Braintree District Council Gypsy and Traveller Accommodation Assessment (GTAA)

Final Report

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1. EXECUTIVE SUMMARY

Introduction and Methodology

1.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Braintree District Council (the Council) area.

1.2 As well as updating the previous GTAA, this GTAA provides a credible evidence base which can be used to aid the implementation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2023 to 2042 to cover the Council's Local Plan period and the 15-year requirements set out in Planning Policy for Traveller Sites (PPTS). The outcomes of this study supersede the outcomes of the previous GTAA for Braintree District Council.

1.3 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in the Council area through a combination of desk-based research, stakeholder interviews, and engagement with members of the Travelling Community living on all known sites, yards, and encampments.

1.4 A total of 40 interviews or proxy interviews were completed with Gypsies and Travellers living on sites in Braintree. A total of 6 interviews were completed with Travelling Showpeople. This represents a response rate of 82%. Despite the efforts that were made it was not possible to identify any Travellers to interview living in bricks and mortar.

1.5 A total of 7 stakeholder interviews were also completed.

1.6 The fieldwork for the study was completed between August and October 2023, and the baseline date for the study is October 2023[1].

Key Findings

Pitch Needs – Gypsies and Travellers

1.7 Overall, the pitch needs for Gypsies and Travellers for the period 2023-2042 are set out below. Needs are set out for those households that met the 2023 PPTS planning definition of a Gypsy or Traveller[2]; for any undetermined households[3] where an interview was not able to be completed due to households not being present despite up to three visits to each site; and for those households that did not meet the 2023 PPTS planning definition – although this is not a requirement for a GTAA.

[1] Whilst the baseline is October 2023, households were subsequently assessed against the December 2023 PPTS planning definition of a Traveller.

[2] The PPTS planning definition was updated in December 2023. See Chapter 2 for further details.

[3] See Chapter 3 for further information on undetermined households.

1.8 Only the need from those households who met the planning definition and from those from undetermined households who can subsequently demonstrate that they meet it should be formally considered as need arising from the GTAA. This can be addressed through the intensification or expansion of existing sites, or the allocation of new sites or pitches.

1.9 The Council will need to carefully consider how to address any need associated with undetermined Travellers, as it is unlikely that all the undetermined households will meet the 2023 PPTS planning definition of a Traveller. The GTAA recommends that the local proportion of those who met the planning definition (56%) should be applied to the undetermined need when considering Local Plan Policies. In terms of Local Plan Policies, the Council should consider the use of a criteria-based policy (as suggested in Paragraph 11 in the PPTS) for need from undetermined households, as well as to deal with any windfall applications, and need from bricks and mortar.

1.10 In general terms, the need for those households who did not meet the 2023 PPTS planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies. This approach is specifically referenced in the National Planning Policy Framework (2023). Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 63 then states that [emphasis added] *'Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing; families with children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes'.* The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

1.11 The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showpeople. Whilst the findings in this report are aggregated totals for the whole of Braintree due to data protection issues, the Council have more detailed data to support the preparation of any future Local Plan Policies.

1.12 There were 25 Gypsy or Traveller households identified in Braintree that met the 2023 PPTS planning definition and 19 households that did not meet the PPTS planning definition. There were 10 undetermined households that may meet the PPTS planning definition.

1.13 There is a need for **13 pitches households that met the planning definition**. This is made up of 5 pitches from concealed/doubled-up/over-crowded households or single adults; 6 pitches from a 5-year need from teenage children; and 8 from new household formation derived from the household demographics. This is netted of against supply from 6 vacant pitches across public sites.

1.14 There is a need for **9 pitches for undetermined households**. This is made up of a modelled need for 1 pitch from concealed/doubled-up/over-crowded households or single adults; a modelled need for 3 pitches from a 5-year need from teenage children; and 5 from new household formation, using the ORS national formation rate of 1.50%. If the locally derived proportion of households that met the planning definition (56%) were applied, this could result in a need for 5 pitches.

1.15 Whilst not now a requirement to include in a GTAA, there is a need for **15 pitches for households that did not meet the 2023 PPTS planning definition**. This is made up of 4 pitches from a 5-year need from teenage

children; and 11 from new household formation, using a rate of 2.40% derived from the household demographics.

1.16

1.17 Figure 1 summarises the identified need and

1.18 Figure 2 breaks this down by 5-year periods.

Figure 1 – Need for Gypsy and Traveller households in Braintree (2023-42)

Status	2023-2042
Meet Planning Definition	13
Undetermined	100
Do not meet Planning Definition	15
TOTAL	**37**

Figure 2 – Need for Gypsy and Traveller households in Braintree that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	5
6 – 10	2028 – 32	41
11 – 15	2033 – 37	5
16 – 20	2038 – 42	2
0 – 20	2023 – 42	13

Plot Needs – Travelling Showpeople

1.19 Overall, the plot needs for Travelling Showpeople from 2023-2042 are set out below. Needs are set out for those households that met the 2023 PPTS planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed who may meet the planning definition; and for those households that did not meet the planning definition (although this is not a requirement for a GTAA).

1.20 Only the need from those households who met the 2023 PPTS planning definition and from those of the undetermined households who may subsequently demonstrate that they meet it should be considered as need arising from the GTAA.

1.21 The need arising from households that met the 2023 PPTS planning definition should be addressed through yard allocation/intensification/expansion in Local Plan Policies.

1.22 The Council will need to carefully consider how to address any need associated with any undetermined Travelling Showpeople as it is unlikely that all of this need will have to be addressed through the provision of conditioned Travelling Showpeople plots.

1.23 Any need for households who did not meet the 2023 PPTS planning definition will need to be considered as part of general housing need.

1.24 There is a need for **11 plots for households that met the planning definition.** This is made up of 6 plots from concealed/doubled-up/over-crowded households or single adults; 3 plots from a 5-year need from teenage children; and 2 from new household formation derived from the household demographics.

1.25 There were no undetermined Travelling Showpeople households.

1.26 Whilst not now a requirement to include in a GTAA, there is a need for **no plots for households that did not meet the planning definition.**

Figure 3 – Need for Travelling Showpeople households in Braintree (2023-42)

Status	2023-2042
Meet Planning Definition	11
Undetermined	0
Do not meet Planning Definition	0
TOTAL	**11**

Figure 4 – Need for Travelling Showpeople households that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	9
6 – 10	2028 – 32	1
11 – 15	2033 – 37	1
16 – 20	2038 – 42	0
0 – 20	2023 – 42	11

Transit Recommendations

1.27 Local Authorities in Essex have commissioned ORS to complete a detailed Greater Essex Transit Study to seek to determine the need for any transit provision across Essex. This study is currently ongoing and the outcomes are due to be reported by the end of 2024.

1.28 The overall objectives for the Greater Essex Transit Study are:

- To complete a review of historic primary and secondary data on encampments and transit movements across Greater Essex.
- To complete interviews with key stakeholders who are involved in managing encampments.
- To seek to gain a greater understanding of the nature of encampments, including a potential need for permanent pitches.
- To complete a review of options to address transit needs across Greater Essex.
- To provide recommendations on how to meet any identified transit need across Greater Essex including recommendations on broad locations for new transit sites.

2. INTRODUCTION

2.1 The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA), is to provide a robust assessment of current and future need for Gypsies, Travellers, and Travelling Showpeople accommodation in Braintree District Council.

2.2 The outcomes of the study supersede the outcomes of the previous Gypsy, Traveller, and Travelling Showpeople Accommodation Needs Assessment (GTAA) completed in Braintree District Council

2.3 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2023, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2023, and the Planning Practice Guidance (PPG) 2021.

2.4 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in the study area. It is a credible evidence base which can be used to aid the implementation of the Council's District Plan Policies and the provision of Traveller pitches and plots covering the period 2023 to 2042 to meet the 15-year requirements of the PPTS and the Councils Local Plan period.

2.5 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).

2.6 The baseline date for the study is October 2023, which was when the household interviews were completed.

Definitions

2.7 The planning definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2023). This replaced the previous definition that was set out in PPTS (2015). In addition, the housing definition of a Traveller that was set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).

The Planning Definition in PPTS (2023)

2.8 For the purposes of the planning system, the definition was changed in PPTS (2023). The planning definition is set out in Annex 1 and states that:

> *For the purposes of this planning policy "gypsies and travellers" means:*
>
> *Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*
>
> *In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:*

a) Whether they previously led a nomadic habit of life.

b) The reasons for ceasing their nomadic habit of life.

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

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

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

Planning Policy for Traveller Sites, Department for Communities and Local Government (DCLG) December 2023

2.9 The key change that was made to both definitions in the December 2023 revision to PPTS was the reintroduction of those who have ceased to travel permanently. These households were excluded from the 2015 PPTS planning definition of a Traveller.

Definition of Travelling

2.10 One of the most important questions that GTAA's will need to address in terms of applying the planning definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term '*nomadic*'.

2.11 **R v South Hams District Council (1994)** – defined Gypsies as "*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.*)" This includes 'born' Gypsies and Travellers as well as 'elective' Travellers such as New Age Travellers.

2.12 In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.

2.13 In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.

2.14 The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family's recently approved Gypsy site sought judicial review of the Local Authority's decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.

2.15 That point was revisited in the case of **Hearne v National Assembly for Wales (1999),** where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to

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

2.16 **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.

2.17 The implication of these rulings in terms of applying the planning definition is that it will only include those who travel for work purposes, or for seeking work, and in doing so stay away from their usual place of residence. It can include those who have a permanent site or place of residence, but that it will not include those who have never travelled for work, or those who have never travelled. It will not cover those who commute to work daily from a permanent place of residence **(see APP/E2205/C/15/3137477).**

2.18 It may also be that within a household some family members travel for nomadic purposes on a regular basis, but other family members stay at home to look after children in education, or other dependents with health problems etc. In these circumstances the household unit would be defined as travelling under the planning definition.

2.19 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily or permanently as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily or permanently these households will need to demonstrate that they have travelled for work, or for seeking work, in the past.

2.20 This approach was endorsed by a Planning Inspector in Decision Notice for an appeal in East Hertfordshire **(Appeal Ref: APP/J1915/W/16/3145267)** that was issued in December 2016. A summary can be seen below.

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

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

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

Legislation and Guidance for Gypsies and Travellers

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

- The Housing Act, 1985
- Planning Policy for Traveller Sites (PPTS), 2023
- The Housing and Planning Act, 2016
- National Planning Policy Framework (NPPF), 2023
- Planning Practice Guidance[4] (PPG), 2021

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

2.24 The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the PPTS (2023). It should be read in conjunction with the National Planning Policy Framework (NPPF) 2023. In addition, the Housing and Planning Act (2016) makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2023

2.25 PPTS (2023), sets out the direction of Government policy. As well as introducing the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

[4] With particular reference to the sections on Housing needs of different groups (May 2021).

- To reduce tensions between settled and Traveller communities in plan-making and planning decisions.
- To enable provision of suitable accommodation from which Travellers can access education, health, welfare, and employment infrastructure.
- For local planning authorities to have due regard to the protection of local amenity and local environment.

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

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

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

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

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

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

National Planning Policy Framework (2023)[5]

2.29 The most recent version of the National Planning Policy Framework was issued in December 2023. Paragraph 62 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

2.30 Paragraph 63 then states that [emphasis added] *'Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable*

[5] At the time of reporting the Government were consulting on changes to the NPPF. Other than now including a new footnote setting out that 5-year supply for Travellers should be assessed separately to overall 5-year supply, there are no other proposed changes to the NPPF in relation to Travellers.

housing; families with children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes'. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

2.31 This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

2.32 In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire **(APP/P0240/C/18/3213822)** the Inspector concluded in relation to the then Paragraph 61 of the NPPF that:

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

Levelling-up and Regeneration Act (2023)

2.33 Among other things, this Act seeks to make provision about town and country planning. The Act received Royal Assent in October 2023. Whilst there is currently no specific reference to changes to policy and guidance for Gypsies and Travellers, the Council may need to consider the outcomes of any changes to planning legislation that may impact on the accommodation needs of Gypsies and Travellers. In addition, the Act has also abolished the Duty to Cooperate that was introduced by the Localism Act in 2011, but it is understood that the Government are considering a replacement to this – currently referred to as the Alignment Test.

Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities and others [2022]

2.34 In October 2022 the Court of Appeal handed down judgment in *Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391*. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work due to old age or disability. The Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.

2.35 Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it has not been quashed or declared unlawful at this time.

2.36 As a result of the Lisa Smith Judgement to Government made changes to the PPTS in December 2023 to reintroduce those who have ceased to travel permanently under the definition.

3. METHODOLOGY

Background

3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of changes to PPTS 2023, the Housing and Planning Act (2016) the NPPF (2023), and the PPG (2021). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.

3.2 PPTS contains a number of requirements for local authorities which must be addressed in any GTAA methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.

3.3 ORS would note that the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Brentwood, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.

3.4 An Appeal Decision for a Hearing in Central Bedfordshire **(APP/P0240/C/18/3213822)** that was issued in March 2020 concluded:

> *'...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAAs produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'*

3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:

> *'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*

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

Desk-Based Review

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

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

Stakeholder Engagement

3.8 Engagement was undertaken with key Council Officers from Braintree through email and telephone interviews. A total of 1 interviews were completed with Council Officers from the study area.

Working Collaboratively with Neighbouring Planning Authorities

3.9 To provide background information for the study, email and telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below.

- Babergh District Council
- Chelmsford District Council
- Colchester City Council
- South Cambridgeshire District Council
- Uttlesford District Council
- West Suffolk Council

Survey of Travelling Communities

3.10 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 attempts were made to contact households where it was not initially possible to conduct an interview because they were not available at the time.

3.11 Our experience suggests that an attempt to interview households on all pitches is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.

3.12 ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The site interview questions that were used (see **Appendix D**: Households that did not meet the Planning Definition) take account of changes to PPTS in 2023 and collect the information ORS feel is necessary to apply the current planning definition of a Traveller.

3.13 All interviews were completed by members of our dedicated team of experienced Researchers who work on our GTAA studies across England and Wales. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to identify contacts living in bricks and mortar to interview, as well as an overall assessment of each site to determine any opportunities for intensification or expansion to meet future needs.

3.14 Researchers also sought information from residents on the type of pitches they may require in the future – for example private or socially rented, together with any features they may wish to be provided on a new pitch or site.

3.15 Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).

Engagement with Bricks and Mortar Households

3.16 The 2021 Census recorded 47 households who identified as either Gypsies or Irish Travellers, or Roma who lived in a house or bungalow in Braintree and 17 living in a flat or maisonette.

3.17 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan Examinations and Planning Appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards; intelligence from the stakeholder interviews; information from housing registers; and other local knowledge from stakeholders. Through this approach the GTAA endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known.

3.18 As a rule, ORS do not make any assumptions on the overall needs from household in bricks and mortar based on the outcomes of any interviews that are completed, as in our experience this leads to a significant over-estimate of the number of households wishing to move to a site or a yard.

Timing of the Fieldwork

3.19 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. ORS would normally aim to complete fieldwork during the non-travelling season, and also to avoid days of known local or national events. The fieldwork was completed between August and October 2023 and Researchers were able to collect information on the majority of residents living on sites and yards in Braintree.

Applying the PPTS Planning Definition

3.20 The primary change to PPTS in December 2023 in relation to the assessment of need was the change to the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. There are a number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 for examples) – these support the view that households need to be able to demonstrate that they travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily or permanently due to education, ill health or old age.

3.21 The household survey included a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:

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

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

3.23 Households that need to be formally considered in the GTAA fall under one of three classifications. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the GTAA:

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

3.24 Whilst the needs of those households that do not meet the planning definition do not need to be included in the GTAA, they have been assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments. This is consistent with the requirements of the NPPF (2023).

Undetermined Households

3.25 As well as calculating need for households that meet the planning definition, a GTAA has to consider the needs of any households where an interview was not able to be completed (either due to refusal to be interviewed or households that were not present during the fieldwork period). Whilst there is no guidance that sets out how the needs of these households should be addressed; an approach has been taken that sought an estimate of potential need from these households. This is an additional need figure over and above the need identified for households that meet the planning definition.

3.26 The estimate sought to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. As the demographics of any undetermined households are unknown, the ORS national household formation rate of 1.50% has been used. In addition, need from concealed-doubled-up households and from teenagers has been modelled based on the outcomes from completed interviews

3.27 ORS believe it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.

3.28 However, data that has been collected from over 5,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall, approximately 30% of households who have been interviewed meet the planning definition (this rises to 70% for Travelling Showpeople based on over 500 interviews that have been completed) – and in some local authorities, no households meet the planning definition.

3.29 ORS are not implying that this is an official national statistic - rather a national statistic based on the outcomes of our fieldwork since the introduction of PPTS (2015). It is estimated that there are 14,000 Gypsy and Traveller pitches in England and ORS have spoken with households on approximately 40% of them at a representative range of sites. Approximately 30% meet the planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.

3.30 This would also suggest that it is likely that only a proportion of any potential need identified from undetermined households would need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through separate Local Plan Policies.

3.31 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon District Council, Essex. In his Report that was published on 29th June 2017 he concluded:

> *The Council's stance is that any need arising from 'unknowns' should be a matter left to the planning application process. Modifications to Policy H6 have been put forward by the Council setting out criteria for such a purpose, which I consider further below. To my mind, that is an appropriate approach. While there remains a possibility that up to 10 further pitches may be needed, that cannot be said to represent identified need. It would be unreasonable to demand that the Plan provide for needs that have not been established to exist.*

Households that Do Not Meet the Planning Definition

3.32 Households who do not travel for work, or have never travelled, now fall outside of the 2023 PPTS planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010) as a result of their protected characteristics. In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance[6] related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is echoed in the NPPF (2023).

3.33 Paragraph 63 of the NPPF states that [emphasis added]:

> *'Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing; families with children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes'.* The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

Calculating the Current and Future Need

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

Supply of Pitches

3.35 The first stage of the assessment sought to determine the number of occupied, vacant, and potentially available supply in the study area:

- Current vacant pitches.
- Pitches currently with planning consent due to be developed within 5 years.
- Pitches vacated by people moving to housing.

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

» Pitches vacated by people moving from the study area (out-migration).

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

Current Need

3.37 The second stage was to identify components of current need, which is not necessarily the need for pitches because they may be able to be addressed by space already available in the study area. It is important to address issues of double counting:

» Households on unauthorised developments for which planning permission is not expected.
» Concealed, doubled-up or over-crowded households (including single adults).
» Teenage children in need of a pitch of their own in the next 5 years.
» In-migration/roadside.
» Households in bricks and mortar needing to move to sites.
» Households in need on waiting lists for public sites.

Future Need

3.38 The final stage was to identify components of future need. This includes the following components:

» Households living on sites with temporary planning permission.
» New household formation.

3.39 Household formation rates are often the subject of challenge at appeals or examinations. ORS firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. The approach taken is set out in more detail in Chapter 7 of this report.

3.40 ORS are also increasingly identifying households and adult household members who have been forced to leave sites due to over-crowding or exceeding planning conditions on the number of caravans permitted on sites. These households are typically living on the roadside or doubling-up on pitches in neighbouring local authorities. ORS include these households as components of hidden need and term them displaced in-migration.

3.41 All of these components of supply and need are presented in tabular format which identify the overall net need for current and future accommodation for Gypsies, Travellers and Travelling Showpeople. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers and Travelling Showpeople are identified separately, and the needs are to 2042.

Pitch Turnover

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

Inspectors Decisions, for example **APP/J3720/A/13/2208767** found a GTAA to be unsound when using pitch turnover and concluded:

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

3.43 In addition, Best Practice for Assessing the Accommodation Needs of Gypsies and Travellers[7] produced jointly in June 2016 by organisations including Friends, Families and Travellers, the London Gypsy and Traveller Unit, the York Travellers Trust, the Derbyshire Gypsy Liaison Group, Garden Court Chambers and Leeds GATE concluded that:

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

3.44 As such, other than current vacant pitches on sites that are known to be available, or pitches that are known to become available through the household interviews, annual pitch turnover has not been considered as a formal component of supply in this GTAA. However, natural turnover of pitches on public and private sites should continue to be monitored by the Council. In particular, the natural turnover of pitches can help to meet future need over time from new household formation.

Transit Provision

3.45 GTAA studies require the identification of demand for transit provision. While the majority of Gypsies and Travellers have permanent bases either on Gypsy and Traveller sites or in bricks and mortar and no longer travel, other members of the community either travel permanently or for part of the year. Due to the mobile nature of the population a range of sites can be developed to accommodate Gypsies and Travellers as they move through different areas.

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

3.46 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 on the way to somewhere else. A transit site typically has a

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

restriction on the length of stay of usually around 12 weeks and has a range of facilities such as water supply, electricity, and amenity blocks.

3.47 An alternative to or in addition to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it but has much more limited facilities with typically only a source of water and chemical toilets provided.

3.48 Another alternative is 'negotiated stopping'. The term 'negotiated stopping' is used to describe agreed short-term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

3.49 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold-water supply; portaloos; sewerage disposal point and refuse disposal facilities.

3.50 The Criminal Justice and Public Order Act 1994 (Section 62a) is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62a of the Act allows the police to direct trespassers to remove themselves and their vehicles and property from any land where a suitable transit pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas).

3.51 Consideration will also have to be given to the Police, Crime, Sentencing and Courts Act which came in to force in June 2022. Part 4 of the Act gives the Police additional powers to deal with unauthorised encampments through new offences relating to residing on land without consent in or with a vehicle and new powers in relation to the seizure of property.

3.52 In order to investigate the potential need for transit provision across Greater Essex a separate Greater Essex Transit Study has been commissioned and this is due to be completed by the end of 2024.

4. GYPSY, TRAVELLER & TRAVELLING SHOWPEOPLE SITES AND POPULATION

Introduction

4.1 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople. A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans but can vary in size[8]. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in the study area.

4.2 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly provided residential site, which is provided by a Local Authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the tenants (similar to social housing).

4.3 The alternative to a public residential site is a private residential site and yard for Gypsies, Travellers and Travelling Showpeople, respectively. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.

4.4 The Gypsy, Traveller and Travelling Showpeople population also has other types of sites due to its mobile nature, as described more fully in Chapter 3 above. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum occupancy period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

4.5 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the landowner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

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

Sites and Yards

4.6 In the area on the base date for the GTAA, there were

- 2 public sites (26 pitches);
- 10 private sites with permanent planning permission (38 pitches);
- No private sites with temporary planning permission;
- No sites that are tolerated for planning purposes;
- No unauthorised sites;
- 2 Travelling Showmen's yard (6 plots);
- No public transit sites.

4.7 See **Appendix E**: Site and Yard list for further details.

Figure 5 - Total amount of provision in Braintree (October 2023)

Category	Sites/Yards	Pitches/Plots
Public sites	2	26
Private with permanent planning permission	10	38
Private with temporary planning permission	0	0
Tolerated pitches	0	0
Unauthorised sites	0	0
Public transit sites	0	0
Travelling Showpeople yards	2	6
TOTAL	14	70

MHCLG Traveller Caravan Count

4.8 Another source of information available on the Gypsy, Traveller and Travelling Showpeople population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year and reported to MHCLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, the Gypsy and Traveller Caravan Count was renamed the Traveller Caravan Count due to the inclusion of information on Travelling Showpeople caravans.

4.9 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise, any caravans that are away from sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However, the Caravan Count data has been used to support the identification of the need to provide for transit provision and this is set out later in this report.

4.10 The most recent Traveller Caravan Count in January 2024 recorded 32 caravans on socially rented sites; 109 caravans on sites with permanent permissions; 7 caravans on unauthorised sites; and 16 caravans ; on Travelling Showpeople's yards.

5. STAKEHOLDER ENGAGEMENT

Introduction

5.1 ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.

5.2 The aim of these interviews was to provide an understanding of current provision and possible future need; short-term encampments; transit provision; and cross-border issues.

5.3 A total of 1 interview were undertaken with a Council Officer from the study area.

5.4 In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from 6 neighbouring local authorities:

- Babergh District Council
- Chelmsford District Council
- Colchester City Council
- South Cambridgeshire District Council
- Uttlesford District Council
- West Suffolk Council

5.5 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Braintree

Accommodation Needs

5.6 Since the last GTAA the Council included provision in Local Plan policies for strategic growth locations to include a proportion of Gypsy and Traveller Accommodation. The Local Plan also includes a policy on Gypsy and Traveller provision.

Short-term Encampments and Transit Provision

5.7 There are few unauthorised encampments that visit the area on an annual basis. When they do occur, anecdotal evidence would suggest the members are visiting relatives or attending family occasions. There are no regular stopping areas and encampments are moved on.

5.8 Given the low numbers visiting the area it is thought there is minimal demand for any transit provision.

Cross Border Issues

5.9 No cross-border issues with neighbouring authorities were identified.

5.10 Braintree engage with joint working with neighbouring authorities through the Essex Planning Officers Association and on the GTAA process.

Neighbouring Authorities

5.11 Potential cross-border issues were raised by the following authorities:

- South Cambridgeshire District Council

5.12 Braintree Council were made aware of all issues raised by each Council

5.13 The following authorities responded to indicate no potential cross-border issues:

- Babergh District Council
- Chelmsford District Council
- Colchester City Council
- Uttlesford District Council
- West Suffolk Council

6. SURVEY OF TRAVELLING COMMUNITIES

Interviews with Gypsies and Travellers

6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population living in the study area, and also efforts to engage with the bricks and mortar community.

6.2 In Braintree, at the base date for the GTAA, there were 2 public Gypsy and Traveller sites; 10 privately owned sites with permanent planning permission and 2 authorised Travelling Showmen's yards. See **Appendix E:** Site and Yard list for further details.

6.3 The tables below set out the number of pitches/plots, the number of interviews that were completed, and any reasons why interviews were not able to be completed.

Figure 6 – Interviews completed in Braintree

Site Status	Pitches/Plots	Interviews	Reasons for not completing interviews/additional interviews
Public Sites			
Ridgewell Caravan Park, Ridgewell	12	10	1 x Combined Pitch (Pitch 1+2), 1 x Vacant
Sandiacres, Cressing	14	9	5 x Vacant
Private Sites			
Appleview, Pattiswick	2	1	1 x No Contact
Caravan next to Muchmores Cottages, Blake End	1	1	-
Gulls Meadow, Bradwell	1	1	-
Half Acre, Long Cressing	4	4	Interviewee says this is a Transit Site - doesn't appear to be?
Land Rear of Scout Hut, Earls Colne	2	0	All non-Travellers - only permission for 2 pitches & 4 caravans, but 9 occupied mobiles on site
South of A1124 - SW of Fox and Pheasant Farm	4	4	Allowed at appeal
The Caravan, Toppesfield	1	1	-
The Smallholding, Bures Hamlet	1	2	-
Twin Oaks, Stisted	21	6	5 x No Contact, 4 x Refusal, 4 x Vacant, 1 x non-Traveller, 1 x Pitch Un-Developed
Temporary Sites			
None	-	-	-

Tolerated Sites			
None	-	-	-
Unauthorised Sites			
Sportsmans Lane, Hatfield Peveral	1	1	Details from appeal
Public Transit Sites			
None	-	-	-
TSP – Authorised			
Caravan 2, Blackwater Lane, Witham	2	2	-
Fair Rest, Caravan Site, Adjacent 2 Braxted Road, Rivenhall	4	4	-
Roadside			
None	-	-	-
TOTAL	70	46	

7. CURRENT AND FUTURE PITCH PROVISION

Introduction

7.1 This section focuses on the pitch provision which is needed in the study area currently and to 2042. This includes both current unmet need and need which is likely to arise in the future[9]. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.

7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.

7.3 This section concentrates not only upon the total provision, which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

New Household Formation Rates

7.4 Nationally, a household formation and growth rate of 3.00% net per annum[10] has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for pitches unrealistically. In this context, ORS prepared a Technical Note on Gypsy and Traveller Household Formation and Growth Rates in 2015 and updated it in June 2020. The main conclusions are set out here and the full paper is in **Appendix G**: Technical Note on Household Formation and Growth Rates.

7.5 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.

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

7.7 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.

[9] See Paragraphs 3.40 and 3.41 for details of components on current and future need.
[10] Page 25, *Gypsy and Traveller Accommodation Needs Assessments – Guidance* (DCLG – 2007) Now withdrawn.

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

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

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

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

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

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

7.12 However, in certain circumstances where the numbers of households and children are low, or the population age structure cohorts are skewed by certain age groups, it is not appropriate to apply a percentage rate for new household formation. In these cases, a judgement is made on likely new household formation based on the age and gender of the children. This is based on the assumption that 50% of households likely to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

7.13 The following approaches have been applied in Braintree:

- For Gypsy and Traveller households that met the planning definition there were higher numbers of children aged 3-7 and 8-12 so the household demographics have been used to determine formation.
- For Gypsy and Traveller households that did not meet the planning definition a higher proportion of residents were aged under 18 (57%) so the ORS national rate of 1.50% has been uplifted to 2.40%.
- For Travelling Showpeople households that met the planning definition there were low numbers of children aged 307 and no children aged 0-2 so the household demographics have been used to determine formation.
- For Travelling Showpeople households that did not meet the planning definition there were no children aged under 18 so there is no formation.
-

7.14 In addition, the ORS national rate of 1.50% has been used to estimate growth for undetermined Travellers, based on the best available evidence due to lack of local demographic evidence for undetermined Traveller households.

7.15 New household formation has been calculated from year 6 of the GTAA period onwards. New household formation for years 0-5 of the GTAA period is from teenagers in need of a pitch in the next 5 years who have been identified as components of need in the household interviews. This eliminates any double counting in the assessment of need.

Breakdown by 5 Year Bands

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

Applying the 2023 PPTS Planning Definition

7.17 The outcomes from the household interviews were used to determine the status of each household against the planning definition in PPTS 2023. This assessment was based on the responses to the questions given to Researchers. Only those households that met the planning definition or those who demonstrated that they have ceased to travel temporarily or permanently (due to education, ill health, or old age) form the components of need in the GTAA that will need to be addressed through a Gypsy and Traveller Local Plan Policy.

7.18 In addition, households where an interview was not completed who may meet the planning definition have also been included as a potential additional component of need from Undetermined Households. Whilst they do not need to be formally considered in the GTAA, need from households that did not meet the planning definition has also been assessed to provide the Council with information on levels of need that

will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies.

7.19 The information used to assess households against the planning definition included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future and for what reasons. The table below sets out the planning status of households that were interviewed for the Braintree GTAA. This includes any hidden households that were identified during the household interviews including concealed and doubled-up households or single adults and accepted in-migration.

Figure 7 – Planning status of households in Braintree

Status	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Gypsies and Travellers			
Public Sites	8	14	0
Private Sites	17	5	10
Temporary Sites	0	0	0
Tolerated Sites	0	0	0
Unauthorised Sites	0	0	0
B&M	0	0	0
Sub-Total	25	19	10
Travelling Showpeople			
TSP – Private	10	2	0
TSP – Unauthorised	0	0	0
B&M	0	0	0
Sub-Total	10	2	0
TOTAL	35	21	10

7.20 Figure 7 shows that for Gypsies and Travellers in Braintree, 25 households met the planning definition of a Traveller, and 10 Travelling Showpeople households met the definition in that they were able to demonstrate that household members travel for work purposes, or for seeking work, and stay away from their usual place of residence or have ceased to travel temporarily or permanently.

7.21 19 Gypsy and Traveller households, and 2 Travelling Showpeople households did not meet the planning definition as they were not able to demonstrate that they travel have travelled for work in the past or have never travelled.

7.22 It was not possible to make contact with 10 Gypsy and Traveller households during the fieldwork period as households either refused to take part in an interview or were not present during the fieldwork period. These households are recorded as Undetermined for the purposes of the GTAA.

Interviews with Gypsies and Travellers in Bricks and Mortar

7.23 Despite all of the efforts that were made it was not possible to identify any households living in bricks and mortar to interview.

Migration/Roadside

7.24 The study also sought to identify any need from households who have been forced to move from sites due to overcrowding and who are currently living on the roadside or on sites in other local authorities – and who have strong family links with households in Braintree. These are referred to as roadside households or displaced in-migration.

7.25 Evidence drawn from stakeholder and household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. The household interviews identified no households living on roadside predominantly in Braintree with a need to move to a permanent pitch area.

7.26 ORS have found no firm evidence from other local studies that have been completed recently of any households wishing to move to Braintree. Therefore, net migration to the sum of zero has been assumed for the GTAA – which means that net pitch requirements are driven by locally identifiable need rather than speculative modelling assumptions.

7.27 It is important to note that any applications for new sites or additional pitches as a result of in-migration should be seen as windfall need and should be dealt with by Criteria-Based Local Plan Policies.

Public Sites

7.28 There are 2 public sites in Braintree with 26 pitches. At the time of the fieldwork 6 pitches were found to be vacant. As such, there is a supply of 6pitches arising from the 2 public sites.

Gypsy and Traveller Needs

Pitch Needs – Gypsies and Travellers that met the Planning Definition

7.29 Analysis of the household interviews indicated that there is a need from 5 pitches from concealed/doubled-up/over-crowded households or single adults; 6 pitches from a 5-year need from teenage children; and 8 from new household formation derived from the household demographics. This is netted of against supply from 6 vacant pitches across public sites. Therefore, the overall level of need for those households who met the planning definition of a Gypsy or Traveller in Braintree is for 13 pitches over the GTAA period.

Figure 8 – Need for Gypsy and Traveller households in Braintree that met the Planning Definition

Gypsy & Traveller – Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	6
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**6**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding	5
5 year need from teenage children	6
Movement from bricks and mortar	0
In-Migration/Roadside	0
Households on waiting lists for public sites	0
Total Current Need	**11**
Future Need	
Households on pitches with temporary planning permission	0
New household formation	8
(Formation from demographics)	
Total Future Need	**8**
Net Pitch Need = (Current and Future Need – Total Supply)	**13**

Figure 9 – Need for Gypsy and Traveller households in Braintree that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	5
6 – 10	2028 – 32	1
11 – 15	2033 – 37	5
16 – 20	2038 – 42	2
0 – 20	**2023 – 42**	**13**

Pitch Needs – Undetermined Gypsies and Travellers

7.30 The assessment identified a need for up to 9 pitches for undetermined households. This is made up of a modelled need for 1 pitch from concealed/doubled-up/over-crowded households or single adults; a modelled need for 3 pitches from a 5-year need from teenage children; and 5 from new household formation, using the ORS national formation rate of 1.50%. If the locally derived proportion of households that met the planning definition (56%) were applied, this could result in a need for 5 pitches.

7.31 See **Appendix C**: Undetermined households for further details.

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

7.32 It is not now a requirement for a GTAA to include an assessment of need for households that did not meet the 2023 PPTS planning definition. However, this assessment is included for illustrative purposes, to help fulfil the requirements of the Housing Act (1985)[11] and the NPPF (2023) and to provide the Council with information on levels of need that will have to be addressed through separate Local Plan Policies.

7.33 On this basis, it is evident that whilst any needs from the households who did not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs – especially as many identified as Irish and Romany Gypsies and may claim that the Council should meet their housing needs through culturally appropriate housing.

7.34 The assessment identified a need for 15 pitches for households that did not meet the planning definition. This is made up of 4 pitches from a 5-year need from teenage children; and 11 from new household formation, using a rate of 2.40% derived from the household demographics

7.35 See **Appendix D**: Households that did not meet the Planning Definition for further details.

[11] See Paragraph 3.32 for details.

Travelling Showpeople Needs

Plot Needs – Travelling Showpeople

7.36 Analysis of the household interviews indicated that there is a need from 6 plots from concealed/doubled-up/over-crowded households or single adults; 3 plots from a 5-year need from teenage children; and 2 from new household formation derived from the household demographics. Therefore, the overall level of need for those households who met the planning definition of a Travelling Showperson in Braintree is for 11 plots over the GTAA period.

Figure 10 – Need for Travelling Showpeople households in Braintree that met the Planning Definition

Travelling Showpeople – Meeting Planning Definition	Plots
Supply of Plots	
Available supply from vacant public and private plots	0
Available supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding	6
5 year need from teenage children	3
Movement from bricks and mortar	0
In-Migration/Roadside	0
Total Current Need	**9**
Future Need	
Households on plots with temporary planning permission	0
New household formation	2
(Household base 13 and formation rate 1.04%)	
Total Future Need	**2**
Net Plot Need = (Current and Future Need – Total Supply)	**11**

Figure 11 – Need for Travelling Showpeople households in Braintree that met the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	9
6 – 10	2028 – 32	1
11 – 15	2033 – 37	1
16 – 20	2038 – 42	0
0 – 20	**2023 – 42**	**11**

Transit Requirements

7.37 Local Authorities in Essex have commissioned ORS to complete a detailed Greater Essex Transit Study to seek to determine the need for any transit provision across Essex. This study is currently ongoing and the outcomes are due to be reported by the end of 2024.

7.38 The overall objectives for the Greater Essex Transit Study are:

- To complete a review of historic primary and secondary data on encampments and transit movements across Greater Essex.
- To complete interviews with key stakeholders who are involved in managing encampments.
- To seek to gain a greater understanding of the nature of encampments, including a potential need for permanent pitches.
- To complete a review of options to address transit needs across Greater Essex.
- To provide recommendations on how to meet any identified transit need across Greater Essex including recommendations on broad locations for new transit sites.

8. CONCLUSIONS

8.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Community as well as complying with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 1985, Planning Policy for Traveller Sites 2023, the Housing and Planning Act 2016, the National Planning Policy Framework 2023, and Planning Practice Guidance 2021. It also provides the evidence base which can be used to support Local Plan Policies.

Gypsies and Travellers

8.2 In summary, in Braintree, for the GTAA period 2023 to 2042, there is a need for:

- 13 pitches for Gypsy and Traveller households that met the 2023 PPTS planning definition.
- Up to 9 pitches for undetermined Gypsy and Traveller households that may meet the planning definition.
- 15 pitches for Gypsy and Traveller households who did not meet the planning definition.

8.3 In general terms need identified in a GTAA is seen as need for pitches. As set out in Chapter 4 of this report, the now withdrawn Government Guidance on Designing Gypsy and Traveller Sites recommended that, as a general guide, an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, parking space for two vehicles and a small garden area.

8.4 Need from those households who met the planning definition can be addressed through the intensification or expansion of existing sites, or the allocation of new sites or pitches.

8.5 The Council will also need to carefully consider how to address any needs from households seeking to move to Braintree (in-migration), or from households currently living in bricks and mortar who may wish to move to a site. In terms of the Local Plan Policies, the Council should continue to use adopted Local Plan Policies (when in place) which are a criteria-based policy (as suggested in PPTS) for any undetermined households, as well as to deal with any windfall applications, need from in-migration, and need from bricks and mortar.

8.6 Regarding need from households that did not meet the planning definition, in general terms, it is the Government's intention that any need for households that do not fall within the PPTS planning definition should be met as a part of general housing need, through separate Local Plan Policies.

8.7 Future need from new household formation could also be met through natural turnover of pitches over time, or through enforcing against pitches not found to be occupied by Gypsies or Travellers.

8.8 Whilst the findings in this report are aggregated totals for the whole of Braintree due to data protection issues, the Council have more detailed data to enable an accurate review of Local Plan allocations to be made.

Travelling Showpeople

8.9 In summary, in Braintree, for the GTAA period 2023 to 2042, there is a need for:

- 11 plots for Travelling Showpeople households that met the 2023 PPTS planning definition

- No plots for undetermined Travelling Showpeople households that may meet the planning definition.
- No plots for Travelling Showpeople households who did not meet the planning definition.

Transit Provision

8.10 Local Authorities in Essex have commissioned ORS to complete a detailed Greater Essex Transit Study to seek to determine the need for any transit provision across Essex. This study is currently ongoing and the outcomes are due to be reported by the end of 2024.

Summary of Need to be Addressed – Gypsies and Travellers

8.11 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the number of pitches that will need to be addressed either as a result of the GTAA, or through the Council's Housing Market Assessment (HMA) process and through separate Local Plan Policies.

8.12 Total need from Gypsy and Traveller households that meet the 2023 PPTS planning definition, both known and undetermined, is for 22 pitches between 2023 and 2042, and from households that do not meet the 2023 PPTS planning definition is for 15 pitches between 2023 and 2042.

8.13 The table below breaks total need down by the following for the year bands that are including in the GTAA. Given that the local proportion of households in Braintree that met the 2023 PPTS planning definition (56%) is considerably higher than the ORS national proportion (30%) it is recommended that the Council consider this figure when seeking to address local need:

- The need from households that met the planning definition;
- The likely proportion of need from undetermined households that will meet the planning definition. It does this by taking 56% (the locally derived proportion that meet the planning definition);
- The need from households that did not meet the planning definition; and
- The likely proportion of need from undetermined households that will not meet the planning definition. It does this by taking 44% (the locally derived proportion that did not meet the planning definition);

8.14 5-year need and future need from households that meet the planning definition (both known and undetermined) will need to be addressed through a Gypsy and Traveller Local Plan Policy through a combination of site allocations and through a Criteria-Based Policy as required by the PPTS.

8.15 5-year need and future need for households that did not meet the planning definition will need to be met through other Local Plan Housing Policies as required by Paragraph 63 of the NPPF.

Figure 12 – Need for Gypsy and Traveller households broken down by Local Plan Policy Type – Local % (56%)

Delivery Status	Gypsy and Traveller Policy				Housing Policy				TOTAL
	23-27	28-32	33-37	38-42	23-27	28-32	33-37	38-42	23-42
Meet Planning Definition	7	2	6	3	0	0	0	0	18
Do Not Meet Planning Definition	0	0	0	0	6	5	5	3	19
	7	2	6	3	6	5	5	3	37

Summary of Need to be Addressed – Travelling Showpeople

8.16 Taking into consideration all of the elements of need that have been assessed, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the table below sets out the likely number of pitches that will need to be addressed either as a result of the GTAA, or through the Council's Housing Need Assessment (HNA) process and through separate Local Plan Policies.

8.17 Total need from Travelling Showpeople households that meet the planning definition, both known and undetermined, is for 11 plots between 2023 and 2042, and from households that do not meet the planning definition is for no plots between 2023 and 2042.

8.18 The table below breaks total need down by the following for the year bands that are including in the GTAA. Given that there is no need from undetermined households, or from households that did not meet the PPTS planning definition, it is recommended that the Council consider meeting all of the need through a Travelling Showpeople Local Plan Policy.

8.19 5-year need and future need from households that meet the planning definition will need to be addressed through a Travelling Showpeople Local Plan Policy through a combination of yard and plot allocations and through a Criteria-Based Policy as required by the PPTS.

Figure 13 – Need for Travelling Showpeople households broken down by Local Plan Policy Type – Local %

Delivery Status	Gypsy and Traveller Policy				Housing Policy				TOTAL
	23-27	28-32	33-37	38-42	23-27	28-32	33-37	38-42	23-42
Meet Planning Definition	9	1	1	0	0	0	0	0	11
Do Not Meet Planning Definition	0	0	0	0	0	0	0	0	0
TOTAL	9	1	1	000	0	0	0	0	11

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Appendix B: Glossary of Terms / Acronyms Used

Glossary

Amenity block meaning a building where basic plumbing amenities are provided. This could include a bath, a shower, a WC and a sink.

Bricks and mortar is used to describe mainstream housing.

Caravan is used to describe mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.

Concealed household is used to describe households living within other households, who are unable to set up separate family units.

Doubling-Up refers to there being more than the permitted number of caravans on a pitch or plot.

Emergency Stopping Place is a temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.

Green Belt refers to 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; and to preserve the setting and special character of historic towns.

Household Formation is the process in which individuals form separate households. This is normally though adult children setting up their own household.

In-migration refers to movement of households into a region or community.

Local Plans are Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.

Out-migration refers to the Movement from one region or community in order to settle in another.

Pitch/plot is an area of land on a site or 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 is an authorised site owned privately. This can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.

Site refers to an area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans, chalets, or vehicles. Can contain one or multiple pitches or plots.

Social/Public/Council Site is an authorised site owned by either the local authority or a Registered Housing Provider.

Temporary planning permission refers to a private site with planning permission for a fixed period of time.

Tolerated site/yard refers to 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 refers to a 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 refers to caravans on land owned by Gypsies and Travellers and without planning permission.

Unauthorised Encampment refers to caravans on land not owned by Gypsies and Travellers and without planning permission.

Waiting list is a record held by the local authority or site managers of applications to live on a site.

Yard is a name often used by Travelling Showpeople to refer to a site.

Acronyms and Initials

GTAA	Gypsy and Traveller Accommodation Assessment
LPA	Local Planning Authority
MHCLG	Ministry of Housing, Communities and Local Government
NPPF	National Planning Policy Framework
ORS	Opinion Research Services
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites

Appendix C: Undetermined households

Figure 14 – Need for undetermined Gypsy and Traveller households in Braintree

Gypsy & Traveller – Undetermined	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	0
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding (modelled)	1
5 year need from teenage children (modelled)	3
Movement from bricks and mortar	0
In-Migration/Roadside	0
Households on waiting lists for public sites	0
Total Current Need	**4**
Future Need	
Households on pitches with temporary planning permission	0
New household formation	5
(Household base 14 and formation rate 1.50%)	
Total Future Need	**5**
Net Pitch Need = (Current and Future Need – Total Supply)	**9**

Figure 15 – Need for undetermined Gypsy and Traveller households in Braintree by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	4
6 – 10	2028 – 32	2
11 – 15	2033 – 37	2
16 – 20	2038 – 42	1
0 – 20	**2023 – 42**	**9**

Figure 16 – Need for undetermined Travelling Showpeople households in Braintree

Travelling Showpeople – Undetermined	Plots
Supply of Pitches	
Available supply from vacant public and private plots	0
Available supply from plots on new sites	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding (modelled)	0
Movement from bricks and mortar (modelled)	0
5 year need from teenage children	0
In-Migration/Roadside	0
Total Current Need	**0**
Future Need	
Households on plots with temporary planning permission	0
New household formation	0
(No undetermined Travelling Showpeople)	
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 17 – Need for undetermined Travelling Showpeople households in Braintree by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	0
6 – 10	2028 – 32	0
11 – 15	2033 – 37	0
16 – 20	2038 – 42	0
0 – 20	**2023– 42**	**0**

Appendix D: Households that did not meet the Planning Definition

Figure 18 – Need for Gypsy and Traveller households in Braintree that did not meet the Planning Definition

Gypsy & Traveller – Not Meeting Planning Definition	Pitches
Supply of Pitches	
Available supply from vacant public and private pitches	0
Available supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding	0
5 year need from teenage children	4
Movement from bricks and mortar	0
In-Migration/Roadside	0
Households on waiting lists for public sites	0
Total Current Need	**4**
Future Need	
Households on pitches with temporary planning permission	0
New household formation	11
(Household base 23 and formation rate 2.40%)	
Total Future Need	**11**
Net Pitch Need = (Current and Future Need – Total Supply)	**15**

Figure 19 – Need for Gypsy and Traveller households in Braintree that did not meet the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	4
6 – 10	2028 – 32	4
11 – 15	2033 – 37	4
16 – 20	2038 – 42	3
0 – 20	**2023 – 42**	**15**

Figure 20 – Need for Travelling Showpeople households in Braintree that did not meet the Planning Definition

Travelling Showpeople – Not Meeting Planning Definition	Plots
Supply of Pitches	
Available supply from vacant public and private plots	0
Available supply from plots on new sites	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	**0**
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-Up/Over-Crowding	0
5 year need from teenage children	0
Movement from bricks and mortar	0
In-Migration/Roadside	0
Total Current Need	**0**
Future Need	
Households on pitches with temporary planning permission	0
New household formation	0
(No need from 1 household)	
Total Future Need	**0**
Net Plot Need = (Current and Future Need – Total Supply)	**0**

Figure 21 – Need for Travelling Showpeople households in Braintree that did not meet the Planning Definition by year periods

Year Period	Dates	Need
0 – 5	2023 – 27	0
6 – 10	2028 – 32	0
11 – 15	2033 – 37	0
16 – 20	2038 – 42	0
0 – 20	**2023 – 42**	**0**

Appendix E: Site and Yard list

Site/Yard	Tenure	Authorised	Unauthorised
Ridgewell Caravan Park, Ridgewell	Public	12	
Sandiacres, Cressing	Public	14	
Appleview, Pattiswick	Private	2	
Caravan next to Muchmores Cottages, Blake End	Private	1	
Gulls Meadow, Bradwell	Private	1	
Half Acre, Long Cressing	Private	4	
Land Rear of Scout Hut, Earls Colne	Private	2	
South of A1124 - SW of Fox and Pheasant Farm	Private	4	
The Caravan, Toppesfield	Private	1	
The Smallholding, Bures Hamlet	Private	1	
Twin Oaks, Stisted	Private	21	
Sportsmans Lane	Unauthorised		1
Total Pitches		63	1
Caravan 2, Witham	TSP - Private	2	
Fair Rest, Caravan Site, Adjacent 2 Braxted Road, Rivenhall	TSP - Private	4	
Total Plots		6	0
TOTAL		69	1

Appendix F: Questionnaire

Interview or Proxy?		Project Code

GTAA Questionnaire

Introduction

Good morning / afternoon My name is [INTERVIEWER] from Opinion Research Services, working on behalf of [CLIENT]

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

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

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

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

A: General Information

Q1. Name of planning authority

Please write in

Q1b Sub area (if needed)

☐

☐

☐

Q2. Address & pitch number

Please write in

Q3. Date of visit

Please write in – DD/MM/YY

Q4. Time of visit

Please write in – HH:MM

Q5. Status of Private Site?

Private rented ☐

Private owned ☐

N/A ☐

Q6. Name of respondent

Please write in

Q7. Which of these best describes you?

READ OUT: Please tick ONE box only

- Romany Gypsy ☐
- Irish Traveller ☐
- Scots Gypsy or Traveller ☐
- Travelling Showmen ☐
- New Traveller ☐
- English Traveller ☐
- Welsh Gypsy ☐
- Non Traveller ☐
- Other ☐

Please write in

Q8. How many units are on the pitch?

Please write a number in each box

Mobile homes / Static caravans	
Touring caravans	
Day Rooms / Utility Shed	
Bungalows / Bricks and Mortar	
Other (e.g. Park Home or American Caravan)	

Q9. Is this site your main place of residence?

- Yes ☐ **SKIP TO Q11**
- No ☐ **ANSWER Q10**

Q10. Where is your main residence?

Please write in

Q11. How long have you lived here?

Years and months

IF MOVED IN PAST FIVE YEARS ASK

Q12. Where did you move from?

Please write in

Q13. Do you live here out of choice or because there is no other option?

- Choice ☐ **SKIP TO Q15**
- No other option ☐ **ANSWER Q14**

Q14. Why do you feel there is no other choice?

Please write in

Q15. Is this site suitable for your household?

- Yes ☐ **SKIP TO Q17**
- No ☐ **ANSWER Q16**

Q16. Why do you feel this site isn't suitable?
PROBE: SCHOOLS, WORK, HEALTHCARE, FAMILY AND FRIENDS

Please write in

Q17. How many separate families or single adults live on this pitch?
Please write a number in the box

B: HOUSEHOLD DEMOGRAPHICS

Q18. Please tell me about the members of your household
Please complete below for the main household on this pitch. Any further families pertinent to this pitch should be included in section G using the format below.

For example, a seven year old daughter should be entered as

F	07
Daughter	

Person 1: Interviewee

Person 2

Person 3

Person 4

Person 5

Person 6

Person 7

Person 8

Person 9

Person 10

How many additional families or single adults are included in Section G?
Please write a number

C: ACCOMMODATION NEEDS

Q19. How many families or single adults living on this pitch will need a pitch of their own in the next five years?
An adult is defined as 18+
Please write a number

Q20. How many of your children will need a home of their own in the next 5 years?
Please write a number

IF ZERO SKIP TO Q24

Q21. Do the individuals counted above currently live on this site?

Yes ☐ GO TO Q22

No ☐ SKIP TO Q23

Q22. Would they wish to stay here and, if not, where would they wish to move to?

Please write in

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Q23. Where do they currently live? And would they wish to move to this site or another local site if possible?

Please write in

D: FUTURE ACCOMMODATION NEEDS

Q24. Do you plan to move from this site in the next five years?

Yes	☐	GO TO Q32
No	☐	SKIP TO Q36

Q25. Why do you plan to move?

Please write in

Q26. Where do you plan to move to?

Another site in this area	☐
A site in another council area	☐
Bricks & mortar in this area	☐
Bricks & mortar in another council area	☐
Other (e.g. land they own elsewhere	☐

Please provide more detail on the answer above

Q27. Would you prefer to buy a site or rent on a public or private site?

Private buy	☐
Private rent	☐
Public rent	☐

Q28. Can you afford to buy a private pitch or site?

Yes	☐
No	☐
Don't know	☐

Q29. Are you aware of, or do you own any land that has potential for new pitches

Yes	☐	GO TO Q37
No	☐	SKIP TO Q38

Q30. Where is the site and who owns it?

Please write in

E: Travelling

Q31. How many trips, living in a caravan or a trailer, have you or members of your family made away from your permanent base in the last 12 months?

0	☐	SKIP TO Q44
1	☐	
2	☐	
3	☐	GO TO Q39
4	☐	
5+	☐	

Q32. Which family members travelled?

All the family	☐
Adult males	☐
Other	☐

Please write in

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Q33. What were the reasons for travelling?

- Work ☐
- Holidays ☐
- Visiting family ☐
- Fairs ☐
- Other ☐

If work, please write I profession or trade; and if fairs, holidays or visiting family, probe whether this involves any elements of work.

Q34. At what time of year do you or family members usually travel?

- All year ☐
- Summer ☐
- Winter ☐

Q35. How long do you usually travel for?

Please write in

Q36. Where do you or family members usually stay when they are travelling?

- LA transit sites ☐
- Private transit sites ☐
- Roadside ☐
- Friends / Family ☐
- Other ☐

Please write in

IF BEEN TRAVELLING - GO TO Q49

NON-TRAVELLING ANSWER Q44 - Q48

Q37. Are there any reasons you don't travel at the moment?

Please write in

Q38. Have you or family members ever travelled

- Yes ☐ **GO TO Q46**
- No ☐ **SKIP TO Q49**

Q39. When did you or family members last travel?

Please write in

Q40. What were the reasons for travelling?

- Work ☐
- Holidays ☐
- Visiting family ☐
- Fairs ☐
- Other ☐

Please write in or list profession if for work. If for work, please write profession or trade; and if fairs, holidays or visiting family, probe whether this involves any elements of work.

Q41. Why do you not travel anymore?

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

Please write in

Q42. Do you or other family members plan to travel in the future

Yes	☐	ANSWER Q50
No	☐	SKIP TO Q51
Don't know	☐	SKIP TO Q51

Q43. When and why do you / they plan to travel?

Please write in

Q44. Is there anything else you'd like to tell us about your travelling patterns?

Please write in

F: Contact information

Q45. Is there anything else you'd like to tell us about this site and your accommodation needs?

Please write in

Q46. Would you like ORS to contact you again regarding future needs assessments?

Yes	☐	GO TO Q54
No	☐	SKIP TO Q56

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

Yes	☐	GO TO Q55
No	☐	SKIP TO Q56

Q48. Can I confirm the details they should use to contact you?

We cannot guarantee if and when they will make contact with you.

Name

Phone number

Email address

Q48a. Do you know of anyone living in Bricks and Mortar who we should contact for this study?

Yes	☐
No	☐

Q48b. Can you provide their contact details?

Name

Phone number

Email address

If can't provide details will you ask them to contact us on 0800 0789786

G: Any notes / Extra information

Interviewer: please use this space for any additional information including details about additional households

Interviewer Declaration: I confirm that this interview was conducted in accordance with all interviewing guidelines and that the data collected is accurately recorded

Interviewer Name:	
Interviewer Signature:	
Date:	

Appendix G: Technical Note on Household Formation and Growth Rates

Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services

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 until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.

2. This analysis was produced as a separate document in 2013 and then updated in 2015 (www.opinionresearch.co.uk/formation2015) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.

3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if the reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

Introduction

4. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities' future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors.

Modelling Population and Household Growth Rates

5. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths, in-/out-migration and household dissolution. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context in 2013, ORS modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we supplemented the available national statistical sources with data derived from our own surveys.

Migration Effects

6. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents.

Population Profile

7. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. The ethnicity question in the 2011 Census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the Census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.

Table 1 - Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.

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

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

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

Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) '*The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative*', University of Sheffield).

12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, we assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.

15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.

16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

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

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

17. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

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

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

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

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

provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.

20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.

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

Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services

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Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) '*The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative*', University of Sheffield).

12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

Modelling Outputs

13. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling, undertaken in PopGroup, projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum. If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.50% per annum. To generate an 'upper range' rate of population growth, we assumed an implausible TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.90% per annum.

Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.

15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.

16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

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

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

17. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers

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

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

18. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents with dependent children, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.25%-1.50% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.25%-1.50% per annum

Summary Conclusions

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

provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.

20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.

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