



Boston and South Holland Gypsy and Traveller Accommodation Assessment



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

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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the 2016 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Boston and South Holland. As well as updating previous GTAAs, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes.
- 1.2 The GTAA provides a robust and credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2036. This will allow the outcomes of the study to be used to support the different local plan periods for the local authorities that are involved. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in for each of the 2 areas.
- 1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Boston and South Holland through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 18 interviews were completed with Gypsies and Travellers in Boston, 24 with Gypsies and Travellers living in South Holland, and a further 5 were completed with Travelling Showpeople living in South Holland¹. Despite extensive efforts to identify them it was not possible to complete any interviews with Travellers living in bricks and mortar. A total of 20 telephone interviews were completed with Officers from the Councils, officers from neighbouring local authorities, and other local stakeholders.
- 1.4 The fieldwork for the study was completed between June and July 2016, which was after the publication of the new Planning Policy for Traveller Sites (PPTS). As a result of this change questions to enable the determination of the travelling status of households were included in the household interviews.
- 1.5 The baseline date for the study is **August 2016**.

¹ There are no Showman yards in Boston

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- 1.6 Overall the additional pitch needs for Gypsies and Travellers from 2016-2036 are set out in the tables below. Additional needs are set out for those households that meet the new planning definition of a Gypsy or Traveller, for those ‘unknown’ households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each site) who may meet the new planning definition, and for those households that do not meet the new planning definition.
- 1.7 Only the need from those households who meet the new planning definition and from those of the ‘unknown’ households who subsequently demonstrate that they meet it should be considered as need arising from the GTAA.
- 1.8 The need arising from households that meet the new definition should be addressed through site allocation/intensification/expansion policies. Councils will need to carefully consider how to address the needs associated with ‘Unknown’ Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Councils could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition. The need for those households who do not meet the new definition will need to be addressed through other means such as the SHMA.

Boston

- 1.9 In summary there is a need for **1 additional pitch** in Boston for Gypsy and Traveller households that meet the new definition; a need for up to 3 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as no additional pitches; and a need for 7 additional pitches for Gypsy and Traveller households who do not meet the new definition.
- 1.11 There was 1 Gypsy or Traveller household identified in Boston that meet the new definition, 7 ‘unknown’ households that may meet the new definition and 17 households that do not meet the new definition.
- 1.12 Need for **1 additional pitch** for the household that meets the new definition is made up of 1 doubled-up household. There was no further current or future need identified.
- 1.13 Need of up to 3 additional pitches for ‘unknown’ households is made up of new household formation from a maximum of 7 households. If the national average of 10% were applied this could result in a need for no additional pitches.

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

Status	Total
Travelling	1
Unknown	0-3
Non-Travelling	7

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

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

South Holland

^{1.13} In summary there is a need for **4 additional pitches** in South Holland for Gypsy and Traveller households that meet the new definition; a need for up to 13 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as 1 additional pitch; and a need for 9 additional pitches for Gypsy and Traveller households who do not meet the new definition.

^{1.16} There are 5 Gypsy or Traveller households identified in South Holland that meet the new definition, 37 ‘unknown’ households that may meet the new definition and 19 households that do not meet the new definition.

^{1.17} Need for **4 additional pitches** for the household that meets the new definition is made up of new household formation based on the demographics of household members. There was no further current or future need identified.

^{1.18} Need of up to 13 additional pitches for ‘unknown’ households is made up of new household formation from a maximum of 37 households. If the national average of 10% were applied this could result in a need for 1 additional pitch.

Figure 3 – Additional Need for Gypsy and Traveller Households in South Holland (2016-2036)

Status	Total
Travelling	4
Unknown	0-13
Non-Travelling	9

Figure 4 – Additional Need for ‘Travelling’ Households in South Holland by 5 Year Periods

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

Additional Plot Needs - Travelling Showpeople

^{1.19} Overall the additional plot needs for Travelling Showpeople from 2016 to 2036 are set out in the tables below. Additional needs are set out for those households that meet the new planning definition of a Travelling Showperson, for those ‘unknown’ households where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite 3 visits to each yard) who may meet the new planning definition, and for those households that do not meet the new planning definition.

- 1.20 Only the need from those households who meet the new planning definition and from those of the 'unknown' households who subsequently demonstrate that they meet it, should be considered as need arising from the GTAA.
- 1.21 The need arising from households that meet the new definition should be addressed through site allocation/intensification/expansion policies.
- 1.22 Councils will need to carefully consider how to address the needs associated with 'Unknown' Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Councils could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition.
- 1.23 The need for those households who do not meet the new definition will need to be addressed through other means such as the SHMA.

Boston

- 1.24 There were no Travelling Showpeople identified living in Boston.

South Holland

1.14 There is need for **1 additional plot** for Travelling Showpeople households that meet the new definition; a need for 2 additional plots for Travelling Showpeople households that may meet the new definition; and there is a need for 1 additional plot for Travelling Showpeople households that do not meet the new definition.

- 1.25 There were 2 Travelling Showpeople households identified in South Holland that meet the new definition, 9 'unknown' households that may meet the new definition and 3 households that do not meet the new definition.
- 1.26 Need for **1 additional plot** for households that meet the new definition is made up from a teenage child in need of a pitch of their own in the first 5 years of the GTAA. There was no other current or future need identified from these households
- 1.27 Need of up to 2 additional plots for 'unknown' households is made up from new household formation of 2 from a maximum of 9 households. If the national average of 70% were applied this could result in a need for 1 additional plot.

Figure 5 – Additional Need for 'Travelling' Showpeople Households in South Holland (2016-2036)

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

Figure 6 – Additional Need for 'Travelling' Showpeople Households in South Holland by 5 Year Periods

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

Transit Requirements

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

2. Introduction

The Study

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

Definitions

- 2.6 The current 'planning' definition for a Gypsy, Traveller or Travelling Showperson is set out in Planning Policy for Traveller Sites (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- 2.7 In their response to the consultation on Planning and Travellers that resulted in the revised PPTS being published, DCLG stated that the Government will, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the Housing and Planning Act (2016) which omits sections 225 and 226 of the 2004 Housing Act.
- 2.8 Provisions set out in the Housing and Planning Act now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft

Guidance² related to this section of the Housing and Planning Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans.

- ^{2.9} Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act.

The 'Planning Definition' in PPTS

- ^{2.10} For the purposes of the planning system, the definition was changed in the revised PPTS. The new definition is set out in Annex 1 of PPTS and states that:

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

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age 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)

- ^{2.11} The key change that was made to both definitions was the removal of the term *persons...who have ceased to travel permanently*, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

² "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

Definition of Travelling

- 2.12 One of the most important questions that GTAA's will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term 'nomadic'.
- 2.13 **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes 'born' Gypsies and Travellers as well as 'elective' Travellers such as New Age Travellers.
- 2.14 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.
- 2.15 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*.
- 2.16 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.
- 2.17 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.
- 2.18 It is ORS' understanding that the implication of these rulings in terms of applying the new definition is that it will **only include those who travel (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will in the view of ORS also **not cover** those who commute to work daily from a permanent place of residence.
- 2.19 It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the new definition.
- 2.20 Households will also fall under the new definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational or health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition households may also have to provide information that they plan to travel again in the future.

Legislation and Guidance for Gypsies and Travellers

2.21 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 Guidance³ (PPG), 2014

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

Planning Policy for Traveller Sites (PPTS) 2015

2.23 The revised PPTS, which came into force in August 2015, sets out the direction of Government policy. As well as introducing the new definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

³ With particular reference to the sections on Housing and Economic Development Needs Assessments

- » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*
- » *For local planning authorities to have due regard to the protection of local amenity and local environment.*

^{2.24} In practice, the document states that (PPTS Paragraph 9):

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

^{2.25} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

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

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

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

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015, and the Housing and Planning Act in 2016, as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 The revised PPTS contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the new definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.
- 3.4 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:

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

Glossary of Terms

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

Desk-Based Review

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

Stakeholder Engagement

- 3.7 Engagement was undertaken with key Council Officers from both Councils and with wider stakeholders through telephone interviews. Council stakeholders include Officers from departments including Housing and Planning. Wider stakeholders included the Showmen’s Guild and Registered Housing Providers. Detailed Topic Guides were agreed with the Councils for the telephone interviews.

Working Collaboratively with Neighbouring Planning Authorities

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

- | | |
|--------------------------------|------------------|
| » East Lindsey | » North Kesteven |
| » Fenland | » Peterborough |
| » King’s Lynn and West Norfolk | » South Kesteven |

Survey of Travelling Communities

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

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

Engagement with Bricks and Mortar Households

- 3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders, and adverts on social media (including the Friends Families and Travellers Facebook group). Interviews were attempted with all contacts that were identified. Through this approach we endeavoured to do everything within our means to give households living in bricks and mortar the opportunity to make their views known to us.
- 3.15 As a rule we do not extrapolate the findings from our fieldwork with bricks and mortar households up to the total estimated bricks and mortar population as a whole as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study.

Timing of the Fieldwork

- 3.16 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between June and July 2016.

Waiting Lists

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

Calculating Current and Future Need

- 3.18 The primary change to the 2015 PPTS in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the new definition. As the new PPTS has only recently been issued only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the new definition should be applied – these support the view that households need to be able to provide information that they travel for work purposes to meet the new definition, and stay away from their usual place of residence when doing so.
- 3.19 To identify need, PPTS requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can

be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population.

Applying the New Definition

- 3.20 When the household survey was completed the outcomes from the questions on travelling were used to determine the status of each household against the new definition in PPTS. The same definition issue applies to Travelling Showpeople as to Gypsies and Travellers.
- 3.21 Households that need to be considered in the GTAA fall under one of 3 classifications:
- » Households that travel under the new definition.
 - » Households that have ceased to travel temporarily under the new definition.
 - » Households where an interview was not possible who may fall under the new definition.
- 3.22 Only those households that meet, or may meet, the new definition will form the components of need to be included in the GTAA. Whilst the needs of those households that do not meet the new definition do not need to be included in the GTAA, they will be assessed to provide the Councils with components of need to consider as part of the SHMA (see **Appendix B**).

Unknown Households

- 3.23 As well as calculating need for households that meet the new 'planning' definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who **may** meet the new definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the new definition.
- 3.24 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. For the latter the national rate of 1.50%⁴ has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.25 Should further information be made available to the Councils that will allow for the new definition to be applied, these households could either form a component of need to be added to the known need figure for those who meet the new definition in the GTAA, or a component of need to be added to the need for those who do not meet the new definition to be assessed as part of the wider housing needs of the area.
- 3.26 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the new definition based on the outcomes of households where an interview was completed.

⁴ This has been determined following extensive research by ORS that was published in a *Technical Note on Population and Household Growth (2015)*

- 3.27 However, data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the new definition.
- 3.28 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA.
- 3.29 Councils will need to carefully consider how to address the needs associated with ‘Unknown’ Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Councils could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition. An assessment of need for unknown Travellers can also be found in **Appendix B**.

Non-Travelling Households

- 3.30 Whilst households who do not travel fall outside the new definition of a Traveller, Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equalities Act 2010. In addition provisions set out in the new Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁵ related to this section of the Housing and Planning Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new ‘planning’ definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for non-travelling Travellers can be found in **Appendix B**.

Supply of Pitches

- 3.31 The first stage of the assessment sought to determine the number of occupied, vacant and potentially available supply in the study area:
- » Current vacant pitches.
 - » Pitches currently with planning consent due to be developed within 5 years.
 - » Pitches vacated by people moving to housing.
 - » Pitches vacated by people moving from the study area (out-migration).
- 3.32 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

⁵ “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

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

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

- » Households on unauthorised developments for which planning permission is not expected.
- » Households on unauthorised encampments for which planning permission is not expected.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to sites.
- » Households in need on waiting lists for public sites.

Future Need

^{3.34} The final stage was to identify components of future need. This includes the following four components:

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

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

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

Pitch Turnover

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

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

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

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

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

Transit Provision

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

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

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

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

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

Sites and Yards in the Study Area

Boston

- 4.6 In Boston there is currently 1 public site with 24 pitches. There is no other provision for Gypsies, Travellers or Travelling Showpeople. Details can be found in Chapter 6 and **Appendix C**.

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

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	0	0
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	1	24
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	0	0

South Holland

- 4.7 In South Holland there are no public sites; 10 private sites with a total of 57 pitches; 1 unauthorised site with 10 pitches; and 3 Travelling Showpeople yards with 14 plots. There is no other provision for Gypsies, Travellers or Travelling Showpeople. Details can be found in Chapter 6 and **Appendix C**.

Figure 8 - Total amount of authorised provision in South Holland (August 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	10	57
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	0	0
Public Transit Provision	0	0
Private Transit Provision	0	0
Travelling Showpeople Provision	3	14

Caravan Count

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

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in the Planning Policy for Traveller Sites and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments and transit provision; and cross-border issues. Importantly, stakeholders who are in contact with members of the Travelling Community (who are in bricks and mortar or who are not known to the councils) were asked if they could inform them that the study is taking place and provide details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.3 Ten interviews were undertaken with council officers from the study area. A representative of the Showmen’s Guild of Great Britain also took part in the study. Other national organisations were invited to take part in the study; some did not respond and others felt they could not offer any assistance on this occasion.
- 5.4 As stated in 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 representative in each of the following neighbouring authority areas:
- » Borough Council of King’s Lynn and West Norfolk (neighbour to South Holland);
 - » East Lindsey District Council (neighbour to Boston);
 - » Fenland District Council (neighbour to South Holland);
 - » Peterborough City Council (neighbour to South Holland);
 - » North Kesteven District Council (neighbour to Boston and South Holland);
 - » South Kesteven District Council (neighbour to Boston and South Holland).
- 5.5 Registered Providers/Housing Associations, who own properties in the area, were contacted by ORS to explore whether they record the ethnicity of their tenants and whether they could identify Gypsies, Travellers or Travelling Showpeople living in their properties. If they did, they could contact them to advise them of the study and whether they would like to discuss their accommodation needs via a confidential interview with the ORS research team. Three Registered Providers (RPs) responded and one identified one household who were contacted but did not respond.

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

Views of Key Stakeholders and Council Officers in Boston and South Holland

Accommodation Need

- 5.9 The South East Lincolnshire Local Plan is being produced by Boston Borough Council, South Holland District Council and Lincolnshire County Council working in partnership. The new Local Plan is being prepared to guide the development and use of land in the area up until 2036. The production of the Local Plan is moving towards its final stages and public consultation was held between July-August 2016 on the Preferred Sites for Development over the next 20 years.
- 5.10 Boston Borough Council and South Holland District Council were part of the South East Lincolnshire Gypsy and Traveller Accommodation Assessment carried out by Ark Housing Consultancy (published November 2012). The GTAA did not split the total need for each area but evidenced an on-going need of 97 residential pitches to accommodate newly forming households (2011-2036). A need for 10 transit/emergency stopping places was also identified across the study area. No additional need was evidenced for Travelling Showpeople.
- 5.11 The last GTAA did not divide the need between Boston and South Holland. As South Holland were looking to provide a permanent site to the south of Spalding (Drain Bank) and there was a proposal for a transit site in Sutton Bridge, a decision had been made to take out this potential provision from the overall findings; the residual need would be left to Boston to meet. The GTAA stressed that the remaining provision should not be met through Local Authority sites but be met through private residential site ownership and this was the line Boston had decided to take.
- 5.12 Boston decided to take a “bottom up” approach to meet the residual need and to ensure sites would be located in areas where potential owners would wish to live. Although extensive consultation was undertaken with Gypsies and Travellers in Boston’s area, very few sites have been bought forward.
- 5.13 At present both Boston and South Holland are unable to demonstrate a 5 year supply of sites for Gypsies and Travellers to meet the needs identified in the last GTAA. However no planning applications for private sites have been submitted, although the Councils do have criteria based policies to assess potential sites which may arise in the future.
- 5.14 South Holland District Council secured HCA grants totalling more than £1.7m for three new sites (2 residential sites and 1 transit site) in 2008. The aim was to build the new sites at Spalding Marsh, Holbeach and Sutton Bridge. The need for the new sites had been based on the Council’s 2007 GTAA.

- 5.15 Since then and following the 2012 GTAA, South Holland has been looking at how they can provide a replacement for an existing unauthorised site at Gosberton Clough. The Council has undertaken a land swap with the Travellers and will exchange a site they own for the unauthorised site.
- 5.16 In the Boston area there is one public site (Redstone – 24 pitches) which is owned by Lincolnshire County Council and managed by the Council. Each pitch has a utility block comprising a kitchen, bathroom and toilet.
- 5.17 In the main the site is said to be well maintained and managed and there were no specific issues to report such as overcrowding/concealed households.
- 5.18 However, some of those interviewed said the site was outdated and in need of refurbishment and modernisation. Further to this it was said that as the pitches need to be larger this could decrease the total number of pitches on the site. The loss of pitches would need to be provided elsewhere and there are already issues over the lack of sites that have been identified.
- 5.19 Residents living on the Redstone site are said to be local, older, Romany and are unlikely to move from the site, they seldom travel and most are related in some way. Irish Travellers are unlikely to be welcomed onto the site. It was said there is low turnover and at the current time there were, however, 2 vacant pitches.
- 5.20 The Council holds a waiting list but it was said that the majority on the list are not Gypsies or Travellers and will not be considered for any vacancy because it will contravene the terms of the funding received for the development of the site. Those who are not Gypsies or Travellers who apply to the site waiting list are said to be doing so because they are looking for cheaper accommodation.
- 5.21 There are no private sites, Travelling Showpeople yards or transit provision in the Boston area.
- 5.22 In South Holland there are no public sites. There are currently 10 authorised pitches on private sites with an additional 10 being developed at Drain Bank, Spalding. There are 3 Travelling Showpeople yards (14 plots) and no transit provision in the area.
- 5.23 As all the provision in the South Holland area is privately owned the majority of those interviewed are unaware as to how well the provision meets the needs of those living on the sites. Those interviewed were unaware as to whether there are concealed households and/or overcrowding on any of the sites. However, it was suggested that the research being undertaken for the new GTAA will provide clarity.
- 5.24 Those who were aware of how well the private sites meets the needs of residents said they do e.g. Clay Lake. Clay Lake is a family owned site and although there is room for the site to be expanded, it was said there is no need to at the present time. The new site in Drain Bank was also said to be impressive in terms of design and quality.
- 5.25 Some stakeholders commented that the private sites in South Holland met the needs of residents better than the public site in Boston in terms of size of pitches for example. However, some comments were made regarding the number of vacant pitches on some of the private sites in South Holland.
- 5.26 Officers of both councils were not aware of any expressions of interest from outside of the area for pitches.

- 5.27 It was said there are a number of residential licensed caravan sites in the South Holland area and at times they are used by members of the Gypsy and/or Traveller communities. Because there are cultural differences in terms of lifestyle between the Traveller communities and non-Traveller communities, this can at times, cause issues for the Council.
- 5.28 Most officers and stakeholders expressed the view they believe there is sufficient site provision in the Boston and South Holland areas, but the GTAA would provide updated information as to what the true needs are. It was also suggested that as there are vacant pitches on some of the private sites in South Holland, this is evidence that there is more than sufficient site accommodation in the area.
- 5.29 A minority of officers and stakeholders said there is insufficient provision because there is a waiting list for the Redstone site, no public provision in South Holland and encampments occur in both areas. It was suggested that any new provision would ideally be small public sites and some kind of transit provision (either a small site or emergency stopping places). It was also mentioned that as Traveller families tend to have larger families there may be the need to expand the Redstone site in the future in order to provide for newly forming households.
- 5.30 In Boston Council's area there are no unauthorised developments, sites that are tolerated or sites with temporary planning permission.
- 5.31 In South Holland there are 13 unauthorised pitches, but 10 of these are part of the land swap arrangement with the Council so in real terms there are 3 unauthorised pitches. There are no tolerated sites or sites with temporary planning permission.
- 5.32 As part of the stakeholder engagement ORS spoke with a representatives of the Showman's Guild of Great Britain. If Showpeople are actively travelling in the area they are likely to be doing so Friday-Monday and are unlikely to be travelling in January or February; when they are not travelling they will be staying on their yards. It was also said it would be unlikely any would be living in bricks and mortar in the area.
- 5.33 The Guild's view on the lack of plots and yards nationally is to look at existing sites and see if surrounding land can be purchased and yards redesigned to ensure they are appropriate for today's lifestyle and enable small expansions; it was suggested that this response would be less onerous than seeking new land for yards. However, it was suggested that although Travelling Showpeople may operate in the study area they may be forced to live in other Local Authority areas if they are unable to expand existing yards or find suitable land for yards in either South Holland or Boston areas.
- 5.34 Travelling Showpeople wish to own their yards, they do not want public provision. Because of land and development costs new yards are a challenge and initiatives such as shared ownership may be an option to explore, should a need for a yard be evidenced in either area.
- 5.35 It is also known by ORS that the preferred size would be 6-8 plots with each plot being approximately ½ acre (this is because of the amount of equipment needed and space for storage and space to repair equipment). The Showmen's Guild of Great Britain has also produced their own yard design guide.⁶
- 5.36 Other issues highlighted by stakeholders in relation to Gypsy, Travellers and Travelling Showpeople in the area included:

⁶ Source: <http://www.showmensguild.co.uk/Planning.pdf>

- » If a need for additional public pitches is evidenced, this is unlikely to be delivered because of the lack of government funding.
- » It was said that if the councils identified suitable sites themselves which they would guarantee would get planning permission, Gypsies or Travellers would be willing to purchase such sites.
- » Travelling Showpeople do not have the same habits, lifestyle or employment as Gypsies and Travellers. Travelling Showpeople are said to be business people and entrepreneurial.
- » The sites and locations Travelling Showpeople use are those where they pay rent for or are invited; whereas some Gypsies and Travellers encamp in an area.
- » There is concern that Local Authority cuts across the country are resulting in the loss of essential support services, such as Traveller Education. However, it was said that at present the services available to Traveller communities across Lincolnshire have not been affected and it is hoped they will be maintained so that the benefits there have been will not be lost and will continue to improve for each generation.

Travellers living in Bricks and Mortar

- 5.37 Identifying and engaging Travellers in bricks and mortar accommodation is extremely difficult and there are limited sources available. Where there are sites ORS will visit residents to seek their current and future accommodation needs and also ask whether they know of any Gypsies, Travellers or Travelling Showpeople living in bricks and mortar. ORS will then write to any households identified inviting them to take part in the study.
- 5.38 The majority of interviewees who were asked whether they know of any Gypsies, Travellers or Travelling Showpeople living in bricks and mortar confirmed they did not know of anyone. This gives the impression that there are no specific areas or great numbers of Gypsies, Travellers or Travelling Showpeople living in bricks and mortar that are visible to the wider community.
- 5.39 Boston Borough Council maintains a Common Housing Register which underpins a Borough wide Choice Based Letting (CBL) Scheme called Boston Homechoice. The Council confirmed that they knew of one Gypsy and Traveller family living in a Council property and were able to pass a letter on but there was no response.
- 5.40 South Holland owns and manages approximately 4000 Council homes in the area. South Holland also manages its own Council Housing Register for social housing across the district and has recently introduced a new Housing Allocations Policy which seeks to ensure that only those with a housing need are applying for housing in the area. The Council were able to pass on 2 letters to Gypsy, Traveller or Travelling Showpeople households living in Council properties but again neither responded.
- 5.41 South Holland as part of their service provide housing advice; it was said there have been very few occasions when Gypsies, Travellers or Travelling Showpeople have accessed their service. It was said that having leaflets available at the service desk is more accessible to Traveller communities as they are able to access a service independently of the Council. It was also said that ethnicity of those seeking advice is not recorded so there may be more Travellers accessing their service than known rather than because they feel they are unable to access the service.

- 5.42 In South Holland there have been a couple of occasions when Gypsies or Travellers have been given temporary accommodation as a result of being evicted from unauthorised sites and at risk of being homeless.
- 5.43 Three RPs were contacted who own and manage properties in the Boston and South Holland areas to see if they knew of any Travelling communities living in their properties. All responded and one household was identified and a letter passed on but no response was received.
- 5.44 ORS is aware that where organisations do monitor ethnicity, the following reasons are usually given for not being able to identify Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing:
- » There is no specific category for Gypsies/Irish Travellers on application forms;
 - » Applicants do not self-declare their ethnicity;
 - » IT systems do not capture the information and/or
 - » Information could not be extrapolated from administrative records;
 - » Concerns regarding DPA.
- 5.45 ORS also spoke to a representative of the Lincolnshire Ethnic Minority and Traveller Education Team (EMTET) to see whether they would be able to pass on a letter to any Gypsy, Traveller or Travelling Showpeople households where children are receiving support. Because the stakeholder fieldwork interviews were being undertaken during the summer holidays, the majority of the EMTET team were on leave. However, it was agreed they would pass on letters on their return. It was said that Traveller communities do not always identify themselves as such to EMTET in terms of their ethnicity. Where they do, each family is said to be different, but traditionally the families in the study area are said to have been better school attenders than in other areas of Lincolnshire.
- 5.46 The representative also reported that in the Spalding/Boston area there are estimated to be 24 Traveller children who are electively home educated (EHE) and the majority are said to live on sites rather than in bricks and mortar. Some Traveller families also receive support through the Lincolnshire Traveller Initiative as part of a commissioned service. The majority of children attend primary school and the Team have had some success in supporting children into secondary schools. It is said that the schools in the area are flexible to the needs of Traveller communities. The Team is also involved when there are unauthorised encampments in the area. The issues that more generally arise are with those Travellers who are more transient than the settled Travellers in the study areas and tend to relate to admissions, attendance, racism and achievement.
- 5.47 The Lincolnshire Traveller Initiative (LTI) provides lifelong learning for Traveller communities and has regular contact with about 9-10 sites across the Lincolnshire area. It has a contract with the County Council to provide education for 11-16 who are EHE; they are able to provide accredited qualifications to get young people into college. The LTI views education as a way to provide community cohesion by increasing life chances and integration within the Traveller and wider communities. As LTI work with Traveller communities living in bricks and mortar, ORS asked them to pass on a letter to any Gypsy, Traveller or Travelling Showpeople households receiving support; LTI were able to pass on one letter but no response was received. The LTI are also looking to expand its service across the County borders into Nottinghamshire and have in the past spoken with some districts in Leicestershire.

- 5.48 It was said it would be unlikely that Travelling Showpeople would be living in bricks and mortar and stakeholders were unaware of any Travelling Showpeople in the area living in bricks and mortar. If there are, they are likely to be doing so because they have retired and/or they are in poor health.
- 5.49 The majority of those interviewed thought it would be hard to engage with those living in bricks and mortar housing because they may not wish to identify themselves and/or they may not trust those asking questions of them; they would also be considering what the benefits would be of being involved. It was also thought that those living in bricks and mortar may not see the point of taking part in the Assessment because they are happy living in a house and do not wish to move to a site.

Short-term Roadside Encampments and Transit Provision

- 5.50 The instances of encampments is said to be low in the Boston area. The majority of the few encampments that do occur are by Irish Travellers. It was generally said Travellers moving through the area stay for short periods of time e.g. 2-3 days. They are in the area attending specific events such as the Boston May Fair. It was said that when Travelling Showpeople are attending this event some stay on the Market Square in Boston.
- 5.51 It was suggested that as there are few unauthorised encampments in the area there are no locations that could be considered used enough to be favoured. However locations that were mentioned were: A16/17 crossroads at Sutterton, Spalding and the Princess Royal Sports Arena in Boston.
- 5.52 There is said to be no transit provision in the Boston area. However, some of those interviewed mentioned there had been a transit site near Spalding some 15 years ago but it was rarely used and therefore closed. Some of those interviewed also suggested that when encampments occur, Travellers are signposted to a transit site in Lincoln, albeit no Travellers so far have gone there. It was also mentioned that the transit site in Lincoln is currently out of use due to vandalism. It was suggested that the only other transit provision is currently being developed at Brigg, North Lincolnshire (approximately 8 pitches) and there is planned provision in East Lindsey.
- 5.53 The instances of encampments is said to be low in the South Holland area. In the past year (from May 2015 – end June 2016) officers were aware of only 2 short-term unauthorised encampments. It was generally thought that the number of encampments has declined over the years; 5-10 years ago numbers were said to be higher and Travellers were in the area looking for seasonal work during the summer months.
- 5.54 On the few occasions there have been encampments the Council receives few complaints; this is because they are in rural areas, away from local residents. It was also mentioned that there is one group of French Travellers who come once a year as they tour around Europe and there are sometimes Travellers passing through to Walsingham; they only stay for 2-3 days.
- 5.55 Another reason for Travellers to be in the area is to visit relatives/friends and are therefore on holiday. They stay on the private sites during the summer months, so there are occasions when there is doubling up on pitches; these planning permission infringements are often said to be tolerated because they are for short periods of time.
- 5.56 As suggested, encampments are rare in South Holland so there are no areas that would be considered more favourable and often used. However, some locations mentioned were Spalding (bus station) and Spalding (King's Road).

- 5.57 The majority of those interviewed did not know what routes are used by Travellers across the study area, however those that did mentioned the A16 and A17.
- 5.58 Although the majority of those interviewed believe there to be no transit provision in the South Holland area, there was some mention of one private site that is supposed to have some transit pitches, but for which the owner has applied for a change of use to change these pitches to permanent provision.
- 5.59 It was further mentioned that the 2007 GTAA for South Holland identified a need for transit provision and the Council had an option on a piece of land near Sutton Bridge. It was said that the Council had bought the site under a Compulsory Purchase Order (CPO) and gained planning permission. However the site was never progressed as the projected need never arose and planning permission has expired.
- 5.60 Across the study area it was said that encampments had decreased over the last 10 years. In the past there had been more Roma Gypsies travelling through but now these visits were infrequent; those that were transient are more likely to be Irish Travellers.
- 5.61 Some officers and stakeholders suggested that transit or emergency stopping places would be helpful in terms of having somewhere to direct encampments to in both areas. It was suggested that this could either be in the study area or as a network of emergency stopping places across Lincolnshire on routes known to be used.
- 5.62 Some stakeholders said that any type of transit provision is sometimes difficult to manage and if provision is provided, a clear management strategy would need to be in place.
- 5.63 In relation to Travelling Showpeople ORS are aware nationally that councils in general are increasing rental fees to Travelling Showpeople which is starting to impact on the economic viability of bringing fairs/circuses to local communities.
- 5.64 There was no evidence to suggest that those interviewed felt the need for transit provision for Travelling Showpeople. It is said that it would be unlikely they would use public transit sites as there are few family links/relationships between Travelling Showpeople and Gypsy/Traveller communities. However, it was also said that during the summer months having a stop off point for specific days e.g. Sunday-Tuesday would be helpful if en-route to their next place of work. Or if councils' were able to negotiate reduced parking/gratis with service stations this would help.

Cross-border Issues and the Duty to Cooperate

- 5.65 There was little evidence provided by officers or stakeholders that there are cross-border issues relating to Gypsies, Travellers or Travelling Showpeople between Boston and South Holland and neighbouring boroughs or vice versa.
- 5.66 Officers and stakeholders generally agreed that their own areas and neighbouring authorities are meeting the needs of Gypsies, Travellers and Travelling Showpeople. However there was some mention of the number of encampments around Peterborough and whether there could be the need for more transit provision in that area.
- 5.67 There is a history of joint working between South Holland and Boston on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. Other examples given of partnership working either with each other or in a wider context were given as:

- » South East Lincolnshire Local Plan;
- » Lincolnshire Homelessness Strategy Group;
- » Lincolnshire Gypsy and Traveller Liaison Group (although it is unknown whether this Group is still operating);
- » Shared planning and/or strategic housing officers who are co-ordinating a joint GTAA.

5.68 The Lincolnshire Travel Initiative are looking to expand their service, if possible, outside of Lincolnshire and are in discussions with Nottinghamshire and have in the past, spoken to some districts in Leicestershire.

5.69 Officers of all councils interviewed believe that neighbouring authorities and both Boston and South Holland councils are complying with the Duty to Cooperate.

Future Priorities for Boston and South Holland Councils

5.70 The following points are suggestions given by officers and stakeholders of what the priorities for Boston should be in the future with regards to Gypsies, Travellers and Travelling Showpeople.

5.71 It was hoped that any need evidenced in the new GTAA would be defined between the two authorities for the full Local Plan period of 2036.

5.72 If there is a need for pitch/plot provision then there will be a need to demonstrate a 5 year supply of sites to meet the need.

5.73 A priority for the Council was said to be to update the Redstone site. This is because the pitches need to be larger but this could decrease the total number of pitches on the site. The loss of pitches would need to be provided elsewhere and there are already an issue over the lack of sites that have been identified already.

5.74 The following points are suggestions given by officers and stakeholders of what the priorities for South Holland should be in the future with regards to Gypsies, Travellers and Travelling Showpeople.

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

5.76 That any need evidenced should be met.

5.77 To ensure the provision of any need evidenced is robust to ensure the Local Plan is adopted before 2018 and there are the necessary policies in place.

Neighbouring Authorities

Borough Council of King's Lynn and West Norfolk (neighbour to South Holland)

Accommodation for Gypsies and Travellers and Travelling Showpeople

5.78 South Cambridgeshire District Council commissioned ORS, in partnership with Cambridge City, East Cambridgeshire, Peterborough, Forest Heath, St Edmundsbury, Huntingdon and the Borough of Kings Lynn & West Norfolk; the GTAA has yet to be published. The Borough updated its GTAA in 2014; Cambridgeshire County Council Research Group (CCCRG) carried out the research. The update concluded that there was a

need for 16 pitches between 2013 and 2031. The estimate need for Travelling Show People was for 4 to 5 plots up to 2021. No further need was evidenced for transit provision.

- 5.79 There are a number of small private family sites across the area. The Council has a policy based criteria approach set out in Policy CS09 of the adopted Core Strategy 2011. A number of pitches have been granted planning permission and this has exceeded the need identified in the Council's previous GTAA.
- 5.80 There are two public sites, one at Saddlebow (27 pitches) managed by Norfolk County Council. The other site, Blunts Drove (16 pitches), is operated by an RP which employs a member of the Traveller community to manage the site.
- 5.81 There are four Travelling Showpeople yards which have been established for generations
- 5.82 As the Council's GTAA is currently being updated it is not possible to confirm whether there are concealed households or overcrowding on the authorised sites at the present time.
- 5.83 As the Council's GTAA is currently being updated it is not possible to confirm whether there are any unauthorised developments, sites with temporary planning permission and tolerated sites in the area.
- 5.84 Since April 2010, all unauthorised encampments in the Borough have been consistently monitored. Between 2010 and 2016 there were 59 encampments. The busiest year was 2013, but there was a decline in numbers in 2011 and 2014 showing a variation in numbers year by year.
- 5.85 The Borough's monitoring of unauthorised encampments enables it to identify busy seasons and understand the reasons why Travellers are in the area e.g. work, holiday or passing through for an event. For example, many Travellers pass through the Borough on pilgrimage to a large religious festival at Walsingham, North Norfolk. Two transit sites in North Norfolk can be used by Travellers on the Walsingham pilgrimage.
- 5.86 The Council has no transit provision because, given the short term nature of encampments, Travellers do not stay long enough to justify a permanent site.

Cross border issues and the Duty to Cooperate

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

- 5.90 Gypsy and Traveller issues are discussed at the Strategic Member-level Group which is attended by cabinet members across Norfolk. As the remit for Gypsies and Travellers falls within both housing and planning groups and both undertake strategic studies, having such a Group ensures the Duty to Cooperate is being fulfilled.
- 5.91 A key priority in the future for the Council is to complete and publish its joint GTAA and act on any need identified in its area. In addition to this, the Council will continue to monitor the level and reasons for unauthorised encampments and ensure planning records with regard to the status of sites is regularly updated.

East Lindsey District Council (neighbour to Boston)

Accommodation for Gypsies and Travellers and Travelling Showpeople

- 5.92 East Lindsey District Council commissioned RRR Consultancy to undertake their GTAA (published January 2016). The estimated additional need was given as 13 residential pitches in the next 5 years. This need derived from the current and future need on authorised sites in the area, unauthorised encampments and a psychological aversion to Gypsies and Travellers living in bricks and mortar. Three of the pitches derived from the need from existing authorised sites and can be met through the expansion of those sites.
- 5.93 A further need for 2 Travelling Showpeople plots was also evidenced and these can be met by the expansion of existing family sized yards.
- 5.94 The GTAA also evidenced a need for 20 transit pitches which derived from unauthorised encampments.
- 5.95 The District has no public or transit provision in the area, but there are a small number of private pitches and plots:
- » 2 authorised permanent pitches near Skegness;
 - » 11 authorised pitches at Louth;
 - » 6 plots for Travelling Showpeople (Mablethorpe – owned by Anglian Water and managed by the Council).
- 5.96 There is little evidence of concealed households or overcrowding on the authorised sites. However, the Council who manage the yard at Mablethorpe are aware it is in poor condition. The yard is in need of redevelopment and its status, management and its purpose as a yard for permanent or transit use needs to be clarified.
- 5.97 There are currently no sites that are tolerated or sites with temporary planning permission, however there is one unauthorised site that has been developed without planning permission.
- 5.98 Encampments are seen frequently in East Lindsey mainly during the summer months. Most of these involve on average 6 vehicles, although very large encampments involving more than 50 vehicles are not uncommon. Travellers are said to be from the south east e.g. Boston and travel through Norfolk. They come on holiday to East Lindsey and favoured locations are Skegness and Mablethorpe; there is also a tradition of having weddings at the coast in the area. Some Travellers are moving through the area and stay for short periods of time before moving on to specific events e.g. the Hull Fair.

5.99 There is currently no transit provision in the area; however the GTAA evidenced a need for 20 pitches. These are likely to be provided on two sites, one for Romany Gypsies and the other for Irish Travellers and likely locations for this provision are Skegness and Mablethorpe.

Cross border issues and the Duty to Cooperate

5.100 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect East Lindsey.

5.101 East Lindsey works in partnership with the Lincolnshire Gypsy and Traveller Liaison Officer when there are unauthorised encampments in its area. The Council does not seek to have its Gypsy and Traveller needs met in neighbouring districts. East Lindsey is a large district and there are no cross boundary issues on which the Council feels the need to work in partnership.

5.102 The priority for the Council is to look to meet the needs evidenced in the GTAA. Following a Call for Sites, the Council has been out to consultation on those that were identified and brought forward. The Council is keen to ensure that suitable sites are brought forward for both housing and Gypsy and Traveller sites to meet the needs identified in order that its Local Plan is passed through inspection. In addition to this the Council is developing a positive criteria led planning policy should Gypsies, Travellers or Travelling Showpeople bring forward suitable sites, over and above the 5 year identified need.

Fenland District Council (neighbour to South Holland)

Accommodation for Gypsies and Travellers and Travelling Showpeople

5.103 Fenland District Council undertook their GTAA, published in October 2011, as part of the Cambridge sub-Region. The work was carried out by the Cambridgeshire County Council Research Group (CCCRG). The GTAA identified the estimated extra site provision required in Fenland as being 2 pitches 2012-2031.

5.104 Fenland commissioned CCCRG to carry out an update which was published in November 2013. This update was in consultation with Traveller communities and conducted by community members of the Gypsy Media Company and was thus was a community based approach. The GTANA update estimated a total need of 139 pitches (2013-2031), but as 121 existing pitches were likely to become vacant over the same time, the requirement was said to be 18 new pitches (2013-2031).

5.105 Fenland District Council manages 5 permanent Gypsy Traveller sites (68 pitches) on behalf of Cambridgeshire County Council. The Council holds a waiting list for the sites although the numbers are said to be low. The sites are as follows:

- » Fenland Way, Chatteris;
- » Newbridge Lane;
- » Parkfields, Sandbank, Wisbech St Mary;
- » Seadyke Bank, Murrow;
- » Turf Fen Bridge, Parson Drove.

5.106 The Council also operates an independently managed site comprising 3 permanent and 9 transit pitches.

- 5.107 There are approximately 250 caravans on private sites.
- 5.108 There are no concealed households or overcrowding on the authorised sites and no other issues have been raised with the Council.
- 5.109 Within the District's Local Plan there is a site based criteria policy (Policy LP5). There has been recent interest in developing new sites and as a result 5 pitches on two separate sites have been granted planning permission since the adoption of the Local Plan in May 2014.
- 5.110 Taking the above site provision, the Council's Five Year Housing Land Supply Report (January 2016) and the current approach into account, the Council feels it is meeting the needs identified in the last Assessment.
- 5.111 There are currently two unauthorised sites that are currently progressing through the planning process, there are some tolerated sites. There are believed to be no sites with temporary planning at the current time.
- 5.112 In terms of housed Travellers, the GTANA included interviewing Gypsies, Travellers and Travelling Showpeople. The findings indicated that no Gypsies, Travellers or Travelling Showpeople living in bricks and mortar wished to live on sites in the area. The Council has a number of community hubs where those living in bricks and mortar can ask and receive advice and guidance. In addition to this there is One Voice 4 Travellers who provide advocacy casework, advice and information to Gypsies and Travellers regardless of their accommodation status.
- 5.113 Numbers of short-term encampments are relatively frequent but for short periods of time. Encampments occur mainly during the summer months and a popular location is Wisbech. The reasons for being in the area are to visit relatives, looking for work opportunities or travelling through on route to specific events such as fairs in other areas e.g. Peterborough.
- 5.114 If the Travellers are moving through in small groups and looking to stay for a few days they are more likely to use the Transit site; larger groups are more likely to stay on carparks/industrial estates. It is said that those travelling in the area are not looking for permanent residential pitches in the area.

Cross border issues and the Duty to Cooperate

- 5.115 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect the Council other than the lack of transit provision in neighbouring areas. This is viewed by Fenland as being the main cross border issue and neighbouring authorities often contact Fenland to see if they can move people onto the transit site; however these requests are often turned down because the site is fully occupied.
- 5.116 The Council is aware there is movement to and from King's Lynn and West Norfolk and also Peterborough; there is to a lesser extent some cross-boundary movement between Fenland and South Holland.
- 5.117 There has been a history of joint working across the Cambridge sub-Region on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. However, this has become less frequent as each authority is working on their local plans and these are often on different timescales. Council officers, neighbouring authorities and key stakeholders also attend the Strategic Traveller Coordination Group, the Chief Planning Officers and Planning Policy Forum.

5.118 The priority in the future for the Council is to continue to maintain their current site provision to the highest standard and to regularly monitor and review their five year land supply. The Council will also monitor how well it is meeting its assessed need, including any indications it is over providing for Traveller communities in its area.

Peterborough City Council (neighbour to South Holland)

Accommodation for Gypsies and Travellers and Travelling Showpeople

5.119 South Cambridgeshire District Council commissioned ORS, in partnership with Cambridge City, East Cambridgeshire, Peterborough, Forest Heath, St Edmundsbury, Huntingdon and the Borough of Kings Lynn & West Norfolk; the GTAA has yet to be published. The Council's previous GTAA was published in October 2011, as part of the Cambridge sub-Region. The work was carried out by the Cambridgeshire County Council Research Group (CCCRG). The GTAA identified the estimated extra site provision required in Peterborough as being 53 pitches 2011-2031 and 5 Travelling Showpeople plots 2011-2016.

5.120 There are currently two Council owned and managed sites in Peterborough (64 pitches). There are few reports of overcrowding or concealed households on these sites. Residents are said to be very settled and there is little turnover of pitches. The very few who have moved in recent years have moved into bricks and mortar accommodation due to health reasons.

5.121 There are 17 private sites. There is one emergency stopping place.

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

5.123 Within the District's Local Plan there is a site based criteria policy (Policy CS9). In addition to this Policy CS5 sets out the approach to deliver additional pitches and includes a requirement that the Sustainable Urban Extension identify land for Gypsy and Traveller site provision.

5.124 There are currently one unauthorised (developments) sites, no tolerated sites and no sites with temporary planning permission.

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

5.126 The number of encampments is estimated to be around 100 per year and vary in size from one single roulette wagon to an encampment involving 20-25 vehicles; encampments cost the Council an estimated £80-£100,000 per year⁷. There is currently no permanent transit provision in the City other than one emergency stopping place.

5.127 Those travelling in the area are not looking for permanent residential pitches. Peterborough is said to be popular to Travellers because it is a central location and has good roadway networks e.g. A1. Peterborough is also popular because there are areas of open space and playing fields; and the large permanent traveller community attracts relatives who wish to visit their family or who are attending a specific family event e.g. weddings.

⁷ Cabinet report September 2014

<http://democracy.peterborough.gov.uk/documents/s21340/5.%20Emergency%20Stopping%20Places.pdf>

- 5.128 Favoured locations in Peterborough are the Fengate area because it is a flat, privately owned, industrial site and is located away from local residents. The Bretton area is also said to be popular primarily because of its open green spaces.
- 5.129 A potential solution to the issue of unauthorised encampments was proposed to the Council's Cabinet in 2014 and involved trialling three Emergency Stopping Places (ESP) at three locations. Since that proposal, there is now one ESP in operation. However, this is said to be underused possibly because of its location which is close to a household waste site. It is felt that there could be the need for more ESPs located across the City at locations favoured by Travellers.

Cross border issues and the Duty to Cooperate

- 5.130 There are considered to be no significant cross-border issues in relation to neighbouring local authorities that affect the Council.
- 5.131 There has been a history of joint working across the Cambridge sub-Region on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. However, this has become less frequent as each authority is working on their local plans and these are often on different timescales. Council officers, neighbouring authorities and key stakeholders also attend the Strategic Traveller Coordination Group, the Chief Planning Officers Group and Planning Policy Forum.
- 5.132 The Council is working with neighbouring areas to set up a multi-county group to share information and to develop a regional approach to managing encampments.
- 5.133 The Council is due to publish their GTAA and therefore a priority for them will be to consider the findings and how it can best meet any need evidenced.

North Kesteven District Council (neighbour to Boston and South Holland) Accommodation for Gypsies and Travellers and Travelling Showpeople

- 5.134 North Kesteven commissioned a GTAA jointly with the City of Lincoln Council and West Lindsey District Council (known collectively as Central Lincolnshire) with support from Lincolnshire County Council and the Central Lincolnshire Joint Planning Unit (JPU). The GTAA was undertaken by RRR Consultancy Ltd and was published in November 2013.
- 5.135 The assessed need in the District was said to be 22 pitches and 1 emergency stopping place (2013-2033). There was no further need identified for Travelling Showpeople.
- 5.136 There are no public sites, Travelling Showpeople yards or transit provision in the area. There are 4 private sites the largest of which is the Beckingham site (17 pitches).
- 5.137 There are no concealed households or overcrowding on the authorised sites and no other issues have been raised with the Council.
- 5.138 There are no tolerated sites, sites with temporary planning permission or unauthorised developments at the current time.

Gypsies, Travellers or Travelling Showpeople in the area

- 5.139 Numbers of short-term encampments of those travelling through the area are low. When they do occur, they are usually in close proximity to trunk roads; the A17, A46 and A15 are main travelling routes through the District.
- 5.140 One emergency stopping place was recommended in the Council's GTAA; it was recommended this should be located near to Lincoln.

Cross border issues and the Duty to Cooperate

- 5.141 There are considered to be no significant cross-border issues in relation to neighbouring local authorities and North Kesteven. There are few encampments, and those that do occur are dealt with effectively in liaison with Lincolnshire County Council's Gypsy and Traveller Liaison Officer.
- 5.142 There has been a history of joint working on the accommodation needs of Gypsies, Travellers and Travelling Showpeople, with a combined GTAA published in 2013. The Council is also working with the City of Lincoln and West Kesteven on a joint Local Plan.
- 5.143 The priority for the Council is to meet the need for additional pitches as evidenced in the Council's last GTAA. The Council has undertaken a call for sites as part of the Central Lincolnshire Local Plan process; no sites were identified in North Kesteven and a very limited number for Central Lincolnshire. In addition to this the Central Lincolnshire Local Plan has set out the approach to deliver additional pitches which include a requirement that the Sustainable Urban Extension identify land for Gypsy and Traveller site provision. The Council will also consider pitch/site planning applications that come forward in order to help meet the needs identified.

South Kesteven District Council (neighbour to Boston and South Holland) Accommodation for Gypsies and Travellers and Travelling Showpeople

- 5.144 South Kesteven with Rutland commissioned RRR Consultancy to undertake a GTAA which has recently been published. The Assessment evidenced an estimated shortfall over the next twenty years of 32 residential pitches and 9 plots for Travelling Showpeople in the area. The Study recommended the local authorities consider the potential for negotiated stopping places.
- 5.145 In South Kesteven there is one County Council site (Travellers' Rest) which is managed by the Local Authority (12 pitches). The Council holds a waiting list and there is a low turnover of pitches. There are two privately owned sites (27 and 12 pitches), one Travelling Showpeople yard and one yard for ex Travelling Showpeople, both of which are privately owned.
- 5.146 There are no concealed households or overcrowding on the authorised sites and no other issues have been raised with the Council. The authorised sites are said to generally meet the needs of residents living on them.
- 5.147 There is one tolerated site and no sites that are unauthorised or with temporary planning permission at the current time.

5.148 In terms of short-term, unauthorised, roadside encampments the figures are generally considered to be low and are mainly Travellers who are moving through the area, quite often at the time of the Appleby Fair. Where they do occur they are usually in isolated areas e.g. A1 layby or Grantham North Service Station (Gonerby Moor).

5.149 There is no transit provision currently in the area. However, following the publication of the GTAA the Council may well consider some kind of provision in the future.

Cross Boundary Issues

5.150 The Council is unaware of any issues that cause concern or cross border movements or encampments being moved on between South Holland and Boston and its own area.

5.151 The Council has a history of joint working with other neighbouring councils with regards to the accommodation needs of Gypsies, Travellers and Travelling Showpeople.

5.152 The Council has just published the GTAA and therefore a priority for them will be to consider the findings and how it can best meet the needs evidenced.

General Notes

5.153 There are no cross boundary issues to report. If there is a lack of sites in either Boston or South Holland or neighbouring areas it is not causing pressure on any of the areas interviewed.

5.154 Travel routes mentioned by those interviewed include A148 corridor (Cromer, Fakenham and Holt), A52 linking Boston to East Lindsey and down to the A16 in South Holland, A47 (Peterborough), A46 and A15.

5.155 Those who were interviewed mentioned the following locations as being used by Travelling Communities: Spalding, Holbeach, Boston, Wisbech, Fengate, Bretton, Walsingham, Skegness, Mablethorpe and Peterborough.

5.156 Officers of all councils interviewed generally believe that neighbouring authorities and both Boston and South Holland councils are complying with the Duty to Cooperate.

5.157 There appear to be fewer issues in Boston and South Holland with regards to site accommodation, unauthorised encampments and cross border activity than in other parts of Lincolnshire.

5.158 The number of encampments in both areas has decreased in the last 10 years. In the past there were more encampments from Roma Gypsies and these days it is more likely to be Irish Travellers.

5.159 If the GTAA evidences a need for transit provision, some stakeholders said that any type of transit provision is sometimes difficult to manage and if provision is provided, a clear management strategy would need to be in place. It was also mentioned that any new transit provision should have the necessary facilities to ensure that the site was kept clean and tidy and there were at least basic utilities such as waste disposal and water available.

5.160 It was suggested that some transit or emergency stopping places would generally be helpful in terms of having somewhere to direct encampments to in the study area. It was suggested this would help manage unauthorised encampments more effectively.

- 5.161 There was some concern that should a transit site be provided some using it would stay longer than agreed. However, it was pointed out if this did happen it would indicate the need for additional permanent residential pitches.
- 5.162 South Holland and Boston have yet to sign up to the Lincolnshire Gypsy and Traveller Unauthorised Encampment Management Protocol. There is a benefit to working cross-boundary and as part of the County approach it will be consistent as to how action is taken and the standards that are to be expected.
- 5.163 There was a general impression given by respondents that the same NIMBYism and stereotyping of Gypsies or Travellers remains and there is a need to try and do more in terms of educating Gypsies and Travellers and the settled community about the different cultures that exist.
- 5.164 It was highlighted that sites are often inundated with different agencies looking to access and engage with Gypsies and/or Travellers. It is felt that at times residents feel overloaded by different people going onto sites and asking questions; it was felt this is an infringement of their privacy and there needed to be a strategic and integrated approach in relation to research or offering the provision of new services.
- 5.165 It was highlighted that if more resources were made available to support residents on sites it would improve relationships and more in-depth work could be undertaken and trust built up as, in the main, Travelling communities continue to be marginalised.
- 5.166 There is a continual updating of GTAA's which shows a need, but little of this need appears to get met.
- 5.167 It was highlighted that any future site development should consider the different Travelling communities who are unlikely to want to live as a mixed community.
- 5.168 There is concern over the lack of funding for new sites or the refurbishment of existing sites.
- 5.169 There are concerns regarding the change in definition for Gypsies and Travellers in planning terms and whether the true needs of the current Travelling communities in the study area will have their needs met.

6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

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

Boston

Figure 8 – Sites and Yards Visited in Boston

Public Site	Pitches/Plots	Interviews	Reasons for not completing interviews
Redstone Travellers Site	24	18	5 x no contact possible, 1 x refusal (1 pitch doubled-up)
TOTAL	24	18	

South Holland

Figure 9 – Sites and Yards Visited in South Holland

Public Sites	Pitches/Plots	Interviews	Reasons for not completing interviews
None	-	-	-
Private Sites			
Cockrams Yard	3	3	-
Drain Bank	10	0	10 x unimplemented pitches
Greenacres	2	1	1 x no contact possible
Hallgate Cottage	2	0	2 x no contact possible
Hartfell Lodge	2	2	-
Pecks Drove East	4	4	-
Romany House	12	2	10 x refusals
Roseview Drive	10	1	9 x refusals
South View	2	2	-

The Conifers Pecks Drove East & The Hedges Off Drain Bank North	10	5	5 x no contact possible
Unauthorised Sites			
Five Acres	10	4	5 x no contact possible, 1 x refusal
Travelling Showpeople Yards			
The Stables	1	1	-
The Moorings Yard	7	1	5 x non-Travellers, 1 x no contact possible
Westhorpe Road	6	3	3 x no contact possible
TOTAL	81	29	

Efforts to contact bricks and mortar

- 6.3 The 2011 Census recorded just 14 households in Boston and 18 households in South Holland living in a house or a flat who identified as Gypsies or Irish Travellers. Despite all of the efforts that were made it was not possible to identify any households living in bricks and mortar who were willing to be interviewed.

7. Current and Future Pitch Provision

Introduction

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

New 'Planning' Definition

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

Current and Future Pitch/Plot Needs

- 7.5 To identify need, PPTS requires an assessment of current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below.

New Household Formation Rates

- 7.6 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed 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 (August 2015). The main conclusions are set out here and the full paper is in **Appendix E**.

- 7.7 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.8 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.9 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers.
- 7.10 ORS assessments take full account of the net local household growth rate per annum for each Local Authority, calculated on the basis of demographic evidence from the site surveys. The ‘baseline’ includes all current authorised households, all households identified as in current need (including concealed households, 5 year need from older teenage children, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also take account of modelling projections based on birth and death rates, and in-/out-migration.
- 7.11 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each Local Authority. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 in each Local Authority (by travelling status).
- 7.12 In certain circumstances where the numbers of households and children are low it may not be appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 7.13 In addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.

Breakdown by 5 Year Bands

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

Applying the New Definition

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

Boston

7.16 In summary there is a need for **1 additional pitch** in Boston for Gypsy and Traveller households that meet the new definition; a need for up to 3 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as no additional pitches; and a need for 7 additional pitches for Gypsy and Traveller households who do not meet the new definition.

7.17 There are no Travelling Showpeople households in Boston.

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

Figure 10 – Travelling Status of Households in Boston

Status	Meets New Definition	Does Not Meet New Definition	Unknown
Gypsies and Travellers			
Public Sites	1	17	7
TOTAL	1	17	7

7.19 Figure 10 shows that for Gypsies and Travellers 1 household meets the new definition of a Traveller in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 17 Gypsy and Traveller households did not meet the new definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the new definition.

7.20 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

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

Key Demographic Findings

7.22 Ethnicity data that was captured from the Gypsy and Traveller household that met the new definition of a Traveller indicated that they were a Romany Gypsy household. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish and Scottish Travellers.

7.23 The household that meet the new definition comprised 1 male resident. This suggests that there will be no new household formation as there are no children.

Pitch Needs – ‘Travelling’ Gypsies and Travellers

7.24 The household that met the new definition of Travelling was doubling-up on a pitch on the public site. Apart from the need to address the doubled-up pitch there was no other current or future need.

7.25 Therefore the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for **1 additional pitch** over the 20 year GTAA period.

Figure 12 – Additional Need for ‘Travelling’ Households in Boston

Gypsies and Travellers – Meeting New 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 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	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No new household formation)</i>	
Total Future Needs	0
Net Pitch Total = (Current and Future Need – Total Supply)	1

Figure 13 – Additional Need for ‘Travelling’ Households in Boston by 5 Year Periods

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

Pitch Needs – ‘Unknown’ Gypsies and Travellers

- 7.26 Whilst it was not possible to determine the travelling status of a total of 7 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the new definition as defined in PPTS.
- 7.27 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 new definition based on the outcomes of households in that Local Authority where an interview was completed.
- 7.28 However data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 7.29 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.30 Should further information be made available to the Council that will allow for the new definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 3 pitches from new household formation (this uses a base of the 7 households and a net growth rate of 1.50%⁸). Therefore additional need *could* increase by up to a further 3 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 7 ‘unknown’ pitches are deemed to meet the new definition). However, as an illustration, if the national average of 10% were to be applied this could be as few as no additional pitches. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Waiting Lists

- 7.31 There is 1 public site in Boston. However at the time of this report it was not possible to speak with any households on the waiting list for the site.
- 7.32 Depending on the occupancy conditions for the public site should any households on the waiting lists wish to be considered for a pitch they may have to provide information on their travelling patterns during the site allocation process as and when a pitch becomes available in order to determine whether they meet the new definition.

Travelling Showpeople Needs

- 7.33 There are no Travelling Showperson yards in Boston so no current or future need.

⁸ The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

South Holland

7.34 In summary there is a need for **4 additional pitches** in South Holland for Gypsy and Traveller households that meet the new definition; a need for up to 13 additional pitches for Gypsy and Traveller households that may meet the new definition – although if the national average of 10% were to be applied this could be as few as 1 additional pitch; and a need for 8 additional pitches for Gypsy and Traveller households who do not meet the new definition.

7.35 There is need for **1 additional plot** for Travelling Showpeople households that meet the new definition; a need for 2 additional plots for Travelling Showpeople households that may meet the new definition; and there is a need for 1 additional plot for Travelling Showpeople households that do not meet the new definition.

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

Figure 14 – Travelling Status of Households in South Holland

Site Status	Meets New Definition	Does Not Meet New Definition	Unknown
Gypsies and Travellers			
Private Sites	5	19	37
Sub-Total	5	19	37
Travelling Showpeople			
Private Yards	2	3	9
Sub-Total	2	3	9
TOTAL	7	22	46

7.37 Figure 14 shows that for Gypsies and Travellers 5 households meet the new definition of a Traveller, and for Travelling Showpeople 2 household meets the new definition – in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of 19 Gypsy and Traveller and 3 Travelling Showpeople households did not meet the new definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the new definition.

7.38 The number of households on each site where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Bricks and Mortar Interviews

- 7.39 Despite all the efforts that were made it was not possible to conduct any interviews with Gypsy and Traveller household living in bricks and mortar in South Holland.

Key Demographic Findings

- 7.40 Ethnicity data that was captured from the 5 Gypsy and Traveller households that meet the new definition of a Traveller indicated that 4 are Romany Gypsy households and 1 is a Scottish Traveller household. This may be important when dealing with any planning issues relating to Romany Gypsies and Irish and Scottish Travellers.
- 7.41 The households that meet the new definition comprised 19 residents – 10 adults and 9 children and teenagers aged under 18. This equates to 53% adults and 47% children and teenagers. However due to the low number of children new household formation is based on the site demographics.

Unauthorised Pitches

- 7.42 There are currently 10 unauthorised pitches at the Five Acres site. These are currently included as components of need. However it should be noted that the Council is in the process of addressing this need through the provision of a new site on land at Drain Bank. Therefore supply of new pitches has netted of need from unauthorised pitches.

Pitch Needs – ‘Travelling’ Gypsies and Travellers

- 7.43 The 5 households who meet the new definition of Travelling were found on 4 private sites and 1 unauthorised site. There is current need arising from 1 unauthorised pitch and no other current or future need arising from temporary pitches, concealed or doubled up households or adults, or need for older teenage children.
- 7.44 The household demographics suggest that 4 additional households will form over the 20 year GTAA period to 2036.
- 7.45 When supply of 1 pitch on the new site on land at Drain Bank is taken into consideration the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for **4 additional pitches** over the 20 year GTAA period.

Figure 15 – Additional Need for ‘Travelling’ Households in South Holland

Gypsies and Travellers – Meeting New Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	1
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	1
Current Need	

Households on unauthorised developments	1
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	1
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Formation from site demographics)</i>	
Total Future Needs	4
Net Pitch Total = (Current and Future Need – Total Supply)	4

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

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

Pitch Needs – ‘Unknown’ Gypsies and Travellers

- 7.46 Whilst it was not possible to determine the travelling status of a total of 37 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and **may** meet the new definition as defined in PPTS.
- 7.47 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the new definition based on the outcomes of households in that Local Authority where an interview was completed.
- 7.48 However data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 7.49 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.50 Should further information be made available to the Council that will allow for the new definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 13 pitches from new household formation⁹ (this uses a base of the 37 households and a net growth rate of 1.50%¹⁰). Therefore

⁹ Need from 6 unauthorised pitches is met by 6 new pitches on land at Drain Bank

additional need *could* increase by up to a further 13 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 37 ‘unknown’ pitches are deemed to meet the new definition). However, as an illustration, if the national average of 10% were to be applied this could be as few as 1 additional pitch. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Waiting Lists

- 7.51 There are no public sites in South Holland so there is no potential need arising from households on a waiting list.

Plot Needs – ‘Travelling’ Showpeople

- 7.52 There are 3 Travelling Showperson yards in South Holland (The Stables in Sutton St James, The Moorings at Luton, and Westhorpe Road in Gosberton). Two households on 2 of the yards meet the new definition. The only need associated with these 2 households is for 1 teenage child in need of a plot of their own in the next 5 years.
- 7.53 Therefore the overall level of additional need for those households who meet the new definition of a Travelling Showperson is for **1 additional plot** over the 20 year GTAA period.

Figure 16 – Additional Need for ‘Travelling’ Showpeople Households in South Holland

Travelling Showpeople – Meeting New Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	1
Households on yards with temporary planning permission	0
In-migration	0
New household formation	0
<i>(No new household growth)</i>	

¹⁰ The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Total Future Needs	0
Net Plot Total = (Current and Future Need – Total Supply)	1

Figure 17– Additional Need for ‘Travelling’ Showpeople Households in South Holland by 5 Year Periods

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

Plot Needs – ‘Unknown’ Showpeople

- 7.54 Whilst it was not possible to determine the travelling status of a total of 9 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 Travelling Showpeople and **may** meet the new definition as defined in PPTS.
- 7.55 Should further information be made available to the Council that will allow for the new definition to be applied the overall level of need *could* rise by up to 2 additional plots from new household formation (this uses a base of the 9 households and a net growth rate of 1.00%¹¹). Therefore additional need *could* increase by up to a further additional 2 plots, plus any concealed adult households or 5 year need arising from older teenagers living in these households. Tables setting out the components of need for unknown households can be found in **Appendix B**.

Transit Requirements

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

DCLG Caravan Count

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

¹¹ The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.00% for Travelling Showpeople which has been applied in the absence of further demographic information about these households.

- 7.58 Data from the 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. In fact there have been none in Boston in recent years.

Stakeholder Interviews and Local Data

- 7.59 Information from the stakeholder interviews also identified that there are no or relatively low levels of unauthorised encampments in most of the areas, and that the majority were short-term visiting family or friends, transient and simply passing through, or from a small number of groups moving around an area. Short-term or transient encampments could suggest a need for transit provision, whereas groups moving around an area could suggest a need for more permanent provision. Also it is not known from historic data whether any of these households meet the new definition of a Traveller. A summary by Local Authority is set out below:

Boston

The instances of encampments is said to be low in the Boston area. The few encampments that do occur are by Irish Travellers. It was generally said Travellers moving through the area stay for short periods of time e.g. 2-3 days.

South Holland

The instances of encampments is said to be low in the South Holland area. In the past year (from May 2015 – end June 2016) officers were aware of only 2 short-term unauthorised encampments. It was generally thought that the number of encampments has declined over the years.

Potential Implications of PPTS 2015

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

Transit Recommendations

- 7.61 It is recommended that whilst there may be relatively high numbers of encampments in some areas, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- 7.62 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 – including

attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.

- ^{7.63} In the short-term the Councils should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the new definition, from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- ^{7.64} 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.
- ^{7.65} 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.

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.
Gypsies and Travellers	See Paragraph 2.11
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.
Travelling Showpeople	See Paragraph 2.11
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 and Non-Travelling Households

Need Summary Unknown Households in Boston

Additional Need for 'Unknown' Gypsy and Traveller Households in Boston

Gypsies and Travellers – Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Household base 7 and formation rate of 1.50%)</i>	
Total Future Needs	3
Net Pitch Total = (Current and Future Need – Total Supply)	3

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

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	0	1	1	1	3

Need Summary Non Travelling Households in Boston

Additional Need for 'Non-Travelling' Gypsy and Traveller Households in Boston

Gypsies and Travellers – Not Meeting New 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 away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	7
<i>(Household base 17 and formation rate of 1.80%)</i>	
Total Future Needs	7
Net Pitch Total = (Current and Future Need – Total Supply)	7

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

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	1	2	2	2	7

Need Summary Unknown Households in South Holland

Additional Need for 'Unknown' Gypsy and Traveller Households in South Holland

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	6
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	6
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 older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	13
<i>(Household base 37 and formation rate of 1.50%)</i>	
Total Future Needs	13
Net Pitch Total = (Current and Future Need – Total Supply)	13

Additional Need for 'Unknown' Gypsy and Traveller Households in South Holland by 5 Year Periods

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	3	3	3	4	13

Additional Need for 'Unknown' Travelling Showpeople Households in South Holland

Travelling Showpeople - Unknown	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0

Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Household formation from site demographics)</i>	
Total Future Needs	2
Net Plot Total = (Current and Future Need – Total Supply)	2

Additional Need for 'Unknown' Travelling Showpeople Households in South Holland by 5 Year Periods

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

Need Summary Non Travelling Households in South Holland

Additional Need for 'Non-Travelling' Gypsy and Traveller Households in South Holland

Gypsies and Travellers – Not Meeting New Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	3
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	3
Current Need	
Households on unauthorised developments	3
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	4
Future Need	
5 year need from older teenage children	1
Households on yards with temporary planning permission	0
In-migration	0
New household formation	7
<i>(Household base 20 and formation rate of 1.60%)</i>	
Total Future Needs	8
Net Pitch Total = (Current and Future Need – Total Supply)	9

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

Years	0-5	6-10	11-15	16-20	
	2016-21	2021-26	2026-31	2031-36	Total
	3	2	2	2	9

Additional Need for 'Non-Travelling' Showpeople Households in South Holland

Travelling Showpeople – Not Meeting New Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0

Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Household formation from site demographics)</i>	
Total Future Needs	1
Net Plot Total = (Current and Future Need – Total Supply)	1

Additional Need for 'Non-Travelling' Showpeople Households in South Holland by 5 Year Periods

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

Appendix C: Sites and Yards Lists (August 2016)

Boston

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Redstone Travellers Site, Boston	24	-
Private Sites with Permanent Permission		
None	-	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
None	-	-
TOTAL PITCHES	24	0
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
None	-	-

South Holland

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
None	-	-
Private Sites with Permanent Permission		
Cockrams Yard, Beck Bank	3	-
Drain Bank, Spalding	10	-
Greenacres, Gedney	2	-
Hallgate Cottage, Gedney	2	-
Hartfell Lodge, Cowbit	2	-
Pecks Drove East, Spalding	4	-
Romany House, Clay Lake	12	-
Roseview Drive, Holbeach	10	-
South View, Spalding Common	2	-
The Conifers Pecks Drove East & The Hedges Off Drain Bank North	10	-
Private Sites with Temporary Permission		
None	-	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Developments		
Five Acres, Gosberton Clough	-	10
TOTAL PITCHES	57	10
Authorised Travelling Showpeople Yards		
None	-	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	0	0
Transit Provision		
None	-	-

Appendix D: Site Record Form

GTAA Questionnaire 2015



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

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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

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

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation:
INTERVIEWER please cross one box only

Council Private Unauthorised Bricks and Mortar

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

Romany Gypsy Irish Traveller Scots Gypsy or Traveller Show Person
New Traveller English Traveller Welsh Gypsy Non-Traveller
Other (please specify)

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

Mobile homes Touring Caravans Day Rooms Other (please specify)

A9 How long have you lived here? If you have moved in the past 5 years, where did you move from? *INTERVIEWER: Please write in below*

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

A10 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only*

Choice No option

A11 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.) *INTERVIEWER: Please cross one box only*

Yes No

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

1 2 3 4 5 6 7 8 9 10

B Demographics

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

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

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

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

C Accommodation Needs

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

1 2 3 4 5 6 7 8 9 10

Other *Please specify*

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

1 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? <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	→	Continue to D2
	No	<input type="checkbox"/>	→	Go to D4
D2	How many people living here are on the waiting list for a pitch in this area? <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	5	6	7	8
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9	10	Other (Please specify) <input style="width: 100%;" type="text"/>	
	Details (Please specify) <input style="width: 100%;" type="text"/>			
D3	How long have they been on the waiting list? <i>INTERVIEWER: Please cross one box only</i>			
	0-3 months	3-6 months	6-12 months	1-2 years
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	2+ years			<input type="checkbox"/>
	Other (Please specify)			<input style="width: 100%;" type="text"/>
	Details (Please specify) <input style="width: 100%;" type="text"/>			
D4	If they are not on the waiting list, do any of the people living here want to be on the waiting list? If they do not want to be on the waiting list, why not? <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	5	6	7	8
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9	10	Other (Please specify) <input style="width: 100%;" type="text"/>	
	No	<input type="checkbox"/>	Details (Please specify) <input style="width: 100%;" type="text"/>	

E		Future Accommodation Needs		
E1	Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	→	Continue to E2
	No	<input type="checkbox"/>	→	Go to F1
	If so, why? (please specify) <input style="width: 100%;" type="text"/>			
E2	Where would you move to? <i>INTERVIEWER: Please cross one box only</i>			
	Another site in this area	A site in another council	Bricks and mortar in this area	Bricks and mortar in another council
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Other (Please specify)			<input type="checkbox"/>
	Please specify <input style="width: 100%;" type="text"/>			
E3	If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i>			
	Private buy	Private rent	Public rent	
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

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

Yes No

F Travelling

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

0 1 2 3 4 5+

↓
Go to F6

Continue to F2

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

All the family Adult males Other

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

Work Holidays Visiting family Fairs Other

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

All year Summer Winter

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

Transit sites Roadside Friends/family Other

F6 INTERVIEWER: Ask F6 — F8 ONLY if F1 = 0. Otherwise, go to F9
Have you or family members ever travelled? *INTERVIEWER: Please cross one box only*

Yes → Continue to F7
 No → Go to F9

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

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

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

F9 Do family members plan to travel in the future?

INTERVIEWER: Please cross one box only

- Yes → Continue to F10
No → Go to G1

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

Details

G

Bricks & Mortar Contacts

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

Details

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

INTERVIEWER: Please write in

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

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

Sketch of Site/Pitch — any concerns?

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

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

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

INTERVIEWERS DECLARATION:

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

Interviewers Signature:

Appendix E: 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



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Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

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

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

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

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

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

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

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

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

Modelling population growth

Introduction

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

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

Migration effects

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

Population profile

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

Table 4

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

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

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

Birth and fertility rates

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

Death rates

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

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

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

Modelling outputs

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

Household growth

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

Table 5

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

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

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

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

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

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

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

Household dissolution rates

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

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

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

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

Summary conclusions

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

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