set out for those households that met the planning definition of a Travelling Showperson and for those undetermined households where an interview was not able to be completed.
- 1.13 It should be noted that only the need from those households who met the planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTANA.

² See Chapter 7 for further information on new household formation.

³ Whilst the PPTS requires a 15-year assessment of need, the figures in the GTANA also include a split to 2033 which is the end of the District Plan period in East Herts.

- 1.14 However, while not a requirement of a GTANA, the need for those households who did not meet the planning definition has also been established and this is set out separately in Chapter 9
- 1.15 There is 1 one large Travelling Showmen’s yard in East Herts. All households were interviewed – as such, no undetermined need was identified. A total of 35 households met the planning definition, and a total of 42 households did not meet the planning definition.
- 1.16 The GTANA identifies a need for **23 plots for households that met the planning definition**. This is made up of 12 concealed or doubled-up households or single adults; 4 teenagers in need of a plot of their own in the next 5 years; and 7 from new household formation derived from the household demographics.
- 1.17 The GTANA separately identifies a need for **4 plots for households that did not meet the planning definition**. The need for these households is set out in Chapter 9 and will be considered as part of general housing need.
- 1.18 Figure 3 summarises the identified need arising from the GTANA and Figure 4 breaks this down by 5-year periods.

Figure 3 – Need for Travelling Showpeople households in East Herts (2022-37)

Status	2022-37
Meet Planning Definition	23
Undetermined	0
Total	23

Figure 4 – Need for Travelling Showpeople households in East Herts that meet the Planning Definition by year periods⁴

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	16	2	3	2	23

Transit Recommendations

- 1.19 Due to historic low numbers of unauthorised encampments, and the existence of public transit pitches in other districts of Hertfordshire, it is not recommended that there is a need for a formal public transit site in East Herts at this time.
- 1.20 The situation relating to levels of unauthorised encampments should continue to be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).
- 1.21 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Hertfordshire-wide basis. This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.

⁴ Whilst the PPTS requires a 15-year assessment of need, the figures in the GTANA also include a split to 2033 which is the end of the District Plan period in East Herts.

- ^{1.22} In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- ^{1.23} The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- ^{1.24} 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

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Needs Assessment (GTANA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in East Herts. The outcomes of the study will supersede the outcomes of the previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in East Herts.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the revised National Planning Policy Framework (NPPF) 2021, and the revised Planning Practice Guidance (PPG) 2021.
- 2.3 The GTANA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of the Council's District Plan Policies and the provision of Traveller pitches and plots covering the period 2022 to 2037 to meet the District Plan period to 2033-34, and the 15-year requirements of the PPTS. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Needs Assessment (GTANA).
- 2.5 The baseline date for the study is April 2022, which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

Definition of Travelling

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

that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.

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

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

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

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

Legislation and Guidance for Gypsies and Travellers

- 2.21 Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » The Housing Act, 1985
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2021
- » Planning Practice Guidance⁵ (PPG), 2021

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

- 2.23 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2015

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

- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
- » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
- » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
- » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*

⁵ With particular reference to the sections on *Housing needs of different groups* (May 2021).

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

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

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

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

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

2.27 Local Authorities now have a duty to ensure a 5-year land supply to meet the identified needs for Traveller sites. However, PPTS 2015 also notes in Paragraph 11 that:

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

Revised National Planning Policy Framework (2021)

- 2.28 The most recent version of the revised National Planning Policy Framework was issued in July 2021. Paragraph 61 of the revised NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.
- 2.29 Paragraph 62 then states that [emphasis added] ‘*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*’. The footnote to this section states that ‘*Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.*’
- 2.30 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.
- 2.31 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to the then Paragraph 61 of the NPPF (now paragraph 62) that:

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

Lisa Smith v The Secretary of State for Housing, Communities and Local Government and others [2021]

- 2.32 In June 2021 Mr Justice Pepperall handed down judgment in *Lisa Smith v The Secretary of State for Housing, Communities and Local Government and others* [2021]. The case concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work. Mr Justice Pepperall dismissed the claim and found the PPTS planning definition to be lawful. This further supports Paragraphs 61 and 62 of the NPPF that requires a separate assessment of need for Travellers who do not meet the PPTS planning definition, and that this need should be addressed through separate Local Plan policies to the Gypsy and Traveller Policy.

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016) the revised NPPF (2021), and the revised PPG (2021). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and, establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTANA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire (for its previous GTANA), Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.
- 3.4 A recent Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:
- '...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAs produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'*
- 3.5 The Inspector for the now adopted East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- 'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

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

Desk-Based Review

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

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

Stakeholder Engagement

- 3.9 Engagement was undertaken with key Council Officers from East Herts through telephone interviews. A total of 3 interviews were completed with Council Officers from the study area.

Working Collaboratively with Neighbouring Planning Authorities

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

- » Broxbourne.
- » Epping Forest.
- » Harlow.
- » North Hertfordshire.
- » Stevenage.
- » Uttlesford.
- » Welwyn Hatfield.

Survey of Travelling Communities

- 3.11 As a result of travel and social distancing restrictions due to COVID-19 in March 2020 a 2-stage methodology was used to complete the site and yard fieldwork.
- 3.12 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up

to 3 attempts were made to interview households where it was not initially possible to conduct an interview because they were not available at the time.

- 3.13 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.
- 3.14 ORS worked closely with the Council to ensure that the interviews would collect all the necessary information to support the study. The site interview questions that were used (see **Appendix E**) have been updated to take account of past changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All interviews were completed by members of our dedicated team of experienced Researchers who work on our GTANA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.15 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.16 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).

Stage 1 – Telephone Interviews (May 2021)

- 3.17 The first phase of the fieldwork involved Researchers from ORS attempting to complete interviews over the telephone with residents living on sites and yards. This is an approach that ORS have followed in all of our GTANA's that have been completed since the COVID-19 restrictions were introduced. Contact details were sought through local stakeholders including site owners; by contacting Planning Agents known to operate in the local area; and by sending letters to residents asking them to contact ORS to complete an interview – including follow-up letters. The wording of the letter that ORS currently used has been agreed with members of the Travelling Community and asks households to call ORS Researchers to complete an interview over the telephone. During interviews ORS Researchers also ask households if they have family or friends living on sites in the area and ask them to pass on our contact details and to encourage them to call us.

Stage 2 – Social Distanced Engagement (June 2021 – April 2022)

- 3.18 When the initial phase of telephone interviews had been completed, ORS sought to complete social distanced engagement with households on sites where it had not been possible to complete interviews over the telephone. ORS completed a detailed COVID-19 Risk Assessment that allowed for limited fieldwork activities to resume in some parts of England. At the time of this study this allowed socially-distanced visits to sites to complete household interviews.

- 3.19 In addition to interviewing travellers at a site occupied since the initial interviews took place, further engagement with Gypsy and Traveller households was undertaken between March and April 2022 to ensure that initial data collected in 2021 was still valid. This additional later engagement covering all sites established that the information previously collated was still accurate.

Engagement with Bricks and Mortar Households

- 3.20 The 2011 Census recorded just 15 households that were identified as either Gypsies or Irish Travellers who lived in a house or bungalow East Herts and just 4 who lived in a flat or maisonette.
- 3.21 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTANA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.
- 3.22 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. ORS work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity put in place.

Timing of the Fieldwork

- 3.23 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also avoid days of known local or national events. However, due to COVID-19 restrictions, the fieldwork was initially completed between May and July 2021 and, more latterly, between March and April 2022 and Researchers were able to collect information on the residents on all occupied sites and yards, representing a 100% response rate.

Applying the Planning Definition

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

- » Whether any household members have travelled in the past 12 months.
- » Whether household members have ever travelled.
- » The main reasons for travelling.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

3.26 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers. This included information on the type of work that is undertaken; which family members travelled for work; the times of year that family members travel for work; the duration of trips for work; and where family members stay when travelling away from home for work.

3.27 Households that need to be considered in the GTANA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTANA. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTANA:

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

3.28 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTANA, they will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the revised NPPF (2021).

Undetermined Households

3.29 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTANA where they are believed to be Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from

these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.

- 3.30 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter, the ORS national rate of 1.50% has been used as the demographics of residents are unknown.
- 3.31 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed through the GTANA or through wider assessments of housing need.
- 3.32 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.33 However, data that has been collected from over 5,000 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall, approximately 30% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 400 interviews that have been completed) – and in some local authorities, no households meet the planning definition.
- 3.34 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on approximately 30% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.35 This would also suggest that it is likely that only a proportion of the potential need identified from undetermined households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.
- 3.36 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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

Households that Do Not Meet the Planning Definition

- ^{3.37} Households who do not travel for work now fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁶ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTANA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the revised NPPF (July 2021).

Calculating Current and Future Need

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

Supply of Pitches

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

⁶ *Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats*. DCLG (March 2016).

Current Need

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

Future Need

- 3.42 The final stage was to identify components of future need. This includes the following four components:
- » Teenage children in need of a pitch of their own in the next 5 years.
 - » Households living on sites with temporary planning permissions.
 - » New household formation.
 - » In-migration/roadside.
- 3.43 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.
- 3.44 ORS are also increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them displaced in-migration.
- 3.45 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately and the needs are to 2037, including a break for 2033-34 in line with the District Plan period.

Pitch Turnover

- 3.46 Some assessments of need make use of pitch turnover as an ongoing component of supply. ORS do not agree with this approach or about making any assumptions about annual turnover rates. This approach frequently ends up significantly under-estimating need as, in the majority of cases, vacant pitches on sites are not available to meet any local 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 GTANA 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.

- 3.47 In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers⁷ produced jointly in June 2016 by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

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

Transit Provision

- 3.49 GTANA studies require the identification of demand for transit provision. 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 can be developed to accommodate Gypsies and Travellers as they move through different areas.

- » **Transit sites** - full facilities where Gypsies and Travellers might live temporarily (for up to three months) – for example, to work locally, for holidays or to visit family and friends.
- » **Emergency stopping places** - more limited facilities.
- » **Temporary sites and stopping places** - only temporary facilities to cater for an event.
- » **Negotiated stopping places** - agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.

- 3.50 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.

⁷ See www.londongypsiesandtravellers.org.uk/resources/ for details.

- ^{3.51} An alternative to, or in addition to, a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.
- ^{3.52} Another alternative is ‘negotiated stopping’. 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.
- ^{3.53} 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.
- ^{3.54} The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).
- ^{3.55} 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 Department for Levelling Up Housing and Communities (DLUHC)⁸ Traveller Caravan Count. The outcomes of discussions with Council Officers and with Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁸ Formerly the Ministry for Housing Communities and Local Government (MHCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁹. 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 tenants (similar to social housing).
- 4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople, respectively. 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 types of sites due to its mobile nature, as described more fully in Chapter 3 above. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and

⁹ Whilst it has now been withdrawn, *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer [a static caravan or park home for example] and touring caravan, parking space for two vehicles and a small garden area.

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 landowner, 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 East Herts

- 4.6 In East Herts, at the base date for the GTANA, there were no public sites; 6 private sites with permanent planning permission (41 pitches); no private sites with temporary planning permission; no sites that are tolerated for planning purposes; 5 unauthorised sites (6 pitches¹⁰) and 4 unauthorised pitches on a site with planning permission; and 1 Travelling Showmen's yard (39 plots). There were no public transit sites identified. See **Appendix D** for further details.

Figure 5 - Total amount of provision in East Herts (April 2022)

Category	Sites/Yards	Pitches/Plots
Public sites	0	0
Private with permanent planning permission	6	41
Private with temporary planning permission	0	0
Tolerated pitches	0	0
Unauthorised sites/pitches	6	10
Public transit sites	0	0
Travelling Showpeople yards – private with permanent planning permission	1	39
TOTAL	12¹¹	90

DLUHC Traveller 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 DLUHC. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, it was renamed the Traveller Caravan Count due to the inclusion of data on Travelling Showpeople.
- 4.8 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered

¹⁰ Whilst there are additional unauthorised pitches at Esbies Estate only 1 was found to be occupied by Gypsies and Travellers.

¹¹ There are 4 unauthorised pitches on a site with permanent planning permission – The Stables.

appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to support the identification of the need to provide for transit provision and this is set out later in this report.

5. Stakeholder Engagement

Introduction

- 5.1 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; transit provision; and cross-border issues.
- 5.3 A total of three interviews were undertaken with Council Officers from the study area. Whilst attempts were made to engage with the Hertfordshire CC Gypsy liaison and Herts Gate it was not possible to get a response.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from 7 neighbouring local authorities:
- » Broxbourne Borough Council
 - » Harlow Council
 - » Epping Forest District Council
 - » North Hertfordshire District Council
 - » Stevenage Borough Council
 - » Uttlesford District Council
 - » Welwyn Hatfield Borough Council
- 5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in East Herts

Accommodation Needs

- 5.6 East Herts have an adopted District Plan in place with policies relating to Gypsies, Travellers and Traveling Showpeople. Specifically, Policy HOU9 identifies specific allocations for Gypsies and Travellers to provide spaces on existing sites to meet the needs that were identified in the previous GTANA (2016). For Travelling Showpeople, East Herts have provision for three different sites to be provided within other strategic allocations; this includes a longer-term development that would provide the scope to meet any new accommodation needs that are identified in the interim.

- 5.7 With reference to the needs that were identified in the last GTANA, the Council have had a five-year supply calculation going forward and, due to permission for other windfall sites in the interim, there is also a surplus of provision of pitches against the targets (up to the end of 2022).
- 5.8 Over the latest plan period, a previously unauthorised site at Little Hadham is now authorised, meaning that needs at the location will have to be taken into consideration.
- 5.9 It was acknowledged that there are instances of overcrowding at Rye House Caravan Park. However, there is provision in the District Plan that will help to meet that need in due course.

Short-term Encampments and Transit Provision

- 5.10 Short-term unauthorised encampments in the area are rare. It was suggested that there have been no encampments over the past 18 months.
- 5.11 Encampments most commonly report that they are just passing through the area on the way to another destination. East Herts have only had one recent case where the household(s) were looking to stay in the area, who were put in contact with Housing Services.
- 5.12 Welfare checks are carried out for unauthorised encampments. Where needs are established that the Council is able to support, advice is provided and contact arranged with the necessary services.
- 5.13 Bishop's Stortford was highlighted as being a popular location where encampments stop. It was suggested that the location is chosen due to access to open car parks and links to the motorways.

Cross Border Issues

- 5.14 No specific cross-border issues were discussed.
- 5.15 East Herts have a joint site of 15 pitches proposed to the east of Welwyn Garden City. However, the process of delivery is still to be resolved as the Welwyn Hatfield Local Plan is yet to be adopted. When the situation is resolved, East Herts will work alongside Welwyn Hatfield in terms of where the pitches are provided to ensure all accommodation and welfare needs are met.
- 5.16 As part of the duty to co-operate, when formulating the District Plan East Herts Council had regular meetings with the neighbouring authorities. Through those discussions, each council resolved that they would be able to meet own needs.
- 5.17 It was felt that all areas are concerned are complying with the Duty to Cooperate.

Future Priorities and Any Further Issues

- 5.18 The council will look to prioritise working with developers and making sure that strategic allocations get provided in suitable locations that meet all the criteria in policy HOU9. Furthermore, working closely with colleagues in Development Management is a priority to ensure that sites are delivered in a timely manner as need is identified.
- 5.19 There will also be an awareness given towards strategic forward planning of site location and quality so that good quality sites are provided in sustainable locations. The Council are looking to avoid having isolated sites with poor access to services and wish to improve integration and coexistence with the settled community.

Neighbouring Authorities

Broxbourne Borough Council

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

- » Since the last GTAA the Council adopted the new Broxbourne Local Plan in June 2020. Policy GT1 of the new plan outlines the council's intentions to meet the needs of the Gypsy and Traveller community. The new Broxbourne Local Plan also includes policy GT2 which outlines the intentions to meet the needs of Travelling Showpeople.
- » There are concerns about the presence of several concealed households at the Wharf Road site. At present the exact number is unknown. Wharf Road is a partially authorised and partially an unauthorised encampment. There are also two temporary planning permissions on the site.
- » Given the distinct lack of unauthorised encampments stopping in the area there is no indication that transit provision would be needed.

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

- » No cross-border issues were identified.
- » It was felt that Broxbourne and all neighbouring authorities are complying with the Duty to Cooperate.

Epping Forest District Council

5.22 With regard to **overall accommodation need** in Epping Forest, the views of the officer interviewed were as follows:

- » The Council's emerging Local Plan is at the Main Modifications stage of its development and currently being consulted on with an end date of 23rd September 2021. The emerging Local Plan provides for more than the identified needs for pitches/plots for Travellers and for the identified needs of Travelling Showpeople.
- » The Council are aware of unauthorised/tolerated/temporary within the area. Some of these have subsequently applied for planning permission. A number of appeals have been delayed due to the COVID pandemic and its effect on the Planning Inspectorate's timetable.
- » Accommodation for those who do not meet the planning definition of Gypsies and Travellers will be met both through the general housing supply for 'bricks and mortar' dwellings and the use of Policy H1 to assess proposals from those seeking to live in caravans. The matter of need for a caravan is a legitimate material consideration in the consideration of planning applications. Therefore, the Council considers that the needs of those who do not meet the planning definition of Gypsies and Travellers and seek to be housed in a caravan can be effectively met through the use of Policy H1 to guide decisions on planning applications.

Harlow District Council

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

- » Since the last GTAA, Harlow Council has adopted a Development Plan which includes policies to meet identified need until 2033 and to assess local planning applications for new pitches. There is no identified Travelling Showpeople need in Harlow.
- » There are two sites in Harlow (22 pitches and 23 pitches) which were said to be meeting the needs for the area.
- » Unauthorised encampments often arrive in the area during the summer months and conversations with members of these encampments indicated that they were just passing through the town. However, this was different during a period between 2015 – 2017 where Harlow experienced 110 unauthorised encampments and it was necessary to obtain a High Court Injunction to prevent persons named and persons unknown from encamping in Harlow, this injunction has now expired.
- » It was not felt that Harlow requires any form of formal or informal transit provision in order to meet need created by encampments.

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

- » No cross-border issues were identified.
- » Monthly meetings are attended with Epping Forest District Council, Essex Police and Essex County Council.
- » It was felt that Harlow are complying with the Duty to Cooperate.

North Hertfordshire District Council

5.25 With regard to **overall accommodation need** in North Hertfordshire, the views of the officer interviewed were as follows:

- » Since the last GTAA, there has been an ongoing Local Plan Examination seeking to secure provision to address long-term needs. This is expected to conclude in the Autumn (2021). In addition, planning permission has been granted, on a temporary basis, for a site proposed for allocation in the Local Plan to meet future needs. This is currently awaiting the outcome of examination to determine the most appropriate approach to any future application(s) for permanent provision on the site.
- » Current provision meets the evidenced need for Travellers (no need identified for Travelling Showpeople), including sufficient space to accommodate future needs over the period to 2031.
- » North Hertfordshire only receive a small number of unauthorised encampments throughout the year, with the encampments primarily passing through the area to other locations for family events, such as weddings and funerals. Due to the sensitive nature of the places the encampments choose to stay (i.e. on parkland in the middle of residential areas) they are moved on.

- » Resolving the status and long-term needs of certain private sites in the area is a priority identified by the Council.

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

- » Sites in Stevenage, Welwyn Hatfield and North Hertfordshire are all located relatively close to administrative boundaries which, on occasion, results in families and groups moving across borders.
- » Ongoing Local Plan examination has not raised any issues with regard to North Hertfordshire's compliance with the Duty to Cooperate. This includes Statements of Common Ground (or equivalent) agreed with neighbouring authorities, including positions on Gypsy and Traveller provision where relevant.
- » With exception of St Albans – neighbouring authorities have recent Local Plans or ongoing examinations that test compliance with the Duty to Cooperate.

Stevenage Borough Council

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

- » Since the last GTAA, Stevenage Council have allocated a new Gypsy and Traveller site for development.
- » Current provision and planned provision will accommodate the forecasted need over the Local Plan period.
- » The Council are not aware of short-term unauthorised encampments stopping in the borough. If encampments were to stop in the borough they would be moved on.

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

- » No cross-border issues were identified.
- » It was felt that Stevenage and all neighbouring authorities are complying with the Duty to Cooperate.

Uttlesford District Council

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

- » Since the last GTAA, planning applications have been determined in the light of the evidence of the GTAA. A submission Local Plan was also prepared in the light of the evidence from the GTAA. The plan was subsequently withdrawn from the Examination and the Council is now preparing a new Local Plan which will take the GTAA evidence into account.
- » Uttlesford Council are aware of short-term unauthorised encampments occasionally stopping in the District. A county-wide study is currently being led by Essex County Council into the need and location of transit sites.

- » Compared to other districts in Essex, it was felt that there is probably less pressure for a transit site in Uttlesford.

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

- » No cross-border issues were identified.
- » The Essex authorities have previously worked together on a joint GTAA.
- » It was felt that Uttlesford and all neighbouring authorities are complying with the Duty to Cooperate.

Welwyn Hatfield Borough Council

5.31 With regard to **overall accommodation need** in Welwyn Hatfield, the views of the officer interviewed were as follows:

- » Since the last GTAA, Welwyn Hatfield have introduced Policy SP7 of the Draft Local Plan proposals with a view to meet the identified need. It is expected there will be some changes to this policy to reflect modifications arising from the Local Plan Hearing sessions and a decision to be made by members in relation to site allocations in September 2021.
- » There are currently 57 pitches on existing permanent authorised Gypsy and Traveller sites in Welwyn Hatfield. One pitch is a temporary permission until 2023 and provision of six pitches has been granted on Local Plan site SDS1 at Welwyn Garden City. Welwyn Hatfield monitoring notes that in the monitoring year of 2019/20 there were 53 more caravans than permitted on authorised sites, highlighting the need in the borough. The Local Plan allocated sites to facilitate the delivery of 61 additional pitches to meet the need demonstrated in evidence. The Plan recognises that the accommodation needs assessment will need to be reviewed during the plan period.
- » Households living in bricks and mortar were contacted during the 2016 assessment. It was identified that there were 42 gypsy and traveller households living in brick and mortar at the time. Only 9 households took part in the assessment, and none wanted to return to living in a caravan on a site. However, an allowance of four pitches was made in the assessment to take account of households on the Hertfordshire County Council Site Waiting List who wish to move from bricks and mortar.
- » Welwyn Hatfield monitoring notes that in the monitoring year of 2019/20 there were 12 unauthorised encampments. A public transit site is provided at South Mimms by Hertfordshire County Council, this is located in Hertsmere but is the only public transit site in Hertfordshire. During the last GTAA it was concluded that there was a need for one pitch in Welwyn Hatfield to meet the need of those residing on the South Mimms site who needed to cease travelling, and one pitch for a newly formed household who wanted to live in Welwyn Hatfield. This need was accounted for in the Local Plan target for provision.

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

- » The Council has a shared policy with East Herts for the allocation of a strategic site Birchall Garden Suburb with a shared allocation for 15 pitches for Gypsy and Travellers. The County Council currently manage public sites in the borough but are suggested to not be prepared to manage any new sites. The management of new sites is considered to be a cross-boundary issue.
- » A Memorandum of Understanding between East Herts and Welwyn Hatfield indicates that the authorities have agreed that a shared evidence base would be useful at the plan review stage to take into account the needs for a wider area, particularly to address transit requirements.
- » It was felt that Welwyn Hatfield and all neighbouring authorities are complying with the Duty to Cooperate.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

^{6.1} One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community. Through the desk-based research and stakeholder interviews ORS identified no public sites; 6 private sites with permanent planning permission; 5 unauthorised sites and 4 unauthorised pitches on a site with planning permission; and 1 Travelling Showmen's Yard with permanent planning permission. The table below sets out the number of pitches/plots, the number of interviews that were completed, and the reasons why interviews were not completed. During the period between commencing the GTANA and reporting no further transient households were identified to interview other than those who were interviewed.

Figure 6 – Interviews completed in East Herts

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
None	-	-	-
Private Sites			
Ashview Stables	1	1	-
Field Farm	6	6	-
Land off Chapel Lane, Little Hadham (Park Hill View)	10	10	-
Nine Acres	13	1	12 x non-Travellers
The Stables	10	10	Although 10 pitches are currently permitted, 14 pitches are set out
Wheelwrights Farm	1	1	-
Temporary Sites			
None	-	-	-
Tolerated Sites			
None	-	-	-
Unauthorised Sites/Pitches			
Cherry Green Lane	2	2	-
Esbies Estate	1	1	-
Elmfield Stables	1	1	-
Land adjacent to Long Leys Barn	1	1	-
Plot 64, Mill View Hare Street (The Old Allotment)	1	1	-
The Stables	4	4	4 x unauthorised pitches over and above those permitted on an authorised site with planning permission for 10 pitches
Travelling Showpeople			
Rye House Caravan Park	39	39	-
TOTAL	90	78	

Interviews with Gypsies and Travellers in Bricks and Mortar

^{6.2} Despite all of the efforts that were made¹² it was not possible to identify and interview any households living in bricks and mortar.

¹² See Chapter 3 for details (paragraphs 3.19 - 3.21).

7. Current and Future Pitch Provision

Introduction

- ^{7.1} This section focuses on the pitch provision which is needed in the study area currently and to 2036-37. This includes both current unmet need and need which is likely to arise in the future¹³. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- ^{7.2} We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- ^{7.3} This section concentrates not only upon the total provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

- ^{7.4} Nationally, a household formation and growth rate of 3.00% net per annum¹⁴ has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS prepared a *Technical Note on Gypsy and Traveller Household Formation and Growth Rates* in 2015 and updated it in June 2020. The main conclusions are set out here and the full paper is in **Appendix F**.
- ^{7.5} Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in 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.
- ^{7.6} 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.
- ^{7.7} The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

¹³ See Paragraphs 3.41 and 3.42 for details of components on current and future need.

¹⁴ Page 25, *Gypsy and Traveller Accommodation Needs Assessments – Guidance (DCLG – 2007)* Now withdrawn.

Travellers (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.

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

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate, the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% but that a 2.50% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.50% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.

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

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

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

- 7.11 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, household dissolution, and in-/out-migration.

- 7.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate

of 1.50% up or down based on the proportion of those aged under 18 (by planning status). In East Herts this approach has been taken to determine the new household formation rate for Gypsy and Traveller households that met the planning definition. For households that met the planning definition 39% of residents were aged under 18. This demographic evidence is slightly higher than the ORS national growth rate of 1.50% (which is based on 36% aged under 18). Therefore, an adjusted rate of 1.60% has been used based on the proportion of those aged under 18 in households that met the planning definition in East Herts.

- 7.13 In certain circumstances where the numbers of households and children are low, or the population age structure is skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area based on evidence from other GTANA's that ORS have completed across England and Wales. This approach has been taken to determine levels of new household formation for Gypsies and Travellers that did not meet the planning definition in East Herts, and also for Travelling Showpeople.
- 7.14 Overall new household formation for those that met and did not meet the planning definition has also been adjusted to take account of teenagers in need of a pitch in the next 5 years who have already been identified as components of need. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

- 7.15 In addition to tables which set out the overall need for Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015), as well as including a split to 2033-34 in line with the East Herts District Plan period. The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the GTANA period based on the compound rate of growth that was applied rather than being split equally over time.

Applying the Planning Definition

- 7.16 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition or those who demonstrated that they have ceased to travel temporarily (due to education, ill health, or old age) form the components of need in the GTANA that will need to be addressed through a Gypsy and Traveller Local Plan Policy. In addition, households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTANA, need from households that did not meet the planning definition has also been assessed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

- 7.17 The information used to assess households against the planning definition 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 and for what reasons. The table below sets out the planning status of households that were interviewed for the East Herts GTANA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults and accepted in-migration.

Figure 7 – Planning status of households in East Herts

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	-	-	-
Private Sites	49	1	0
Temporary Sites	-	-	-
Tolerated Sites	-	-	-
Unauthorised Sites	11	3	0
Sub-Total	60	4	0
Travelling Showpeople			
Private Yards	35	42	0
Sub-Total	35	42	0
TOTAL	95	46	0

- 7.18 Figure 7 shows that for Gypsies and Travellers, 60 households met the planning definition of a Traveller, and for Travelling Showpeople 35 households met the planning definition in that ORS were able to determine that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence or have ceased to travel temporarily.
- 7.19 A total of 4 Gypsy and Traveller households and 42 Travelling Showpeople households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health, or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently. 12 pitches were occupied by non-travellers.

Interviews with Gypsies and Travellers in Bricks and Mortar

- 7.20 Despite all of the efforts that were made¹⁵, it was not possible to identify or interview any households living in bricks and in East Herts.

Migration/Roadside

- 7.21 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but the

¹⁵ See Chapter 3 for details (paragraphs 3.19 - 3.21).

assessment has taken into account local migration effects on the basis of the best evidence available.

- 7.22 The study also sought to identify need from households who have been forced to move from sites due to overcrowding and who are currently living on the roadside or on sites in other local authorities – and who have strong family links with households in East Herts. These are referred to as roadside households or displaced in-migration.
- 7.23 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified 3 households living in other local authorities who would like to move to a family site in East Herts if planning permission for additional pitches is approved (Wheelwrights Farm).
- 7.24 The household interviews also identified a total of 24 family groups who are currently living on the roadside in unknown locations either in East Herts or in other local authorities who have a desire for a pitch on a private site in East Herts. Due to a lack of information about these households, or evidence that they are currently living on sites in East Herts, these households have not been included as components of need in the GTANA and any need that does arise should be dealt with through the adopted Criteria-Based Local Plan Policies.
- 7.25 ORS have found no firm evidence from other local studies that have been completed recently of any additional households wishing to move to East Herts. Therefore, apart from the potential need set out above, net migration to the sum of zero has been assumed for the GTANA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions.
- 7.26 It is important to note that any applications for new sites or additional pitches as a result of in-migration should be seen as windfall need and will not contribute towards meeting need identified in the GTANA.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.27 The 60 households that met the planning definition were found on private and unauthorised sites in East Herts.
- 7.28 Analysis of the household interviews indicated that there is a current need from 7 unauthorised pitches; and for 15 pitches from concealed or doubled-up households or adults. Future need has been identified for 9 pitches for teenage children who are in need of a pitch of their own in the next 5 years; and for 12 pitches as a result of new household formation, using a rate of 1.60% derived from the demographics of the residents. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller is for **43 pitches** over the GTANA period.
- 7.29 Policy HOU9 in the East Herts District Plan includes a number of allocations (totalling 22 pitches) to meet need that was identified in the previous GTANA and to serve need identified beyond 5 years. Whilst these allocations have not been included in as components of supply as they do not currently have planning permission, the council should continue to monitor the delivery of these pitches and net off against need identified in this GTANA once they have been delivered and occupied. There were also 12 pitches that were found to not be occupied by Gypsies or Travellers. Some of these pitches could also be used to meet need identified in the GTANA.

Figure 8 – Need for Gypsy and Traveller households in East Herts that met the Planning Definition (2022-37)

Gypsies and Travellers – Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	0
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	7
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	15
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	22
Future Need	
5 year need from teenage children	9
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation (Household base 62 and formation rate 1.60%)	12
Total Future Needs	21
Net Pitch Need = (Current and Future Need – Total Supply)	43

Figure 9 – Need for Gypsy and Traveller households in East Herts that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	31	6	3	3	43

Pitch Needs – Undetermined Gypsies and Travellers

^{7.30} It was possible to complete interviews with households living on all Gypsy and Traveller sites in East Herts so there were no undetermined households.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

- 7.31 There is 1 one large Travelling Showmen's yard in East Herts. All households were interviewed. A total of 35 households met the planning definition, and a total of 42 households did not meet the planning definition.
- 7.32 The GTANA identifies a need for **23 plots for households that met the planning definition**. This is made up of 12 concealed or doubled-up households or single adults; 4 teenagers in need of a plot of their own in the next 5 years; and 7 from new household formation derived from the household demographics.
- 7.33 Policy HOU9 in the East Herts District Plan includes a number of allocations totalling 21 plots to meet need that was identified in the previous GTANA and to serve need identified beyond 5 years. Whilst these allocations have not been included in as components of supply, the Council should continue to monitor the delivery of these plots and net off against need identified in this GTANA once they have been delivered and occupied.

Figure 10 – Need for Travelling Showpeople households in East Herts that met the Planning Definition (2022-37)

Travelling Showpeople – Meeting Planning Definition	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available supply from pitches 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
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	12
Movement from bricks and mortar	0
Total Current Need	12
Future Need	
5 year need from teenage children	4
Households on yards with temporary planning permission	0
In-migration	0
New household formation	7
<i>(Formation from household demographics)</i>	
Total Future Needs	11
Net Plot Need = (Current and Future Need – Total Supply)	23

Figure 11 – Need for Travelling Showpeople households in East Herts that met the Planning Definition by 5-year periods

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	16	2	3	2	23

Transit Requirements

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

DLUHC Traveller Caravan Count

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

Stakeholder Interviews and Local Data

- 7.37 Whilst there is currently no public transit provision in East Herts, there is a public transit site in Hertsmere which is also in Hertfordshire.
- 7.38 Information from the stakeholder interviews identified that there are occasional encampments, but that these are households passing through and that they are dealt with effectively by the Council's Enforcement Team.

Transit Recommendations

- 7.39 Due to historic low numbers of unauthorised encampments, and the existence of a public transit site in Hertsmere, it is not recommended that there is a need for a formal public transit site in East Herts at this time.
- 7.40 The situation relating to levels of unauthorised encampments should be monitored. As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in the local area; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in the local area. This information could be collected as part of a Welfare Assessment (or similar).
- 7.41 It is recommended that a review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken on a Hertfordshire-wide basis.

This will establish whether there is a need for investment in any new transit provision or emergency stopping places, or whether a managed approach is preferable.

- ^{7.42} In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.
- ^{7.43} The term ‘negotiated stopping’ is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the Council and the (temporary) residents regarding expectations on both sides. See www.negotiatedstopping.co.uk for further information.
- ^{7.44} Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

8. Conclusions

- 8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the revised National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

- 8.2 In summary there is a need for:
- » 43 pitches in East Herts over the GTANA period to 2036-37 for Gypsy and Traveller households that met the planning definition.
 - » No pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- 8.3 In general terms need identified in a GTANA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn *Government Guidance on Designing Gypsy and Traveller Sites* recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.
- 8.4 However, it is recommended that alternative approaches should be considered when seeking to address the levels of need identified in this GTANA, especially when seeking to meet the need through the intensification or expansion of existing private sites.
- 8.5 The first approach to consider is in relation to single concealed or doubled-up adults and teenagers who will be in need of a pitch of their own in the next 5 years. In the short to medium term, it is likely that the accommodation need of these individuals could be met through additional touring caravans on existing sites which are, generally, each equivalent to the provision of a pitch, as opposed to more formally set out pitches.
- 8.6 The second approach to consider is for sites occupied by larger extended family groups. Again, sites like this may be able to meet the overall accommodation needs through a combination of shared static caravans, tourers and dayrooms on existing sites which are, generally, each equivalent to the provision of a pitch – as opposed to more formally set out sites with separate pitches. It is common for conditions in Decision Notices for Travellers sites to simply place limits on the numbers and types of caravans as opposed to placing limits on the number of pitches.
- 8.7 Future need from new household formation could also be met through natural turnover of pitches over time, or through enforcing against pitches not found to be occupied by Gypsies or Travellers.
- 8.8 It is recognised that the Council has an adopted District Plan, October 2018. The findings of this report should therefore be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of East Herts

due to data protection issues, the Council have more detailed data to enable an accurate review of Local Plan allocations to be made.

Travelling Showpeople

8.9 In summary there is a need for:

- » 23 plots in East Herts over the GTANA period to 2036-37 for Travelling Showpeople households that met the planning definition.
- » No plots for undetermined Travelling Showpeople households that may meet the planning definition.

Transit Provision

8.10 Due to historic low numbers of unauthorised encampments, and the existence of a public transit site in Hertsmere, it is not recommended that there is a need for a formal public transit site in East Herts at this time. However, there is a need for a more strategic approach to transit provision across Hertfordshire to establish whether there is a need for transit provision.

8.11 In the short-term the Council should continue to use its current approach when dealing with unauthorised encampments and management-based approaches such as negotiated stopping agreements could also be considered.

Summary of Need to be Addressed – Gypsies and Travellers

8.12 Taking into consideration all of the elements of need that have been assessed the table below sets out the likely number of pitches that will need to be addressed.

8.13 The total need from Gypsies and Travellers in East Herts that met the planning definition is for 43 pitches. The table below breaks total need down by the number that met the planning definition.

Figure 12 – Need for Gypsy and Traveller households in East Herts (2022-37)

Status	2022-37
Meet Planning Definition	43
TOTAL	43

Summary of Need to be Addressed – Travelling Showpeople

8.14 Taking into consideration all of the elements of need that have been assessed, the table below sets out the likely number of plots that will need to be addressed as a result of the GTANA.

8.15 Total need from Travelling Showpeople in East Herts that met the planning definition is for 23 plots. The table below shows total need by the number that met the planning definition.

Figure 13 – Need for Travelling Showpeople households (2022-37)

Status	2022-37
Meet Planning Definition	23
TOTAL	23

9. Travellers that do not meet the Planning Definition

- 9.1 The PPTS no longer requires that the accommodation needs of travellers that do not meet the Annex A definition should be taken into account in a GTANA as their needs are expected to be met as part of general housing need. This is supported by the revised NPPF (2021).
- 9.2 However, in order to provide the Council with an understanding of the needs of all travellers in East Herts, an additional assessment has been included as part of this report.

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

- 9.3 It is not now a requirement for a GTANA to include an assessment of need for households that did not meet the planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)¹⁶ and to provide the Council with information on levels of need to be addressed.
- 9.4 On this basis, it is evident that, whilst the needs of the 4 households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.
- 9.5 Analysis of the household interviews indicated that there is a current need from 3 unauthorised pitches. The future need identified is for 2 from teenagers who will need a pitch of their own in the next 5 years; and 4 from new household formation derived from the household demographics. Therefore, the overall level of need for those households who did not meet the planning definition of a Gypsy or Traveller is for **9 pitches** over the GTANA period. A full summary of this need for households that did not meet the planning definition can be found in **Appendix C** with the headline figures provided below.

Figure 14 – Need for Gypsy and Traveller households in East Herts that do not meet the Planning Definition (2022-37)

Status	2022-37
Do Not Meet Planning Definition	9

Figure 15 – Need for Gypsy and Traveller households in East Herts that do not meet the Planning Definition by year periods¹⁷

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	5	2	1	1	9

¹⁶ See Paragraph 3.34 for details.

¹⁷ Whilst the PPTS requires a 15-year assessment of need, the figures in the GTANA also include a split to 2033 which is the end of the District Plan period in East Herts.

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

- ^{9.6} The total need from Travelling Showpeople in East Herts **that did not meet the planning definition is for 4 plots** over the GTANA period. Analysis of the household interviews indicated that this is made up of 3 teenagers in need of a plot of their own in the next 5 years; and 1 from new household formation derived from the household demographics.
- ^{9.7} A full summary of this need for households that did not meet the planning definition can be found in **Appendix C** with the headline figures provided below.

Figure 16 – Need for Travelling Showpeople households in East Herts that do not meet the Planning Definition (2022-37)

Status	2022-37
Do Not Meet Planning Definition	4

Figure 17 – Need for Travelling Showpeople households in East Herts that do not meet the Planning Definition by year periods¹⁸

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	3	0	1	0	4

¹⁸ Whilst the PPTS requires a 15-year assessment of need, the figures in the GTANA also include a split to 2033 which is the end of the District Plan period in East Herts.

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Appendix A: Glossary of Terms / Acronyms used

Term / Acronym	Explanation
Amenity block	A building where basic plumbing amenities (bath/shower, WC, sink) are provided.
Bricks and mortar	Mainstream housing.
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Concealed household	Households, living within other households, who are unable to set up separate family units.
Doubling-Up	Where there are more than the permitted number of caravans on a pitch or plot.
Emergency Stopping Place	A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.
Green Belt	A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement of households into a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople. For East Herts, this is the East Herts District Plan, October 2018
Out-migration	Movement from one region or community in order to settle in another.
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient, and a certificate of lawful use would be granted if sought.

Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site/s.
Yard	A name often used by Travelling Showpeople to refer to a site.
GTAA	Gypsy and Traveller Accommodation Assessment
GTANA	Gypsy and Traveller Accommodation Needs Assessment
LPA	Local Planning Authority
DLUHC	Department of Levelling Up Housing and Communities
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites

Appendix B: Undetermined Households

Figure 18 – Need for undetermined Gypsy and Traveller households in East Herts (2022-37)

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

Figure 19 – Need for undetermined Gypsy and Traveller households in East Herts by 5-year periods

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	0	0	0	0	0

Figure 20 – Need for undetermined Travelling Showpeople households in East Herts (2022-37)

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

Figure 21 – Need for undetermined Travelling Showpeople households in East Herts by 5-year periods

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	0	0	0	0	0

Appendix C: Households that did not meet the Planning Definition

Figure 22 – Need for Gypsy and Traveller households in East Herts that did not meet the Planning Definition (2022-37)

Gypsies and Travellers – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Supply from vacant public and private pitches	0
Supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	3
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5 year need from teenage children	2
Households on sites with temporary planning permission	0
In-migration/Roadside	0
New household formation	4
<i>(Formation from demographics)</i>	
Total Future Needs	6
Net Pitch Need = (Current and Future Need – Total Supply)	9

Figure 23 – Need for Gypsy and Traveller households in East Herts that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	5	2	1	1	9

Figure 24 – Need for Travelling Showpeople households in East Herts that did not meet the planning definition (2022-37)

Travelling Showpeople – Not Meeting Planning Definition		Plots
Supply of Plots		
Supply from vacant public and private plots		0
Supply from plots on new yards		0
Plots vacated by households moving to bricks and mortar		0
Plots vacated by households moving away from the study area		0
Total Supply		0
Current Need		
Households on unauthorised developments		0
Households on unauthorised encampments		0
Concealed households/Doubling-up/Over-crowding		0
Movement from bricks and mortar		0
Total Current Need		0
Future Need		
5 year need from teenage children		3
Households on yards with temporary planning permission		0
In-migration		0
New household formation		1
<i>(Formation from household demographics)</i>		
Total Future Needs		4
Net Plot Need = (Current and Future Need – Total Supply)		4

Figure 25 – Need for Travelling Showpeople households in East Herts that did not meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-12	13-15	Total
Dates	2022-27	2027-32	2032-34	2034-37	2022 - 37
Need	3	0	1	0	4

Appendix D: Site and Yard List (April 2022)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Ashview Stables	1	-
Field Farm	6	-
Land off Chapel Lane, Little Hadham (Park Hill View)	10	-
Nine Acres	13	-
The Stables	10	-
Wheelwrights Farm	1	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites-Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
Cherry Green Lane	-	2
Elmfield Stables	-	1
Esbies Estate	-	1
Land adjacent to Long Leys Barn	-	1
Plot 64, Mill View Hare Street (The Old Allotment)	-	1
The Stables	-	4
TOTAL PITCHES	41	10
Travelling Showpeople Yards		
Rye House Caravan Park	39	-
TOTAL PLOTS	39	-
TOTAL	80	10

Appendix E: Household Interview Questions



GTAA Questionnaire

Introduction

- 1.1 Good morning/ afternoon My name is [INTERVIEWER] from Opinion Research Services, working on behalf of [CLIENT]
- 1.2 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.
- 1.3 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.
- 1.4 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.

All questions are optional and all information you provide will be processed by ORS in accordance with the Data Protection Act and GDPR. Your responses will be stored and processed electronically and securely. This paper form will be securely destroyed after processing. Your household will not be identified to the council and only anonymous data and results will be submitted, though verbatim comments may be reported in full, and the data from this survey will only be used to help understand the needs of Gypsy, Traveller and Travelling Showpeople households

General Information

Q1. Name of planning authority.

Q2. Address and pitch number.

Q3. Date of visit.

Q4. Time of visit.

Q5. What is the type of accommodation?

Type of Accommodation	Check only one box
Council	☐
Private rented	☐
Private owned	☐
Unauthorised	☐
Bricks & Mortar	☐

Q6. Name of family.

Q7. Ethnicity of family.

Ethnicity	Check only one box
Romany Gypsy	☐
Irish Traveller	☐
Scots Gypsy or Traveller	☐
Show Person	☐
New Traveller	☐
English Traveller	☐
Welsh Gypsy	☐
Non Traveller	☐
Other	☐

Q8. How many mobile home are on the pitch?

Q9. How many touring caravans are on the pitch?

Q10. How many day rooms are on the pitch?

Q11. Are there any other units on the pitch?

Q12. Is this site your main place of residence?

Q13. If not, where is your main residence?

Q14. How long have you lived here?

Q15. If you have moved within the past 5 years, where did you move from?

Q16. Do you live here out of choice or because there is no other option?

Q17. If yes, why do you feel there is no other choice?

Q18. Is this site suitable for your household?

Q19. If not, why do you feel this site isn't suitable?

Household Demographics

Q20. How many separate families or single adults live on this pitch?

Q21. Please tell me about the members of your household.

Separate family or single adult	Gender	Age
Person 1 (Interviewee)		
Person 2		
Person 3		
Person 4		
Person 5		
Person 6		
Person 7		
Person 8		
Person 9		
Person 10		

Accommodation Needs

Q22. How many families or single adults living on this pitch will need a pitch of their own in the next five years?

Q23. How many of your children will need a home of their own in the next 5 years?

Q24. Do the children counted above currently live on this site?

Q25. Would they wish to stay here and, if not, where would they wish to move to?

Q26. Where do they currently live? Would they wish to move to this site or another local site if possible?

Waiting List

Q27. Is anyone here on the waiting list for a pitch in this area?

Q28. How many people living here are on the waiting list for this area?

Q29. How long have they been on the waiting list?

Length on the waiting list	Check only one box
0 – 3 months	☐
3 – 6 months	☐
6 – 12 months	☐
1 – 2 years	☐
2 or more years	☐
Don't know	☐

Q30. Can you provide any more detail about the people on the waiting list?

Q31. Does anyone here want to be on the waiting list?

Q32. How many people would like to go on the waiting list?

Q33. Can you give me contact details for people wanting to be on the waiting list?

Future Accommodation Needs

Q34. Do you plan to move from this site in the next five years?

Q35. Why do you plan to move?

Q36. Where do you plan to move to?

Where do you plan to move to?	Check boxes that apply
Another site in this area	☐
A site in another council area	☐
Bricks & Mortar in this area	☐
Bricks & Mortar in another council area	☐
Other (e.g. land they own elsewhere)	☐

Q37. Would you prefer to buy a site or rent on a public or private site?

Type of tenure	Check boxes that apply
Private buy	☐
Private rent	☐
Public rent	☐

Q38. Can you afford to buy a private pitch or site?

Type of tenure	Check only one box
Yes	☐
No	☐
Don't know	☐

Q39. Are you aware of, or do you own any land that has potential for new pitches?

Q40. Where is the site who owns it?

Travelling

Q41. How many trips, living in a caravan or a trailer, have you or members of your family made away from your permanent base in the last 12 months?

How many trips taken	Number of trips	Check only one box
Person 1 (Interviewee)	0	☐
Person 2	1	☐
Person 3	2	☐
Person 4	3	☐
Person 5	4	☐
Person 6	5+	☐

Q42. Which family members travelled?

Family who travel	Check boxes that apply
All the family	☐
Adult male	☐
Other	☐

Q43. What were the reasons for travelling?

Reasons for travel	Check boxes that apply
Work	☐
Holidays	☐
Visiting family	☐
Fairs	☐
Other	☐

Q44. At what time of year do you or family members usually travel?

Family who travel	Check boxes that apply
All year	☐
Summer	☐
Winter	☐

Q45. How long do you usually travel for?

Q46. Where do you or family members usually stay when they are travelling?

Places of stay	Check boxes that apply
Local Authority transit sites	☐
Private transit site	☐
Roadside	☐
Friends / Family	☐
Other	☐

Q47. Are there any reasons you don't travel at the moment?

Q48. Have you or family members ever travelled?

Q49. If so, when did you or family members last travel?

Q50. What were the reasons for travelling?

Reasons for travel	Check boxes that apply
Work	☐
Holidays	☐
Visiting family	☐
Fairs	☐
Other	☐

Q51. If you don't travel, why do you not travel anymore?

Reasons for not travelling	Check only one box
Children in school	☐
Ill health	☐
Old age	☐
Settled now	☐
Nowhere to stop	☐
No work opportunities	☐
Other	☐

Q52. Do you or other family members plan to travel in the future?

Q53. When and why do you / they plan to travel?

Q54. Is there anything else you'd like to tell us about your travelling patterns?

Contact Information

Q55. Is there anything else you'd like to tell us about this site and your accommodation needs?

Q56. Would you like the Council to contact you about your accommodation needs?

Q57. Can I confirm the details they should use to contact you?

Details	Form of contact
Name	
Phone Number	
Email address	

Q59. Are you able to provide the contact details of anyone living in Bricks and Mortar who we should contact for our study?

Appendix F: Technical Note on Gypsy and Traveller Household Formation and Growth Rates



Opinion Research Services

Excellent research for the public, voluntary and private sectors

Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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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 until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.
2. This analysis was produced as a separate document in 2013 and then updated in 2015 (www.opinionresearch.co.uk/formation2015) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.
3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

Introduction

4. 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.

Modelling Population and Household Growth Rates

5. 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, in-/out-migration and household dissolution. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS 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 supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

6. 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.

Population Profile

7. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. 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.

Table 1 - 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

8. 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.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in *'Ethnic identity and inequalities in*

Britain: The dynamics of diversity by Dr Stephen Jivraj and Professor Ludi Simpson (published May 2015). The authors use the 2011 Census data to estimate the TFR for the Gypsy and Traveller community as 2.75.

10. ORS used our own multiple survey data to investigate the fertility rates of Gypsy and Traveller women. The ORS data shows that on average Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to infer an average of 3 children per woman during her lifetime, which is broadly consistent with the estimate of 2.75 children per woman derived from the 2011 Census.

Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. 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).
12. Therefore, in our population growth modelling we 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).

Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, we assumed an implausible 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 1.90% per annum.

Household Growth

14. 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.
15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% 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.
16. 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 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 2 - Age of Head of Household (Source: UK Census of Population 2011)

Age of household representative	Number of households - England	Percentage households - England	Number of households – Gypsy and Traveller	Percentage households – Gypsy and Traveller
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%

17. 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

Table 3 - Household Type (Source: UK Census of Population 2011)

Household Type	Number of households - England	Percentage households - England	Number of households – Gypsy and Traveller	Percentage households – Gypsy and Traveller
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%

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, 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 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% 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, lower estimates should be used.

20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAA's that ORS have completed across England and Wales involving over 4,300 household interviews.