

West Berkshire Gypsy and Traveller Accommodation Assessment



Final Report
March 2015



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1. Introduction

The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by West Berkshire Council in March 2014 to undertake a Gypsy, Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 1.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012 and Planning Policy for Traveller Sites (PPTS) 2012.
- 1.3 The primary objective of the 2014 GTAA is to provide a robust assessment of need for and deficiencies in Gypsy, Traveller and Travelling Showpeople accommodation in West Berkshire. This GTAA 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 for the 15 year period to 2029. As well as identifying current and future permanent accommodation needs, it will also seek to identify whether or not the Council needs to plan for the provision of transit sites or emergency stopping places.
- 1.4 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, 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).
- 1.5 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions across the study area.

Local Policy in West Berkshire

- 1.6 The West Berkshire Core Strategy was adopted in July 2012. It sets out the long term vision for the District to 2026 and translates this into spatial terms, setting out proposals for the scale and type of development. The Core Strategy also sets out strategic policies to guide development over the plan period and provides the framework for more detailed policies and site specific proposals to be contained within other development plan documents.
- 1.7 Policy CS7 of the Core Strategy, Gypsies, Travellers and Travelling Showpeople, provides the basis for how the Council will identify and distribute the growth for traveller sites. The policy is set out below:

Policy CS7

To meet the identified need for Gypsies, Travellers and Travelling Showpeople pitches within the District, the Council will make appropriate provision through the identification of sites within the Site Allocations and Delivery Development Plan Document (DPD). The requirement for transit sites will be addressed through the same DPD.

In allocating sites, and for the purpose of considering planning applications relating to sites not identified in the relevant DPD, the following criteria will need to be satisfied for sites outside settlement boundaries:

- » Safe and easy access to major roads and public transport services.
- » Easy access to local services including a bus route, shops, schools and health services;
- » Located outside areas of high flooding risk.
- » Provision for adequate on site facilities for parking, storage, play and residential amenity.
- » The possibility of the integrated co-existence between the site and the settled community, including adequate levels of privacy and residential amenity both within the site and with neighbouring occupiers.
- » Opportunities for an element of authorised mixed uses.
- » The compatibility of the use with the surrounding land use, including potential disturbance from vehicular movements, and on site business activities.
- » Will not materially harm the physical and visual character of the area.
- » Where applicable have regard for the character and policies affecting the North Wessex Downs AONB.

- ^{1.8} The Council is currently preparing a Housing Site Allocations DPD which will implement the framework set by the Core Strategy. It will allocate non-strategic housing sites across the District in accordance with the spatial strategy and conform to the policy details of the Core Strategy. As well as allocating sites for housing and reviewing a number of housing related policies, it is intended that the DPD will also allocate Gypsy, Traveller and Travelling Showpeople sites and yards where a need is identified. This GTAA forms the evidence base which identifies the scale of need for additional traveller sites across West Berkshire to 2029.
- ^{1.9} The Council published the Preferred Options Housing Site Allocations DPD on 25th July 2014 for a seven week period of consultation. It is expected that the DPD will be submitted to the Secretary of State in the autumn of 2015. The timetable for the preparation of this document is set out within the Council's adopted Local Development Scheme (LDS).

Definitions

- ^{1.10} For the purposes of the planning system, the current definition¹ for 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 or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, Department for Communities and Local Government (CLG), March 2012).

¹ Changes to this definition were the subject of a consultation by CLG that ended in November 2014

- 1.11 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
- » Romany Gypsies
 - » Irish Travellers
 - » New (Age) Travellers.
- 1.12 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.
- 1.13 Alongside Gypsies and Travellers, a further group to be considered is Travelling Showpeople. They are defined as:
- 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 family's or dependant's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012).*

Legislation and Guidance for Gypsies and Travellers

- 1.14 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 pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » Planning Policy for Traveller Sites (PPTS), 2012
 - » National Planning Policy Framework (NPPF), 2012
 - » National Planning Practice Guidance (NPPG)
 - » Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007
 - » The Human Rights Act 1998 (when making decisions and welfare assessments)
 - » The Town and Country Planning Act, 1990
 - » Criminal Justice and Public Order Act, 1994
 - » Anti-social Behaviour Act, 2003 (both as victims and perpetrators of anti-social behaviour)
 - » Planning and Compulsory Purchase Act, 2004
 - » Housing Act, 2004 (which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance)
 - » Housing Act, 1996 (in respect of homelessness).
- 1.15 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of Local Authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers.

However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- ^{1.16} For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged Local Authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires Local Authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all Local Authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- ^{1.17} Local Authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central Government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- ^{1.18} The Government announced that Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. The CLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.
- ^{1.19} A letter from the Parliamentary Under Secretary of State for the Department for Communities and Local Government in March 2014 helped to clarify the Government's position on household formation rates and also suggested that current planning guidance will soon be updated and stated:

'Following the recent consolidation of planning guidance we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.'

'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, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'

- ^{1.20} More recently (Sept–Nov 2014) the CLG launched a consultation on proposed changes to government policy on planning and Travellers. This consultation addresses a number of issues including ensuring that the planning system applies fairly and equally to both the settled and traveller communities; further

strengthening protection of sensitive areas and Green Belt; and addressing the negative impact of unauthorised occupation. It also set out how local authorities should assess future Traveller accommodation needs in Annex A of the consultation document and this is very similar to the approach set out in the current guidance. The consultation ended in November 2014 and Local Authorities will need to be aware of the implications should subsequent changes to national policy and guidance be made.

Planning Policy for Traveller Sites (PPTS)

^{1.21} Planning Policy for Traveller Sites, which came into force in March 2012, sets out the direction of Government policy. Planning Policy for Traveller Sites is closely linked to the National Planning Policy Framework². Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Pages 1-2):

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

^{1.22} In practice, the document states that (PPTS Page 3):

- » *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 <http://planningguidance.planningportal.gov.uk/>

1.23 PPTS goes on to state (Page 3) 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.*

1.24 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 on Pages 3-4 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.*

Tackling Inequalities for Gypsy and Traveller Communities

1.25 In April 2012 the Government issued a further document relating to Gypsies and Travellers titled 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (CLG April 2012).

1.26 The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- » Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children.
- » Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS.
- » Encouraging appropriate site provision; building on £60 million Traveller Pitch Funding and New Homes Bonus incentives.
- » Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system.
- » Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities, and working with the financial services industry to improve access to financial products and services.
- » Sharing good practice in engagement between Gypsies and Travellers and public service providers.

Funding

- ^{1.27} In 2011 Government introduced financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new pitches on Local Authority or Registered Provider-owned and managed sites, Local Authorities are eligible for a New Homes Bonus equivalent to Council Tax (based on the national average for a Band A property), plus an additional affordable homes premium of £350 per annum for six years. This equates to around £8,000 per pitch.
- ^{1.28} Direct grant funding was also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3million in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches, through bids from Local Authorities, Housing Associations and Traveller community groups working with Registered Providers.
- ^{1.29} The HCA has now confirmed allocations for all of its £60 million of future funding through the Traveller Pitch Funding and New Homes bonus incentives which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. For the HCA 2015-18 Affordable Housing Programme there is no ring-fenced funding, but proposals for Gypsy and Traveller pitches will be considered within the programme. The table below shows the current allocation outside of London.

Figure 1
HCA Grant Allocations for New Pitches (Source: HCA 2014)

Local Authority Area	Amount of money	Number of new pitches
East and South East	£6,218,381	91
Midlands	£14,126,576	216
North East, Yorkshire and The Humber	£15,328,694	375
North West	£3,850,763	108
South and South West	£16,713,954	309
Total	£56,238,368	1,099

- ^{1.30} While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Local authorities and Registered Providers are advised to continue to work closely with HCA area teams to develop their proposals should any further funding become available as a result of some funded schemes not proceeding.
- ^{1.31} It is likely that individual local authorities will find it very difficult financially to provide the new sites that may be identified in this study and other sources of funding should be considered, for example S106 funding that has been identified to fund the provision of new pitches in other local authorities, working closely with Registered Providers, and encouraging the development or expansion of other private sites or yards.

2. Methodology

- 2.1 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS has developed a methodology which provides the required outputs from a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites, as well as recent changes set out by the Planning Minister in March 2014, with particular reference to new household formation rates (see paragraph 1.19). This is an evolving methodology that has been adaptive to recent changes in planning policy as well as the outcomes of Local Plan examinations and planning appeals that ORS have been involved in. More recently ORS were approached by the Welsh Government to provide advice to support the development of new Gypsy and Traveller Policy for Wales on the basis of our considerable experience in undertaking GTAA studies across the UK, having completed studies for over 120 local authorities since the PPTS was published in 2012.
- 2.2 As part of a wider set of GTAA studies with the former Berkshire local authorities, ORS have developed a new Joint Methodology for Modelling Current and Future Accommodation Needs for GTAA Studies. This will ensure that the studies that ORS are undertaking for West Berkshire, Wokingham, Bracknell Forest and Windsor and Maidenhead all take the same methodological and analytical approach to enable better comparison of the outcomes. In addition Reading Borough Council were involved in the development of the Joint Methodology should they need to undertake a GTAA in future years.
- 2.3 The stages below provide a summary of the revised methodology that was used by ORS to complete this new study. More information on each stage is provided in the appropriate sections of this report, and within the Joint Methodology which is available as a separate document. A Glossary of Terms can also be found in **Appendix A**.

Stage 1: Desk-Based Research

- 2.4 At the outset of the project ORS researched the background to the Gypsy, Traveller and Travelling Showpeople population in West Berkshire. This comprised the collation of a range of important secondary data from the following available sources:
- » Census data.
 - » Details of all authorised public and private sites and yards.
 - » Site management records.
 - » Waiting lists.
 - » Biannual Traveller Caravan Counts.
 - » Records of any unauthorised sites and encampments.
 - » Relevant information from planning, housing, education, community safety, environmental health and health services.

- » Information on planning applications and appeals – including those that have recently been refused and those awaiting determination.
- » Information on any other current enforcement actions.
- » Existing GTAAs and other relevant local studies.
- » Existing policy, guidance and best practice.

2.5 This data has been used to inform the stakeholder interviews and fieldwork and has also been analysed in conjunction with the outcomes of the other elements of the study to allow ORS to complete a thorough review of the needs of travelling communities in West Berkshire.

Stage 2: Stakeholder Engagement

2.6 This study included extensive local stakeholder engagement. This involved a series of telephone in-depth interviews with Council Members, as well as officers from Planning; Housing; Environmental Health; Education and the Community Safety Partnership. The Oxfordshire and Buckinghamshire Gypsy and Traveller Service were also contacted. A link to an online survey was also sent to all Parish Councils in West Berkshire.

2.7 Interviews were conducted with a range of Registered Providers responsible for the provision of housing in the area including A2 Dominion, Aster Communities, Home Group and Sovereign Housing. The Homeless charity Two Saints were also contacted as they work closely with residents at Four Houses Corner.

2.8 Attempts were also made to contact a representative from the Berkshire Showmen's Guild and a letter was sent to the Gypsy Council, but no responses were received.

2.9 The stakeholder interviews covered the following key topics:

- » What dealings or relationships people have with Gypsies, Travellers and Travelling Showpeople.
- » Experiences of any particular issues in relation to Gypsies, Travellers and Travelling Showpeople.
- » Awareness of any Gypsy and Traveller sites and Travelling Showpeople yards either with or without planning permission and whether this varies over the course of a year.
- » Any trends people may be experiencing with regard to Gypsies, Travellers and Travelling Showpeople (e.g. increase in privately owned sites or temporary sites).
- » What attracts Gypsies, Travellers and Travelling Showpeople to an area.
- » Identification of any seasonal fluctuations that may occur.
- » Awareness of any occurrences of temporary stopping by Travellers.
- » Identifying the relationship between the settled and travelling communities.
- » Awareness of any Travellers currently residing in bricks and mortar accommodation.
- » Awareness of any cross boundary issues.

- » Any other comments on the Gypsy, Traveller and Travelling Showpeople community in the study area.

Stage 3: Working Collaboratively with Neighbouring Planning Authorities

^{2.10} Given the Duty to Cooperate, interviews were also conducted with officers from neighbouring authorities and any other authorities where we identified a direct link with the needs of the study area – for example transit sites and wider travelling routes. The interviews ensure that the GTAA addresses wider issues that may impact on the outcomes of the study. These stakeholders were identified as part of the desk-based review and in conjunction with officers from the Council. Interviews were conducted with officers from the following neighbouring authorities and covered the same broad issues as the local stakeholder interviews:

- | | |
|---------------------------|--------------------------|
| » Basingstoke and Deane | » Test Valley |
| » Swindon | » Bracknell Forest |
| » The Vale of White Horse | » Windsor and Maidenhead |
| » South Oxfordshire | » Hart |
| » Wokingham | » Wiltshire |
| » Reading | |

Stage 4: Survey of Travelling Communities

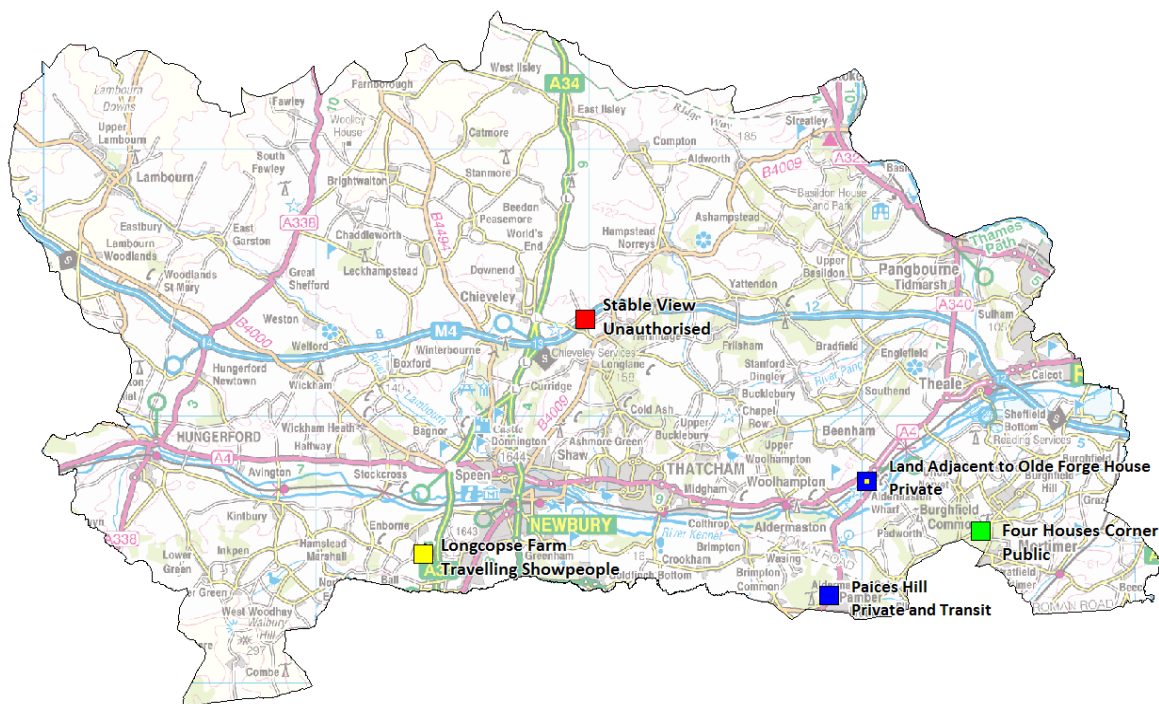
^{2.11} Through the desk-based research and stakeholder interviews ORS firstly identified all authorised and unauthorised sites and encampments in West Berkshire. This work identified 1 public site, a total of 2 private sites with permanent planning permission, no private sites with temporary planning permission and 1 unauthorised site that is not tolerated. One private Travelling Showpeople yard with permanent planning permission was also identified, along with 1 private transit site. The location of these sites is shown on the map below, and full details of the sites and yards can be found in **Appendix B**.

^{2.12} ORS sought to undertake a full demographic study of all pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. All pitches (including those on current unauthorised sites that were present at the time of the study) were visited by experienced ORS researchers who conducted interviews with residents on as many pitches as possible to determine their current demographic characteristics, whether they have any current or likely future accommodation needs and how these may be addressed, and whether there are any concealed households or doubling-up. The interview was based around an approach that was agreed with the Council. A copy of the Site/Yard Visit Record Form can be found in **Appendix C**. This approach also allowed the interviewers to identify information about the sites and pitches that could help support any future work on possible site expansion by undertaking an overall assessment of each pitch/site.

^{2.13} Where it was not possible to undertake an interview, researchers captured as much information as possible about the site from site management or from residents on adjacent sites or pitches.

- 2.14 All of the site fieldwork was undertaken during May and June 2014 and researchers were able to conduct interviews, or obtain information, for households on the majority of the sites and yards that were identified.

Map 1 – West Berkshire GTAA Indicative Location of Sites and Yards (July 2014)



Stage 5: Bricks and Mortar Households

- 2.15 In our experience many Planning Inspectors and Appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. ORS feel that the only practical approach is to take all possible measures to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch in the study area.
- 2.16 Contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on existing sites to identify any friends or family living in bricks and mortar who may wish to move to a site, intelligence from the Council and other local stakeholders. In addition contacts were sought during the stakeholder interviews with Registered Housing Providers. Adverts were also placed on the Friends, Families and Travellers Community Website and in the World's Fair publication³.
- 2.17 Officers and Registered Providers were also asked to provide information regarding Gypsies, Travellers or Travelling Showpeople who may be living in bricks and mortar accommodation and who may wish to move

³Copies of these adverts can be found in **Appendix D**

into the West Berkshire area. A letter from ORS was given to the local authority to pass to any other contacts that they were aware of to request them to contact ORS independently to be interviewed.

- 2.18 Through our approach we endeavoured to do everything within our means to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.
- 2.19 As a rule we do not extrapolate the findings from our fieldwork with Gypsies and Travellers living in bricks and mortar households up to the estimated Gypsy and Traveller bricks and mortar population as a whole, and work on the assumption that those wishing to move will make their views known to us based on the wide range of publicity that we put in place.

Stage 6: Current and Future Pitch/Plot Requirements

- 2.20 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.
- 2.21 To identify need Planning Policy for Traveller Sites 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 for residential pitches 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 and will be set out in more detail in the relevant chapter of this report:

Supply of Pitches

- » Current vacant pitches or plots.
- » Pitches or plots currently with planning consent due to be developed within the study period (unimplemented sites or yards).
- » Pitches or plots to be vacated by households moving to bricks and mortar.
- » Pitches or plots to be vacated by households moving from the study area (out migration).

Current Need

- 2.22 Total current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting:
- » Households on unauthorised sites or yards (i.e. unauthorised pitches or plots on Traveller's own land) without planning permission that are not tolerated;
 - » Households on unauthorised encampments (i.e. unauthorised pitches or plots on land *not owned* by Travellers) without planning permission that are not tolerated;
 - » Concealed households/doubling-up/over-crowding.

- » Households in bricks and mortar wishing to move to sites or yards.
- » Households on waiting lists for public sites.

Future Need

^{2.23} Total future need is the sum of the following three components:

- » Households living on sites with temporary planning permissions.
- » New household formation.
- » In-migration.

^{2.24} Household formation rates are often the subject of challenge at appeals or examinations. While many GTAA studies undertaken by other companies have continued to use a net growth figure of 3.00%, we agree with the position now being taken by CLG (as set out in the Introduction to this report) and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.

^{2.25} All of these components of supply and need are presented in easy to understand tables which identify the overall net requirements for current and future accommodation for both Gypsies and Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2029.

Stage 7: Conclusions

^{2.26} This stage of the study will draw together the evidence from Stages 1 to 6 to provide an overall summary of the requirements for Gypsies, Travellers and Travelling Showpeople in West Berkshire.

3. Gypsy, Traveller and Travelling Showpeople Sites and Population

Sites in West Berkshire

- 3.1 A Strategic Housing Market Assessment (SHMA) focuses upon the number and type of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.
- 3.2 One of the main considerations of this study is the provision of pitches and plots for Gypsies and Travellers and Travelling Showpeople. A pitch is an area which is large enough for one household to occupy and 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 West Berkshire.
- 3.3 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).
- 3.4 The alternative to public residential sites are private residential sites 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.
- 3.5 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 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.

- 3.6 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.
- 3.7 In West Berkshire there is 1 public residential site and 2 private residential sites with permanent planning permission. These provide a total of 43 residential pitches, however it should be noted that 2 pitches on the public site are currently uninhabitable so there are only **41 available residential pitches** at present. There is also 1 private transit site with 15 pitches and a pitch on an unauthorised site. With regard to Travelling Showpeople there is 1 private yard with permanent planning permission. This has a planning condition limiting occupation to 4 caravans for four months of the year.

Figure 2**Total amount of provision in West Berkshire as at 2014 (Excluding unauthorised developments)**

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	2	25
Private sites with temporary planning permission	0	0
Public Sites (Council and Registered Providers)	1	16 ⁴
Total Residential Provision	3	41
Total Transit provision	1	15
Total Travelling Showpeople provision	1	4

Travelling Community Characteristics

- 3.8 The fieldwork element of the study sought to identify the demographics of Gypsies, Travellers and Travelling Showpeople living in West Berkshire. The households surveyed showed a mixed range of ages across their members, though a much larger proportion of the population were younger and female. We would note that, as with other studies carried out by ORS elsewhere, it is typical for Gypsy and Traveller studies to record fewer males aged 18-60 years, many of whom travel on a more regular basis. There are also instances where it is apparent to interviewers that there are men present on sites but that they do not want to be recorded as being resident.
- 3.9 It should be noted therefore that this could lead to a significant undercount of the male population aged 18-65. If it is assumed that a proportion of males do in fact live on the sites and were not captured in the site survey then the proportion of children to adults in the population will fall and therefore the projected new household growth rate will also fall. This is explored further in Sections 5 and 6 of this report.

Caravan Count

- 3.10 Another source of information available on the Gypsy and Traveller 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 CLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, CLG has renamed the 'Gypsy and

⁴The site has planning permission for 18 pitches, but 2 pitches are uninhabitable.

Traveller Caravan Count’ as the ‘Traveller Caravan Count.’ This includes caravans lived in by both ethnic Gypsies and Travellers and non-Gypsies and Travellers.

^{3.11} As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and that any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised 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. Nonetheless the Traveller Caravan Count for West Berkshire (Jan 08 – Jan 14) can be found in **Appendix E** for reference.

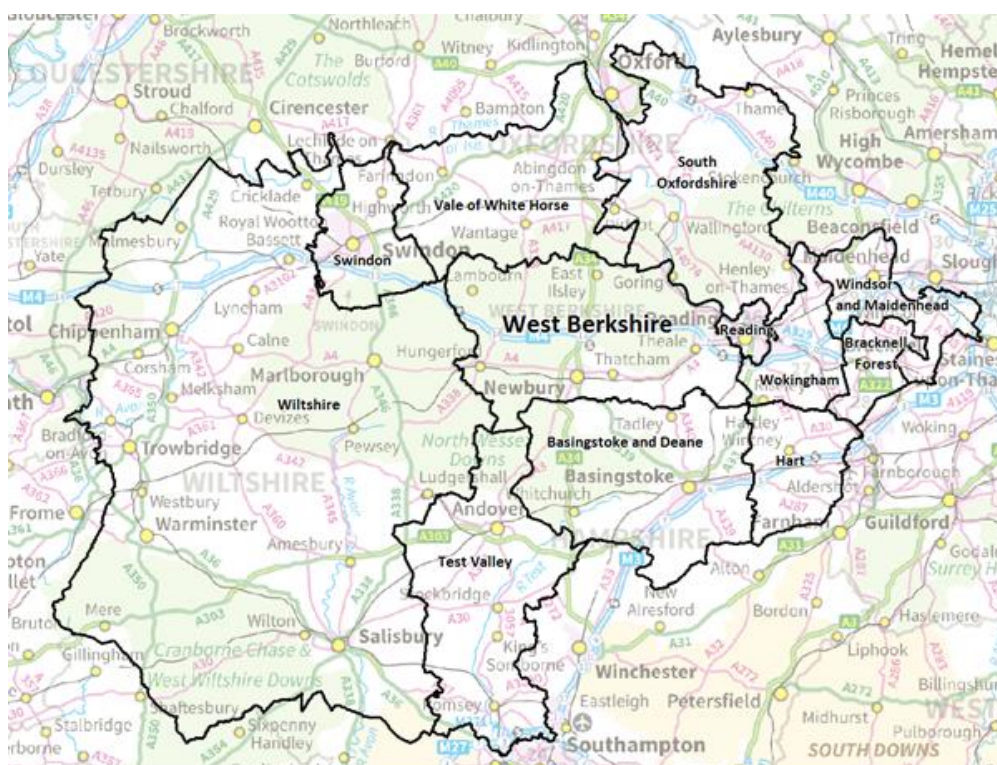
4. Stakeholder Engagement

Introduction

- 4.1 A process of stakeholder engagement was undertaken to be consistent with the guidance set out in Planning Policy for Traveller Sites and the methodology used in other GTAA studies that ORS have completed. The purpose of this engagement was to provide thoughtful consideration of the issues by a wide range of key stakeholders using in-depth telephone interviews. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the information gathered during visits to Gypsy, Traveller and Travelling Showpeople sites/yards.
- 4.2 To enable ORS to identify key stakeholders, the Council provided a list of contacts which included Registered Providers, Gypsy and Traveller and Travelling Showpeople representatives, support services, and relevant Council Members and Officers from Housing, Planning, Environmental Health, Countryside, Education and Community Safety. Neighbouring authorities were also contacted.
- 4.3 The aim of interviewing neighbouring authorities was to assist with the Duty to Co-operate and to identify any migration between districts, what routes may be travelled, background information on the framework within which the authorities operate and any other views they may have regarding Gypsy, Traveller and Travelling Showpeople communities within their own areas.
- 4.4 Wider stakeholders included the Oxfordshire and Buckinghamshire Gypsy and Traveller Service, Two Saints and Registered Providers (RPs)⁵.
- 4.5 As part of the wider stakeholder engagement a link to an online survey was emailed to all Town and Parish Councils within West Berkshire. A valid response was received from 17⁶ Town and Parish Councils.
- 4.6 ORS undertook interviews, most of which were conducted via telephone with some by written correspondence, with the following stakeholders:
- » » 8 Officers from West Berkshire Council;
 - » » 7 Members from West Berkshire Council;
 - » » 11 neighbouring authorities;
 - » » 7 wider stakeholders (see Para 4.4).
- 4.7 The map overleaf shows the local authorities that were interviewed.

⁵ Aster Communities, A2 Dominion, Home Group and Sovereign Housing.

⁶ Aldermaston, Beedon, Boxford, Brightwalton, Burghfield, Chaddleworth, Cold Ash, Frilsham, Great Shefford, Greenham, Hampstead Norreys, Kintbury, Newbury Town Council, Purley on Thames, Streatley, Theale and Woolhampton.

Map 2**Map of West Berkshire Neighbouring Authorities that were Interviewed**

- 4.8 In addition all interviewees were asked whether they could identify or knew any Gypsies, Travellers or Travelling Showpeople living in bricks and mortar accommodation and if so, could they give a letter from ORS to them asking if they would like to be involved in the study.
- 4.9 RPs, together with other organisations, were unable to provide much data through their monitoring systems on Gypsies and Travellers and Travelling Showpeople living in bricks and mortar. The reasons given for not being able to identify households were due to people not self-declaring their ethnicity during the housing application process or that it was not possible to identify this information from administrative records.
- 4.10 The remainder of this Section outlines a summary of the responses received during the stakeholder engagement. Due to issues around data protection and in order to protect the confidentiality of those who took part, this chapter does not include verbatim comments and it aims to represent a summary of the views and responses expressed by the stakeholders during the interviews.
- 4.11 The comments may, in some places, be representative of personal views and opinions and not necessarily the views of the organisation the interviewee works for. Some respondents also noted that at times their reply is based on a national or Berkshire-wide experience and not specifically to West Berkshire but note is made of this.

Neighbouring Authorities

^{4.12} Interviews with officers from neighbouring authorities provided information and context regarding the travelling community in areas surrounding West Berkshire.

- » **Basingstoke and Deane Borough Council** – There are currently seven private sites within the Borough and two unauthorised developments. It was reported that the Borough experiences a high level of unauthorised encampments with 131 last year and 46 up to mid-July in 2014. The Council's current GTAA covers the period to 2017 and identified a small need of 7 pitches of which there is an outstanding requirement of 5 pitches. The GTAA will be updated to cover the next 10-15 year period. The Council has a criteria-based approach to assessing Gypsy and Traveller sites and this has been carried forward into the revised pre-submission Local Plan.
- » **Bracknell Forest Council** – At the time of the interview (September 2014) there were 13 pitches on one public site, 12 pitches on six private sites and 5 pitches on longer term unauthorised sites. Bracknell Forest has also experienced some unauthorised encampments in the past year. ORS are working with the Council to produce a GTAA to determine the total number of pitches required in the area.
- » **Hart District Council** – The GTAA completed in 2013 identified 40 pitches on 2 public sites and 4 pitches on 2 private sites. It also found there was a need for approximately 20 pitches to 2017 but with a caveat that this figure may include an element of double counting as some families were possibly represented on more than one waiting list.
- » **Reading Borough Council** – Currently there is no authorised provision for Gypsies and Travellers in Reading and one unauthorised site was identified through the stakeholder engagement. A GTAA was undertaken for Reading a number of years ago which set out a need to 2014. The Council is currently deciding when to update the information.
- » **South Oxfordshire District Council** – There are 3 public sites and 2 private sites in South Oxfordshire, along with one unauthorised site. A GTAA was undertaken with Oxford City Council and Vale of White Horse District Council in 2013 and was updated in 2014, and identified a need for 19 pitches up to 2031. South Oxfordshire District Council has been working with these Councils to meet this need within their local authority boundaries. The interviews also highlighted three yards for Travelling Showpeople in South Oxfordshire.
- » **Swindon Borough Council** – Swindon has 2 public Council owned sites, one of which is a transit site, 2 private sites and 2 Travelling Showpeople yards. There are no unauthorised developments or sites with temporary planning permission in the Borough. A GTAA for Swindon was published in 2013 and identified a need for 17 pitches to 2028. In order to meet this need the Council has been undertaking a Site Allocations Development Plan Document.
- » **Test Valley Borough Council** – A GTAA undertaken in 2013 identified 13 existing pitches, in addition there is one unauthorised site close to the border with West Berkshire. Officers at Test Valley are aware of a Travelling Showpeople family from Sussex looking for a site within their area. The GTAA identified a current need of 2 pitches and an additional future need of 21 pitches to be provided by 2027.

- » **Vale of White Horse District Council** – the District has 3 public sites (45 pitches) and 1 private site (8 pitches). The Council has also recently granted permission for a new site to meet the needs of the wider Gypsy and Traveller community. There is one unauthorised development which is based on a granted planning permission but the permission has not been properly implemented and so a new planning application has been submitted to rectify the situation. A GTAA was carried out in 2013 and updated in 2014 with South Oxfordshire and Oxford City Councils. It identified a need for 13 pitches for the District.
- » **Wiltshire Council** – There are 89 pitches in the area and one transit site. There is a number of long standing tolerated sites that are unauthorised. A GTAA is currently being carried out to address the needs of the community to 2029.
- » **The Royal Borough of Windsor and Maidenhead** – A GTAA is currently being carried out to assess the needs of the travelling community in the Borough. This will also establish the total number of existing pitches in the area. There are a number of unauthorised and tolerated sites in the Borough.
- » **Wokingham Borough Council** – At the time of the interview (August 2014) there were 35 pitches on 2 public sites, 90 pitches on 22 private sites and 13 pitches on 5 unauthorised sites. A number of unauthorised sites are tolerated by the Council but the discussions have taken place with landowners to regularise the sites by submitting a planning application. ORS are also working with Wokingham Borough Council to produce a GTAA for the area.

Town and Parish Councils

- ^{4.13} The majority of the Town and Parish Councils that responded to the online survey stated that they do not have any dealings with Gypsies and Travellers in their area, however a small number had experienced unauthorised encampments and one has a permanent site located within the Parish.
- ^{4.14} For those that responded it would appear that the relationship between Gypsies and Travellers and the settled community can be, at times, difficult but most of these views related to specific negative experiences within their areas. Only one respondent was aware of Gypsies and Travellers living in bricks and mortar in their Parish but reported that these members of the community were content with their living arrangements.
- ^{4.15} One Parish Council reported that attempts are made to engage with the residents on the permanent sites in West Berkshire and felt that it would be useful if a member of the travelling community living on these sites would engage with the Parish Council on a regular basis to assist integration with the wider community.

West Berkshire District

Gypsies and Travellers

- ^{4.16} West Berkshire has two main sites in the District. A public site in Mortimer known as Four Houses Corner which has 16 habitable pitches and the other is at Paices Hill in Aldermaston. Paices Hill is made up of two

- sites called New Stocks Farm (15 transit pitches) and Old Stocks Farm (24 pitches for permanent use). The majority of the permanent pitches at Old Stocks Farm are rented but a few have been sold to individuals. The majority of interviewees raised concerns about both sites with regard to the relations between the residents and the wider community, due to some anti-social behaviour and the condition of the sites. As Paices Hill is privately run and managed those interviewed had less knowledge of site details and management.
- 4.17 In addition to the two main sites, there is a small privately owned site at Beenham which was granted planning permission on appeal in 2013. The planning permission on this site has yet to be implemented and as such the site remains unoccupied.
- 4.18 West Berkshire has a low level of unauthorised developments and roadside encampments. There is one unauthorised development at Oare which has been the subject of several appeals in the past and it is understood the Council is progressing enforcement action. Whilst it has been identified that roadside encampments do not occur regularly across the District, and have been decreasing in recent years, it is acknowledged that there are more encampments from May to the end of August. When encampments do occur it was identified through the interviews that this is thought to be due to movement of some of the community for a family event, fairs, seeking work opportunities or following historic and traditional routes. It was highlighted that for West Berkshire in particular its location on main road networks, the M4 and A34, could result in encampments as people pass through the District. It was also acknowledged through the stakeholder engagement that past encampments had occurred in Thatcham, Greenham, Burghfield and Aldermaston, as well as Newbury and Theale/Junction 12 of the M4. From the information provided through the interviews ORS cannot identify any hotspots or issues with regard to unauthorised encampments or developments as these appear to be low in number and with no particular trend.
- 4.19 As previously mentioned there is one transit site within West Berkshire, New Stocks Farm, which is located at Paices Hill in Aldermaston. The site has 15 transit pitches and is privately run. It was reported during the interviews that this transit site is used by those travelling from Derbyshire, South Wales and the West Country. It is believed that they are travelling from Birmingham to perhaps Winchester or Guildford.
- 4.20 The stakeholder engagement highlighted an awareness of Gypsies and Travellers in bricks and mortar accommodation and mention was made during the interviews that increasing pressure is being placed on Gypsies and Travellers to move into bricks and mortar due to a lack of suitable sites. National research has evidenced that, for some Gypsies and Travellers, living in bricks and mortar can lead to feelings of claustrophobia and/or feelings of social isolation.
- 4.21 It was suggested that those living in bricks and mortar often do not wish to take part in such studies because they are content living in bricks and mortar and wish to keep themselves to themselves, they will engage should they wish to move back onto a site, they are more likely to engage if they are second generation or because there is often a lack of trust with those in authority and so do not wish to engage. The interviews highlighted that one household living at Four Houses Corner wishes to move to bricks and mortar, and in addition the local authority can confirm they know of two households living in bricks and mortar but they do not wish to move onto a site. One RP confirmed that in the last 3 years, of the 69 tenancies managed by them in West Berkshire, only one household has identified themselves as a Gypsy or Traveller.

- 4.22 Two Saints provide support for Gypsies and Travellers in West Berkshire, both in bricks and mortar and on Four Houses Corner, which is of huge benefit to the local authority and the residents as strong relationships have been developed.
- 4.23 In terms of meeting any future need, national guidance is to locate sites in existing communities and close to facilities, however in practice this is hard to achieve. Additional sites or the expansion of sites are all likely to have their own unique challenges including opposition from local residents. Although a need for sites can often be evidenced, meeting such need in terms of finding suitable sites of an appropriate size which will meet the necessary criteria and that is available and affordable is often the biggest challenge for local authorities. The interviews confirmed that the Council is working towards the allocation of potential sites through the Housing Site Allocations Development Plan Document (DPD) and a call for sites had been undertaken to inform this.
- 4.24 Information gathered by ORS from GTAAs across the country suggests there is no right or wrong way for sites to be owned or managed. Some would argue that sites are better managed by Gypsies and Travellers themselves, although there is also evidence to suggest that when this happens a site can become occupied by one group e.g. being a Gypsy site or an Irish Traveller site and this can lead to local authorities being pressured to provide more sites to cater for individuals. It is the view of ORS that if new sites are to be provided they should be both privately and publicly owned with clear management policies in order that residents and managers know what procedures are in place and to ensure a consistent management approach. In the experience of ORS larger sites of more than 15 pitches can create management issues.
- 4.25 It was reported that there can be tensions between the travelling community and the settled community, with some community cohesion issues with regard to the site at Four Houses Corner. The interviews also highlighted that concerns are often raised among the local settled community when new sites are submitted for planning or an unauthorised encampment/development arises in the local area.
- 4.26 In terms of health, education and employment of the travelling community, the health and well-being of Gypsies and Travellers is widely known to be significantly lower than other communities in the UK. Improving site access and quality of accommodation often improves the health and well-being outcomes for the travelling community. A good practice example of improving health and well-being in the community is that of a project led by Health Promotion Devon's Inequalities Team Community Development Worker for Gypsies and Travellers (North Devon Healthcare Trust), in conjunction with Plymouth and Devon Racial Equality Council, with input from Health Promotion Devon staff.
- 4.27 The interviews raised concern about education provision, levels of attainment, levels of absenteeism and the availability of school places for Gypsy and Traveller children however it was generally agreed that the quality of education being received has improved over the past ten years. ORS are aware that Gypsy and Traveller children, girls in particular continue to leave education at an early age to help with domestic chores and childcare and for boys to leave school around age 13 to help their fathers. School attendance by Gypsy and Traveller children has historically been lower than the settled community, but in recent years, especially at primary level, attendance has improved nationally.

- 4.28 The children's centre in Burghfield was mentioned as doing some very good work with local Gypsy and Traveller families in encouraging children to attend school, as well as the officer/s at the West Berkshire Ethnic Minority Traveller Achievement Service (EMTAS).
- 4.29 With regard to employment it was felt that the travelling community were mainly self-employed and unlikely to seek employment outside their communities. Through work on GTAA's in other areas ORS can identify that the employment opportunities are usually related to road works, landscaping, scrap dealing and roofing for example. It has also been highlighted to ORS through other work that because of recent changes in legislation relating to dealing in cash, the cost of diesel and the need to be registered to deal in scrap metal some areas of work sometimes associated with Gypsies and Travellers are no longer sustainable. Due to the prejudice often displayed towards Gypsies and Travellers the majority have only one option but to be self-employed or receive benefits. These communities may therefore benefit from employment advice services in West Berkshire.

Travelling Showpeople

- 4.30 With regard to Travelling Showpeople there is one yard within West Berkshire which is located at Long Copse Farm in Enborne. This site is privately owned and used by Zippos Circus. The circus has permission for dual use of the site as an agricultural holding and a circus headquarters. This permission includes the siting of 4 caravans for four months of the year and the retention of the house/mobile home on site. It is the experience of ORS that Travelling Showpeople prefer to expand existing yards rather than seek new yards if at all possible and that many Showpeople are travelling less than they used to and therefore prefer to use their yards all year round.
- 4.31 Travelling Showpeople do prefer to manage their own sites and do not often wish for public provision. However, although not wishing to be provided for they often wish to work in partnership with local authorities in order to assist in the planning process.

Cross boundary working

- 4.32 In terms of joint working it is the general view of those interviewed that whilst there is cross boundary working on this topic area, it could be improved. Where cross boundary work is carried out it is more likely to be with immediate neighbours, or those who have sites nearby. Examples of partnership working were given as EMTAS, the work of the Gypsy and Traveller Liaison Officers (GTLO) on sharing intelligence about transit Gypsies and Travellers, Berkshire Planning Officers Group, the West Berkshire Practitioner Group and the Gypsy and Traveller Liaison Group (GTLG) who occasionally meet with similar groups held in Oxfordshire and Hampshire. In addition to this the National Association of Gypsy Traveller Officers was also mentioned in terms of information sharing nationally.

General

- 4.33 The challenge for West Berkshire, as it is with most local authorities, is likely to be identifying new sites if need is evidenced and how they will be funded because of the cessation of the Homes and Community Agency (HCA) funding programme.

- 4.34 The identification of sites is likely to be difficult especially when sites will be in competition with the need to build bricks and mortar accommodation and this is often cited as a challenge when ORS have undertaken GTAAAs for other local authorities. It was noted that as West Berkshire has large areas of green space compared to some nearby local authority areas an assumption could be made that rural areas may have pressure put on them to develop more houses and sites to meet needs outside of the local authority boundaries. However, it should be noted that 74% of the District is a designated Area of Outstanding Natural Beauty (AONB) and large parts of the East Kennet Valley are restricted due to the location of AWE.

5. Survey of Travelling Communities

Interviews with Gypsies and Travellers and Travelling Showpeople

- 5.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller and Travelling Showpeople population in West Berkshire. This aimed to identify current households with housing needs and to assess likely future household formation from within existing households, to help judge the need for any future site provision. As noted in the introduction, “Gypsy and Traveller” refers to:

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 dependents’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such (Planning Policy for Traveller Sites, CLG, March 2012).

- 5.2 Through the desk-based research and stakeholder interviews ORS identified all authorised and unauthorised sites and encampments in the study area. This identified 1 public site; 2 private sites with permanent planning permission; and 1 unauthorised site. 1 Travelling Showpeople Yard and 1 Transit Site were also identified. The table below identifies the sites that ORS staff visited during the course of the fieldwork.

Figure 3
Sites Visited in West Berkshire

Public Site
Four Houses Corner, Mortimer
Private Sites
Paices Hill – Old Stocks Farm, Aldermaston
Land Adjacent to The Old Forge Farm, Beenham
Unauthorised Sites –Not Tolerated
Stable View, Oare
Transit Site
Paices Hill – New Stocks Farm, Aldermaston
Travelling Showpeople Yard
Long Copse Farm, Enborne

- 5.3 ORS sought to undertake a full demographic study of all pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. A summary of the findings from each site can be found under the headings below.

- 5.4 Through desk-based research and site surveys data was collected for a total of 37 households living on pitches in West Berkshire. The number of household interviews completed at each site is set out below.
- » Four Houses Corner (16 available pitches⁷) – 14 household interviews completed (these 14 households occupy 15 pitches)
 - » Paices Hill Old Stocks Farm (24 pitches⁸) – 12 household interviews completed
 - » Olde Forge House (1 pitch) – No interview completed - proposed demographic information obtained from appeal decision.
 - » Stable View (1 pitch) – No interview completed - demographic information obtained from the Council.
 - » Paices Hill Transit Site (15 pitches⁹) – 9 household interviews completed
- 5.5 Ethnicity data was captured from 30 of the households that were interviewed. The majority of these households (26) stated that they were English Travellers, with 3 Romany households, 1 Irish Traveller household. It was not possible to capture data on ethnicity for residents on all pitches.
- 5.6 Overall, of the 57 pitches on all sites within the District (both authorised and unauthorised) information was obtained for 37 households occupying 38 pitches. A full breakdown of the demographic information obtained for the households can be found in Table 5. In addition to this, there were a number of temporary and permanent vacancies on the sites along with some non-Traveller households.

Public Site

Four Houses Corner, Mortimer

- 5.7 Staff from ORS visited the Four Houses Corner site in June 2014 and in addition to this information was provided on site occupancy by the Council's Housing Department. This site has planning permission for 18 pitches; however 2 of the 18 are uninhabitable at present due to flooding resulting in 16 available pitches. At the time of fieldwork there was 1 vacant pitch (plus the 2 long-term uninhabitable pitches). On the remaining 15 pitches a total of 14 households were identified¹⁰ comprising 16 adults, 25 children and 1 teenager. Residents reported there are issues surrounding cleanliness, rats and flooded drains and that there are also some anti-social behaviour problems. Two households expressed a desire to move into bricks and mortar accommodation in the future. The demographics of the residents that were collected during the site visits provide no evidence of concealed households or over-crowding on the site. Each pitch was occupied either by a single resident, a couple without children or a family with young children.

⁷ 1 pitch vacant due to bereavement

⁸ 4 pitches temporarily unoccupied due to residents travelling, 3 pitches vacant and 2 occupied by non-Travellers

⁹ 3 pitches vacant and 3 pitches occupied by non-Travellers

¹⁰ 1 household group were living on 2 of the pitches

Private Sites with Permanent Permission

Paices Hill – Old Stocks Farm, Aldermaston

- 5.8 Staff from ORS visited the Paices Hill site in June 2014. The site has planning permission for 24 pitches. A total of 14 households were interviewed of which 2 were identified as being non-Travellers. Therefore of the 12 Gypsy and Traveller households that were interviewed, there were 15 adults, 12 children and 2 teenagers living on the site. The demographics of the residents that were collected during the site visits provide no evidence of concealed households or over-crowding on the site. Each pitch was occupied either by a single resident, a couple without children or a family with young children. At the time of the fieldwork there were 3 vacant pitches. A further 4 pitches were temporarily unoccupied as the residents were away travelling at the time of the fieldwork. It was not possible to conduct interviews with residents on the 3 other pitches. No other issues or concerns were raised by residents living on the site.

Land adjacent to the Olde Forge House, Beenham

- 5.9 Staff from ORS visited the Land adjacent to the Olde Forge House site in May 2014. However no access was possible and no contact was made with the residents of the site. Information obtained from the Council identified that the planning permission for the site had not yet been implemented¹¹. The site was granted permission for one pitch at appeal and the appeal documentation indicates that the site will be occupied by a couple with a young baby.

Unauthorised Site

Stable View, Oare

- 5.10 Staff from ORS were unable to visit the Stable View site but information on the occupiers was obtained from the Council which indicated that at the time of the fieldwork was undertaken the site was inhabited by 2 adults, 2 children and 2 teenagers. Given the unauthorised nature of the site it is subject to enforcement action.

Transit Site

Paices Hill – New Stocks Farm, Aldermaston

- 5.11 Staff from ORS visited the Paices Hill site in June 2014. The site has planning permission for 15 transit pitches. At the time of fieldwork there were 9 Gypsy and Traveller households living on the site comprising 15 adults, 17 children and 5 teenagers. Three of the 9 pitches are occupied by three households from one family who appear to be living on the site on a permanent basis. The remaining 6 pitches were occupied on a legitimate transit basis. In addition to the 9 Gypsy and Traveller households identified on the site, there were also 3 trailers on 3 pitches occupied by non-Travellers who are renting privately. As such there were 3 vacancies on the transit site at the time of the fieldwork.

¹¹ Development on the site did commence after the fieldwork period had ended

Travelling Showpeople Yard

Long Copse Farm, Enborne

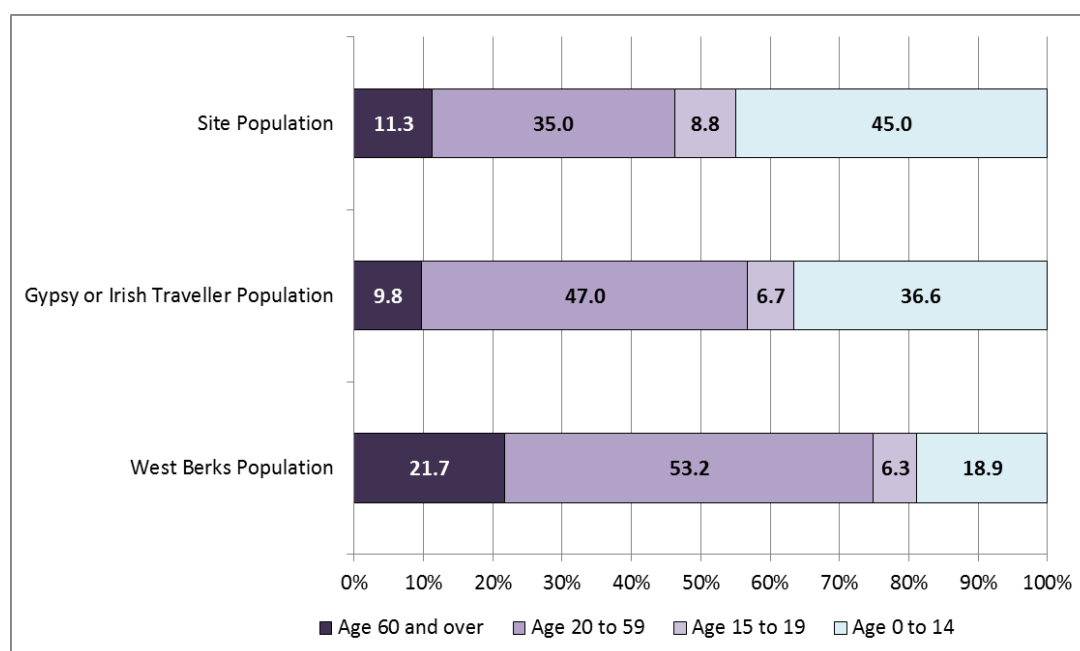
- ^{5.12} Staff from ORS visited the yard at Long Copse Farm in May 2014, however no contact was made with the residents of the yard. Information obtained from the planning appeal decision indicates that the yard is mainly used for the storage of circus equipment and has 4 restricted plots which are used 4 months of the year.
- ^{5.13} ORS have received correspondence from a planning agent acting on behalf of the owners of the yard (Zippo's Circus) confirming the need for additional plots at the Circus HQ. This stated that at the present time, the Circus HQ at Long Copse Farm does not have permission to accommodate all the households that form the circus. These are currently accommodated on a temporary site outside of West Berkshire, the lease for which is coming to an end in the near future. Zippos Circus are seeking to accommodate an additional 20 families at the Long Copse Farm yard as in their opinion it is an unsatisfactory situation to separate these families from the rest of the circus.
- ^{5.14} In addition ORS conducted a telephone interview with the owner of the yard in October 2014. During the interview it was confirmed that the number of people living at the yard is the number of people that the present planning permission will allow and that 4 mobile homes/caravans are occupied on an ongoing basis by different members of the circus. In terms of the demographics of the people living on the yard it was confirmed that they are circus artists or people related to the business, and that none of the residents of the yard are aged under 18.

Summary of Site Demographics

- ^{5.15} The table below provides a summary of the site resident demographics that were identified as part of the study. For those Gypsy and Traveller sites where it was possible to record demographics of residents there were a total of 31 households, 39 adults, 40 children (age 0-12) and 9 teenagers (age 13-19). This equates to 44% adults, 46% children and 10% teenagers. Although not a direct comparison, data from the Census for West Berkshire as a whole (the settled community and the traveller community) and for Gypsies or Irish Travellers within the District has been compared to the site population for whom full demographic information was collected¹². This shows a significant difference between the site population and that of the West Berkshire population as a whole, and smaller differences between the site population and Census Gypsy or Irish Traveller population. It clearly illustrates the large number of young people (children and teenagers) present on the sites compared with the lower number of adults.

¹² In some instances it was only possible to record whether an individual was an adult, child or teenager and not record their actual age.

Figure 4
Comparison of demographics in West Berkshire



^{5.16} It should also be noted that in the view of ORS there is a **significant undercount** of the male population aged 20-65, as set out in paragraphs 3.8 and 3.9 of this report. It was apparent during the fieldwork that there were a number of males present on the sites, but that they were unwilling to be recorded as being residents of the sites. When this is considered in relation to the high numbers of children and teenagers, if it were to be assumed that a proportion of these males do in fact live on the sites, it is highly likely that the proportion of adults is in fact higher than the 44% identified through the recorded site demographics. This will be addressed later in this report when setting out the rationale for the calculation of new household formation rates.

Figure 5
Sites Demographics identified in West Berkshire (May/June 2014)

Site	Households	Adults	Children	Teenagers
Public Site				
Four Houses Corner	14	15	25	2
Private Sites				
Paices Hill – Old Stocks Farm	12	15	12	2
Land adjacent to The Olde Forge Farm	1	2	1	0
Unauthorised Site – Not Tolerated				
Stable View	1	2	2	2
Transit Site ¹³				
Paices Hill – New Stocks Farm	3	5	0	3
Travelling Showpeople Yard				
Long Copse Farm	Not possible to collect demographics for residents			
TOTAL	31	39	40	9

¹³ 3 households were identified as living on the transit site on a permanent basis

6. Current and Future Pitch Provision

Pitch Provision

- 6.1 This section focuses on the extra pitch provision which is required by West Berkshire Council currently and to 2029. 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.
- 6.2 We would note that this section is based upon a combination of the on-site surveys, planning records, stakeholder interviews and site waiting list information. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 6.3 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.
- 6.4 To identify current and future need, the March 2012 CLG guidance 'Planning Policy for Traveller Sites' requires an assessment for current and future pitch and plot requirements, but does not provide a suggested methodology for undertaking this calculation. 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 for residential pitches or plots is to compare the supply that is available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below.

Supply

- 6.5 The supply of available pitches is made up of the following:
- » Current vacant pitches or plots.
 - » Pitches or plots currently with planning consent due to be developed within the study period (unimplemented sites/yards).
 - » Pitches or plots to be vacated by households moving to bricks and mortar.
 - » Pitches or plots to be vacated by households moving from the study area (out-migration).

Current Need

- 6.6 Total current need is not necessarily the need for additional pitches or plots because it may be able to be addressed by space available in the study area. It is important to address issues of double counting. For example potential in-migrants may already be included on a waiting list, or households on a waiting list may already be living as a concealed household on a permitted site or yard, or on an unauthorised encampment in the area. Total current need is made up of the following:

- » Households on unauthorised sites or yards (i.e. unauthorised pitches or plots on Traveller's own land) without planning permission that are not tolerated;
- » Households on unauthorised encampments (i.e. unauthorised pitches or plots on land not owned by Travellers) without planning permission that are not tolerated;
- » Concealed households/doubling-up/over-crowding.
- » Households in bricks and mortar wishing to move to sites or yards.
- » Households on waiting lists for public sites.

Future Need

6.7 Total future need is the sum of the following three components. Again it is important to address issues of double counting as, for example, potential in-migrants may already be on a waiting list:

- » Households living on sites or yards with temporary planning permissions.
- » New household formation.
- » In-migration.

6.8 In order to determine the overall net pitch requirement for the District ORS will firstly carry out the calculation as set out below for Gypsies and Travellers, and then separately set out issues relating to the possible need for additional transit provision in the study area. The final part of this section will set out the below calculation for Travelling Showpeople to determine the need for additional plots.

$$\text{Net Pitch Requirement} = (\text{Current Need} + \text{Future Need}) - \text{Supply}$$

Current Gypsy and Traveller Site Provision - Supply

6.9 To assess the current Gypsy and Traveller provision it is important to understand the total number of existing pitches and their planning status. Planning records indicate that there are 18 authorised public pitches however 2 of these are uninhabitable leaving 16 available public pitches and 25 authorised private pitches in West Berkshire, totalling 41 available residential pitches. In addition there are 15 private transit pitches with planning permission, however these pitches form a specific element of supply and therefore are not included in the table below but are dealt with later in this section of the report.

Figure 6

Total number of permitted sites and pitches in West Berkshire as at 2014 (Excluding transit and Travelling Showpeople)

Category	Sites	Pitches
Private sites with permanent planning permission	2	25
Private sites with temporary planning permission	0	0
Total Private	2	25
Public Sites (Council and Registered Providers)	1	16¹⁴
Total Residential (Excluding Transit and Travelling Showpeople)	3	41

¹⁴ The site has planning permission for 18 pitches but 2 pitches are uninhabitable

- 6.10 The next stage of the process is to assess how much space is, or will become, available on existing sites in order to determine the supply of available pitches. The main ways of finding this is through:
- » **Current vacant pitches** – currently there is 1 vacant pitch on the Four Houses Corner public site in West Berkshire. There are also 3 vacant pitches on the private site at Paices Hill, as well as an additional 4 vacant pitches as a result of households that were away travelling, but these cannot be counted as supply.
 - ➔ **Pitches currently with planning consent due to be developed within the study period** – The site at Old Forge Farm, Beenham has planning permission and whilst the site was unimplemented at the time of the site visit, development of the site has now commenced. This site is not included in the supply as the site is currently under construction and is a small private family site.
 - » **Pitches to be vacated by households moving to bricks and mortar** – Two households on the public site at Four Houses Corner indicated a desire to move to bricks and mortar accommodation.
 - » **Pitches to be vacated by people moving from the study area (out-migration)** – There was no evidence of pitches likely to be vacated by households moving from the study area.

6.11 This gives a figure for **overall supply of 6 pitches** during the first 5 years of the study.

Additional Pitch Provision: Current Need

6.12 The next stage of the process is to assess current need and determine how many households are currently seeking pitches in the area.

Current Unauthorised Developments and Encampments

6.13 The study has identified 1 unauthorised development in West Berkshire, although this is subject to enforcement action. In addition it was found that 3 households have been living on the transit site at Paices Hill on a permanent basis. As such there are currently **4 pitches on unauthorised developments** in West Berkshire. No pitches were identified on unauthorised encampments.

6.14 A problem with many Gypsy and Traveller Accommodation Assessments is that they count all caravans on unauthorised sites as requiring a pitch in the area when in practice many are simply visiting or passing through, and some may be on sites that are tolerated for planning purposes. In order to remedy this, ORS' approach is to treat need as only those households on unauthorised sites already in the planning system (i.e. sites/pitches for which a planning application has been made or are likely to be made), those otherwise known to the Local Authorities as being resident in the area or those identified through the household survey as requiring pitches.

Concealed Households

- 6.15 The household survey also sought to identify concealed households on authorised sites that require a pitch immediately. A concealed household is one who is living within another household and would wish to form their own separate family unit, but is unable to do so because of a lack of space on public or private sites. The demographic information collected during the site interviews identified no concealed or doubled households in West Berkshire.

Bricks and Mortar

- 6.16 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of 63 Gypsy and Traveller households in West Berkshire. It is unknown what proportion of these were living on sites and what proportion were living in bricks and mortar as the data from the 2011 Census does not break down accommodation type to this level.
- 6.17 As noted earlier, ORS went to all possible lengths to identify Gypsies and Travellers living in bricks and mortar and worked with stakeholders, Council officers, and on-site interviewees to identify households to interview. Officers from the Council's Housing Department sent out letters to 5 Gypsy and Traveller households that they were aware of who lived in bricks and mortar asking that they contact ORS if they wanted to discuss their accommodation needs but none made contact and this process resulted in no contacts to interview. In addition **the site interviews did not identify any households who would like to move to a site** in West Berkshire due to family connections in the area.
- 6.18 ORS would also note that in a number of recent studies work has been undertaken with Gypsy and Traveller representatives to identify households in bricks and mortar. For a number of these studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. In the majority of cases the actual number who eventually took part in the surveys ranged from zero to six households per area, and a very small proportion of these wished to move back to sites. However in a recent study for a London Borough a similar approach resulted in the identification of over 50 contacts who were interviewed. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing, in most cases households appear to be content to remain there and when provided with the opportunity by representatives to register an interest in returning to sites, few choose to do so.

Waiting Lists

- 6.19 West Berkshire Council owns the only public site in the study area. Whilst there is planning permission for 18 pitches, only 16 are habitable due to flooding risk issues. At the time of the study there were a total of 3 households on the waiting list for Four Houses Corner. However more recent information from the council shows that those on the waiting list subsequently either withdrew their interest or have been accommodated on the site and therefore there is no longer have anyone on the waiting list. As there are currently no people on the waiting list, the level of need for this element will be **zero**.

Additional Pitch Provision: Future Need

- 6.20 The next stage of the process is to assess future need and determine how many households are likely to be seeking pitches in the area in the future. There are three key components of future need.

Temporary Planning Permissions

- 6.21 There are currently **no sites** in West Berkshire with temporary planning permission.

New Household Formation

- 6.22 Household formation rates are an important component of Gypsy and Traveller Accommodation Assessments, but little detailed work has been undertaken to assess their likely scale.
- 6.23 A net growth rate of 3.00% has been commonly used in assessments, but no statistical evidence exists to support households growing this quickly. There is also evidence that confusion has developed between gross and net formation rates.
- 6.24 Caravan count data is an unreliable measure of household growth and the only reliable means of projected future population and household growth is through demographic analysis, as is undertaken to assess housing needs for the settled community. Population modelling undertaken by ORS in a recent Technical Note¹⁵, which can be found in **Appendix F**, shows the true growth in the Gypsy and Traveller population may be as low as 1.25% per annum and this figure would be at least four times greater than the equivalent number for the settled community.
- 6.25 The evidence in the Technical Note supports using formation rates of between 1.50% and 2.50% per annum for a local area depending upon the relative youthfulness of the local population. A figure of 3.00% net growth per annum would be exceptional and would require clear justification and statistical support before being used. In areas where an on-site survey indicates that there are few children in the population a lower figure may be used. This is the position that has been adopted in the new draft Welsh Guidance on Undertaking Gypsy and Traveller Accommodation Assessments.
- 6.26 This is further reinforced in a letter dated 26th March 2014 from Brandon Lewis MP, the Parliamentary Under Secretary of State for the Department for Communities and Local Government, which clarified the Government's position on household formation rates and stated:

'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%

¹⁵ Technical Note - Gypsy and Traveller Household Formation and Growth Rates, March 2015

growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'

- 6.27 As such while many GTAA studies undertaken by other companies have continued to use a net growth figure of 3.00%, ORS firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent.
- 6.28 The household survey for Gypsies and Travellers in West Berkshire indicates **46%** of the on-site population are children (aged 0-12) and **10%** are teenagers (aged 13-19) giving a total of **56%** children and teenagers. This is higher than the percentage of children and teenagers for the Gypsy and Traveller population in West Berkshire as a whole in the 2011 Census which was 43%, and significantly higher than the percentage of children and teenagers for the population of West Berkshire as a whole from the 2001 Census which was 23%. However the household survey also indicated a significant undercount of the number of males living on sites in West Berkshire which would if factored into the figures reduce the percentages.
- 6.29 Work undertaken by ORS on net formation rates for Gypsies and Travellers shows that a population where 36% are children and teenagers gives a net new household formation rate of 1.50%. This would normally be used as the base figure for net new formation with an additional 0.50% added (giving an overall rate of 2.00%) to provide an allowance for any concealed households and those living in bricks and mortar, who may not have been identified in the survey, to have their future needs met.
- 6.30 Given that a higher percentage of children and teenagers were identified during the site visits in West Berkshire (**56%**), ORS considers it appropriate to allow for net annual growth rate for the Gypsy and Traveller population on sites in West Berkshire to occur at a rate higher than 2.00%. In addition consideration needs to be given as to whether the low number of males that were recorded during the site interviews is an accurate count of the actual site population.
- 6.31 Taking all of this into consideration a net annual growth rate of **2.50%** has been used in this assessment. This is higher than the rate of 2.00% that ORS routinely use in GTAA studies as it includes an additional 0.50% to reflect higher proportion of children and teenagers living on sites within the District. Consideration has also been given to the low number of males recorded during the site interviews (as set out in Section 5). Whilst it is strongly believed that there are more males living on the sites who did not wish to be recorded, and if recorded would reduce the proportion of children and teenagers, there is no robust evidence to support these views and it has therefore not been possible to include an allowance for this within the net formation rate of 2.50%. As a result ORS consider that the use of 2.50% is an appropriate net new household formation rate and that this will provide sufficient new pitches to accommodate all newly-forming households in West Berkshire, as well as any concealed households and those living in bricks and mortar but not identified in this survey, to have their future needs met.
- 6.32 Based on a net new household formation rate of **2.50%** we estimate that a total of **19 additional pitches** will be required during the study period as a result of new household formation, assuming that each forming household will require a pitch of its own. This calculation uses a base figure of 43 households. This assumes full occupation of the public site at Four Houses Corner, all of the pitches on private sites except for the 2 occupied by non-Gypsies and Travellers, and households living on unauthorised sites (including those living on a permanent basis at the Paices Hill transit site).

Movement to and from sites and yards

- 6.33 Assessments should also allow for likely in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in- and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Gypsies and Travellers across the UK, but assessments should take into account local migration effects on the basis of the best evidence available.
- 6.34 Evidence drawn from stakeholder and site/yard interviews should be carefully considered alongside other relevant local circumstances. Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the Berkshire GTAA studies – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away from the study area, the net effects will be taken into consideration when calculating current and future needs.
- 6.35 There are three main sources of in-migration that could account for additional needs in the study area. The first is out-migration from London. However, the majority of ORS's current or recent assessments in London (including Bexley, Camden; Hackney, Haringey, Lambeth, Lewisham and the London Legacy Development Corporation) identify additional need – and work is being progressed by the Boroughs to meet these needs.
- 6.36 The second potential source of in-migration is from local authorities with significant areas of Green Belt. A Ministerial Statement in July 2013 reaffirmed that:
- 'The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the Green Belt and other harm to constitute the 'very special circumstances' justifying inappropriate development in the Green Belt.'*
- 6.37 This position was reaffirmed in the CLG consultation on revised policy and guidance for Gypsies and Travellers (September 2014) which suggested placing further restrictions on the development of Traveller sites in the Green Belt:
- 'Subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.'*
- 6.38 However, this does not remove the requirement for local authorities with Green Belt to assess their needs and provide pitches/plots where this is possible. Where this is not possible Paragraphs 178 and 179 of the NPPF set out that 'Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas'. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume one authority will meet the needs of another; and authorities unable to meet their own needs should work with neighbours to do so. This process is well

- established in general housing provision. Areas of Outstanding Natural Beauty (AONBs) may also need to address similar issues in the same way, given local authorities' duty to conserve and enhance these areas.
- ^{6.39} The final main source of in-migration to the study area is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movements of Gypsies and Travellers following enforcement action against unauthorised sites – for example, from Dale Farm in Essex.
- ^{6.40} If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. The potential for the supply of some pitches arising from out-migration includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers or for housing development; and households moving away from private sites with personal planning consents, so that the sites revert to their previous status.
- ^{6.41} In ORS assessments, the likely net effects of inward and outward movements to and from sites and yards are considered in the light of local circumstances in each local authority area and on the basis of evidence collected during the stakeholder interviews and fieldwork.
- ^{6.42} At this stage these sources of out-migration do not impact on West Berkshire and therefore a net migration figure for Gypsies and Travellers of zero has been used for the purpose of this study. Any in-migration which takes place over the plan period is likely to be on an ad hoc basis due to a household wishing to move to the area. ORS would propose that each case of in-migration is assessed as a desire to live in the area and that site criteria set out in policy CS7 of the Core Strategy are followed for each new site.

Overall Requirement for West Berkshire

6.43 Each element of the calculation for the requirement has been examined and the next stage of the process is to balance need against supply to provide an overall requirement for West Berkshire. As set out at the start of this section the following calculation is carried out to derive the overall net pitch requirement.

$$\text{Net Pitch Requirement} = (\text{Current Need} + \text{Future Need}) - \text{Supply}$$

6.44 The estimated additional provision that is required over the plan period to 2029 will be **17 additional pitches** to address the needs of all identifiable households. This includes the existing households on unauthorised sites and the expected growth in household numbers due to new household formation.

Figure 7
Additional Pitches required in West Berkshire from 2014-2029

Source of Requirement/Supply	Current and Future Need	Supply	Net Pitch Requirement
Supply of Pitches			
Additional supply from vacant pitches	-	4	-
Movement to bricks and mortar	-	2	-
Additional supply from unimplemented sites	-	0	-
Additional supply new sites	-	0	-
Total Supply		6	
Current Need			
Unauthorised developments or encampments	4	-	-
Concealed households	0	-	-
Net movement from bricks and mortar	0	-	-
Total Current Need	4		
Future Need			
Pitches with temporary planning permission	0	-	-
Net migration	0	-	-
New household formation (2.00%)	19	-	-
Total Future Needs	19		
Total	23	6	17

Split to 2029 in 5 year Time Periods

6.45 In terms of providing results by 5 year time periods, ORS has assumed that all unauthorised pitches are addressed in the first 5 years. In addition new household formation is apportioned over time based on the demographics of the existing population. The figure for 2014-19 is made up of 4 from unauthorised sites and 6 from new household formation minus the 6 in supply. The remainder of the net new household formation is split between years 6-10 and 11-15 based the demographic structure of the existing population.

Figure 8
Additional pitch provision in West Berkshire in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
West Berkshire	4	6	7	17

Transit/Emergency Stopping Site Provision

- 6.46 Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks. An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.
- 6.47 The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area (or within the county in two-tier Local Authority areas). A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan. Bricks and mortar housing is not a suitable alternative to a pitch.
- 6.48 Therefore, a transit site both provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments¹⁶.
- 6.49 Evidence provided by stakeholders and data from the Council indicates that there are only a small number of roadside encampments in West Berkshire each year and that these are almost all families passing through en route to another destination, visits to friends or family, or attending a specific event. West Berkshire currently has one transit site which was not full at the time of the study, with 3 vacant pitches and 3 pitches occupied by non-Travellers. As such ORS would not recommend any further transit provision at this time.
- 6.50 However the landowner of the Paices Hill transit site (New Stocks Farm) indicated during the site visit that he is considering applying for a proportion of the current transit pitches to be made permanent for himself and members of his family (some of whom are already living on the site unauthorised on a permanent basis). If this were to happen and be successful the Council may need to revisit transit provision in the future following a period of monitoring the capacity of the remaining transit pitches.

¹⁶ It should be noted by the Council that as the transit site in West Berkshire is in private ownership Police powers cannot be used should the owners refuse to accommodate households.

Need for Travelling Showpeople plots

- 6.51 Planning records and site visits indicate that there is one Travelling Showpeople yard in West Berkshire with planning permission (Long Copse Farm – Zippo's Circus). The permission for this yard has planning conditions associated with it which restrict occupancy to 4 caravans for 4 months of the year.
- 6.52 Representations made to ORS on behalf of the owners indicate that they are looking to relocate all of their staff from a leased yard outside London to their yard in West Berkshire on a permanent basis. This would create demand for an additional 20 permanent plots at Long Copse Farm. It is considered that this would be classed as in-migration given that the households are currently based outside of West Berkshire and the Council should seek to address this as future need. It should be pointed out that, although Long Copse Farm is available and has been suggested by the landowners as a suitable site, the Council may choose to address this need in another way elsewhere in West Berkshire. It is not within the scope of this study to identify where an identified need should be met.
- 6.53 As such **20 additional plots** have been included as future demand as in-migration has been clearly identified and the source of this have demonstrated connections with West Berkshire through the location of their yard at Long Copse Farm. The needs of the 20 households are not included in the GTAA for the area where they are currently located so there is no double counting of need on a cross-boundary basis
- 6.54 The calculation of current and future need for Travelling Showpeople is the same as that for Gypsies and Travellers although a lower net new household formation rate of 1.00% is used based on evidence obtained from other studies which shows a lower net formation rate for members of the Travelling Showpeople community due to very low numbers of children and teenagers found to be living on yards.
- 6.55 When the net new household formation rate of 1.00% is applied to the 20 additional plots this gives an additional 4 plots over the 15 year plan period. As such the estimated additional provision that is required for the plan period to 2029 will be **24 additional plots** to address the needs of all identifiable households. This includes the existing households on the current yard outside of London and growth in household numbers due to new household formation. No additional household growth has been assumed for the 4 existing pitches due to the nature of the planning conditions which restrict occupancy to four months of the year and information provided by the site owners that they are occupied on an ad hoc basis over the course of the year.

Figure 9
Additional plots required in West Berkshire from 2014-2029

Source of Requirement/Supply	Current and Future Need	Supply	Net Plot Requirement
Supply of Plots			
Additional supply from empty plots	-	0	
Additional supply new yards	-	0	
Total Supply		0	
Current Need			
Unauthorised developments or encampments	0		
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
Total Current Need	0		
Future Needs			
Yards with temporary planning permission	0	-	
Net migration	20	-	
New household formation (1.00%)	4	-	
Total Future Needs	24	-	
Total	24	0	24

Split to 2029 in 5 year Time Periods

^{6.56} In terms of providing results by 5 year time periods, ORS has assumed that all plots due to migration are addressed in the first 5 years, with net new household formation apportioned over the remaining 10 years.

Figure 10
Additional Plot provision in West Berkshire in 5 Year Periods (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
West Berkshire	20	2	2	24

7. Conclusions

Introduction

- 7.1 This chapter brings together the evidence presented earlier in the report to provide some key conclusions for West Berkshire. It focuses upon the key issues of current and future site provision for Gypsies, Travellers and Travelling Showpeople.

Gypsy and Traveller Future Pitch Provision

- 7.2 Based upon the evidence presented in this study the estimated additional pitch provision required for Gypsies and Travellers in West Berkshire to 2029 is **17 pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area.
- 7.3 The table below shows the provision required in 5 year time periods to 2029. This is based upon addressing the unauthorised pitches in the first 5 years and then projecting forward household growth based on the demographic structure of the existing population. The figure for 2014-19 is made up of 4 from unauthorised sites and 6 from new household formation minus 6 supply. The remainder of the net new household formation is split between years 6-10 and 11-15 based on the demographic structure of the existing population.

Figure 11

Additional pitch provision in West Berkshire to 2029 (Financial Year 01/04-31/03)

	2014-2019	2019-2024	2024-2029	Total
West Berkshire	4	6	7	17

Transit Sites

- 7.4 A transit site provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments¹⁷.
- 7.5 There is one transit site in West Berkshire which was not full at the time of the study with 3 vacant pitches, and an additional 3 pitches occupied by non-Travellers. As such ORS would not recommend any further transit provision at this time. However, as set out in paragraph 6.49, ORS suggest the Council may need to revisit transit provision following a period of monitoring the capacity of the remaining transit pitches.

¹⁷ It should be noted by the Council that as the transit site in West Berkshire is in private ownership Police powers cannot be used should the owners refuse to accommodate households.

Travelling Showpeople Requirements

- ^{7.6} West Berkshire has one Travelling Showpeople yard with planning permission for 4 caravans for four months of the year. The estimated additional provision that is required for Travelling Showpeople over the plan period to 2029 is **24 additional plots** to address the needs of all identifiable households. This includes the in-migration of 20 households from a rented yard outside of London and growth in household numbers of 4 due to net new household formation.
- ^{7.7} It should be pointed out that, although Long Copse Farm is available and has been suggested by the landowners as a suitable site, the Council may choose to address this need in another way elsewhere in West Berkshire. It is not within the scope of this study to identify where an identified need should be met.

Appendix A: Glossary of Terms

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

Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Site	An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.
Social/Public/Council Site	An authorised site owned by either the local authority or a Registered Housing Provider.
Temporary planning permission	A private site with planning permission for a fixed period of time.
Tolerated site/yard	Long-term tolerated sites or yards where enforcement action is not expedient and a certificate of lawful use would be granted if sought.
Transit provision	Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.
Unauthorised Development	Caravans on land owned by Gypsies and Travellers and without planning permission.
Unauthorised Encampment	Caravans on land not owned by Gypsies and Travellers and without planning permission.
Waiting list	Record held by the local authority or site managers of applications to live on a site.
Yard	A name often used by Travelling Showpeople to refer to a site.

Appendix B: Gypsy and Traveller Sites in West Berkshire (July 2014)

Site	Number Pitches or Plots
Public Site	
Four Houses Corner, Mortimer	16 ¹⁸
Private Sites with Permanent Permission	
Old Stocks Farm, Paices Hill, Aldermaston	24
Land adjacent to The Olde Forge Farm, Beenham	1
Private Sites with Temporary Permission	
None	0
Tolerated Sites – Long-term without Planning Permission	
None	0
TOTAL RESIDENTIAL PITCHES	41
Transit Site	
Paices Hill Transit Site, Aldermaston	15 ¹⁹
Travelling Showpeople Yard	
Long Copse Farm, Enborne	4

¹⁸ Planning permission is for 18 pitches but 2 are uninhabitable

¹⁹ Of which 3 are occupied on a permanent basis and are included as unauthorised pitches

Appendix C: Site/Yard Record Form

Gypsy & Traveller Accommodation Assessment – Site/Pitch, Yard/Plot Record															
Site/Yard Survey Information															
Name of Local Authority															
Date of Site/Yard Visit															
Time of Site/Yard Visit															
Name of Interviewer(s)															
Name/Address of Site/Yard															
Type of Site/Yard															
Council / Social / Private / Unauthorised															
Plot/Pitch Number (if applicable)															
Planning Status															
Full Permission / Temporary Permission / Unauthorised															
Number of Caravans															
Number of other Buildings (include details)															
Family Demographics															
<i>Caravan 1</i>															
Name of Family															
<i>If family not present note who provided the information</i>															
Ethnicity of Family															
Romany Gypsy / Irish Traveller / Scots Gypsy or Traveller / Show Person / New Traveller / English Traveller / Welsh Gypsy / Non Traveller (specify) / Other (specify)															
Person 1		Person 2		Person 3		Person 4		Person 5		Person 6		Person 7		Person 8	
Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age	Sex	Age
Concealed Households?						Yes / No Details:									
Any future needs?															

Do any families want to move to bricks and mortar?	<i>Details and what waiting list(s) they are on</i>
Contacts for Bricks & Mortar Interviews	<i>Details of any friends or family living in bricks and mortar who want to move to a site:</i>
Any other information	
Site/Pitch Plan	<i>Sketch of Site/Pitch</i>

Appendix D: Bricks and Mortar Adverts

Friends, Families and Travellers – May 2014

we seek to end racism and discrimination against Gypsies and Travellers, whatever their ethnicity, culture or background, whether settled or mobile, and to protect the right to pursue a nomadic way of life



Health ▾ Young People ▾ Your Rights ▾ Where you live ▾ Your Work ▾

Community Noticeboard

Welcome to the FFT noticeboard featuring events, campaigns, jobs, funding opportunities, resources and more.....

[Click here](#) to send us your events and news.

Views expressed on this noticeboard are not necessarily those of FFT. Items for sale are not necessarily endorsed or recommended by FFT.

Friends, Families and Travellers



We seek to end racism and discrimination against Gypsies and Travellers, whatever their ethnicity, culture or background, whether settled or mobile, and to protect the right to pursue a nomadic way of life. Registered Charity: 111 2326

Opinion Research Services (ORS) is an independent research company with experience in carrying out **Accommodation Assessments** across the country. These assessments must be carried out by every local authority to inform how many new pitches and sites will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site/yard or live in bricks and mortar and would prefer to live on a site/yard in any of the following areas: Birmingham; South Norfolk; Eastleigh and Southampton; Hyndburn Borough; Wokingham; Windsor and Maidenhead; and West Berkshire.

If you would like to speak to ORS about your accommodation needs, please contact Claire Thomas on (01792) 535337 or email Claire.Thomas@ors.org.uk.

World's Fair – May 2014

WORLD'S FAIR

Market Trader

Traders slam van ban

Market square fountain of foam

INSIDE

No. 5719

www.worldsfair.co.uk

May 16 - 22, 2014 • £1.10

PAGE 7

Funfairs
Two from Gloucestershire

PAGE 24

Circus
Russell's Circus - Viva Latino

PAGE 29

Preservation
Ackworth Scammell spectacular

Stormy weather at Beaconsfield but the show goes on

By Desmond FitzGerald

This year's Beaconsfield Charter Fair, the 744th holding of the Buckinghamshire's Old Town event, took place on May 10, which the year fell on a Saturday. Once more there were some surprises, with several new rides, shows and kiosks across the fair's four 'Ends' (roads) that radiate from the central roundabout.

However, once again there were gaps across the fair, especially in the London and Aylesbury Ends, with both the forecast stormy weather, with gusting winds, and the fear of losing a better weekend's business elsewhere due to

steadier business in recent years at Beaconsfield.

Nonetheless, there were showmen who showed confidence in the historic fair by returning, including Robert & Alf Smith who brought their very rare Eynley Loop O Plane, a small but neat direct-drive version of the Dive Bomber, to the Wycombe End, near the roundabout.

This position has seen several varied rides over the years and the Loop O Plane proved as capable as any and surprisingly quicker than most. That it was lower in height than the traditional Dive Bombers and significantly

lower than the newer Booster types worked to its advantage here.

The windy conditions that swept the county on Friday and were set to continue throughout the weekend meant that Bridget Burton's Booster was unable to pull on. It was standing by in the nearby Borough Green showmen's yard awaiting the wind to die down. It never did and the ride had to be replaced on its position in the London End, the highest point of the Buckinghamshire town, by James Burton's play centre.

While the wind did not physically curtail other rides at the fair, the many flags on John Irvin's Pit Stop kiosk and

flapping dramatically near the roundabout of the Aylesbury End all day. The wind did keep the rain away, except for intermittent showers, but also kept the teenagers away in the evening, with the families shortening their stay during the day.

The pull on, from Friday at 8.3pm, had otherwise run smoothly and almost like clockwork once again under chief steward for the Showmen's Guild London Section, David Amer, with his colleague stewards in hi-visibility uniform, Bill Pettigrove, Phillip Searle and London Section Vice Chairman, John Edwards among them.

The later pull on of rides and attractions, with some arriving

on the morning of Saturday's fair day, helped, but as ever there were still some locals' parked cars on note positions that had to be moved.

As part of the legal and logistical duties of holding the fair, special road closure and diversionary signs were placed across the fair. It's an important consideration, with the adjacent M40 having its alternative route in an emergency through the roads used by the fair, so an extra diversionary route is needed.

The numbers of local residents of all ages who gather to witness the pull on grows annually, their ranks swelled by fairground

enthusiasts drawn from across the county, along with Giles Paddison, as the official from Hill Barn Estates, the Charter Trustees, and Town Crier Dick Smith in full regalia. The Town Crier officially read out the Charter proclamation at each of the four Ends, ahead of the official possession of the streets from 8.30pm.

Harry Hebborn returned with his built up Dodgems in the London End for a second year, (where John Parrish's Extreme and Reuben Bond's Wheel are usually seen). They arrived drawn by a new Foden 8-wheeler, shortly to be christened 'The Governor'.

Continued on page 2



John Bomber Smith's Calypso back at Beaconsfield.

Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out regular **Travelling Showpeople Accommodation Assessments**. We work for Councils across the UK to undertake this work to inform them how many new yards and plots may be needed in the future to meet the needs of Travelling Showpeople.

As part of this work ORS would like to speak to any Travelling Showpeople who are looking to move to a new yard, or who are currently living in bricks and mortar and would prefer to live on a yard. We are particularly interested in speaking with Showpeople from the following areas:

Birmingham, Blackpool, Bracknell, Eastleigh, Fyde, Maidenhead, Reading, Southampton, South Norfolk, West Berkshire, Wiltshire, Windsor and Wokingham.

Your views are very important to us.

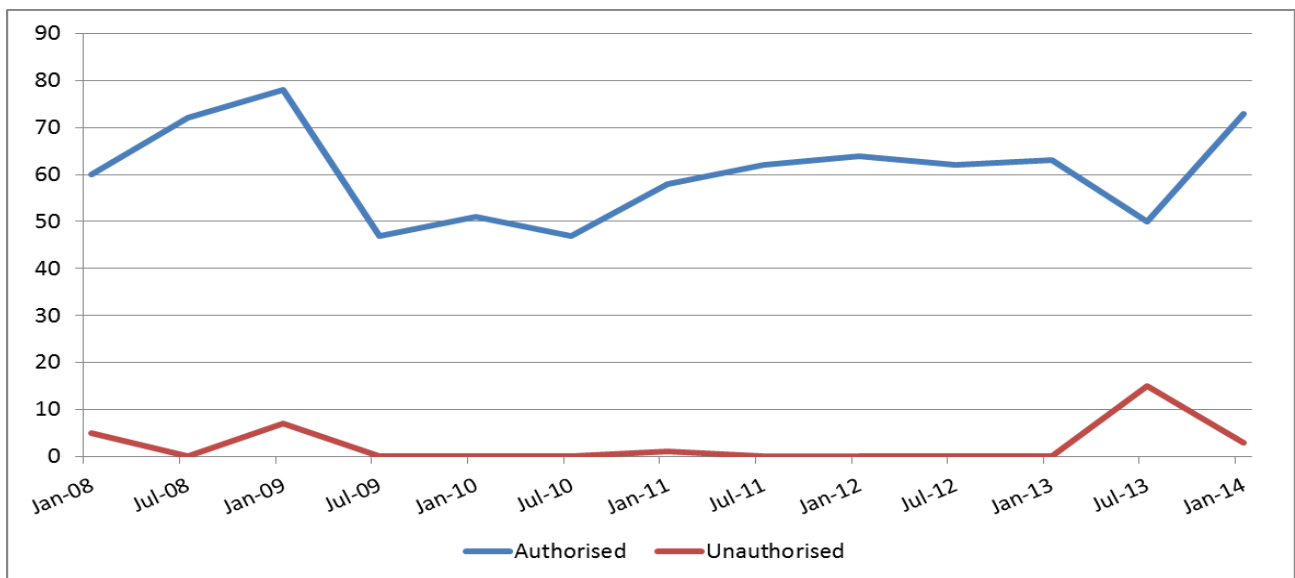
If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 01792 636337 or email claire.thomas@ors.org.uk

Appendix E: Caravan Count

The chart below shows the number of unauthorised and authorised caravans in West Berkshire at the time of the counts in January and July each year between 2008 to 2014. Please note the figures are provided for illustrative purposes to demonstrate the relative size of the populations and are not used in any modelling of future pitch requirements. A count has also been completed of Travelling Showpeople caravans each January since 2011 (this group are usually travelling in July). This identified no authorised caravans or unauthorised caravans in each year.

It can be seen from the chart that there have been a few small peaks in relation to the number of unauthorised caravans, but that most years there have been none. There was a decrease in the number of authorised caravans between January 2009 and July 2009, and an increase between January 2013 and January 2014.

Gypsy Caravan Count for West Berkshire: Jan 2008 – Jan 2014. (Source: CLG Traveller Caravan Count)



Appendix F: Technical Note on Household Formation



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

March 31st 2015

Opinion Research Services
Spin-out company of Swansea University



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

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

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Household Growth Rates

Abstract and conclusions

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

Introduction

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

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

The 3% family formation growth rate is used here as an example only. The appropriate rate for individual assessments will depend on the details identified in the local survey, information from agencies working directly with local Gypsy and Traveller communities, and trends identified from figures previously given for the caravan count. [In footnote 6, page 25]

10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

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

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

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

Compound growth

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

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

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

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

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

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

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

Caravan counts

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

Table 3

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

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
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 rates of growth in the number of caravans varies from slightly over 1% to just over 5% per annum, but 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). It is also possible, of course, that the growth of caravan numbers reflects the provision on some sites of rental accommodation for non-Gypsy and Traveller migrant workers.
20. In any case, 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.

Modelling population growth

Introduction

21. 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

22. 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

23. 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.
24. 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

25. 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.)
26. 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. Unfortunately, we know of no reliable national data on the fertility rates of the UK Gypsy and Traveller community so the modelling has to be inferential in using plausible (but never perfect) comparative data. One source is Hungary, where considerable detailed analysis has shown that its Roma population has a TFR of about 3.
- (For more information see: <http://www.romaniworld.com/cessmod01.htm> and <http://www.tarki.hu/adatbank-h/kutjel/pdf/a779.pdf>).
27. While it would be unsatisfactory to rely only on the Hungarian data (however well researched), it is significant that ORS's own survey data is consistent with a TFR of about 3. 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). It is reasonable, then, to assume an average of three children per woman during her lifetime. 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

28. 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.

29. 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.
30. 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

31. 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.
32. 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.
33. 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

34. 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).
35. 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.
36. 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%

37. 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%

38. 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).
39. 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. It is also well documented that adult Gypsy and Traveller males travel far more frequently than females for work purposes. 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 2014) – 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.
40. 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

41. 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%

42. 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 and conclusions

43. 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.
44. 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.

45. 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.
46. 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.