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North Somerset

**Gypsy, Traveller and Travelling Showpeople
Accommodation Assessment (GTAA)**

Final Report

August 2017



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in North Somerset.
- 1.2 As well as updating the previous GTAA, the principal reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.8 for full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the preparation and implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2036. This will allow the outcomes of the study to be used to support the local plan period for North Somerset. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the study area through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 75 interviews were completed with Gypsies and Travellers, and 1 interview was completed with a Travelling Showperson. Despite extensive efforts to identify them, no interviews were completed with Travellers living in bricks and mortar.
- 1.5 The fieldwork for the study was completed between July and September 2016, which was after the publication of the PPTS (2015). As a result of this change questions to enable the determination of the planning status of households were included in the household interviews.
- 1.6 The baseline date for the study is **July 2016** as this is when the majority of the site interviews were conducted.
- 1.7 A Glossary of Terms can be found in **Appendix A**.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.8 Overall, the additional pitch needs for Gypsies and Travellers from 2016-2036 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (even though this is no longer a requirement for a GTAA).
- 1.9 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.10 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies. Consideration will also need to be given to the allocation of pitches on public sites.
- 1.11 The Council will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.12 The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).
- 1.13 There were 14 Gypsy or Traveller households identified in North Somerset that meet the planning definition, 18 unknown households that may meet the planning definition and 61 households that do not meet the planning definition.
- 1.14 The GTAA identifies a need for **22 additional pitches** for households that meet the planning definition. This is made up a current need of 6 pitches for households that are doubled-up/over-crowded, a future need for four pitches for older teenage children in need of a pitch of their own in the next five years, three pitches for households who are living on sites with temporary planning permission, and ten pitches for new household - less supply of one pitch that is due to be vacated by a household moving to bricks and mortar in the first 5 years of the GTAA period.
- 1.15 The GTAA identifies a need of up to 11 additional pitches for unknown households and this is made up of new household formation of up to 6 from a maximum of 18 households and 5 pitches for households that are currently living on sites with temporary planning permission. If the ORS national average¹ of 10% were applied this could result in a need for one additional pitch.
- 1.16 Whilst not now a requirement to include in the GTAA there is a need for 82 additional pitches for households that do not meet the planning definition.

¹ Based on the outcomes of over 1,800 interviews completed with Gypsies and Travellers by ORS since the publication of PPTS (2015).

- 1.17 If all current temporary planning consents were to be made permanent need for households that meet the planning definition would be reduced from 22 to 19, need from unknown households would reduce from 11 to 6, and need from households that do not meet the planning definition would reduce from 82 to 61.

Figure 1 – Additional need for Gypsy and Traveller households in North Somerset 2016-2036

Status	Total	Revised Total ²
Meet Planning Definition	22	19
Unknown	0-11 (10% = 1)	6 (10% = 1)
Do not meet Planning Definition	82	61

Additional Plot Needs - Travelling Showpeople

- 1.18 Overall the additional plot needs for Travelling Showpeople from 2016 to 2036 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson, for those unknown households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition (although this is no longer a requirement for a GTAA).
- 1.19 Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.20 The need arising from households that meet the planning definition should be addressed through yard allocation/intensification/expansion policies.
- 1.21 The Council will need to carefully consider how to address the needs associated with unknown Travelling Showpeople as it is unlikely that all of this need will need to be addressed through the provision of conditioned Travelling Showpeople plots. In terms of Local Plan policies the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- 1.22 The need for those households who do not meet the planning definition will need to be addressed through other means such as the SHMA or HEDNA.
- 1.33 There was 1 Travelling Showpeople household identified in North Somerset that met the planning definition and 4 unknown households that were not interviewed that may meet the planning definition.
- 1.34 The GTAA identifies a need for **2 additional plots** for households that meet the planning definition. This is made of one plot as a result of new household formation (based on the demographics of the residents) and 1 plot as the household is on a yard with temporary planning permission.
- 1.35 The GTAA identifies a need of up to 5 additional plots for unknown households and this is made up of new household formation of up to 1 from a maximum of 18 households and 4 pitches for households that are currently living on sites with temporary planning permission.

² Assuming all temporary permissions are made permanent.

- 1.36 If all current temporary planning consents were to be made permanent need for households that meet the planning definition would be reduced from 1 to 2, and need from unknown households would reduce from 5 to 1.

Figure 2 – Additional need for Travelling Showpeople households in North Somerset 2016-2036

Status	Total	Revised Total ³
Travelling	2	1
Unknown	5	1
Non-Travelling	0	0

Transit Requirements

- 1.37 It is recommended that whilst there may be historic evidence suggesting that transit provision may be required in North Somerset, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.38 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 North Somerset; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in North Somerset; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment.
- 1.39 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places.
- 1.40 In the short-term the Council should continue the use of existing management approaches for dealing with unauthorised encampments and may wish to consider the use of Negotiated Stopping Agreements.
- 1.41 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 1.42 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 Assuming all temporary permissions are made permanent.

2. Introduction

The Study

- 2.1 The primary objective of the 2016 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in North Somerset. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in the study area.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014 (and as amended), PPTS (2015), and the Housing and Planning Act 2016.
- 2.3 The GTAA is a robust and credible evidence base which can be used to aid the preparation and implementation of development plan policies and the provision of Traveller pitches and plots in five year increments covering the period 2016 to 2036. As well as identifying current and future permanent accommodation needs, it also seeks to assess any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **July 2016**.

Local Plan Policy

- 2.6 Providing for the needs of Gypsies, Travellers and Travelling Showpeople is covered by a local plan policy for North Somerset. This is set out below.

Figure 3 – Local Plan Policy

North Somerset Council Core Strategy January 2017 – 2026
Policy CS18: Gypsies and Travellers and Travelling Showpeople

CS18: Gypsies and Travellers and Travelling Showpeople

Suitable sites will be identified to meet the needs of Gypsies and Travellers and Travelling showpeople as set out in the West of England Gypsy and Travellers Accommodation Assessment and any subsequent reviews.

The following considerations will be taken into account in the determination of locations for sites:

- Proximity of the site to local services and facilities;

- Screening of the site, visual and landscape impact;
- Impact on the character and amenities of adjacent property and the local area;
- Provision of appropriate services and infrastructure;
- Safe pedestrian and vehicular access into and out of the site;
- Adequate provision for parking, turning and servicing;
- Adequate provision for storage and maintenance where needed for Travelling Showpeople;
- Easy access to the major road network, particularly accessibility to M5 junctions for transit sites;
- Preference given to brownfield sites;
- Sites are inappropriate in the Green Belt.

Background

3.234 Government guidance requires local authorities to consider the accommodation needs of Gypsies and Travellers and Travelling Showpeople. The West of England Gypsy and Traveller Accommodation Assessment (GTAA) identified the need for 36 additional residential pitches and 10 transit pitches within North Somerset 2006–2011, with provision for a 3% compound growth in requirements per annum beyond 2011.

The Core Strategy approach

3.235 While Gypsy and Travellers and Travelling Showpeople are different, their site requirements raise similar issues, so the locational requirements are addressed in the same policy. The criteria set out in the policy will be used to guide the more detailed criteria-based approach and the identification of sites through the Sites and Policies Development Plan Document.

3.236 The priority in North Somerset is the identification of transit sites for Gypsies and Travellers to ensure that there is suitable alternative provision when addressing unauthorised encampments. Such a transit site should be easily accessible to and from the M5 corridor.

3.237 The GTAA identified the need for additional residential pitches for Gypsies and Travellers. These will either be identified as specific site allocations or be guided by criteria-based policies, and may take the form of either extensions to existing, or new sites.

How and where the policy will be delivered

3.238 The policy will apply throughout the district and planning applications from the Gypsy community will be encouraged. Future needs for Gypsies and Travelling Showpeople will be assessed through need assessments and will be used to justify future provision. If sufficient finances are available and suitable sites available the council will seek to provide pitches with a particular emphasis on a transit site.

Monitoring and review

3.239 Gypsy and Traveller residential and transit pitches permitted and implemented will be assessed, as well as unauthorised encampments.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

Definition of Travelling

- 2.10 One of the most important questions that GTAAs will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘nomadic’.
- 2.11 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.

- 2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- 2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- 2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the local authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- 2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- 2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- 2.17 In December 2016 the Planning Inspector for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) included the following statement in the Decision Notice:
- 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.*
- 2.18 The implication of this case law and Inspectors ruling in terms of applying the planning definition strongly suggest that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.

- 2.19 It will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.20 Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future for work purposes.

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 and Planning Act (2016)
 - » PPTS (2015)
 - » NPPF (2012)
 - » PPG⁴ (2014) and as amended
- 2.22 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.

PPTS (2015)

- 2.23 PPTS (2015) sets out the direction of Government policy. As well as including the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):
- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
 - » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
 - » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
 - » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
 - » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*

⁴ With particular reference to the sections on Housing and Economic Development Needs Assessments.

- » *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.*

^{2.24} 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.*

^{2.25} 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.*

^{2.26} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, 'Planning Policy for Traveller Sites' also notes in Paragraph 11 that:

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

3. Methodology

Background

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

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

Desk-Based Review

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

Stakeholder Engagement

- 3.5 As this is an update of a study that was completed in 2015 no new stakeholder interviews were completed.

Survey of Travelling Communities

- 3.6 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites and yards in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information to use to assess households against the planning definition of a Traveller, multiple visits were made to households where it was not possible to conduct an interview because they were not in or not available.
- 3.7 Our experience suggests that an attempt to interview households on all pitches is more robust, as opposed to a sample based approach which often leads to an under-estimate of need - an approach which is regularly challenged by the Planning Inspectorate and at planning appeals.
- 3.8 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used have been updated to take account of changes in PPTS (2015) and to collect the information ORS feel is necessary to apply the planning definition. A copy of the household interview questions can be found in **Appendix B** – although the interviews were completed using Computer Aided Personal Interview (CAPI) tablets.
- 3.9 All pitches and plots were visited by experienced ORS interviewers who are accredited under the Interviewer Quality Control Scheme (IQCS) and the Market Research Society (MRS) Code of Conduct. They conducted semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics (to meet the requirements in PPTS). Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.
- 3.10 They also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.11 Where it was not possible to undertake an interview, staff sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).

Engagement with Bricks and Mortar Households

- 3.12 The 2011 Census includes 43 households that identify as Gypsy or Irish Traveller who live in a house or flat in North Somerset.
- 3.13 ORS applied a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were identified through a range of sources including the interviews with people on existing sites and yards, intelligence from the Council and

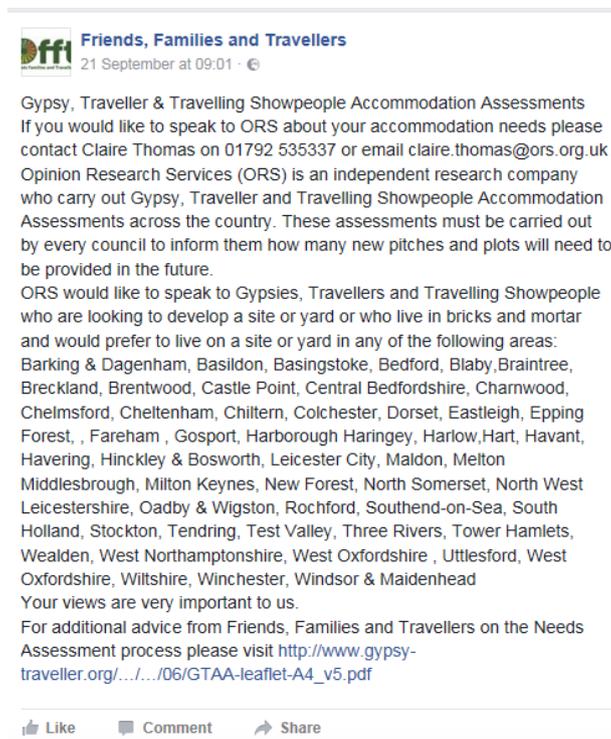
housing providers (see below), and adverts on social media (including the Friends Families and Travellers Facebook group). A summary can be found overleaf.

- » **Council Site Waiting List:** North Somerset wrote to the 7 households on the waiting list for the public sites where there was a valid postal address.
- » **Community and Representative Groups:** ORS contacted a representative of Traveller community who agreed to talk with members of the community and seek contacts to interview.
- » **Elim Housing:** They manage several sites around Somerset but they do not work with housed Travellers. They agreed to speak with residents and see if they have family or friends who fit the criteria and might be willing to speak to ORS.
- » **Vulnerable Learning Service:** Letters went sent to 7 households who are known to this service.

3.14 Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.

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

Figure 4 – Bricks and Mortar Advert



Applying the Planning Definition

- ^{3.16} 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.
- ^{3.17} When the household survey was completed the outcomes 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 works purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.
- ^{3.18} Households that need to be considered in the GTAA fall under one of 3 classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the components of need to be included in the GTAA:
- » Households that travel under the planning definition.
 - » Households that have ceased to travel temporarily under the planning definition.
 - » Households where an interview was not possible who *may* fall under the planning definition.
- ^{3.19} Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they will be assessed to provide the Council with components of need to as part of their work on wider housing needs assessments.

Unknown Households

- ^{3.20} 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 considered as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been

taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.

- 3.21 The estimate seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50%⁵ has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.22 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 GTAA or the SHMA/HEDNA.
- 3.23 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.24 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 300 interviews that have been completed) – and in some local authority areas, particularly in the London Boroughs, no households meet the planning definition.
- 3.25 ORS are not implying that this is an official government statistic- rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.26 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA.
- 3.27 The Councils will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will need to be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies the Councils should consider the use of criteria-based policies for any unknown households that do provide evidence that they meet the planning definition. An assessment of need for unknown Travellers can be found in **Appendix C**.
- 3.28 How the ORS methodology addresses need from unknown households was supported by the Planning Inspector for a recent Local Plan Examination in Maldon, Essex. In his Report that was published on 29th June 2017 he concluded:

⁵ See Chapter 6

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

^{3.29} Households who do not travel fall outside the planning definition of a Traveller. However Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition provisions set out in the Housing and Planning Act (2016) include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft 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 GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix D**.

Calculating Current and Future Need

^{3.30} The primary change to PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As the revised PPTS was only issued in 2015 only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraph 2.20 for a recent example) – these support the view that households need to be able to demonstrate that they travel for work purposes 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.

^{3.31} 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.

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

Supply of Pitches

- 3.32 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).
- 3.33 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 of the site.

Current Need

- 3.34 The second stage was to identify components of current need. 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

- 3.35 The final stage was to identify components of future need. This includes the following four components:
- » Older teenage children in need of a pitch of their own in the next 5 years.
 - » Households living on sites with temporary planning permissions.
 - » New household formation.
 - » In-migration.
- 3.36 Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.
- 3.37 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers, and for Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2036. These can be found in Chapter 6 and in Appendices B and C.

Pitch Turnover

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

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

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

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

- 3.40 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available (as a result of households moving for example), pitch turnover has not been considered as a component of supply in this GTAA. However the Council should continue to monitor need and numbers of households on the waiting list against pitch turnover through its usual annual monitoring processes.

- 3.41 From a local perspective Officers from the Council commented that it was initially difficult to fill pitches at the new Greenfields Way site following its opening, and that there is also a concern that the identified need in practice does not come forward, and that this maybe because the demand is being met in a number of cases through turnover on existing sites

Transit Provision

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

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

^{3.43} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the CLG Caravan Count. The outcomes of the interviews with Council Officers, Officers from neighbouring local authorities and other stakeholders was also taken into consideration when determining this element of need in the study area.

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

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

Sites and Yards in North Somerset

- 4.6 At the baseline date for this study, there were 4 public sites with 33 pitches – there is also 1 publically owned pitch on one of the private sites; 4 private sites with permanent planning permission for 25 pitches; 2 sites with temporary planning permission for 29 pitches; no sites that are tolerated for planning purposes; one unauthorised pitch (Moorland Park); and 1 Travelling Showpeople yard with temporary planning permission for 5 plots. Further details can be found in Chapter 6 and **Appendix E**.

Figure 5 - Total amount of provision in North Somerset (July 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	4	25
Private sites with temporary planning permission	2	29
Public sites (Council and Registered Providers)	4	33
Public pitches (on private sites)	1	1
Unauthorised pitches	1	1
Public transit provision	0	0
Private transit provision	0	0
Travelling Showpeople yards (temporary)	1	5

Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the ‘Gypsy and Traveller Caravan Count’ as the ‘Traveller Caravan Count’ as it now contains information relating to 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 appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out in Chapter 7.

5. Stakeholder Consultation

Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with travelling communities. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments and transit provision; and cross-border issues. In addition stakeholders who are in contact with members of Travelling communities who live in bricks and mortar or who are not known to the Council were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 The Council identified stakeholders which included relevant Council Officers, housing providers, Gypsy and Traveller and Travelling Showpeople representatives, support services, and relevant Council Officers from neighbouring local authorities. A list of all those interviewed is included in **Appendix F**.
- 5.4 Organisations such as the Society of Independent Roundabout Proprietors, although willing to take part, said they do not operate in the area or there are other organisations that better represent Travelling communities.
- 5.5 As stated in PPTS (2015) Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring boroughs:
- » Bath and North East Somerset
 - » Bristol
 - » Mendip
 - » Sedgemoor
 - » South Gloucestershire.
- 5.6 ORS reviewed the list of contacts for consistency with other studies to ensure that it was comprehensive and fair. The number and range of stakeholders interviewed is viewed to be satisfactory and consistent with similar GTAAs that ORS have completed.
- 5.7 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.

- 5.8 The views expressed in this section represent a balanced summary of the responses given by stakeholders. In some cases they reflect the views of the individual concerned, rather than the official policy of their employer/organisation.

North Somerset

Accommodation for Gypsies and Travellers

- 5.9 North Somerset with Bath and North East Somerset, South Gloucestershire and Bristol Councils commissioned Buckinghamshire Chilterns University College to undertake a GTAA (the West of England GTAA 2006-2016) that was published in 2007. The report identified an estimated need for 49 residential pitches, 10 transit pitches and no Travelling Showpeople plots over the Local Plan period (2006-2016). The Council also commissioned Buckinghamshire New University Research Unit to undertake a refresh including looking at site preferences which was published in 2012. Since 2006 a further 26 pitches have been authorised.
- 5.10 The Council owns the following sites:
- » Willowmead (7 pitches)
 - » Box Bush Lane (1 pitch)
 - » The Old Yard (1)
 - » Moorland Park (1 pitch which is leased)
- 5.11 There is another public site, Greenfields Way (24 pitches) which opened in 2015 and is owned and managed by Elim Housing.
- 5.12 The management of the Council owned sites are contracted out to Elim Housing. Stakeholders had little to report regarding any issues on the public sites. It was highlighted how well residents are able to access services both on and off sites e.g. health visitors.
- 5.13 There are 5 private sites including 2 large sites at Moorland Park (20 pitches) and Moorland Park Extension (24 temporary pitches). Some stakeholders said that the Moorland site was somewhat isolated and there may be some hidden households.
- 5.14 Some stakeholders held the view that private sites are less provided for in terms of support and amenities and the living conditions needed to be improved.
- 5.15 There are no transit sites in North Somerset. The majority of stakeholders suggested that having a transit site could ensure there is a decent place to stop rather than having to stop on places that are inappropriate. It was further noted that it would enable the police to use additional powers to move people on when needed.
- 5.16 There was a balance of views as to whether there are sufficient pitches provided in North Somerset. Some stakeholders believe there are sufficient sites in the area now that the new site at Greenfields Way has opened. Some stakeholders believe there are not enough sites in the area because the needs that have been evidenced in previous GTAA's have yet to be met.

Bricks and Mortar

- 5.17 The interviews sought to identify any Gypsy or Traveller households living in bricks and mortar, and any issues that they may be facing.
- 5.18 The majority of stakeholders had heard anecdotally of housed Travellers living in North Somerset, albeit they believed there are not many. A total of just 6 families living in bricks and mortar are known to be Gypsies and Travellers being supported by the Vulnerable Learners Service.
- 5.19 One Registered Provider confirmed that of the 6,500 properties they manage in North Somerset only 2 households have self-identified as Gypsies or Travellers.
- 5.20 It was known that 2-3 households have moved from bricks and mortar on to the new Greenfields Way site.
- 5.21 Some stakeholders held the view that bricks and mortar does not meet the cultural needs of Gypsies, Travellers or Travelling Showpeople. Some also mentioned that Romany Gypsies are more likely to move to bricks and mortar accommodation than Irish Travellers or Travelling Showpeople. The reason why Romany Gypsies were said to be moving into bricks and mortar is because they want their children to attend school regularly and there is a lack of pitches so there is no alternative other than bricks and mortar accommodation.
- 5.22 It was highlighted by stakeholders that Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation appear to be difficult to engage with as they do not identify themselves to authorities. It was thought this may be because they fear discrimination, racial hatred or harassment by neighbours.
- 5.23 It was reported by one stakeholder that there are a few Travelling Showpeople living in bricks and mortar housing in North Somerset. ORS gave a letter to this contact to pass on so that any person interested in being interviewed for the Assessment could contact ORS independently but no responses were received.

Unauthorised Encampments

- 5.24 Most stakeholders, at the time the interviews were completed, held the view there had been a general decline in the number of unauthorised encampments in North Somerset, and had the view encampments were sporadic and irregular. However following the completion of the interviews, and in the run up to the opening of the new site at Greenfields Way, the area saw a significant increase in the number of encampments. Now that the site is open numbers of encampments have decreased.
- 5.25 The Council has an Unauthorised Encampment Policy and a Joint Agency Protocol which it uses when responding to encampments and a Welfare Assessment is also carried out.
- 5.26 Reasons why encampments occur in the area are thought to be because:
- » Gypsies and Travellers passing through especially during the summer;
 - » Close to major road networks e.g. M5;
 - » Gypsies and Travellers in the area looking for work opportunities e.g. gardening and tarmacking;

- » Gypsies and Travellers coming for a holiday or are visiting friends or family for a specific event e.g. wedding;
- » Gypsies and Travellers interested in the new site.

5.27 Locations where encampments have occurred in North Somerset include:

- » Industrial areas, sports fields and car parks in Weston-Super-Mare;
- » Weston Airfield;
- » Opposite Weston General Hospital;
- » Clevedon;
- » Congresbury.

5.28 There is no transit provision in North Somerset and the nearest transit site is in Bristol. Some stakeholders raised the fact that Somerset County Council had sold off its transit sites.

5.29 The majority of stakeholders believe that a transit site should be provided although some stakeholders did raise some concerns regarding transit sites:

- » Lack of Council land and financial resources;
- » The size of site required and the lack of suitable land e.g. amount of land in North Somerset classified as at risk of flooding;
- » Value for money especially if the site was not used;
- » The location in terms of where it would be of most use (to both Travellers and the Council);
- » Not all Gypsies and Travellers like to be told where to camp and/or would want to pay rent;
- » Transit sites in other neighbouring areas are said to have vacancies.

Accommodation for Travelling Showpeople

5.30 ORS have undertaken GTAAs across the UK and regularly consult with organisations which promote and support Travelling Showpeople. It is said that they are travelling less and using their yards all year round. Reasons for these changes include increases in fuel prices, and changes from traditional fair events in spring to early autumn to specific occasions e.g. Bonfire Night and Christmas. This could mean that Travelling Showpeople may want to expand their yards because more will want to stay year round.

5.31 Whilst there are known to be Travelling Showpeople living on unauthorised yards in North Somerset there is only 1 small yard that has temporary planning permission for 5 plots.

5.32 ORS spoke with a representative of the Western Section of the Showman's Guild of Great Britain who also confirmed that there are no authorised yards in North Somerset however it was known that there are 9 unauthorised yards which are used for 5-6 months of the year as winter quarters. The 9 sites are used by 14 families. However, residents are keen to keep sites anonymous because they fear eviction and therefore no further information was provided other than the sites have basic facilities e.g. water and electricity and all sites are well kept and clean.

- 5.33 The Showmen’s Guild of Great Britain’s view is to look at existing yards and see if surrounding land can be purchased and/or yards redesigned to enable small expansions; it was suggested that this response would be less onerous than seeking new land for yards.
- 5.34 It is also known by ORS that the preferred size of a yard would be 6-8 plots with each plot being approximately ½ acre (this is because of the amount of space needed to store and repair equipment). The Showmen’s Guild of Great Britain has produced their own yard design guide⁷.

Cross border issues, partnership working and the Duty to Cooperate

- 5.35 Stakeholders said the main travelling routes for Gypsies and Travellers through North Somerset are the M5, A38 and A39.
- 5.36 There is no evidence to suggest that there are any cross border issues between North Somerset and neighbouring areas. The level of site provision in North Somerset and other local authority areas does not appear to impact on each other. However, some local authorities who do not have transit sites would like agreement to use transit sites provided in neighbouring authority areas and some also added they are prepared to help fund these facilities.
- 5.37 Some local authorities were suggested as examples of good practice e.g. South Gloucestershire because they have enabled an increase in the number of private and public sites in their area.
- 5.38 The majority of stakeholders that were interviewed had the perception that partnership working in relation to Traveller issues had decreased. This is because in the past a joint GTAA was undertaken. In addition to this some stakeholders were under the impression the West of England Gypsy and Traveller Forum no longer existed. However, since then issues regarding Traveller communities are being discussed and partnership working has increased because a joint Strategic Housing Market Assessment and a Joint Spatial Plan are being undertaken in the West of England. In addition to this the Council co-ordinates a partnership group where issues concerning Traveller communities can be discussed and the Group has the opportunity to monitor and track its joint action plan in order to better meet the needs of Traveller communities in the area. The group meets quarterly and those who attend are from a diverse range of both internal and external partners.
- 5.39 Other examples of partnership working in North Somerset:
- » The Council is working in partnership with Elim Housing who manage the Council’s sites;
 - » Public bodies including Health and Education have meetings across the West of England e.g. the West of England Care Forum;
 - » The Council holds occasional duty to cooperate meetings with neighbouring authorities;
 - » Housing issues are discussed at the West of England Partnership meetings;
 - » The Council has a Gypsy and Traveller Protocol with partnership agencies e.g. police.
- 5.40 Stakeholders were of the view that North Somerset and neighbouring councils are complying with the Duty to Cooperate by engaging with neighbouring authorities for their GTAAs, but not in terms of sharing

⁷ Source: <http://www.showmensguild.co.uk/Planning.pdf>

site/pitch opportunities. Some neighbouring authorities such as Bath and North East Somerset are keen to explore with neighbouring authorities, including Wiltshire, ways to increase provision to meet their need. This is because the Council has few brownfield sites and in order to meet their need, will have to explore other options such as sharing sites in neighbouring areas or funding new sites in other areas rather than resorting to the use of Greenfield sites.

Future Issues to Consider

- 5.41 The current situation in North Somerset appears largely static and there are no significant trends relating to Gypsies, Travellers or Travelling Showpeople. Where sites are established there appear to be few issues either on the sites or with nearby residents.
- 5.42 The majority of stakeholders believe that the priority for the Council should be to provide a number of small public sites. Some said this is because Gypsies, Travellers and Travelling Showpeople have the same needs as the settled community who cannot afford to buy and solve their own accommodation needs. The majority held the view that any future provision will depend on the outcome of the GTAA.
- 5.43 It was mentioned that little is known about the number of Travelling Showpeople in North Somerset or what their needs may be.
- 5.44 Other issues to be considered by the Council were said to be:
- » A need to positively engage and consult with Gypsies, Travellers and Travelling Showpeople.
 - » To encourage members of Gypsy, Traveller or Travelling Showpeople communities to become spokespeople to enable their voices to be heard and also improve access to services such as increasing engagement of those living in bricks and mortar with the floating support service;
 - » The Council could better publicise how Gypsies, Travellers and Travelling Showpeople can report hate crime;
 - » To consider improving media reporting of Gypsy and Traveller issues in order to give a balanced view.
 - » More could be done to help improve health and wellbeing outcomes for Gypsies, Travellers and Travelling Showpeople especially where Council has access to sites e.g. support and advice relating to domestic abuse;
- 5.45 The following ideas could help improve services and strengthen joint working and ORS would recommend that the Council consider them:
- » Ensure the results of the GTAA are shared and discussed with Gypsies, Travellers and Travelling Showpeople in the area. It is often highlighted that these communities are repeatedly surveyed often resulting in little change e.g. low numbers of new sites being developed. The Council would be advised to continue to engage with Gypsies, Travellers and Travelling Showpeople once the GTAA has been published otherwise there is a risk of lack of engagement on such projects in the future;

- » Work with neighbouring authorities on a joint approach to recording and dealing with encampments in order to share a data base of information to inform Assessments in the future;
- » North Somerset and other neighbouring authorities should be encouraged to discuss the results of their GTAA as it may be of benefit to explore what joint needs there are e.g. transit provision. By discussing travel patterns and numbers of encampments could lead to a number of small transit sites or emergency stopping places being developed across Somerset and resourced jointly. As the additional police powers cannot be used if the provision is outside of a council's area, the Council may wish to speak with other councils who have developed transit provision over a wider area as to how they have overcome this issue and worked with Police in this respect.
- » Some stakeholders believe that further consultation could be carried out with Gypsies, Travellers and Travelling Showpeople in relation to the design of sites. It was thought that with better design the sites could be future proofed and enable extended family to remain together by increasing the current size of pitches.

Neighbouring Local Authorities

^{5.46} 5.47 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore issues relating to cross border working, ORS interviewed council officers from neighbouring boroughs:

- » Bath and North East Somerset;
- » Bristol;
- » Mendip;
- » Sedgemoor and
- » South Gloucestershire.

^{5.47} Details of the accommodation provision for Gypsies, Travellers and Travelling Showpeople and the current status of GTAA studies undertaken by each neighbouring borough and cross-boundary issues are set out below.

Bath and North East Somerset Accommodation for Gypsies and Travellers and Travelling Showpeople

^{5.48} Bath and North East Somerset commissioned ORS to undertake a GTAA and this was published in 2012. The report estimated an additional need for 28 residential Gypsy and Traveller pitches, 5 transit pitches and 40 Travelling Showpeople plots required through the plan period to 2027.

^{5.49} Before the GTAA was undertaken there were no sites in the Council's area. Since the publication of the Report the Council has given permission in 2014 to develop a site of 12 permanent pitches and 5 transit pitches (meeting 100% of their estimated transit need). This site was the location of an unauthorised encampment at Lower Bristol Road that had been used for a number of years by New Travellers and non-Travellers seeking a solution to housing they found unaffordable. Eight of the original Travellers were

considered vulnerable and given permission to use a temporary site (6 moved onto the newly developed site and 2 decided not to).

- 5.50 The new site known as Carrswood View opened in April 2015 and is managed by Elim Housing. All permanent pitches vacancies are advertised through the Council's Choice Based Lettings system; the Gypsy and Traveller Allocations Policy has a local lettings cascade giving priority to those from the local area and less priority the further away from Bath. Since the initial pitch allocation there have only been two vacancies, both of which were promptly filled. The transit pitches are in regular use.
- 5.51 Since 2012, planning permission has been granted for another 8 pitches across three sites. These are personal permissions on privately owned land.
- 5.52 It is known, following the GTAA stakeholder consultation, that there are a number of unauthorised sites that are being used by Travelling Showpeople, but the location of these sites is unknown; no concerns have been raised to the Council. A need for 40 Travelling Showpeople pitches was evidenced in the GTAA, no progress has been made to meet this need but the Council are currently considering whether this is demand or need as the numbers appear to them to be high.
- 5.53 There are no sites with temporary planning but there are a small number of tolerated sites in the area.
- 5.54 In terms of Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing a small number were identified and had an input into the GTAA and their needs were included in the findings. There is also a specific floating support service funded through the PCT for Gypsies and Travellers living in bricks and mortar housing.
- 5.55 At one time the level of encampments was high because of the use of the site at Lower Bristol Road (now Carrswood View). It is known that some of those who were part of the encampment at Lower Bristol Road had caravans at Eastbill in Bristol and at Weston-Super-Mare (some Travellers had caravans on both sites).
- 5.56 Encampments now occur occasionally and sometimes this is due to people travelling through to Glastonbury. The Council will now be able to direct any unauthorised encampments to their new transit pitches.
- 5.57 The routes that Gypsies, Travellers or Travelling Showpeople may use in the Council's area are the A46, A4, A36 and A39.

Cross border issues and the Duty to Cooperate

- 5.58 Officers were not aware of any cross border movement from their area to North Somerset or vice versa (other than when the Lower Bristol Road encampment closed) nor are they aware that Gypsies or Travellers are being moved on between local authority areas.
- 5.59 The Council's priority will be to ensure that the new site is effectively managed by Elim Housing and the site is sustainable. The Council is aware that the definition of Gypsies and Travellers has changed through the Housing and Planning Act 2016 and there is the current government emphasis on protection of the Green Belt; the Council wishes to ensure its policy and planning context is fair and extradite. Due to the lack of Brownfield sites it is unlikely the Council will be making any further provision itself in the immediate future. However, they continue to explore and discuss with neighbouring authorities ways of sharing

current and future provision in other districts and in the meantime, will rely on the Gypsy, Traveller and Travelling Showpeople communities to bring forward private sites to meet needs.

Bristol City Council

Accommodation for Gypsies and Travellers and Travelling Showpeople

- 5.60 Bristol City Council commissioned a joint GTAA with South Gloucestershire Council; the Assessment was carried out by ORS. The report published in 2014 estimated an additional need for 24 residential Gypsy and Traveller pitches, 0 transit pitches and 3 Travelling Showpeople plots required through the plan period up to 2028.
- 5.61 Provision has yet to be made to meet the needs identified and there are no new sites with planning permission. Provision may be made by prospective site providers/developers bringing forward planning applications and developing any planning permissions which are given; any such applications will be assessed against Local Plan Core Strategy Policy BCS19.
- 5.62 There is one permanent residential site in the City for 12 pitches which is managed by Elim Housing. There is a waiting list for the site. There are no issues on the site to report.
- 5.63 There are no tolerated sites in the area.
- 5.64 The City has one transit site for 20 pitches (with an additional 20 overspill pitches on grassland that can only be used during the summer). The usage of the transit site has increased significantly in the last 18 months which correlates with an increase in unauthorised encampments in 2016-17. The transit site has enabled the authority to deal with unauthorised encampments and also gives the opportunity for a welfare assessment to be undertaken and there are a range of services to offer support including health, housing and education
- 5.65 There are two private Travelling Showpeople yards providing a total of 16 plots. The larger of the two yards has seen a decrease in the number of plots; as households leave they have not been replaced with new households. It is understood that the larger of the two Showpeople yards has not been well maintained.
- 5.66 Encampments are regular in the area; this is because Gypsies and Travellers are visiting family, looking for work opportunities and/or passing through. There was also a significant increase in 2016-17 following the death of a respected elder which resulted in a large number of the extended family members coming to the City to pay their respects. The Council has a transit site to meet the needs of those who are transient.
- 5.67 There are various roadside spaces, parks and industrial areas in Bristol that are favoured by those who are stopping illegally. These areas are likely to be out of sight and away from the local community although on occasions some will stop in high profile areas such as park and ride sites.

Cross border issues and the Duty to Cooperate

- 5.68 There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Bristol City Council.
- 5.69 There are overarching priorities for the Gypsy Roma and Traveller Team and these are included in the Team Plan. Priorities include:

- » Maximise the social contributions from Gypsy, Roma and Traveller communities;
- » Improve engagement/participation in identifying and meeting needs;
- » Contribute towards the collection of evidence to inform and improve future commissioning of services for these communities such as support;
- » Trying to meet the housing needs of the Gypsy, Roma and Traveller communities through the provision of additional pitch provision as outlined in the 2014 GTAA.

Mendip District Council

Accommodation for Gypsies, Travellers, and Travelling Show people

- 5.70 Mendip District Council with Sedgemoor District Council, South Somerset District Council, Taunton Deane Borough Council and West Somerset District Council (referred to as the “Somerset Local Planning Authorities”) commissioned De Montfort University in partnership with John Bloxson to undertake an update to the 2010 Gypsy Traveller Accommodation Assessment (GTAA). The report published in 2013 was an addendum to that study and it provides an estimate of 140 additional residential pitches and 80 transit pitches required through the plan period up to 2029. Since 2010, 9 residential pitches have been approved.
- 5.71 There are no public sites or transit sites in Mendip. There are 30 small private sites (permanent and temporary), 1 former public site in Frome (23 pitches) which is privately managed and 8 tolerated sites. The GTAA identified one Travelling Showpeople yard in the area. There are around 20 unauthorised/ not tolerated encampments.
- 5.72 In terms of Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing the 2010 Assessment provided an estimate of those living in the area. Needs resulting from these households have been included in the Council’s updated GTAA.
- 5.73 Traveller incursions are infrequent but do occur when Gypsies or Travellers are visiting family or passing through the area into the South West to attend events such as Glastonbury. Routes that are thought to be used are the M5 and A303.

Cross border issues and the Duty to Cooperate

- 5.74 There are considered to be little cross border movement in relation to Gypsies, Travellers or Travelling Showpeople between Mendip and North Somerset or vice versa.
- 5.75 A criteria-based policy for applications was adopted in December 2014. The Council’s priorities will be to bring forward a Site Allocations Document, starting in 2017. This process will consider options for sites within the District but may need to consider options outside the district – particularly for transit sites. The GTAA may need to be refreshed in the future.
- 5.76 The Council continue to support a Community Land Trust (CLT) initiative. The CLT is a group of Gypsies and Travellers who approach landowners to identify suitable sites that may be for sale in Mendip and other areas. The CLT is funded by £200,000 awarded to Mendip District Council under the HCA site grant scheme. This is in addition to the initial £100,000 pot provided by Mendip District Council. However, it has been a

struggle to find suitable and affordable land and to find land where owners are prepared to sell, rather than lease.

Sedgemoor Council

Accommodation for Gypsies, Travellers, and Travelling Show people

- 5.77 Sedgemoor District Council with Mendip District Council, South Somerset District Council, Taunton Deane Borough Council and West Somerset District Council (referred to as the “Somerset Local Planning Authorities”) commissioned De Montfort University in partnership with John Bloxsom to undertake an update to the 2010 Gypsy Traveller Accommodation Assessment (GTAA). The report published in 2013 was an addendum to that study and it provides an estimate of 59 additional pitches required through the plan period up to 2032.
- 5.78 There is one site at Westonzoyland, which was owned by Somerset County Council but was sold and is now owned and managed by Somerset Travellers Ltd. The site is located in an industrial area and is somewhat remote and is in need of some refurbishment. It is said that on occasions the site may be used by none Gypsies or Travellers, but this is anecdotal.
- 5.79 There are a number of private sites in the area that are said to be well run but are occasionally overcrowded during the winter. Applications for new sites are being submitted and wherever possible are being authorised. However, some are refused based on the fact they are located in more remote areas and/or on land classed as Flood Zone 3; Sedgemoor has a significant proportion of land at risk of flooding and land in these areas will be cheaper to buy.
- 5.80 There was a transit site at Middlezoy (20 pitches) which had been well used. The site had been managed by an Irish Traveller who decided who could come on site; this meant that some wishing to use the site such as Romany Gypsies were refused entry. The site was vandalised in 2011 and has remained closed ever since. The current owners of the site have now successfully applied for a change of use and this site is no longer available for transit provision in the area.
- 5.81 There are a small number of tolerated sites in the area. Wherever possible the Council is looking to legitimise sites.
- 5.82 The Assessment identified 1 Travelling Showpeople yard in the area and there are not known to be any issues. The GTAA update identified a need for a further 5 plots in the area.
- 5.83 In terms of Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing the 2010 Assessment estimated there were 42 households living in the area. Needs resulting from these households have been included in the Council’s recent updated GTAA.
- 5.84 Encampments are infrequent and do not occur in any particular area of Sedgemoor. When encampments do occur they are usually because Travellers are visiting family in Evesham or passing through to go to the Appleby Fair, Bridgewater Fair, Stowe Fair and the Priddy Sheep Fair. Routes that are used around the area include the A303.

Cross border issues and the Duty to Cooperate

- 5.85 There are considered to be no significant cross border issues in relation to neighbouring local authorities that affect Sedgemoor Council
- 5.86 It was thought that Somerset would need to provide additional permanent sites and also transit provision because this generally is said to be an issue across Somerset.
- 5.87 The Council's priorities will be to talk with other councils in the South West region especially with regard to transit provision and the Council may look to provide some emergency stopping places. This is because of the eviction and movement especially around Bridgwater, Yeovil and the route used by those going to Glastonbury. The Council will also be looking to identifying sites in order to demonstrate a 5 year supply of land to meet the needs that have been evidenced. It is said that this may be hindered because of the lack of suitable land and resources. A project initiated by the Somerset Strategic Housing Officers Group (SSHG) drew up criteria against which to judge potential sites, including some consultation with members of the travelling communities, and then assessed available publically owned land against these criteria. Three potential residential/transit sites were identified in Sedgemoor as a result.

South Gloucestershire Council

Accommodation for Gypsies and Travellers and Travelling Showpeople

- 5.88 South Gloucestershire undertook their GTAA with Bristol in 2013. The research evidenced a need for 46 additional pitches for Gypsies or Travellers and 23 plots for Travelling Showpeople to 2028. Since that time, changes to the definition of Gypsies & Travellers and Travelling Showpeople in 2015 have resulted in South Gloucestershire Council deciding to update its Gypsy and Traveller (GTAA) evidence base. The refresh to this evidence base commenced in January 2016 and it is anticipated that the report will be published to support South Gloucestershire's draft new Local Plan later this year.
- 5.89 There are currently two public sites owned and managed by the Council and they provide 39 pitches in total. The Council does not hold a waiting list but any pitch vacancy is advertised as part of the Council's choice based lettings system. The sites are considered to be in good condition and well managed. There are few issues on the sites other than low level overcrowding/concealed households, difficulties in keeping the sites clean and tidy and, on occasion, tensions between residents.
- 5.90 There are 33 private sites (approximately 73 pitches) in the area and the level of private sites has increased rapidly over the last 8 years; there are not known to be any issues on the private sites. The 2013 GTAA also identified a need for 13 Travelling Showpeople yards in the area.
- 5.91 There are a small number of sites with temporary permissions mainly for individual pitches.
- 5.92 The Council does not have a transit site in the area but currently signposts Travellers to transit provision within Bristol City Council's administrative area. In addition to this the Council, as part of the permissions given on some new private sites, authorised a number of pitches that can be used for transit provision. These will not be able to be used by the Council as part of any enforcement action; how these pitches are managed is at the discretion of the owners

- 5.93 Encampments are frequent and are more common in the summer months. Encampments that occur in the winter months are more generally those who would like permanent provision but there is currently a lack of pitches in the area. The nearest transit site is in Bristol.
- 5.94 There are no favoured locations to set up an encampment in South Gloucestershire. Encampments generally occur where people are able to access land with enough space to accommodate them.
- 5.95 Generally encampments are due to people passing through on the M4 and M5 or when relatives are visiting family in the area. Some private sites now have pitches for transit provision and the levels of encampments from those visiting relatives is decreasing as they can now stay on a site with their family.
- 5.96 The GTAA evidenced that there is a need for transit provision in South Gloucestershire and this need has yet to be addressed. However, the Council continues to discuss these issues with its neighbouring West of England authorities.

Cross border issues and the Duty to Cooperate

- 5.97 There are currently considered to be no significant cross-border issues in relation to neighbouring local authorities that affect South Gloucestershire. Where there is some movement it tends to be between South Gloucestershire and Bristol because Bristol has a transit site.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy, Traveller and Travelling Showpeople population living on sites and yards in the study area. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision. The household interview questions can be found in **Appendix B** – although the interviews were actually conducted using Computer Aided Personal Interviewing (CAPI) tablets.
- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and yards in the study area. Interviews were completed between July and September 2016. Up to three attempts were made to interview each household where they were not present when interviewers first visited. The tables below identify the sites that ORS staff visited during the course of the fieldwork, and also set out the number of interviews that were completed at each site, together with the reasons why interviews were not completed where this information is available. The site list has been agreed with the Council.

Figure 6 - Sites and yards visited in North Somerset

Site Status	Pitches/ Plots	Interviews	Reasons for not completing interviews
Public Sites			
Box Bush Lane	1	2	-
Greenfields Way	24	17	6 x no contact possible, 2 x refusals (1 pitch doubled-up)
The Depot (now called The Old Yard)	1	1	-
Willowmead	7	5	2 x no contact possible
Moorland Park	1	1	-
Private Sites			
Moorland Park	20	17	2 x no contact possible, 1 x refusal, 1 x non-Travellers (1 pitch doubled-up)
Hatchinton	2	2	-
Travellers Rest	2	1	1 x unimplemented pitch
Stone Edge Batch	1	1	-
Temporary Sites			
Moorland Park	24	24	2 x no contact possible, 1 x refusal (3 pitches doubled-up)
Heathfield Park	5	3	2 x no contact possible (details from residents on other pitches)
Unauthorised Pitches			

Moorland Park	1	1	-
Travelling Showpeople Yards			
Arcadia (Temporary)	5	1	4 x no contact possible
TOTAL	94	76	

Interviews with Households in Bricks and Mortar

- 6.3 As well as local advertising and seeking contacts during the site interviews, all those interviewed during the stakeholder interviews were asked whether they could help ORS to contact Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing in the area. By working with members of the Travelling community, the Council and contacting RPs with stock in the area, and talking with agencies that support Gypsies, Travellers or Travelling Showpeople living in bricks and mortar, ORS made every attempt to involve housed Travellers in this study.
- 6.4 Despite all of the effort that were made it was not possible to identify any households living in bricks and mortar who were willing to be interviewed.

7. Current and Future Pitch Provision

Introduction

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

Planning Definition

- 7.4 As well as assessing housing need, PPTS (2015) requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the planning definition of a Gypsy, Traveller or Travelling Showperson. Only households that fall within the planning definition, and those who *may* meet the definition (households where an interview was not completed), will have their housing needs assessed separately from the wider population in the GTAA. The planning definition now excludes those who have ceased to travel permanently.

New Household Formation Rates

- 7.5 Previously, a national household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically. In this context, ORS has prepared a *Technical Note on Household Formation and Growth Rates*. The main conclusions are set out here and the full paper is in **Appendix G**.
- 7.6 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is very unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.

7.7 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.

7.8 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to 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. The Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of 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 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.

7.9 In addition the Technical Note has recently been accepted as a robust academic evidence base and has been published by the Social Research Association in its journal Social Research Practice. The overall purpose of the journal is to encourage and promote high standards of social research for public benefit. It aims to encourage methodological development by giving practitioners the space and the incentive to share their knowledge – see link below.

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

7.10 ORS assessments take full account of the net local household growth rate per annum calculated on the basis of demographic evidence from the site surveys, and the '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, and in-/out-migration.

7.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by travelling status).

7.12 In certain circumstances where the numbers of households and children are low it is not appropriate to apply a percentage rate for new household formation. In these cases a judgement has been made on likely

new household formation based on the age and gender of the children. This uses the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

7.13 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.

Breakdown by 5 Year Bands

7.14 In addition to tables which set out the overall need for Gypsies, Travellers and Travelling Showpeople, the overall need has also been broken down by 5 year bands as required by PPTS. The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission⁸, concealed and doubled-up households and adults, 5 year need from older teenage children, and net movement from bricks and mortar) in the first 5 years. Total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

Applying the Planning Definition

7.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is understood that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they were able to provide information during the household interview that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the planning definition have also been included as a potential additional component of need from unknown households. Need for households that do not meet the planning definition are assessed for illustrative purposes only and to provide evidence to support the SHMA or HEDNA.

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

Figure 7 – Planning status of households in North Somerset

Site Status	Meet Planning Definition	Do Not Meet Planning Definition	Unknown
Gypsies and Travellers			
Public Sites	6	20	10
Private Sites	5	16	3
Temporary Sites	3	24	5

⁸ Temporary planning permission for both sites expires in April 2019.

Unauthorised Pitches	0	1	0
Sub-Total	14	61	18
Travelling Showpeople			
Temporary Yards	1	-	4
Sub-Total	1	0	4
TOTAL	15	61	22

- ^{7.17} Figure 7 shows that for Gypsies and Travellers 14 households and for Travelling Showpeople 1 household meets the planning definition of a Traveller - in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 61 Gypsy and Traveller households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.
- ^{7.18} The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed, households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

- ^{7.19} Despite efforts that were made we were not able to speak to any households living in bricks and mortar in North Somerset.

Waiting Lists

- ^{7.20} Discussions with the Council indicated that there are a small number of households on the waiting list for public sites in North Somerset through the North Somerset HomeChoice Scheme. There is also believed to be a small waiting list for pitches on the large private site at Moorland Park. Whilst applying an annual rate of pitch turnover has not been considered in this assessment, it is understood that levels of turnover on some of the sites in North Somerset are healthy and that any need from households on the waiting list is usually met through turnover within a reasonable period of time. The Council should consider annual monitoring of waiting lists and pitch turnover to identify that need from the waiting list is being met.

Key Demographic Findings

- ^{7.21} Ethnicity data that was captured from the 14 Gypsy and Traveller households that meet the planning definition of a Traveller indicated that they 12 are Romany Gypsy households and 2 are English travellers.
- ^{7.22} The households that meet the planning definition comprised 55 residents – 32 adults and 23 children and teenagers aged under 18. This equates to 58% adults and 42% children and teenagers. As such the demographic data collected from the site interviews has been used to determine the new household formation rate (1.75%) for this GTAA.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.23 The 14 households who meet the planning definition of Travelling were found on 3 public sites, 2 private sites, and 2 sites with temporary planning permission. Analysis of the household interviews indicated that there is a current need for 6 additional pitches as a result of households or single adults who are concealed/doubled-up/over-crowded. Whilst interviews were completed with 2 households living on 1 pitch on a private site no need for additional pitches was identified.
- 7.24 There is also a future need of 17 pitches which is made up of new household formation of 10 pitches, 3 pitches for households who are currently living on sites with temporary planning permission, and 4 pitches for older teenage children who will need a pitch of their own in the first five years of the plan period. There is also supply of 1 pitch on a private site in the first 5 years of the GTAA period.
- 7.25 Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **22 additional pitches** over the GTAA period.
- 7.26 If all of the temporary pitches were to be made permanent this need would reduce by 3 pitches to 19 additional pitches.

Figure 8 – Additional need for Gypsy and Traveller households in North Somerset that meet the Planning Definition (2016-2036)

Gypsies and Travellers Meeting the Planning Definition	Pitches
Supply of Pitches	
Available vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	1
Pitches vacated by households moving away from the study area	0
Total Supply	1
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	6
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	6
Future Need	
5 year need from older teenage children	4
Households on sites with temporary planning permission	3
In-migration	0
New household formation (Household base 24 and formation rate 1.75%)	10
Total Future Need	17
Net Pitch Need = (Current and Future Need – Total Supply)	22

Figure 9 – Additional need for Gypsy and Traveller households in North Somerset that meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	14	2	3	3	22

Pitch Needs – Unknown Gypsies and Travellers

- 7.27 It was not possible to conduct an interview with a total of 18 households either due to households not being present during the fieldwork period, or households that refused to be interviewed.
- 7.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.29 However data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.
- 7.30 This would suggest that it is likely that only a small proportion of the potential need identified from unknown households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.31 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households the overall level of need could rise by up to 6 from new household formation (this uses a base of the 18 households and a net growth rate of 1.50%⁹). There are also 5 unknown households on sites with temporary planning permission.
- 7.32 Therefore additional need *could* increase by up to a further 11 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 18 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix C**.
- 7.33 If all of the temporary pitches were to be made permanent this need would reduce by 5 pitches to 6 additional pitches.

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

- 7.34 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through the SHMA and through

⁹ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

separate Local Plan policies. On this basis, it is evident that whilst the needs of the 61 households who do 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 Romany Gypsies or Irish Travellers and may claim that the Council should meet their housing needs through culturally appropriate housing. A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

- 7.35 The GTAA identified one Travelling Showperson yard in North Somerset with temporary planning permission. The one household that was interviewed met the planning definition of a Travelling Showperson.
- 7.36 The GTAA identifies a need for **2 additional plots** for household that meet the planning definition. This is made of one plot as a result of new household formation (based on the demographics of the residents) and 1 plot as the household is on a yard with temporary planning permission.
- 7.37 If all of the temporary plots were to be made permanent this need would reduce by 1 plot to 1 additional plot.
- 7.38 The GTAA identifies a need of up to 5 additional plots for unknown households and this is made up of new household formation of up to 1 from a maximum of 18 households and 4 plots for households that are currently living on yards with temporary planning permission.
- 7.39 If all of the temporary plots were to be made permanent this need would reduce by 4 plots to 1 additional plot.

Figure 10 – Additional need for Travelling Showpeople households in North Somerset that meet the Planning Definition (2016-2036)

Travelling Showpeople Meeting the Planning Definition	Plots
Supply of Plots	
Available vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
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 yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	1

In-migration	0
Net new household formation (Formation based on site demographics)	1
Total Future Need	2
Net Plot Need = (Current and Future Need – Total Supply)	2

Figure 11– Additional need for Travelling Showperson households in North Somerset that meet the Planning Definition by 5 year periods

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

- 7.40 In addition a previous discussion with a Travelling Showperson representative now living on the yard with temporary planning permission claimed that there are several unauthorised yards across North Somerset which are used mainly as winter quarters.
- 7.41 These unauthorised yards are said to be occupied mainly by Travelling Circus Showpeople. There are also said to be approximately 150 additional individuals who also travel for about 6 months of the year where they are moving around and spend the other half of the year on a mixture of authorised and unauthorised yards in the North Somerset and Bristol area.
- 7.42 They have been moved on from a number of unauthorised yards in North Somerset and Bristol in recent years and are seeking permanent quarters due to family commitments. They are aware of large numbers of other Travelling Showpeople in the same situation, and that there is a lack of supply to meet these needs.
- 7.43 As it was not possible to obtain any demographic data for the residents on the unauthorised yards it is not possible to complete a formal assessment of need. However it is clear that there are additional pressures to provide authorised accommodation for Travelling Showpeople in North Somerset and the surrounding areas of Bath and North East Somerset and Bristol.
- 7.44 It is therefore recommended that the Council seek to address these accommodation pressures through close working with neighbouring local authorities, and that further work is undertaken to formally assess accommodation needs when demographic information on residents becomes available.

Transit Requirements

- 7.45 When determining the potential need for transit provision the assessment has looked at data from the DCLG Traveller Caravan Count, the outcomes of the stakeholder interviews undertaken for the previous GTAA and records on numbers of unauthorised encampments, and the potential wider issues related to PPTS (2015).

DCLG Traveller Caravan Count

- 7.46 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to

interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.

- 7.47 Data from the Caravan Count shows that there have been low numbers of unauthorised caravans on land not owned by travellers in North Somerset in recent years.

Stakeholder Interviews

- 7.48 There are no public or private transit sites in North Somerset and as it is a unitary authority it is not able to formally make use of transit sites in other areas. The previous GTAA recommended that the Council should provide 10 public transit pitches between 2006 and 2016. This would give the police stronger powers to move on unauthorised encampments, as well as providing Travellers with facilities, and potentially alleviating some of the tensions with the settled community caused by Travellers occupying public land.
- 7.49 The nearest transit site is in Bristol. Some stakeholders raised the fact that Somerset County Council had sold off its transit sites. The majority of stakeholders believe that a transit site should be provided, although there were a number of concerns raised.
- 7.50 It was also reported that statistically the area has seen varying numbers of encampments in recent years. In 2012-13 there were 13 encampments; in 2013-14 there were 16; in 2014-15 there were 47; in 2015-16 there were 50 and in 2016-17 there were 37. The Council believe that the increase in numbers of unauthorised in recent years has been as a result of Gypsies and Travellers visiting family on the new Greenfields Way site or visiting to see if they could obtain a pitch on Greenfields. Since Greenfields Way has opened numbers of encampments have decreased.
- 7.51 It is also the experience of the Council that a number of the unauthorised encampments in North Somerset result from Travellers travelling up or down the M5 stopping whilst en-route elsewhere or because they are visiting the area for a holiday due to the coastal location of North Somerset, alongside those that visit for work purposes.

Potential Implications of PPTS (2015)

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

Transit Recommendations

- ^{7.53} It is recommended that whilst there may be historic evidence suggesting that transit provision may be required in North Somerset, the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- ^{7.54} 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 North Somerset; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in North Somerset; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment.
- ^{7.55} A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in 3 years time to allow for a new evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- ^{7.56} In the short-term the Council should continue the use of existing management approaches for dealing with unauthorised encampments and may also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the planning definition - although from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- ^{7.57} 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.
- ^{7.58} 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.

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Appendix A: Glossary of Terms

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

Appendix B: Household Interview Questions

NOT FOR CIRCULATION

GTAA Questionnaire 2016



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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

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

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

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

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

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

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

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

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

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A9 Is this site your main place of residence? If not where is?

INTERVIEWER: Please cross one box only

Yes

No

If not main place of residence where is (please specify)

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

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

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

Choice

No option

If no option, why?

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

INTERVIEWER: Please cross one box only

Yes

No

Reasons (please specify)

A13 How many separate families or unmarried adults live on this pitch?

INTERVIEWER: Please cross one box only

1

2

3

4

5

6

7

8

9

10

B Demographics

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

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

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

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

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1

2

3

4

5

6

7

8

9

10

Other *Please specify*

NOT FOR CIRCULATION

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

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

Details (Please specify)

D **Waiting List**

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

INTERVIEWER: Please cross one box only

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

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

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

Other *(Please specify)*

Details (Please specify)

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

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

Other *(Please specify)*

Details (Please specify)

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

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

No

Other *(Please specify)*

Details (Please specify) and take contact details)

NOT FOR CIRCULATION

E		Future Accommodation Needs				
E1	Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i>	<input type="checkbox"/> Yes <i>If yes</i> → Continue to E2				
		<input type="checkbox"/> No <i>If no</i> → Go to F1				
		<input type="text" value="If so, why? (please specify)"/>				
E2	Where would you move to? <i>INTERVIEWER: Please cross one box only</i>					
	Another site in this area <i>(specify where)</i>	A site in another council area <i>(specify where)</i>	Bricks and mortar in this area <i>(specify where)</i>	Bricks and mortar in another council area <i>(specify where)</i>	Other <i>(Please specify)</i>	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	<input type="text" value="Please specify where they would move to"/>					
E3	If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i>					
	Private buy	Private rent	Public rent			
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
E4	Can you afford to buy a private pitch or site? <i>INTERVIEWER: Please cross one box only</i>					
	Yes	No				
	<input type="checkbox"/>	<input type="checkbox"/>				
E5	Are you aware of, or do you own any land that could have potential for new pitches? <i>INTERVIEWER: Please cross one box only</i>					
	Yes	No				
	<input type="checkbox"/>	<input type="checkbox"/>				
	<input type="text" value="Please ask for details on where land/site is located and who owns the land/site?"/>					

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F	Travelling
F1	<p>How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5+ </p> <p style="text-align: center;"> ↓ Go to F6 } Continue to F2 </p>
F2	<p>If you or members of your family have travelled in the last 12 months, which family members travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> All the family <input type="checkbox"/> Adult males <input type="checkbox"/> Other <input style="width: 100px; height: 20px;" type="text" value="If other, please specify"/> </p>
F3	<p>What were the <u>main</u> reasons for travelling? <i>INTERVIEWER: Please cross all that apply</i></p> <p style="text-align: center;"> <input type="checkbox"/> Work <input type="checkbox"/> Holidays <input type="checkbox"/> Visiting family <input type="checkbox"/> Fairs <input type="checkbox"/> Other </p> <p style="text-align: center; border: 1px solid black; padding: 5px;">Details / specify if necessary</p>
F4	<p>At what time of year do you or family members usually travel? And for how long? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> <input type="checkbox"/> All year <input type="checkbox"/> Summer <input type="checkbox"/> Winter </p> <p style="text-align: center; border: 1px solid black; padding: 5px;">And for how long?</p>
F5	<p>Where do you or family members usually stay when they are travelling? <i>INTERVIEWER: Please cross all boxes that apply</i></p> <p style="text-align: center;"> <input type="checkbox"/> LA transit sites <input type="checkbox"/> Private transit sites <input type="checkbox"/> Roadside <input type="checkbox"/> Friends/family <input type="checkbox"/> Other <input style="width: 100px; height: 20px;" type="text" value="If other, please specify"/> </p>
F6	<p>INTERVIEWER: Ask F6 – F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9 Have you or family members ever travelled? <i>INTERVIEWER: Please cross one box only</i></p> <p style="text-align: center;"> Yes <input type="checkbox"/> → Continue to F7 No <input type="checkbox"/> → Go to F9 </p>
F7	<p>When did you or family members last travel? <i>INTERVIEWER: Please write in</i></p> <p style="text-align: center; border: 1px solid black; padding: 5px;">Details</p>
F8	<p>Why do you not travel anymore? <i>INTERVIEWER: Cross all boxes that apply & probe for details</i></p> <p style="text-align: center;"> <input type="checkbox"/> Children in school <input type="checkbox"/> Ill health <input type="checkbox"/> Old age <input type="checkbox"/> Settled now <input type="checkbox"/> Nowhere to stop <input type="checkbox"/> No work opportunities <input type="checkbox"/> Other </p> <p style="text-align: center; border: 1px solid black; padding: 5px;">If other, please specify</p> <p style="text-align: center; border: 1px solid black; padding: 5px; font-size: small;">Details about children in school, types of ill health, or looking after relative with poor health, and specific problems/issues relating to old age</p>

NOT FOR CIRCULATION

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

INTERVIEWER: Please cross one box only

- Yes → Continue to F10
No → Go to G1
Don't know → Go to G1

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

Details

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

Details

G

Any other information

G1 Any other information about this site or your accommodation needs?

INTERVIEWER: Please write in

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

G2 Site/Pitch plan? Any concerns? INTERVIEWER: Please sketch & write in

Sketch of Site/Pitch — any concerns?

Are any adaptations needed?

Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently

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H	Bricks & Mortar Contact [REDACTED]
H1	<p>Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i></p> <div data-bbox="288 427 1278 949" style="border: 1px solid black; padding: 20px; text-align: center;"><p>Details</p></div>
Quality control	
<p><i>INTERVIEWER: May I also take your name, telephone number and address? ORS may wish to contact you to confirm that this interview took place. These details will only be used for this purpose and will not be passed onto anyone else.</i></p>	
Respondent's Name.....	<input type="text"/>
Respondent's Telephone.....	<input type="text"/>
Respondent's Email.....	<input type="text"/>
<p><i>INTERVIEWER: Thank you for your time and help completing this questionnaire</i></p>	
<p>INTERVIEWERS DECLARATION:</p>	
<p><i>I certify that I have conducted this interview personally with the person named above in accordance with the Market Research Society Code of Conduct</i></p>	
<p>Interviewers Signature:</p> <div data-bbox="486 1753 1045 1832" style="border: 1px solid black; height: 35px; margin-top: 10px;"></div>	

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

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

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

INTERVIEWERS DECLARATION:

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

Interviewers Signature:

Appendix C: Unknown Households

Figure 12 – Additional need for unknown Gypsy and Traveller households in North Somerset - 2016-2036

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	5
In-migration	0
New household formation (Base number of households 18 and formation rate 1.50%)	6
Total Future Needs	11
Net Pitch Need = (Current and Future Need – Total Supply)	11

Figure 13 – Additional need for unknown Gypsy and Traveller households in North Somerset by 5 year periods

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

If all of the temporary pitches were to be made permanent this need would reduce by 5 pitches to additional pitches.

Figure 14 – Additional need for unknown Travelling Showpeople households in North Somerset - 2016-2036

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
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 yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	4
In-migration	0
Net new household formation <i>(Base number of households 4 and formation rate 1.00%)</i>	1
Total Future Need	5
Net Pitch Need = (Current and Future Need – Total Supply)	5

Figure 15 – Additional need for unknown Travelling Showpeople households in North Somerset by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	4	0	1	0	5

If all of the temporary plots were to be made permanent this need would reduce by 4 plots to 1 additional plot.

Appendix D: Households not meeting the Planning Definition

Figure 16 – Additional need for Gypsy and Traveller households in North Somerset that do not meet the Planning Definition - 2016-2036

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	9
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/doubling-up/over-crowding	9
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	10
Future Need	
5 year need from older teenage children	14
Households on sites with temporary planning permission	21
In-migration	0
New household formation (Base number of households 84 and formation rate 1.85%)	37
Total Future Need	72
Net Pitch Need = (Current and Future Need – Total Supply)	82

Figure 17 – Additional need for Gypsy and Traveller households in North Somerset that do not meet the Planning Definition by 5 year periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	53	9	10	10	82

If all of the temporary pitches were to be made permanent this need would reduce by 21 pitches to 61 additional pitches.

There were no Travelling Showpeople who did not meet the planning definition.

Appendix E: Site and yard lists (July 2016)

Figure 18 – North Somerset site and yard site list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Box Bush Lane	1	-
Greenfields Way	24	-
The Depot (now called The Old Yard)	1	-
Willowmead	7	-
Moorland Park	1	-
Private Sites with Permanent Permission		
Moorland Park	20	-
Hatchinton	2	-
Travellers Rest	2	-
Stone Edge Batch	1	-
Private Sites with Temporary Permission		
Moorland Park	24	
Heathfield Park	5	-
Tolerated Sites		
None	-	-
Unauthorised Pitches		
Moorland Park	-	1
TOTAL PITCHES	88	1
Travelling Showpeople Yards (temporary permission)		
Arcadia	5	-
TOTAL PLOTS	5	0
Transit Provision		
None	-	-

Appendix F: List of stakeholders interviewed

North Somerset Council Officers/Member x 14

Neighbouring Authority officers x 8 + 1 written response = 9

Western Section of the Showmen's Guild of Great Britain x 1

Registered Providers x 2

Somerset County Council x 1

Alliance Living x 1

Gypsy & Traveller Advocate x 1

Appendix G: ORS Technical Note



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

August 26th 2015

Opinion Research Services
Spin-out company of Swansea University



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

Any press release or publication of this research requires the advance approval of ORS. Such approval will only be refused on the grounds of inaccuracy or misrepresentation.

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Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

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

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

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

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

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

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

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

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

Modelling population growth

Introduction

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

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

Migration effects

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

Population profile

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

Table 4

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

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

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

Birth and fertility rates

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

Death rates

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

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

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

Modelling outputs

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

Household growth

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

Table 5

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

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

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

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

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

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

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

Household dissolution rates

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

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

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

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

Summary conclusions

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

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