



Selby District Council

Gypsy and Traveller

Accommodation Assessment (GTAA)

Final Report

May 2018



Opinion Research Services | The Strand, Swansea SA1 1AF
Steve Jarman, Claire Thomas and Ciara Small
enquiries: 01792 535300 · info@ors.org.uk · www.ors.org.uk

© Copyright May 2018

Contains public sector information licensed under the Open Government Licence v 3.0

Contains OS Data © Crown Copyright (2018)

Contents

1. Executive Summary	6
Introduction and Methodology	6
Key Findings.....	6
Additional Pitch Needs – Gypsies and Travellers	6
Additional Plot Needs - Travelling Showpeople	8
Transit Recommendations	8
Implications of Changes to Government Guidance	9
2. Introduction	10
Definitions	10
The Planning Definition in PPTS (2015)	10
Definition of Travelling.....	11
Legislation and Guidance for Gypsies and Travellers.....	13
PPTS (2015).....	13
3. Methodology	15
Background.....	15
Glossary of Terms	15
Desk-Based Review	15
Stakeholder Engagement	16
Working Collaboratively with Neighbouring Planning Authorities	16
Survey of Travelling Communities.....	16
Engagement with Bricks and Mortar Households.....	17
Timing of the Fieldwork.....	18
Applying the Planning Definition.....	18
Unknown Households	19
Households that Do Not Meet the Planning Definition	20
Calculating Current and Future Need.....	21
Pitch Turnover	22
Transit Provision.....	22
4. Gypsy, Traveller & Travelling Showpeople Sites & Population	24
Introduction.....	24
Sites and Yards in Selby	25
MHCLG Traveller Caravan Count.....	25
5. Stakeholder Engagement	26
Introduction.....	26
Views of Council Officers in the Study Area	26

6. Survey of Travelling Communities	34
Interviews with Gypsies and Travellers.....	34
Interviews with Gypsies and Travellers in Bricks and Mortar	35
7. Current and Future Pitch Provision.....	36
Introduction.....	36
New Household Formation Rates	36
Breakdown by 5 Year Bands.....	37
Applying the Planning Definition.....	38
Bricks and Mortar Households	39
Waiting List for Public Sites	39
Pitch Needs – Gypsies and Travellers that meet the Planning Definition.....	39
Pitch Needs – Unknown Gypsies and Travellers	40
Pitch Needs - Gypsies and Travellers that do not meet the Planning Definition	41
Plot Needs – Travelling Showpeople.....	41
Transit Requirements	42
MHCLG Traveller Caravan Count.....	42
Stakeholder Interviews and Local Data	42
Potential Implications of PPTS (2015)	43
Transit Recommendations	43
8. Conclusions	44
Gypsies and Travellers.....	44
Travelling Showpeople	44
Transit Provision.....	44
Summary of Need to be Addressed	44
Implications of Changes to Government Guidance	45

List of Figures46

Appendix A: Glossary of Terms47

Appendix B: Unknown Households49

Appendix C: Households that do not meet the Planning Definition51

Appendix D: Site and Yard List (March 2018)53

Appendix E: Household Interview Questions54

Appendix F: Technical Note on Household Formation and Growth Rates.....63

1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Selby.
- 1.2 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2033. The outcomes of this study supersede the outcomes of previous GTAAs completed in Selby.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Selby through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites and yards. A total of 37 interviews were completed with Gypsies and Travellers. There were no Travelling Showpeople identified. Following the efforts that were made it was possible to identify 2 households to interview that were living in bricks and mortar. In addition, a total of 11 stakeholder interviews were completed.
- 1.4 The baseline date for the study is March 2018 which was when the household interviews were completed.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.5 Overall the additional pitch needs for Gypsies and Travellers from 2018-2033 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 households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite up to three visits to each pitch) who may meet the planning definition, and for those households that do not meet the planning definition – although this is not now a requirement for a GTAA.
- 1.6 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 formally considered as need arising from the GTAA.
- 1.7 The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion Local Plan policies.
- 1.8 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 have to be addressed through the provision of conditioned² Gypsy or Traveller pitches. In terms of Local Plan policies, the Council should consider the use of a criteria-

¹ See Paragraph 3.22 for further information on unknown households.

² Pitches with specific planning conditions restricting occupation to Gypsies and Travellers as defined by Annex 1 in PPTS (2015).

based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition, as opposed to making a specific allocation in plan policies.

- 1.9 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) and through separate Local Plan policies. This is reflected in the Draft Revised NPPF that was issued in March 2018.
- 1.10 There were 13 Gypsy or Traveller households identified in Selby that meet the planning definition, 17 unknown households that may meet the planning definition and 24 households that do not meet the planning definition.
- 1.11 There is a need for **8 additional pitches** for households that meet the planning definition. This is made up of current need from 4 households who are living on unauthorised sites and 1 concealed or doubled-up household or adult. There is a future need from 2 households who are living on sites with temporary planning permission, 6 teenage children who will be in need of a pitch of their own in the next 5 years, and 3 additional pitches as a result of new household formation derived from the household demographics. There is also supply of 8 pitches: 4 from households who want to move to bricks and mortar, 2 from households who want to move to another site in the area and 2 households who want to move away from the study area.
- 1.12 The need for up to 10 additional pitches for unknown households is made up 6 households who are living on unauthorised developments and 4 pitches from new household formation using the ORS national formation rate of 1.50%. If the ORS national average³ of 10% were applied this could result in a need for 1 additional pitch. Whilst the proportion of households in Selby that meet the planning definition (35%) is higher than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need for 3 additional pitches.
- 1.13 Whilst not now a requirement to include in a GTAA, there is a need for up to 26 additional pitches for households that do not meet the planning definition. This is made up of 7 concealed or doubled-up households or adults, 5 teenagers who will be in need of a pitch of their own in the next 5 years, 3 for households on sites with temporary planning permission and 11 from new household formation using a formation rate of 1.85% derived from the household demographics.

Figure 1 – Additional need for Gypsy and Traveller households in Selby (2018-2033)

Status	Total
Meet Planning Definition	8
Unknown	0-10 (10%=1)
Do not meet Planning Definition	26

Figure 2 – Additional need for Gypsy and Traveller households in Selby that meet the Planning Definition by 5-year periods

Years	0-5	5-10	10-15	Total
	2018-23	2023-28	2028-33	
	5	0	3	8

³ Based on over 2,500 interviews completed by ORS across England.

Additional Plot Needs - Travelling Showpeople

- 1.14 Whilst the assessment did identify 1 potential Travelling Showpeople yard in Selby an interview with the applicant for the planning permission confirmed that the Former Mushroom Farm in Gateforth has not been implemented and that planning consent granted at appeal expired in March 2016. Another potential yard was identified at Monk Fryston, but further investigation indicated that planning permission was refused in 2010 and that a subsequent appeal was dismissed. No further evidence was identified during the study to suggest any other Travelling Showpeople seeking to establish a yard in Selby.
- 1.15 As there were no Travelling Showpeople identified in Selby there is no current or future need for additional plots over the GTAA period to 2033. Any planning applications that are submitted to the Council should be dealt with through the development management system.

Transit Recommendations

- 1.16 Whilst there is some evidence of a small number of unauthorised encampments in Selby in recent years, it is recommended that there is no need to provide any new transit pitches at this time. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.17 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 Selby; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in Selby; and whether their travelling is a result of changes to PPTS (2015). This information should be collected as part of a Welfare Assessment (or equivalent).
- 1.18 A review of unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a sufficient 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. This review should be carried with other local authorities in North Yorkshire as well as with North Yorkshire County Council.
- 1.19 In the short-term, the Council should consider the use of management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. 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.
- 1.20 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.

Implications of Changes to Government Guidance

- ^{1.21} A Judicial Review of the new planning definition started in September 2017 but had not yet been determined at the time of this report. The review is seeking to reinstate the former planning definition of a Traveller, so it will include households that have ceased to travel permanently.
- ^{1.22} Should this review be successful a proportion of those households that do not meet the current planning definition may meet the definition if they can demonstrate that they have ceased to travel permanently but have travelled for work in the past. However, given that the previous Housing Definition of a Traveller was repealed by the Housing and Planning Act (2016) it is unlikely that all of the households that do not meet the current Planning Definition will meet the previous Planning Definition.

2. Introduction

- 2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Selby. The outcomes of the study will supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Selby.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act (2016).
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of Traveller pitches and plots covering the period 2018 to 2033. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is March 2018, which was when the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

- a) Whether they previously led a nomadic habit of life.*
- b) The reasons for ceasing their nomadic habit of life.*

c) Whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

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

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

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

- 2.8 The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will no longer fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.
- 2.9 A Judicial Review of the new definition started in September 2017 but had not yet been determined at the time of this report.

Definition of Travelling

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

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

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

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

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

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

Legislation and Guidance for Gypsies and Travellers

- ^{2.21} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » The Housing and Planning Act, 2016
 - » Planning Policy for Traveller Sites (PPTS), 2015
 - » National Planning Policy Framework (NPPF), 2012
 - » Planning Practice Guidance⁴ (PPG), 2014
- ^{2.22} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act (2016) 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 introducing the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):
- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
 - » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
 - » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
 - » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
 - » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
 - » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
 - » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
 - » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
 - » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
 - » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*

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

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

2.24 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.
- 3.3 The approach currently used by ORS was considered in April 2016 and July 2017 by the Planning Inspector for the Cheltenham, Gloucester and Tewkesbury Joint Core Strategy. She concluded in her final Examination Report that was published in October 2017:

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

- 3.4 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms

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

Desk-Based Review

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

Stakeholder Engagement

- 3.7 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. A total of 3 interviews were completed with Council Officers from the study area. Interviews were also completed with a representative from Horton Housing who manage the public sites in North Yorkshire, and a representative from the Showmen's Guild. A detailed topic guide was agreed with the Council.

Working Collaboratively with Neighbouring Planning Authorities

- 3.8 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below. Again, a detailed topic guide was agreed with the Council.
- » Doncaster Metropolitan District Council
 - » East Riding of Yorkshire Council
 - » Harrogate Borough Council
 - » Leeds City Council
 - » Wakefield Metropolitan Borough Council
 - » City of York Council

Survey of Travelling Communities

- 3.9 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 visits were made to households where it was not initially possible to conduct an interview because they were not available at the time.
- 3.10 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need and is an approach which is regularly challenged by the Planning Inspectorate at planning appeals.
- 3.11 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The household interview questions that were used (see **Appendix E**) have been updated to take account of changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. All sites and yards were visited by members of our team of experienced interviewers who work on our GTAA studies across England and Wales. Interviewers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics; their current or future accommodation needs; whether there is any over-crowding or the presence of concealed or doubled-up households or single adults; and travelling characteristics. Interviewers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

- 3.12 Interviewers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.
- 3.13 Where it was not possible to undertake an interview, interviewers sought to capture as much information as possible about each pitch from sources including neighbouring residents and site management (if present).
- 3.14 Interviewers also distributed copies of an information leaflet that was prepared by Friends, Families and Travellers explaining the reasons for the need to complete the household interview as part of the GTAA process.

Figure 3 – Friends, Families and Traveller Leaflet



Engagement with Bricks and Mortar Households

- 3.15 The 2011 Census records 30 households that identified as Gypsy or Irish Travellers who live in a house or flat in Selby.
- 3.16 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites, intelligence from the Council, outcomes from previous planning appeals, and adverts on social media (including the Friends, Families and Travellers Facebook group). Through this approach the study endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.

-
- 3.17 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed as, in our experience, this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. The assumption is made that all those wishing to move will make their views known based on the wide range of publicity that has been put in place. Thus, we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating extensive efforts to make them aware of the study.

Timing of the Fieldwork

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

Applying the Planning Definition

- 3.19 The primary change introduced by PPTS (2015) in relation to the assessment of need was 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. A small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied. These decisions 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 temporarily due to education, ill health or old age.**
- 3.20 The household survey included a section of structured 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.
 - » Which household members had travelled.
 - » Whether household members have ever travelled.
 - » The main reasons for travelling – carefully probing visits to fairs to determine whether for work or cultural purposes.
 - » 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.
- 3.21 When the household interviews were completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information
-

to demonstrate that household members travel for work purposes 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.

- 3.22 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be formally assessed. Only those households that meet, or may meet, the planning definition will form the formal 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; and
 - » Households where an interview was not possible who *may* fall under the planning definition.
- 3.23 Whilst the needs of those households that do not meet the planning definition do not need to be formally included in the GTAA, they have been assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments.

Unknown Households

- 3.24 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the 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 an additional need figure over and above the need identified for households that do meet the planning definition⁵.
- 3.25 The estimate of potential need in unknown households 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 ORS national formation rate of 1.50% has been used as the demographics of residents are unknown.
- 3.26 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 in through the GTAA or the SHMA/HEDNA.
- 3.27 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.
- 3.28 However, data that has been collected from over 2,500 household interviews that have been completed by ORS across England since the changes to PPTS in 2015 suggests that, overall, approximately 10% of households who have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, no households meet the planning definition.

⁵ Plus any additional unidentifiable need arising from concealed or doubled-up households or adults and 5 year need from teenage children.

-
-
- 3.29 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are up to 14,000 Gypsy and Traveller pitches in England. ORS have interviewed households on almost 20% of these pitches at a representative range of sites. Of the households that have been interviewed, approximately 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,500 pre-PPTS (2015) household interviews and also found that approximately 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.
- 3.30 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 for example.
- 3.31 In terms of Local Plan policies, the Council should consider a criteria-based policy for any unknown households that do provide evidence that they meet the planning definition.
- 3.32 An assessment of need for unknown households can be found in **Appendix B**.
- 3.33 The ORS methodology to address the need arising from unknown households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:

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

Households that Do Not Meet the Planning Definition

- 3.34 Households who do not travel for work now fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of all 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,

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

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 C**.

Calculating Current and Future Need

^{3.35} To identify need, PPTS (2015) requires an assessment for current and future pitch requirements but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Supply of Pitches

^{3.36} 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 to other sites in the study area.
- » Pitches vacated by people moving from the study area (out-migration).

^{3.37} It is important when seeking to identify supply from vacant pitches that they are in fact available for general occupation – i.e. on a public or social rented site, or on a private site that is run on a commercial basis with anyone being able to rent a pitch if they are available. Typically, vacant pitches on small private family sites are not included as components of available supply but can be used to meet any current and future need from the family living on the site.

Current Need

^{3.38} The second stage was to identify components of current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space already available in the study area. This is made up of the following:

- » 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

^{3.39} The final stage was to identify components of future need. This includes the following four components:

- » Teenage children in need of a pitch of their own in the next 5 years.
- » Households living on sites with temporary planning permission.
- » New household formation.

» In-migration.

- 3.40 Household formation rates are often the subject of challenge at appeals or examinations. ORS agrees with the position set out by DCLG in the Ministerial Statement of 2014 and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. Our approach is set out in more detail later in this report.
- 3.41 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for both Gypsies and Travellers. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5-year periods to 2033.

Pitch Turnover

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

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

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

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

Transit Provision

- 3.45 PPTS also requires an assessment of the need for any transit sites or stopping places. While the majority of Gypsies, Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population, a range of sites

or management approaches can be developed to accommodate Gypsies and Travellers as they move through different areas, including:

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

^{3.46} In order to investigate the potential need for transit provision when undertaking work to support the study, ORS sought to undertake analysis of any records of unauthorised sites and encampments, as well as information from the Ministry of Housing, Communities and Local Government (MHCLG)⁷ Traveller Caravan Count. The outcomes of discussions with Council Officers and Officers from neighbouring planning authorities were also taken into consideration when determining this element of need in the study area.

⁷ Formerly the Department for Communities and Local Government (DCLG).

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size⁸. 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

⁸ Whilst it has now been withdrawn, Government Guidance on Designing Gypsy and Traveller Sites (2008) recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

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

Sites and Yards in Selby

- 4.6 In Selby, at the base date for the GTAA, there were 2 public sites with planning permission for 24 pitches and 4 private sites with full planning permission for 9 pitches. There was also 1 site with 2 pitches with a certificate for lawful development, 2 sites with temporary planning permission for 13 pitches, 1 site with 4 pitches that are tolerated for planning purposes and 4 unauthorised sites with 23 pitches. There were no Travelling Showpeople yards or transit pitches. See **Appendix D** for further details.

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

Category	Sites/Yards	Pitches/Plots
Public sites	2	24
Private with permanent planning permission	4	9
Certificate of Lawful Development	1	2
Private with temporary planning permission	2	13
Sites tolerated for planning purposes	1	4
Unauthorised sites	4	23
Transit provision	0	0
Travelling Showpeople provision	0	0

MHCLG Traveller Caravan Count

- 4.7 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013 it was renamed the Traveller Caravan Count due to the inclusion of data on Travelling Showpeople.
- 4.8 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 Traveller Caravan Count data has been used to *support* the identification of the need to provide for transit provision and this is set out later in this report.

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 Three interviews were undertaken with Council Officers from the study area and a representative of Horton Housing who manage the four public sites in North Yorkshire.
- 5.4 As part of the stakeholder consultation ORS also interviewed a representative of the Showman's Guild.
- 5.5 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from six neighbouring local authorities:
- » Doncaster Metropolitan District Council
 - » East Riding of Yorkshire Council
 - » Harrogate Borough Council
 - » Leeds City Council
 - » Wakefield Metropolitan District Council
 - » City of York Council
- 5.6 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.
- 5.7 The first section provides the response from key stakeholders and Council Officers from the study area and neighbouring authorities. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Council Officers in the Study Area

- 5.8 A summary of the Officer's views and input into the project are set out below.

Accommodation for Gypsies and Travellers and Travelling Showpeople

- » The previous GTAA identified a need for three additional pitches which comes from an existing unauthorised site. The Local Authority is working towards the Site Allocation Plan which will be published later this year. The GTAA will feed into the Development Plan Document to ensure it is very clear where provision is likely to be provided and where it will be authorised.
- » The Local Authority is felt to be meeting the accommodation needs reasonably well and have private sites which have permanent consent or temporary permission and two public sites which are managed by Horton Housing. There has been some redevelopment on the sites which included the replacement of the utility blocks, although one officer described the sites as 'old'.
- » There is a separate waiting list for each of the two public sites, and applicants are asked to state their preferred site; eight people have specified the Burn site and one for Carlton. Applicants include a mixture of those currently on the site, some outside of the area and those in bricks and mortar.
- » An officer representing Horton Housing who manages the site waiting list explained that there are times of the year when all the pitches are full, and at other times there are voids. The officer explained that although they are settled, Travellers in Selby do tend to move around to Leeds, Doncaster and Castleford. However, another officer described the public sites as 'always being full'.
- » Officers were aware that there are families living in bricks and mortar in the area and one officer who is in direct contact with some of these families described them as happy and settled in this type of accommodation. There are however some families who have moved from the site into bricks and mortar and are now unhappy with their accommodation; some of which have made a site waiting list application (and has been sent a letter about how they can discuss their needs as part of the GTAA).
- » There is currently no Travelling Showpeople living in Selby. There was a planning application granted for 10 Travelling Showpeople plots and two additional plots for transit. However, the sale of the land did not go through as the owner of the land increased its cost. This family currently live in Doncaster on an overcrowded site and are still looking at possible land options in the Selby area.

Short-term Encampments and Transit Provision

- » Short term encampments are not considered an issue in Selby. Overall, numbers are low usually those passing through the area en route to fairs, or they have stopped to visit family in the area (not those looking for permanent accommodation). When encampments occur on Council owned land they will be tolerated if it is not causing any issues including anti-social behaviour. If there are problems, then the Council will pursue action.
- » There was a difference of opinion in terms of whether a transit site is required. One officer interviewed felt there isn't necessarily the demand for one in this area, but if there are similar numbers in other areas then it may be useful to have one that would reduce the numbers overall. Another officer felt that there does tend to

be more need during the winter months, so a transit site could be useful for those who are looking to have a base during those months.

Cross-Boundary Issues

- » Officers interviewed were not aware of any significant cross boundary issues.

Future Priorities and Any Further Issues

- » The main issue is the identification of additional sites (if required) and how to deal with those Gypsy and Travellers who no longer meet the Government definition. Some existing sites are located in the green belt area and this is an issue.

Neighbouring Authorities

Doncaster Metropolitan District Council

^{5.9} With regard to overall accommodation need in Doncaster, the views of the officer interviewed were as follows:

- » Doncaster currently assesses need for Gypsy and Travellers annually. The latest GTANA (2018) has been undertaken this year and shows there is a surplus of pitches. Applications are dealt with on a case by case basis.
- » The need for Travelling Showpeople is also assessed annually and the latest TSPANNA shows a small surplus of yards/plots. Applications are also dealt with on a case by case basis.
- » There are a number of authorised council run and private sites of a variety of sizes, which include a number of available plots at present.
- » There are short-term encampments which occur within the area around the summer months and public holidays. There is no significant need for transit sites. The previous council run transit site was underused and subsequently sold to become a permanent site. Evidence gathered in the GTANA indicates visitors stay with local residents on their plots/house.

^{5.10} With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » Discussions with other South Yorkshire City Region authorities reveals that other areas have a smaller supply of sites than Doncaster; that there are low levels of unauthorised pitches; and that there is no indication of a wish / intention for migration to Doncaster from these areas, although there has been outmigration from Doncaster to these areas.
- » The officer was not aware of any significant cross border issues with Selby and said that Doncaster liaise with other local authorities when updating the GTANA and TSPANNA and update the DtC when required.
- » In terms of future priorities, the officer felt that Doncaster's evidence base is very thorough, and the Local Authority has worked hard to improve on this following a series of appeals to planning decisions. The aim is to ensure this evidence base is maintained as far as is practically possible as it has proved successful. Furthermore, Doncaster is home to a large number of Gypsies and Travellers so the

requirement to monitor Gypsies and Traveller needs is more acute here. The Local Authority will keep updating this evidence base, although it may not be every year moving forward, they have done this annually for the last few years. The council will respond to any arising need as and when. The emerging local plan will have a policy directly related to Gypsies and Travellers.

East Riding of Yorkshire Council

5.11 With regard to overall accommodation need in East Riding, the views of the officer interviewed were as follows:

- » There are three authorised sites at Woldgate, Bridlington, Woodhill Way, Cottingham and Eppleworth, Skidby. There are a total of 66 pitches which is said to be sufficient for the current needs and there is usually at least one pitch free
- » Short-term encampments usually occur during spring/summer months for holidays/ visits to Horse Fairs and travelling for work. There is no transit provision in the area.

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

- » The officer was not aware of any cross-border issues. Earlier this year, the Local Authority contacted all neighbouring authorities (including Selby) and no issues were raised as a result. As far as the Local Authority is aware neighbouring authorities are meeting existing need within their authority boundaries.
- » The authority is finalising its updated GTAA and as part of this have been in contact with all neighbouring authorities to identify whether any cross-border issues exist. The officer confirmed that they will continue to contact them on an ongoing basis to monitor any potential issues arising from the change in definition of 'Traveller' and will prioritise monitoring the impacts of the change in definition to 'Traveller' through ongoing liaison with neighbouring authorities.

Harrogate Borough Council

5.13 With regard to overall accommodation need in Harrogate, the views of the officer interviewed were as follows:

- » Publication Draft of the Local Plan was out for consultation in January and February 2018. The Plan proposes to take three existing G&T sites (which currently have temporary permission) out of the Green Belt and allocate as G&T sites to meet the GTAA need.
- » Currently there are: 40 public pitches on two public sites; two pitches on 1 permanent private site; four pitches and three private sites and one unauthorised pitch.
- » The current provision meets the needs of Gypsies and Travellers in the area but there is a need to regularise the three temporary sites which the Borough is trying to do through the Local Plan.
- » Occasionally there are short term encampments in Kirk Deighton and Knaresborough as Travellers visit the Appleby Horse Faire or visiting family. These

usually last for a couple of days before moving on and it is not felt that there is a need for transit sites

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

- » The officer was not aware of any cross-border issues with Selby, and it was felt that surrounding authorities are meeting their own need.

Leeds City Council

5.15 With regard to overall accommodation need in Leeds, the views of the officer interviewed were as follows:

- » In order to support its Core Strategy, Leeds undertook a GTAA in 2014. The assessment identified a need for 62 pitches between 2014 -28. This included a need for 25 public pitches to partly account for overcrowding on the existing site and people on the waiting list (also projected household generation over the Plan period). The Cottingley Springs site current accommodates 41 pitches and an additional two have been proposed within the SAP. The Local Authority also has a ten-year permission for an eight pitched site within the City Centre. The site is in the area designated for the HS2 development, so it may be required to be relocated after that time. A safeguarded G+T and site has also been identified within the SAP as an alternative provision for the site should work on the development of HS2 start earlier. The Council also proposes to extend that site and add five more pitches, and to provide two more sites with 5 pitches each across the district.
- » It also included an additional need for 28 private pitches; however, the assessment identified an existing supply of seven sites. However, three of the four that the Inspector accepted as part of the Local Authority's supply does not have any form of consent and the officer explained that there are a greater number of sites in existence which are tolerated (and do not have any permission) and were not identified in the previous GTAA. Those living on these sites were included in GTAA assessment. Going forward the Council has proposed to allocate 14 pitches of the 28 pitches required which includes granting permission for the following: one site with one pitch, six tolerated sites which includes a total of 10 pitches, three additional pitches on two existing sites and an extension of one pitch on an existing site. The vast majority of these sites are within the Green Belt land so exceptions to the restrictions in this area will need to be made. Ultimately the officer felt they were in a suitable location and explained that the worst-case scenario would be if they are not given permission and return to moving around the City.
- » The GTAA also identified a need for nine negotiated stopping places. This approach has been favoured by the Local Authority and was first developed to deal with a number of Leeds based families who were moving about the City. The Council had looked at the cost of moving them on and cleaning up sites they looked at finding a suitable site they could stay in the interim and the Gypsy and Travellers themselves found a site on the edge of the City Centre which they could stay for the foreseeable future. That site has now been allocated as a permanent site. The Council are now looking at this approach for non-Leeds based families are travelling through the area and if they move onto a site which meets all the set

criteria we will look at them staying there for up to 28 days, however if they move onto a sensitive area then the Council will look at alternative more appropriate sites and ask them to move onto. The officer explained that Planning Inspectors seem favourable to this approach (we are awaiting the outcome of the SAP Examination) albeit with short term monitoring to make sure that we are taking this approach.

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

- » During Duty to Cooperate meetings with neighbouring authorities it has been agreed that individual councils would meet the accommodation needs of those who fall in their geographical remit. However, the officer noted that there is quite a large site bordering Leeds in Selby and it could be the case that some of the Gypsies and Travellers living there could potentially be Leeds based Travellers. There is a similar situation with Wakefield and other neighbouring authorities. Considering that all the Councils are at different stages of their Local Plans it would have been difficult to undertake a joint GTAA to better understand the needs of those on sites which border neighbouring areas.
- » Overall, the officer was not aware of any significant cross border or duty to cooperate issues with Selby but felt there could just be small inconsistencies as aforementioned when GTAAs are carried out separately and there could be the risk of double counting.

Wakefield Metropolitan District Council

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

- » Within Wakefield there is a public site with 38 pitches and 6 private sites which accommodate 9 pitches. Taking into account the unauthorised and sites with temporary permission there are 14 sites in the district and accommodate 66 pitches.
- » The public site is said to be well managed and there are no issues.
- » Since the last GTAA was completed in 2016 (which was an update of 2012 assessment) and identified a need for an additional 28 pitches over the first five years. Included in this were 18 pitches which had temporary permission or were unauthorised. Since then the Council undertook the assessment it has granted permission for four of these pitches which means there is now a need for 24 pitches.
- » The findings of the 2012 assessment fed into the Local Development Framework Site Specific Policies Local Plan Document. The Council didn't make any provision in that document but made a commitment to identify if the Council had any land availability to meet any unmet accommodation needs and that process is still underway. The Council is currently preparing a new Local Plan and started the consultation as part of the Plan making process last year and there is a commitment from the Council to meet the accommodation needs within the emerging Local Plan.

-
-
- » There are short-term encampments which occur within the area. These occur because there is a large population residing in the area and relatives will come and visit. It is also a popular Traveller route to fairs etc. which occur in the wider area. There is no transit provision and the GTAA identified a need for 7 pitches. There is a commitment to meet that need.

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

- » The officer was not aware of any significant cross border issues with Selby and would expect that Selby would meet their own accommodation need.
- » There is some movement of Travellers between Wakefield and Leeds and the officer will engage with Leeds Council and Leeds Gate to discuss this issue and will have Duty to Cooperate meetings with neighbouring councils. Cross boundary strategic issues and Duty to Cooperate are regularly discussed as part of the Leeds City Region Strategic Planning Group. This is said to be helpful and there is a well-developed mechanism for Duty to Cooperate where issues are tabulated and are discussed through this group and are passed to Heads of Planning and Planning Portfolio Holders to consider and endorse.

City of York Council

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

- » The consultation on the Publication Draft documents for the new Local Plan ended on 4 April 2018 and included a draft Gypsy and Traveller policy. The policy was based on the findings of the GTAA.
- » There is a total need of 47 Gypsy and Traveller pitches over the plan period. This is split into 26 pitches in years 2016-21, 9 pitches in the period 2021-26, 10 pitches in the period 2026-31 and 2 in 2032. Of these 47, 3 households meet the updated planning definition introduced through the Planning Policy for Travellers Sites (2015) and 44 do not meet this definition.
- » To meet the needs of those who meet the planning definition three additional pitches will be identified within the existing three Local Authority sites to.
- » To meet the need of those 44 Gypsies and Traveller households that do not meet the Planning definition: Applications for larger development sites of 5 ha or more will be required to:
 - » provide a number of pitches within the site; or
 - » provide alternative land that meets the criteria set out in part (c) of the Gypsy and Traveller policy to accommodate the required number of pitches; or •
 - » provide commuted sum payments to contribute towards to development of pitches elsewhere.
- » There is a total need of three Showpeople plots over the plan period This is split into 2 plots in years 2016-21, and 1 plot in the period 2032. To meet the need of Travelling Showpeople that meet the planning definition, three plots will be allocated on an existing temporary site.

-
- » There is a private transit site with 18 pitches of which six are occupied. The numbers of unauthorised encampments are historically low and the GTAA did not identify a need for any transit provision.

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

- » The officer was not aware of any cross-border issues with Selby, and was aware of movement between Ryedale and York, but nothing between Selby and York.
- » Duty to Cooperate meetings take place with adjacent authorities and York have provided information for these meetings. If any issues related to Gypsy and Traveller issues arise these can be discussed in these meetings.

Response from the Showman's Guild

5.21 The representative was aware that Selby currently has no yards or plots for Travelling Showpeople and confirmed that a family had expressed an interest to live in the area. The representative explained that due to its central location Selby is a desired area. However, Travelling Showpeople would prefer to live in those neighbouring areas which already have established communities. Indeed, Travelling Showpeople would prefer to be closer to families and business links, hence they would prefer to live within these more populated areas like Wakefield.

5.22 The representative added that members of the Showman's Guild have to abide by a code of conduct, thus there are very few issues on yards which are occupied by members of the Guild, and any issues are resolved through the Guild. Therefore, Local Authorities would benefit from working with the Guild to develop yards in their areas.

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 Showperson population living in the study area, and efforts to engage with the bricks and mortar community.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified there were 2 public sites with planning permission for 24 pitches and 4 private sites with full planning permission for 9 pitches. There was also 1 site with 2 pitches with a certificate for lawful development, 2 sites with temporary planning permission for 13 pitches and 4 unauthorised sites with 23 pitches. There were no Travelling Showpeople yards identified. Household interviews were completed during March 2018 and up to 3 attempts were made to interview each household where they were not present when interviewers visited. The table below sets out the number of pitches, the number of interviews that were completed, and the reasons why interviews were not completed or why additional interviews were completed.

Figure 5 - Sites and yards visited in Selby

Planning Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Burn Airfield	12	10	2 x no contact possible
Carlton Caravan Site	12	10	3 x no contact possible, 2 interviews on one pitch
Private Sites			
Greenacres Caravan Site (Flaxley Road)	6	0	1 x refusal, 5 x proxy refusals. Travellers will be leaving soon, and site will become a residential park home site
Opposite Winchat Cottage	1	1	-
New Acres	1	0	1 x refusal
The Gallops	1	0	1 x no contact possible
Temporary Sites			
Land north of Border Farm (Ten Acres)	2	2	1 x proxy interview
Lynwith Lane	11	0	11 x unimplemented pitches
Certificate of Lawful Development			
The Small Holdings	2	0	2 x no contact possible
Tolerated Sites			
Meadow View	4	4	-
Unauthorised Sites			
Old Nurseries	3	3	-
South Milford Caravan Park	8	4	5 x no contact possible, 2 interviews on one Pitch

The Small Holdings	10	0	9 x vacant
The Sycamores	2	1	1 x vacant
Public Transit			
None	-	-	-
TSP Private			
None	-	-	-
TSP Unauthorised			
None	-	-	-
Bricks and Mortar			
Hazeldene Bungalow	1	2	1 x mobile in curtilage
Hillcrest Bungalow	1	0	Not lived in
Summerfield Bungalow	1	0	1 x no contact possible
Whitetrose Bungalow	1	0	1 x no contact possible
TOTAL	79	37	

Interviews with Gypsies and Travellers in Bricks and Mortar

- ^{6.3} Following all of the efforts that were made, it was possible to identify 2 households to interview living in bricks and mortar in Selby. They were all on land adjacent to South Milford Caravan Park.

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 2033 (there were no Travelling Showpeople identified). This includes both current unmet need and need which is likely to arise in the future⁹. 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 sites and/or emergency stopping place provision.

New Household Formation Rates

- 7.4 Nationally, a household formation and growth rate of 3.00% net per 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 (2015)*. The main conclusions are set out here and the full paper is in **Appendix F**.
- 7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in the Traveller Caravan Counts. However, Caravan Count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.6 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and

⁹ See Paragraphs 3.32 and 3.33 for details of components of current and future need.

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

- 7.8 This view has been supported by Planning Inspectors in a number of Decision Notices. One of 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 1.50% but that a 2.50% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.50% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.50% figure is justified in the case of Doncaster.

- 7.9 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 for each local authority, 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 may not be 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 is based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

Breakdown by 5 Year Bands

- 7.13 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5-year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary

planning permission, concealed and doubled-up households, 5 year need from older teenage children, and net movement from bricks and mortar) in the first 5 years. In addition, the total net new household formation is split across the 5-year bands based on the compound rate of growth that was applied rather than being spread evenly over time.

Applying the Planning Definition

- 7.14 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS (2015). Only those households that meet the planning definition, in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence when doing so (or 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.
- 7.15 The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the planning status of households living on sites in Selby.

Figure 6 – Planning status of households in Selby

Site Status	Meet Planning Definition	Unknown	Do Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	1	5	19
Private Sites	1	2	0
Temporary Sites	2	0	0
Certificate of Lawful Development	0	2	0
Tolerated Sites	4	0	0
Unauthorised Sites	4	6	4
Bricks and Mortar	1	2	1
Sub-Total	13	17	24
Travelling Showpeople			
Private Yards	0	0	0
Unauthorised Yards	0	0	0
Bricks and Mortar	0	0	0
Sub-Total	0	0	0
TOTAL	13	17	24

- 7.16 Figure 6 shows that for Gypsies and Travellers 13 households meet the planning definition of a Traveller in that ORS were able to determine that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily. A total of 24 Gypsy and Traveller households do not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did

travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently - these households did not meet the planning definition.

- 7.17 Households where it was not possible to complete an interview are recorded as unknown. Reasons for not completing interviews included households not being present during the fieldwork period and households that refused to be interviewed.

Bricks and Mortar Households

- 7.18 Whilst it was possible to complete a small number of interviews with households living in bricks and mortar, none expressed a need or desire to move to a pitch on a public or private site.

Waiting List for Public Sites

- 7.19 The stakeholder interviews confirmed that there are currently 8 households on the waiting list for a pitch at Burn Airfield and 1 household on the waiting list for a pitch at Carlton Caravan Site. The interview also confirmed that there is a regular and seasonal turnover of pitches at both sites. As such no need has been identified from households on the waiting list.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.20 The 13 households that meet the planning definition were found on one of the public sites, a private site, a temporary site, the tolerated site, 2 unauthorised sites and a bricks and mortar household.
- 7.21 Analysis of the household interviews indicated that there is a need for **8 additional pitches** for households that meet the planning definition over the GTAA period. This is made up of current need from 4 households who are living on unauthorised sites and 1 concealed or doubled-up household or adult. There is a future need from 2 households who are living on sites with temporary planning permission, 6 teenage children who will be in need of a pitch of their own in the next 5 years, and 3 additional pitches as a result of new household formation derived from the household demographics. There is also supply of 8 pitches: 4 from households on public sites who want to move to bricks and mortar, 2 from households on public sites who want to move to another site in the area and 2 households on public sites who want to move away from the study area.

Figure 7 – Additional need for Gypsy and Traveller households in Selby that meet the Planning Definition (2018-33)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	4
Pitches vacated by households moving to other local sites	2
Pitches vacated by households moving away from the study area	2
Total Supply	8
Current Need	
Households on unauthorised developments	4
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	5
Future Need	
5 year need from teenage children	6
Households on sites with temporary planning permission	2
In-migration	0
New household formation	3
<i>(Formation from household demographics)</i>	
Total Future Needs	11
Net Pitch Need = (Current and Future Need – Total Supply)	8

Figure 8 – Additional need for Gypsy and Traveller households in Selby that meet the Planning Definition by 5-year periods

Years	0-5	5-10	10-15	Total
	2018-23	2023-28	2028-33	
	5	0	3	8

Pitch Needs – Unknown Gypsies and Travellers

- 7.22 Whilst it was not possible to determine the planning status of a total of 17 households as they either refused to be interviewed or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers who *may* meet the planning definition.
- 7.23 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 in that local authority where an interview was completed.
- 7.24 However, data that has been collected from over 2,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition.

-
- 7.25 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 other means.
- 7.26 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 unauthorised developments and by up to 4 pitches from new household formation using the ORS national rate of 1.50%.
- 7.27 Therefore, additional need could increase by up to 10 additional pitches if all 17 unknown pitches are deemed to meet the planning definition, plus any additional concealed adult households or five-year need arising from older teenagers living in households where an interview was not completed. However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch.
- 7.28 Whilst the proportion of households in Selby that meet the planning definition (35%) is higher than 10% this is based on a small household base. Therefore, it is felt that it would be more appropriate to consider the more statistically robust ORS national figure. However, if the locally derived proportion were to be applied this could result in a need for 3 additional pitches.
- 7.29 Tables setting out the components of need for unknown households can be found in **Appendix B**.

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

- 7.30 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 to provide the Council with information on levels of need that will have to be addressed through separate Local Plan policies and to help meet requirements set out in the Housing and Planning Act (2016).
- 7.31 On this basis, it is evident that whilst the needs of the 24 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 and may claim that the Council should meet their housing needs through culturally appropriate housing.
- 7.32 Overall, there is need for 26 additional pitches for households that do not meet the planning definition. This is made up 7 concealed or doubled-up households or adults, 5 teenagers who will be in need of a pitch of their own in the next 5 years, 3 for households on sites with temporary planning permission and 11 from new household formation using a formation rate of 1.85% derived from the household demographics.
- 7.33 A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

Plot Needs – Travelling Showpeople

- 7.34 Whilst the assessment did identify 1 potential Travelling Showpeople yard in Selby an interview with the applicant for the planning permission confirmed that the Former Mushroom Farm in Gateforth has not been implemented and that planning consent granted at appeal expired in
-

March 2016. Another potential yard was identified at Monk Fryston but further investigation indicated that planning permission was refused in 2010 and that a subsequent appeal was dismissed. No further evidence was identified during the study to suggest any other Travelling Showpeople seeking to establish a yard in Selby.

- 7.35 As there were no Travelling Showpeople identified in Selby there is no current or future need for additional plots over the GTAA period to 2033.

Transit Requirements

- 7.36 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 and records on numbers of unauthorised encampments, and the potential wider issues related to changes made to PPTS in 2015.

MHCLG Traveller Caravan Count

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

Stakeholder Interviews and Local Data

- 7.39 There is currently no public or private transit provision in Selby.
- 7.40 Information from the stakeholder interviews identified that Officers felt that short-term encampments are not considered an issue in Selby. Overall, numbers are low and usually those passing through the area en-route to fairs, or they have stopped to visit family in the area and not looking for permanent accommodation). When encampments occur on Council owned land they will be tolerated if it is not causing any issues including anti-social behaviour.
- 7.41 There was a difference of opinion in terms of whether a transit site is required. One officer interviewed felt there isn't necessarily the demand for one in this area, but if there are similar numbers of encampments in other areas of North Yorkshire then it may be useful to have one. Another officer felt that there do tend to be more encampments during the winter months, so a transit site could be useful for those who are looking to have a base during those months.

Potential Implications of PPTS (2015)

- 7.42 It has been suggested by some groups representing Travellers that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling to seek to meet the planning definition. 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 the time of reporting.

Transit Recommendations

- 7.43 Whilst there is some evidence of a small number of unauthorised encampments in Selby in recent years, it is recommended that there is no need to provide any new transit pitches at this time. It is also recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 7.44 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 Selby; whether they have a permanent base or where they have travelled from; whether they have any need or preference to settle permanently in Selby; and whether their travelling is a result of changes to PPTS (2015). This information should be collected as part of a Welfare Assessment (or equivalent).
- 7.45 A review of unauthorised encampments, including the monitoring referred to above, should be undertaken once there is a sufficient 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. This review should be carried with other local authorities in North Yorkshire as well as with North Yorkshire County Council.
- 7.46 In the short-term, the Council should consider the use of management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. 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.
- 7.47 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

8. Conclusions

- 8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community for the period 2018-2033, as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016. It also provides the evidence base which can be used to support Local Plan policies.

Gypsies and Travellers

- 8.2 In summary there is a need for **8 additional pitches** in Selby over the GTAA period to 2033 for Gypsy and Traveller households that meet the planning definition; a need for up to 10 additional pitches for Gypsy and Traveller households that may meet the planning definition; and a need for 26 additional pitches for Gypsy and Traveller households who do not meet the planning definition.
- 8.3 It is recommended that need for households that meet the planning definition is addressed through new pitch allocations or the expansion or intensification of existing sites. Any need arising from unknown or new households seeking to move to the area and develop a site should be addressed through a criteria-based Local Plan policy. 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), and through separate Local Plan policies.

Travelling Showpeople

- 8.4 In summary there is **no current or future need for additional plots** in Selby over the GTAA period to 2033 as no Travelling Showpeople were identified living in the area.

Transit Provision

- 8.5 There is evidence to suggest that there have been a very small number of encampments in Selby in recent years. However, it is not recommended that there is a need for any transit provision in Selby at this time.
- 8.6 It is recommended that the situation relating to levels of unauthorised encampments should continue to be monitored whilst any potential changes associated with PPTS (2015) develop. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places. If such a need is identified work will need to be undertaken on a North Yorkshire-wide basis to identify suitable locations to meet the provision.
- 8.7 In the short-term the Council should consider the use management-based approaches to dealing with unauthorised encampments and negotiated stopping agreements could also be considered.

Summary of Need to be Addressed

- 8.8 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of unknown households that are likely to meet the planning

definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the SHMA or HEDNA and through separate Local Plan policies.

- 8.9 Total need from Gypsy and Traveller households that meet the planning definition, from unknown households who may meet the planning definition, and from households that do not meet the planning definition is for 44 additional pitches. The table below breaks need down by the GTAA and SHMA/HEDNA by taking 10% (the ORS national average for Gypsies and Travellers) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 90% of need from unknown households to the need from households that do not meet the planning definition.

Figure 9 – Additional need for Gypsy and Traveller households broken down by potential delivery method

Site Status	GTAA	SHMA/HEDNA	TOTAL
Meet Planning Definition (+ 10% Unknown)	9 (8+1)	0	9
Not meeting Planning Definition (+ 90% Unknown)	0	35 (26+9)	35
TOTAL	9	35	44

Implications of Changes to Government Guidance

- 8.10 A Judicial Review of the new planning definition started in September 2017 but had not yet been determined at the time of this report. The review is seeking to reinstate the former planning definition of a Traveller, so it will include households that have ceased to travel permanently.
- 8.11 Should this review be successful a proportion of those households that do not meet the current planning definition may meet the definition if they can demonstrate that they have ceased to travel permanently but have travelled for work in the past. However, given that the previous Housing Definition of a Traveller was repealed by the Housing and Planning Act (2016) it is unlikely that all of the households that do not meet the current Planning Definition will meet the previous Planning Definition.

List of Figures

Figure 1 – Additional need for Gypsy and Traveller households in Selby (2018-2033)	7
Figure 2 – Additional need for Gypsy and Traveller households in Selby that meet the Planning Definition by year periods	7
Figure 3 – Friends, Families and Traveller Leaflet	17
Figure 4 - Total amount of provision in Selby (March 2018)	25
Figure 5 - Sites and yards visited in Selby	34
Figure 6 – Planning status of households in Selby	38
Figure 7 – Additional need for Gypsy and Traveller households in Selby that meet the Planning Definition (2018-33)	40
Figure 8 – Additional need for Gypsy and Traveller households in Selby that meet the Planning Definition by 5-year periods	40
Figure 9 – Additional need for Gypsy and Traveller households broken down by potential delivery method	45
Figure 10 - Additional need for unknown Gypsy and Traveller households in Selby (2018-33)	49
Figure 11 – Additional need for unknown Gypsy and Traveller households in Selby by 5-year periods	49
Figure 12 - Additional need for unknown Travelling Showpeople households in Selby (2018-33)	50
Figure 13 – Additional need for unknown Travelling Showpeople households in Selby by 5-year periods	50
Figure 14 - Additional need for Gypsy and Traveller households in Selby that do not meet the Planning Definition (2018-33)	51
Figure 15 – Additional need for Gypsy and Traveller households in Selby that do not meet the Planning Definition by 5-year periods	51
Figure 16- Additional need for Travelling Showpeople households in Selby that do not meet the planning definition (2018-33)	52
Figure 17 – Additional need for Travelling Showpeople households in Selby that do not meet the Planning Definition by 5-year periods	52

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.
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement of households into a region or community
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.
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: Unknown Households

Figure 10 - Additional need for unknown Gypsy and Traveller households in Selby (2018-33)

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 to other local sites	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	6
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	6
Future Need	
5 year need from teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Household base 17 and formation rate 1.50%)</i>	
Total Future Needs	4
Net Pitch Need = (Current and Future Need – Total Supply)	10

Figure 11 – Additional need for unknown Gypsy and Traveller households in Selby by 5-year periods

Years	0-5	5-10	10-15	Total
	2018-23	2023-28	2028-33	
	7	1	2	10

Figure 12 - Additional need for unknown Travelling Showpeople households in Selby (2018-33)

Travelling Showpeople - Unknown	
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 teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 13 – Additional need for unknown Travelling Showpeople households in Selby by 5-year periods

Years	0-5	5-10	10-15	Total
	2018-23	2023-28	2028-33	
	0	0	0	0

Appendix C: Households that do not meet the Planning Definition

Figure 14 - Additional need for Gypsy and Traveller households in Selby that do not meet the Planning Definition (2018-33)

Gypsies and Travellers - Not Meeting Planning Definition		Pitches
Supply of Pitches		
Additional supply from vacant public and private pitches		0
Additional supply from pitches on new sites		0
Pitches vacated by households moving to bricks and mortar		0
Pitches vacated by households moving to other local sites		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		7
Movement from bricks and mortar		0
Households on waiting lists for public sites		0
Total Current Need		7
Future Need		
5 year need from teenage children		5
Households on sites with temporary planning permission		3
In-migration		0
New household formation		11
<i>(Household base 36 and formation rate 1.85%)</i>		
Total Future Needs		19
Net Pitch Need = (Current and Future Need – Total Supply)		26

Figure 15 – Additional need for Gypsy and Traveller households in Selby that do not meet the Planning Definition by 5-year periods

Years	0-5	5-10	10-15	Total
	2018-23	2023-28	2028-33	
	15	4	7	26

Figure 16 - Additional need for Travelling Showpeople households in Selby that do not meet the planning definition (2018-33)

Travelling Showpeople - Not Meeting Planning Definition	
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 teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No Travelling Showpeople)</i>	
Total Future Needs	0
Net Plot Need = (Current and Future Need – Total Supply)	0

Figure 17 – Additional need for Travelling Showpeople households in Selby that do not meet the Planning Definition by 5-year periods

Years	0-5	5-10	10-15	Total
	2018-23	2023-28	2028-33	
	0	0	0	0

Appendix D: Site and Yard List (March 2018)

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Burn Airfield	12	-
Carlton Caravan Site	12	-
Private Sites with Permanent Permission		
Greenacres Caravan Site (Flaxley Road)	6	-
Opposite Winchat Cottage	1	-
New Acres	1	-
The Gallops	1	-
Private Sites with Temporary Permission		
Land north of Border Farm (Ten Acres)	2	-
Lynwith Lane	11	-
Certificate of Lawful Development		
The Small Holdings	2	-
Tolerated Sites – Long-term without Planning Permission		
Meadow View	-	4
Unauthorised Developments		
Old Nurseries	-	3
South Milford Caravan Park	-	8
The Small Holdings	-	10
The Sycamores	-	2
TOTAL PITCHES	48	27
Authorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0

Appendix E: Household Interview Questions

NOT FOR CIRCULATION

GTAA Questionnaire 2017



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

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

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

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

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

A General Information

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

NOT FOR CIRCULATION

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	Sex	Age	Sex	Age	Sex	Age	Sex	Age
-----	-----	-----	-----	-----	-----	-----	-----	-----	-----

C Accommodation Needs

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

INTERVIEWER: AN ADULT IS DEFINED AS 16+

1

2

3

4

5

6

7

8

9

10

Other *Please specify*

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?

INTERVIEWER: Please cross one box only

Yes If yes → Continue to E2

No If no → Go to E5

If so, why? (please specify)

E2 Where would you move to? *INTERVIEWER: Please cross one box only*

Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (e.g. land they own elsewhere) (Please specify)
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Please specify where they would move to
If they own land elsewhere - probe for details

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? *INTERVIEWER: Please cross one box only*

Private buy

Private rent

Public rent

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

Yes

No

E5 Are you aware of, or do you own any land that could have potential for new pitches? *INTERVIEWER: Please cross one box only*

Yes

No

Please ask for details on where land/site is located and who owns the land/site?

NOT FOR CIRCULATION

F

Travelling

F1 How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months?

INTERVIEWER: Please cross one box only

0 1 2 3 4 5+

Go to F6a

Continue to F2

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

All the family

Adult males

Other

If other, please specify

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

Work

Holidays

Visiting family

Fairs

Other

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

F4 At what time of year do you or family members usually travel? And for how long?

INTERVIEWER: Please cross one box only

All year

Summer

Winter

And for how long?

F5 Where do you or family members usually stay when they are travelling?

INTERVIEWER: Please cross all boxes that apply

LA transit sites

Private transit sites

Roadside

Friends/family

Other

If other, please specify

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

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

Details

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

Yes

Continue to F7

No

Go to F9

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

Details

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

Work

Holidays

Visiting family

Fairs

Other

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

NOT FOR CIRCULATION

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

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

If other, please specify

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

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

INTERVIEWER: Please cross one box only

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

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

Details

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

Details

NOT FOR CIRCULATION

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

Page 7

NOT FOR CIRCULATION

H

Bricks & Mortar Contacts

H1 Contacts for Bricks and Mortar interviews? *INTERVIEWER: Please write in*

Details

Council contact?

Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you?

INTERVIEWER: Please cross one box only

Yes

No

INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

Interview log

INTERVIEWER: Please record the date and time that the interview was carried out

Date.....

Time of interview.....

Appendix F: Technical Note on Household Formation and Growth Rates



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.

© Copyright August 2015

Contents

Household Growth Rates.....	4
Abstract and conclusions.....	4
Introduction.....	4
Compound growth.....	6
Caravan counts	7
Modelling population growth.....	8
Household growth	12
Household dissolution rates	14
Summary conclusions	14

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.