



**BOROUGH OF
BROXBOURNE**

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Borough of Broxbourne

Gypsy and Traveller Accommodation Assessment

Final Report

April 2017



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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of the 2017 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 the Borough of Broxbourne.
- 1.2 As well as reviewing and updating the previous GTAA, another key reason for completing the study was the publication of a revised version of Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Travellers for planning purposes. The key change that was made was the removal of the term persons...who have ceased to travel permanently, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA (see Paragraph 2.7 for the full definition).
- 1.3 The GTAA provides a credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period up to 2033. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Broxbourne.
- 1.4 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Broxbourne through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on all known sites. A total of 24 interviews were completed with Gypsies and Travellers out of a total of 42 pitches occupied by possible Gypsies and Travellers, and 2 interviews were completed with Travelling Showpeople living on one authorised yard in the borough which is the base for 12 households. Despite extensive efforts to identify them it was only possible to interview one Traveller living in bricks and mortar. A total of 7 telephone interviews were completed with Officers from the Council, Officers from neighbouring planning authorities, and other local stakeholders.
- 1.5 The fieldwork for the study was completed in March 2017, which was after the publication of PPTS (2015). As a result of this changes were made to the household interview questions to enable the determination of the travelling status of households to be made.
- 1.6 A Glossary of Terms can be found in **Appendix A**.
- 1.7 The baseline date for the study is **March 2017** which was when the majority of the household interviews were completed.

Key Findings

Additional Pitch Needs – Gypsies and Travellers

- ^{1.8} Overall the additional pitch needs for Gypsies and Travellers from 2017-2033 are set out below. Additional needs are set out for those households that meet the planning definition of a Gypsy or Traveller, for those unknown households¹ where an interview was not able to be completed (either due to households refusing to be interviewed, or not being present despite three visits to each site) who may meet the planning definition, and for those households that do not meet the planning definition.
- ^{1.9} Only the need from those households who meet the planning definition and from those of the unknown households who subsequently demonstrate that they meet it should be considered as formal need arising from the GTAA.
- ^{1.10} The need arising from households that meet the planning definition should be addressed through site allocation/intensification/expansion policies.
- ^{1.11} The Council will need to carefully consider how to address the needs associated with unknown Travellers as it is unlikely that all of this need will be addressed through the provision of conditioned Gypsy or Traveller pitches. In terms of Local Plan policies, the Council could consider the use of a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.
- ^{1.12} The need for those households who do not meet the planning definition will need to be addressed through other means such as the Strategic Housing Market Assessment (SHMA) or Housing and Economic Development Needs Assessment (HEDNA).
- ^{1.13} There were 9 Gypsy or Traveller households identified in Broxbourne that meet the planning definition, 14 unknown households that may meet the planning definition and 16 households that do not meet the planning definition.
- ^{1.14} There is a need for **22 additional pitches** for households that meet the planning definition. This is made up of five unauthorised pitches, three concealed or doubled-up households or adults, eight teenage children in need of a pitch of their own in the next 5 years, and seven from new household formation. There is also supply from 1 vacant pitch on the public site.
- ^{1.15} Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to 5 pitches from one unauthorised pitch and four from new household formation from a maximum of 13 households. If the ORS national average² of 10% were applied this could result in a need for one additional pitch.
- ^{1.16} Whilst no longer a requirement to include in a GTAA there is a need for 10 additional pitches for households that do not meet the planning definition.

¹ See Paragraph 3.26 for further information on unknown households.

² Based on over 1,800 interviews completed by ORS across England.

Figure 1– Additional need for Gypsy and Traveller households in Broxbourne (2017-2033)

Status	Total
Meet Planning Definition	22
Unknown	0-5
Do not meet Planning Definition	10

Additional Plot Needs - Travelling Showpeople

- 1.17 It was only possible to interview 2 households living on the yard at Lieutenant Ellis Way. They were able to confirm that a total of 12 households are based at the yard and that they majority will be away travelling for the rest of the year. They were able to confirm that all of the households travel for work purposes all year round at fairs and other events.
- 1.18 The residents are happy with the yard as it is well located and contains a number of buildings for the maintenance and storage of rides and equipment. Whilst they expressed a view that the yard need to expand in future years to accommodate new household formation they were uncertain by how much at this point. They do own land near to the existing yard but it is 'land-locked' and not suitable for development.
- 1.19 They are seeking to work with the Council to identify a practical solution to meet their current and future accommodation needs.

Transit Requirements

- 1.20 The previous GTAA did not recommend a need for any new transit provision in Broxbourne and there is no recent evidence to suggest that the local situation has changed. However it is recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 1.21 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Broxbourne; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in Broxbourne; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or equivalent).
- 1.22 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- 1.23 In the short-term the Council should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the planning definition - although from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- 1.24 The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time,

with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

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

2. Introduction

- 2.1 The primary objective of the 2017 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 Broxbourne. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showpeople Accommodation Needs Assessments completed in Broxbourne.
- 2.2 The previous GTAA was published in October 2014 and covered the period 2014-2029. The outcomes of the assessment were a recommendation for 31 additional pitches for Gypsies and Travellers; a need for 7 additional plots for Travelling Showpeople; and a need for no new transit pitches or temporary stopping places.
- 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, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act (2016).
- 2.4 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 development plan policies and the provision of Traveller pitches and plots in five year increments covering the period 2017 to 2033. As well as identifying current and future permanent accommodation needs, it also seeks to identify any need for the provision of transit sites or emergency stopping places.
- 2.5 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 **March 2017** which was when the majority of the household interviews were completed.

Definitions

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

The Planning Definition in PPTS (2015)

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

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

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

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

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

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

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

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

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

Definition of Travelling

- ^{2.10} One of the most important questions that 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 (or have ceased to travel temporarily) for work purposes and in doing so stay away from their usual place of residence.** It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will **not cover** those who commute to work daily from a permanent place of residence.
- 2.18 It will also be the case in our view that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the planning definition.
- 2.19 Households will also fall under the planning definition if they can demonstrate that they have ceased to travel temporarily as a result of their own or their family's or dependants' educational, health needs or old age. In order to have ceased to travel temporarily these households will need to demonstrate that they have travelled in the past. In addition, households may also have to demonstrate that they plan to travel again in the future.
- 2.20 This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). 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.

Legislation and Guidance for Gypsies and Travellers

- ^{2.21} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » The Housing and Planning Act, 2016
 - » Planning Policy for Traveller Sites (PPTS), 2015
 - » National Planning Policy Framework (NPPF), 2012
 - » Planning Practice Guidance³ (PPG), 2014
- ^{2.22} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act (2016) makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

PPTS (2015)

- ^{2.23} PPTS (2015), sets out the direction of Government policy. As well as introducing the planning definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):
- » *Local planning authorities should make their own assessment of need for the purposes of planning.*
 - » *To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.*
 - » *To encourage local planning authorities to plan for sites over a reasonable timescale.*
 - » *That plan-making and decision-taking should protect Green Belt from inappropriate development.*
 - » *To promote more private Traveller site provision while recognising that there will always be those Travellers who cannot provide their own sites.*
 - » *That plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective.*
 - » *For local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies.*
 - » *To increase the number of Traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply.*
 - » *To reduce tensions between settled and Traveller communities in plan-making and planning decisions.*
 - » *To enable provision of suitable accommodation from which Travellers can access education, health, welfare and employment infrastructure.*

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

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

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

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

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

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

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

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

3. Methodology

Background

- 3.1 Over the past 10 years, ORS has continually refined a methodology for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This has been updated in light of the introduction of the PPG in 2014, changes to PPTS in August 2015 and the Housing and Planning Act (2016), as well as responding to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (2015) contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the planning definition for Gypsies, Travellers and Travelling Showpeople.
- 3.3 The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:
- 'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'*
- 3.4 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Desk-Based Review

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

Stakeholder Engagement

- 3.6 Engagement was undertaken with key Council Officers and with wider stakeholders through telephone interviews. Three interviews were undertaken with Council Officers from the study area.

Working Collaboratively with Neighbouring Planning Authorities

- 3.7 To help support the Duty-to-Cooperate and provide background information for the study, telephone interviews were conducted with Planning Officers in neighbouring planning authorities. These interviews will help to ensure that wider issues that may impact on this project are fully understood. This included interviews with Officers from the Councils set out below.
- » Welwyn Hatfield Borough Council
 - » East Hertfordshire District Council
 - » Epping Forest District Council
 - » London Borough of Enfield

Survey of Travelling Communities

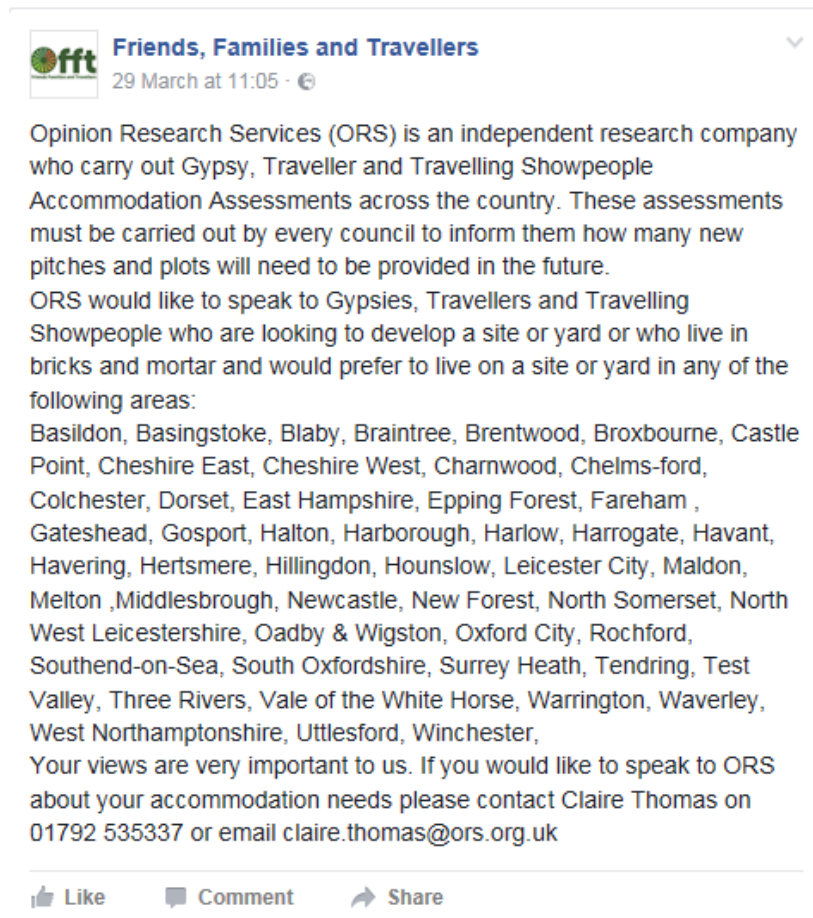
- 3.8 Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised sites/yards and encampments in the study area and attempted to complete an interview with the residents on all occupied pitches and plots. In order to gather robust information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

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

Engagement with Bricks and Mortar Households

- 3.13 The 2011 Census includes 49 households that identify as Gypsy or Irish Traveller who live in a house or flat in Broxbourne. The previous GTAA included interviews with a total of 13 individuals living in bricks and mortar and none indicated a need to move to a site.
- 3.14 ORS apply a rigorous approach to making contact with bricks and mortar households as this is a common issue raised at Local Plan examinations and planning appeals. Contacts were sought through a range of sources including the interviews with people on existing sites and yards, intelligence from the stakeholder interviews, information from housing registers and other local knowledge from stakeholders and adverts on social media (including the Friends, Families and Travellers Facebook group). Through this approach we endeavoured to do everything to give households living in bricks and mortar the opportunity to make their views known. The following additional approaches were taken to identify potential households to interview in Broxbourne.
- » **Local Authority Housing Services:** Unfortunately the Housing department does not collect data on whether there are Gypsy and Travellers on the waiting list.
 - » **Registered Housing Providers:** ORS contacted the three main providers; one provider was aware that they have housed around five or six Gypsies and Travellers in the last few years. However they were unable to send out letters as they do not record the ethnicity of those in their properties.
 - » **Stakeholders:** One officer was aware of a Travelling Showperson family living in bricks and mortar; however they did not have any details to be able to contact them on our behalf.
- 3.15 ORS also attempted to interview the Herts County Council Gypsy and Traveller Liaison Officer, the Traveller Education Team and a representative from Gate Herts, but had not received any response at the time of this report.
- 3.16 As a rule, the assessment does 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. We work on the assumption that all those wishing to move will make their views known to us based on the wide range of publicity we will put in place. Thus we are seeking to shift the burden of responsibility on to those living in bricks and mortar through demonstrating rigorous efforts to make them aware of the study. This approach has been supported by Planning Inspectors in Appeal Decision Notices.

Figure 2 – Bricks and Mortar Advert



fftt Friends, Families and Travellers
29 March at 11:05 · 🌐

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country. These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:

Basildon, Basingstoke, Blaby, Braintree, Brentwood, Broxbourne, Castle Point, Cheshire East, Cheshire West, Charnwood, Chelms-ford, Colchester, Dorset, East Hampshire, Epping Forest, Fareham , Gateshead, Gosport, Halton, Harborough, Harlow, Harrogate, Havant, Havering, Hertsmere, Hillingdon, Hounslow, Leicester City, Maldon, Melton ,Middlesbrough, Newcastle, New Forest, North Somerset, North West Leicestershire, Oadby & Wigston, Oxford City, Rochford, Southend-on-Sea, South Oxfordshire, Surrey Heath, Tendring, Test Valley, Three Rivers, Vale of the White Horse, Warrington, Waverley, West Northamptonshire, Uttlesford, Winchester,

Your views are very important to us. If you would like to speak to ORS about your accommodation needs please contact Claire Thomas on 01792 535337 or email claire.thomas@ors.org.uk

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Timing of the Fieldwork

- ^{3.17} ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in site and yard occupancy. As such, all of the fieldwork was undertaken during the non-travelling season, and also avoided days of known local or national events. Fieldwork was completed between February and March 2017.

Waiting Lists

- ^{3.18} At the time of reporting information was still forthcoming from the Hertfordshire Gypsy and Traveller Liaison Officer regarding details of households on the waiting list for the public site.

Calculating Current and Future Need

- ^{3.19} The primary change introduced by PPTS (2015) in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the planning definition. As PPTS (2015) has only recently been issued only a small number of relevant appeal decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraph 2.19 for a recent example) – these support the view that households need to be able to demonstrate that they travel for work purposes to meet the planning definition, and stay away from their usual place of

residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.

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

Applying the Planning Definition

- 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 main reasons for travelling.
- » Where household members travelled to.
- » The times of the year that household members travelled.
- » Where household members stay when they are away travelling.
- » When household members stopped travelling.
- » The reasons why household members stopped travelling.
- » Whether household members intend to travel again in the future.
- » When and the reasons why household members plan to travel again in the future.

- 3.22 When the household survey was completed, the answers from these questions on travelling were used to determine the status of each household against the planning definition in PPTS (2015). Through a combination of responses, households need to provide sufficient information to demonstrate that household members travel for work purposes and in doing so stay away from their usual place of residence, or that they have ceased to travel temporarily due to education, ill health or old age, and plan to travel again for work purposes in the future. The same definition applies to Travelling Showpeople as to Gypsies and Travellers.

- 3.23 Households that need to be considered in the GTAA fall under one of three classifications that will determine whether their housing needs will need to be assessed in the GTAA. Only those households that meet, or may meet, the planning definition will form the formal components of need to be included in the GTAA:

- » Households that travel under the planning definition.
- » Households that have ceased to travel temporarily under the planning definition.
- » 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 will be assessed to provide the Council with components of need to consider as part of their work on wider housing needs assessments.

Unknown Households

- 3.25 As well as calculating need for households that meet the planning definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period) need to be assessed as part of the GTAA where they are believed to be ethnic Gypsies and Travellers who may meet the planning definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the planning definition.
- 3.26 The estimate of potential need in unknown households seeks to identify potential current and future need from many pitches known to be temporary or unauthorised, and through new household formation. For the latter, the national rate of 1.50% has been used as the demographics of residents are unknown. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 3.27 Should further information be made available to the Council that will allow for the planning definition to be applied, these households could either form a confirmed component of need to be addressed in through the GTAA or the SHMA/HEDNA.
- 3.28 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households where an interview was completed.
- 3.29 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that overall approximately 10% of households who have been interviewed meet the planning definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the planning definition.
- 3.30 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 between 12,000-14,000 Gypsy and Traveller pitches in England and we have spoken to over 12% of them at a representative range of sites and just over 10% meet the planning definition. ORS also asked similar questions on travelling in over 2,000 pre-PPTS (2015) household interviews and also found that 10% of households would have met the PPTS (2015) planning definition. It is ORS' view therefore that this is the most comprehensive national statistic in relation to households that meet the planning definition in PPTS (2015) and should be seen as a robust statistical figure.
- 3.31 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need conditioned Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through the SHMA or HEDNA for example.
- 3.32 In terms of Local Plan policies, the Council could consider the use of a specific site allocation/protection policy for those households that do meet the planning definition,

together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the planning definition.

- 3.33 Councils will need to carefully consider how to address the needs associated with unknown Travellers in Local Plan policies as it is unlikely that all of this need will need to be addressed through the provision of Gypsy or Traveller pitches. In terms of Local Plan policies the Councils could consider the use of a specific site allocation/protection policy for those households that do meet the planning definition, together with a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition. An assessment of need for unknown Travellers can be found in **Appendix B**.

Households that Do Not Meet the Planning Definition

- 3.34 Whilst households who do not travel fall outside the planning definition of a Traveller, Romany Gypsies, Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) 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 Guidance⁴ related to this section of the Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the planning definition of a Traveller will need to be assessed as part of the wider housing needs of the area, for example through the SHMA or HEDNA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for Travellers that do not meet the planning definition can be found in **Appendix C**.

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

Current Need

- 3.36 The second stage was to identify components of current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space already available in Broxbourne. This is made up of the following. It is important to address issues of double counting:

⁴ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

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

Future Need

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

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

3.38 Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position set by Ministers from DCLG in a Ministerial Statement in 2014 and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on precedent. This is set out in more detail later in this report.

3.39 All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2032 and also to 2033 to meet the local plan period.

Pitch Turnover

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

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

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

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

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

Transit Provision

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

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

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

4. Gypsy, Traveller & Travelling Showpeople Sites & Population

Introduction

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

Sites and Yards in Broxbourne

- 4.6 In Broxbourne, at the base date for the GTAA, there was 1 public site with planning permission for 15 pitches, and 2 private sites with permanent planning permission for 16 pitches. In addition there are a number of pitches on an extended site at Wharf Road. For pitches that are occupied by Gypsies and Travellers there are 5 with Certificates of Lawful Development, and 8 that are unauthorised.
- 4.7 There is also one Travelling Showperson yard with planning permission for 8 plots. There are no transit sites in the borough. See **Appendix D** for further details.

Figure 3 - Total amount of provision in Broxbourne (March 2017)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	2	16
Private lawful pitches	1	5
Private pitches with temporary planning permission	0	0
Public sites (Council and Registered Providers)	1	15
Public transit provision	0	0
Private transit provision	0	0
Unauthorised pitches	1	8
Travelling Showpeople Provision	1	12

Caravan Count

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

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in PPTS (2015) and the methodology used in other GTTSANA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual.
- 5.2 The aim of these interviews was to provide an understanding of: current provision and possible future need; short-term encampments; transit provision; and cross-border issues.
- 5.3 Three interviews were undertaken with Council Officers from the study area. ORS also attempted to interview the Herts County Council Gypsy and Traveller Liaison officer, the Hertfordshire County Council manager of the Traveller education team and a representative from Gate Herts but had not received any response at the time of this report.
- 5.4 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a Planning Officer from four neighbouring local authorities:
- » Welwyn Hatfield Borough Council
 - » East Hertfordshire District Council
 - » Epping Forest District Council
 - » London Borough of Enfield
- 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.
- 5.6 The first section provides the response from key stakeholders and Council Officers from the study area and neighbouring authorities. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation.

Views of Key Stakeholders and Council Officers in Broxbourne

- 5.7 Three officers were interviewed from the Borough of Broxbourne. A summary of the Officers' views and input into the project are set out below.

Accommodation for Needs

- 5.8 One officer was aware of some issues on the public site and said that residents are concerned about a major development scheme at Brookfield which is thought will have an impact on the current site. The officer also said that some residents are not satisfied with the facilities
-

provided by the Council, and felt that because the Council believe they are going to be moving the site, they have not sought to fund any upgrading or refurbishment.

- 5.9 All officers referred to issues on the Wharf Road site. They confirmed that of the 77 plots, 53 are owned by the Lee Valley Regional Park Authority and that some of the plots are occupied by Gypsies and Travellers. Some pitches have temporary planning permission and some have recently been granted a certificate of lawful development, but the majority are unauthorised.
- 5.10 Officers were aware of sub-letting on this site, and believed this issue intensified over the past year, possibly because of the shortage of housing in general. The Council are currently looking into enforcement action, while having regards to the inspectors appeal decision with regards to plots they have already serviced notice on. As most pitches do not have planning permission or a caravan license the provision may not be meeting the needs of the residents, and there have also been issues with overcrowding and health and safety on the site. For example one officer was aware of six or seven adults and a child in a normal two bedroom caravan.
- 5.11 Aside from the issues on Wharf Road, officers were not aware of any overcrowding or unauthorised sites. However, they recognised that there may be more need arising through families growing and expanding.
- 5.12 One officer referred to a long established Travelling Showperson family who have been in the area for many years but have not got a winter base for all of their equipment. They are currently using space outside the Borough and are sharing with another group.

Short-term Roadside Encampments

- 5.13 Officers referred to several roadside encampments which have occurred in the last few years. These usually occur during the summer as they travel for work through the area. These usually occur on public or privately owned open spaces.

Cross-border Issues

- 5.14 One officer referred to ongoing discussions with the Lee Valley Park authority with regard to reaching a decision about the future of the Wharf Road site. Broxbourne believes there are no realistic alternatives to the allocation of Wharf road for a traveller site, however the Park authority disagrees.
- 5.15 There have also been discussions with neighbouring authorities on the development of the Local Plan, which would have included discussion on Gypsy and Traveller provision, demonstrating joint-working with other authorities.
- 5.16 Stakeholders were not aware of any issues with neighbouring local authorities meeting their own need and officers were confident that other authorities are complying with the Duty to Cooperate demonstrated in their joint-working and discussions.
- 5.17 One of the Council's future priorities is to resolve the issues at Wharf Road. It needs to be established now and for the future in terms of natural expansion and general needs.

Neighbouring Authorities

Welwyn Hatfield Borough Council

5.18 With regard to overall accommodation need in Welwyn Hatfield, the views of the officer interviewed were as follows:

- » The last assessment in Welwyn Hatfield was carried out in 2016. They have policies in the Draft Local Plan and are proposing minor modifications to respond to representations they received to parts of the Draft Plan that deal with Gypsy and Traveller development.
- » There are 39 public pitches run by Herts county council and 18 private pitches with permanent permission. They have recently given temporary planning permission until 2019 for one pitch. There is also one authorised site with 7 Travelling Showpeople caravans.
- » The latest needs assessment notes a number of unauthorised caravans on private sites on 6 census counts from July 2013 to January 2016. The latest needs assessment identifies a need for 22 pitches to meet the need evidenced by consistent levels of unauthorised caravans.
- » They have a private site where planning permission expired in July; the occupants have since submitted a planning application for a permanent permission.
- » In addition in the last 10 months there have been unusually high levels of illegal encampments, generally 2 or 3 families that are moving from site to site (either on the roadside or on land without the owner's consent) on a regular basis. . Their needs assessment has also identified households on existing sites with either newly forming households or any other need for a pitch.
- » They also make a small allowance for families who want to move off the transit site in Hertsmere.
- » The officer was aware of some Travellers who live in bricks and mortar and they have identified a need for pitches to allow a number of households to move from bricks and mortar.
- » The County Council hold the waiting list for all the public sites in the County and they are able to break down where households are currently living. WHBC have also worked with the education service provider to help identify families living in bricks and mortar. Nine households took part in the needs assessment, none of which wanted to return to living in a caravan on a site.
- » In response to a representation received to the recent Draft Local Plan consultation, a minor modification is being proposed to clarify that the planning authority will be flexible over future provision.
- » The new PPTS definition has raised a number of issues – e.g., on the one hand under the definition the community needs to travel, on the other hand they are allowed to cease travelling temporarily - but there is no definition of what temporary could be in terms of length of time. If for example, a household needs to cease travelling temporarily for educational need, then this could be for a number of years.

- » The officer recognises that there is a need for residential pitches. The need for more transit pitches has not been easy to establish but as mentioned above, flexibility will be applied in terms of pitch provision.
- » There is a current application on a private site which is a combination of both transit and residential pitches and a flexible approach will be taken towards this. They are conscious some families need to have a more settled life style and some travel more regularly.

^{5.19} With regard to the subject of cross border issues and the Duty to Cooperate, the views of the officer interviewed were as follows:

- » The officer believed that cross border issues could arise due to the fact that the County Council's waiting list for a pitch on an HCC site identifies where families have their first preference, but that does not mean that they wouldn't accept a pitch on another site elsewhere in the county because they might indicate a second or third preference or no preference. The waiting list has grown year on year.
- » Another issue is the transit site at South Mimms. The officer had noted previous Hertfordshire based work undertaken by ORS around this transit site providing temporary accommodation for those without somewhere to settle in a certain borough. What isn't noted is an assessment (or an allowance made) for those who want to and need to move off the transit site and where they might move to next within Hertfordshire. Welwyn Hatfield recognise that South Mimms is the only transit site providing publicly for the County and they acknowledge there may be a relationship in terms of need assessments and queried how this is being addressed with other Hertfordshire boroughs/districts in their needs assessments.
- » As far the officer could tell most authorities are seeking to meet their own needs. There has been an initial attempt to start work on transit site provision started by Three Rivers but as far as the officer is aware, this was not completed.
- » They have had discussions with other authorities such as East Herts and Hertsmere around sharing evidence and continuing to work together through the Duty to Cooperate. The officer considers that they are complying with the duty to cooperate.
- » The priority for the future is the delivery of new sites. They need to explore management options including opportunities for public provision, which could be a cross boundary issue. The officer finds it difficult to accept the argument that if an authority does not have a public site at the moment, that there is no public need. That should reflect an assessment of whether people can afford to buy the land (and make private provision) or not.
- » The officer would also like to see consideration over the transit site at South Mimms recognising there may be need arising from that site for more permanent pitches (or additional transit/visitor pitches).

East Hertfordshire District Council

^{5.20} With regard to overall accommodation need in East Herts, the views of the officer interviewed were as follows:

- » Within East Herts District there are 25 permitted private pitches for Gypsies and Travellers and 40 plots for Travelling Showpeople.
- » The officer explained that unauthorised encampments do not often occur in the district. This may be because the District does not appear to be favoured by Travellers en-route to wider destinations. Furthermore, it is suspected that a lack of employment opportunities traditionally associated with Gypsies and Travellers, such as the agricultural and horticultural businesses that are more common in areas such as Epping Forest, may influence travelling patterns. As a result, both the 2014 East Herts Gypsies and Travellers and Travelling Showpeople Accommodation Needs Assessment and its June 2016 Update have concluded that transit provision in the district is not required.
- » As a result of a resurvey to accord with the revised PPTS, the Council agreed an Accommodation Needs Assessment Update in June 2016. This study updated the plan period to accord with a revised District Plan timeline to 2033. This identified an overall requirement for the period 2016-2033 for five Gypsy and Traveller pitches and nine plots for Travelling Showpeople.
- » In terms of translating need to provision, following the publication of the Accommodation Needs Assessment in 2014, East Herts undertook site identification work (Gypsies and Travellers and Travelling Showpeople Identification of Potential Sites Study, October 2014). With a lack of suitable available sites beyond the Green Belt, the Council also engaged with site promoters through the district planning process.
- » In its Regulation 19 Pre-Submission District Plan, published for public consultation between November 3rd and December 15th 2016, it identified sufficient sites, pitches and plots to meet the district's demonstrated needs across the Plan period via the provisions of Policy HOU9. This included expansion of an existing authorised site and through delivery of larger site allocations for Gypsies and Travellers, and solely through larger site allocations for Travelling Showpeople.
- » Moreover, the Council is keenly aware of the importance of providing suitable sites to ensure successful co-existence between traveller and settled communities and considers that this should be assured through the provisions of the criteria within Policy HOU9 'Gypsies and Travellers and Travelling Showpeople'.
- » For non-nomadic travellers, who fail to meet the PPTS definition, provision is expected to be met through the provisions of Policy HOU1 'Type and Mix of Housing' and Policy HOU10 'New Park Home Sites for Non-Nomadic Gypsies and Travellers and Travelling Showpeople'.

^{5.21} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » The District has carried out duty to cooperate meetings with neighbouring authorities, where traveller accommodation issues have been discussed.

- » The District has particularly been working with Welwyn Hatfield Borough Council around the provision of a joint site straddling both local authority areas to the east of Welwyn Garden City. This has involved both authorities working together and also interacting with site promoters and other appropriate bodies.
- » Policy HOU9 details that four pitches for medium and longer term needs will be provided in that location to meet East Herts' accommodation needs, within a site with a sufficient area to accommodate a total of 15 pitches. The majority share of 11 pitches on the site would meet the accommodation needs of Welwyn Hatfield.

Epping Forest District Council

5.22 With regard to overall **accommodation need** in Epping Forest, the views of the officer interviewed were as follows:

- » ORS is currently doing the Essex wide GTAA. The numbers from the interim briefing notes produced by ORS have been included as part of the Local Plan. In the Local Plan the number of pitches identified from 2011-33 based on the interim note is 38 pitches and 1 yard.

5.23 With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were that there are no areas of concern regarding Gypsies, Travellers or Travelling Showpeople.

London Borough of Enfield

5.24 With regard to overall **accommodation need** in Enfield, the views of the officer interviewed were as follows:

- » In terms of interaction with Gypsies and Travellers the council may receive applications for sites. As part of the planning policy work they interact through the local plan process. Enfield is currently working on their local plan, part of which will involve looking at commissioning work on Gypsy and Traveller need. The officer doesn't have day to day involvement with Gypsies and Travellers and organisations.
- » In the latest Core Strategy for Enfield there was no Gypsy or Traveller sites allocated in the borough- this will be re-assessed as the new local plan develops. As there is no provision in the borough, the new local plan is needed in order to assess the current need for sites.

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

- » The officer was not aware of any cross-border issues or of any joint working. Due to the fact that Enfield do not have the current need figures for their own borough they cannot assess how well the neighbouring local authorities are meeting their own needs as well as whether they are complying with the duty to cooperate- the assessment would need to be completed in their own area to get a greater idea of this.

- » In terms of future priorities Enfield will need to address the provision for Gypsies and Travellers through policy needs as the local plan goes forward.

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 The interviews were completed in March 2017 and up to three attempts were made to interview each household where they were not present when interviewers visited. The table below sets out the number of pitches, the number of interviews that were completed, and the reasons why interviews were not completed.

Figure 4 - Sites and yards visited in Broxbourne

Status	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
Halfhide Lane	15	12	1 x vacant, 1 x refusal, 1 x no contact possible
Private Sites			
Hertford Road	8	0	4 x refusals, 4 x no contact possible
St James Road	8	4	4 x vacant
Lawful Pitches			
Wharf Road	5	3	2 x no contact possible
Unauthorised Pitches			
Wharf Road	8	6	2 x no contact possible
TSP Yards			
Goffs Lane and Lieutenant Ellis Way	12	2	10 x no contact possible
TOTAL	56	27	

Interviews with Gypsies and Travellers in Bricks and Mortar

- 6.3 Despite all of the efforts that were made it was not possible to identify any households living in bricks and mortar that were willing to be interviewed. However whilst the previous GTAA included interviews with 13 households living in bricks and mortar, all stated that they were happy to stay and did not wish to move to a site.

7. Current and Future Pitch Provision

Introduction

- 7.1 This section focusses on the additional pitch provision which is needed in the study area currently and to 2033. This includes both current unmet need and need which is likely to arise in the future⁵. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records and stakeholder interviews. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total additional provision which is required in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.

Planning Definition

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

New Household Formation Rates

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

⁵ See Paragraphs 3.32 and 3.33 for details of components on current and future need.

- 7.6 Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- 7.7 The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.8 The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers (in addition research by ORS has identified a national growth rate of 1.00% for Travelling Showpeople) and this has also been adjusted locally based on site demographics.
- 7.9 This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.50% 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.

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

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

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

need also takes account of modelling projections based on birth and death rates, and in-/out-migration.

- 7.12 Overall, the household growth rate used for the assessment of future needs has been informed by local evidence. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by travelling status).
- 7.13 In certain circumstances where the numbers of households and children are low it may not be appropriate to apply a percentage rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.

Breakdown by 5 Year Bands

- 7.14 In addition to tables which set out the overall need for Gypsies and Travellers, the overall need has also been broken down by 5 year bands as required by PPTS (2015). The way that this is calculated is by including all current need (from unauthorised pitches, pitches with temporary planning permission, concealed and doubled-up households, 5 year need from older teenage children, and net movement from bricks and mortar) in the first 5 years. In addition the total net new household formation is split across the 5 year bands based on the compound rate of growth that was applied – as opposed to being spread evenly.

Applying the Planning Definition

- 7.15 The outcomes from the questions in the household survey on travelling were used to determine the status of each household against the planning definition in PPTS (2015). This assessment was based on the verbal responses to the questions given to interviewers as it is accepted that oral evidence is capable of being sufficient when determining whether households meet the planning definition. Only those households that meet the planning definition, in that they were able to demonstrate that they travel for work purposes, and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, form the components of need that will form the baseline of need in the GTAA. Households where an interview was not completed who **may** meet the planning definition have also been included as a potential additional component of need from unknown households.
- 7.16 Information that was sought from households where an interview was completed allowed each household to be assessed against the planning definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future. The table below sets out the travelling status of households living in Broxbourne.

Figure 5 – Planning status of households in Broxbourne

Site Status	Meets Planning Definition	Unknown	Does Not Meet Planning Definition
Gypsies and Travellers			
Public Sites	1	2	11
Private Sites	1	8	3
Lawful Pitches	2	2	1
Unauthorised Sites	5	2	1
Sub-Total	9	14	16
Travelling Showpeople			
Private Yards	12	0	0
Sub-Total	12	0	0
TOTAL	21	14	16

Site Name	Meets Planning Definition	Unknown	Does Not Meet Planning Definition
Public Sites			
Halfhide Lane ⁶	1	2	11
Private Sites			
Hertford Road	0	8	0
St James Road ⁷	1	0	3
Lawful Pitches			
Wharf Road	2	2	1
Unauthorised Pitches			
Wharf Road	5	2	1
Travelling Showpeople			
Lieutenant Ellis Way	12	0	0
TOTAL	21	14	16

^{7.17} Figure 6 shows that for Gypsies and Travellers nine households and for Travelling Showpeople, 12 households met the planning definition of a Traveller in that they were able to provide information demonstrating that they travel for work purposes and stay away from their usual place of residence, or have ceased to travel temporarily. A total of sixteen Gypsy and Traveller households did not meet the planning definition as they were not able to demonstrate that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the planning definition.

^{7.18} The number of households where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to three visits.

⁶ 1 pitch was vacant.

⁷ 4 pitches are unimplemented.

Bricks and Mortar Interviews

- 7.19 The 2011 Census identifies 49 households living in bricks and mortar in Broxbourne who identified as a Gypsy or Irish Traveller. However, despite efforts that were made no households in bricks and mortar were identified that were willing to complete an interview. The previous GTAA interviewed 13 individuals living in bricks and mortar and none wished to move to a site.

Pitch Needs – Gypsies and Travellers that meet the Planning Definition

- 7.20 There were 9 households that met the planning definition. Analysis of the household interviews indicated that there is current need for three additional pitches as a result of concealed or doubled up households or adults, eight additional pitches for teenage children in need of a pitch of their own in the next 5 years, and five pitches on unauthorised developments. The household demographics suggest that a new household formation rate of 2% should be used. This gives a total of seven additional pitches through new household formation over the 16 year GTAA period to 2033.
- 7.21 There is also a supply of 1 pitch on the Council owned site at Halfhide Lane. Therefore, the overall level of additional need for those households who meet the planning definition of a Gypsy or Traveller is for **22 additional pitches** over the 16 year GTAA period.

Figure 6 – Additional need for Gypsy and Traveller households in Broxbourne that meet the Planning Definition (2017-33)

Gypsies and Travellers - Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	1
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	1
Current Need	
Households on unauthorised developments	5
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	3
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	8
Future Need	
5 year need from older teenage children	8
Households on sites with temporary planning permission	0
In-migration	0
New household formation	7
<i>(Household base 20 and formation rate 2.00%)</i>	
Total Future Needs	15
Net Pitch Need = (Current and Future Need – Total Supply)	22

Figure 7 – Additional need for Gypsy and Traveller households in Broxbourne that meet the Planning Definition by year periods

Years	0-5	6-10	11-15	16-17	
	2017-22	2022-27	2027-32	2032-33	Total
	17	2	3	0	22

Pitch Needs – Unknown Gypsies and Travellers

- 7.22 Whilst it was not possible to determine the travelling status of a total of 14 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed by the Council to be ethnic Gypsies and Travellers and may meet the planning definition.
- 7.23 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the planning definition based on the outcomes of households in that local authority where an interview was completed.
- 7.24 However, data that has been collected from over 1,800 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the planning definition.
- 7.25 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.26 Should further information be made available to the Council that will allow for the planning definition to be applied to the unknown households, the overall level of need could rise by up to one from an unauthorised pitch, and by up to four pitches from new household formation (this uses a base of the 14 households and a net growth rate of 1.5%⁸). Therefore, additional need could increase by up to a further five pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 14 unknown pitches are deemed to meet the planning definition). However, as an illustration, if the ORS national average of 10% were to be applied this could be as few as one additional pitch.
- 7.27 Tables setting out the components of need for unknown households can be found in **Appendix B**.

Gypsies and Travellers that do not meet the Planning Definition

- 7.28 It is not now a requirement for a GTAA to include an assessment of need for households that do not meet the planning definition. However this assessment is included for illustrative purposes and to provide the Council with information on levels of need that will have to be addressed through the SHMA or HEDNA and through separate Local Plan policies. On this basis, it is evident that whilst the needs of the 16 households who do not meet the planning definition will represent only a very small proportion of the overall housing need, the Council will still need to

⁸The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

ensure that arrangements are in place to properly address these needs – especially as many identified as Romany Gypsies or Irish Travellers and may claim that the Council should meet their housing needs through culturally appropriate housing. A summary of this need for households that do not meet the planning definition can be found in **Appendix C**.

Travelling Showpeople Needs

- 7.29 It was only possible to interview 2 households living on the yard at Lieutenant Ellis Way. They were able to confirm that a total of 12 households are based at the yard and that they majority will be away travelling for the rest of the year. They were able to confirm that all of the households travel for work purposes all year round at fairs and other events.
- 7.30 The residents are happy with the yard as it is well located and contains a number of buildings for the maintenance and storage of rides and equipment. Whilst they expressed a view that the yard need to expand in future years to accommodate new household formation they were uncertain by how much at this point. They do own land near to the existing yard but it is ‘land-locked’ and not suitable for development.
- 7.31 They are seeking to work with the Council to identify a practical solution to meet their current and future accommodation needs.

Transit Requirements

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

DCLG Caravan Count

- 7.33 Whilst it is considered to be a comprehensive national dataset on numbers of authorised and unauthorised caravans across England, it is acknowledged that the Caravan Count is a count of caravans and not households. It also does not record the reasons for unauthorised caravans. This makes it very difficult to interpret in relation to assessing future need because it does not count pitches or resident households. The count is also only a twice yearly (January and July) ‘snapshot in time’ conducted by local authorities on a specific day, and any caravans on unauthorised sites or encampments which occur on other dates are not recorded. Likewise any caravans that are away from sites on the day of the count are not included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the assessment of future transit provision. It does however provide valuable historic and trend data on whether there are instances of unauthorised caravans in local authority areas.
- 7.34 Data from the Caravan Count shows that there have been no non-tolerated unauthorised caravans on land not owned by Travellers recorded in the study area in recent years.

Stakeholder Interviews and Local Data

- 7.35 Information from the stakeholder interviews also identified that there are low levels of unauthorised encampments in Broxbourne, and that the majority occur during summer months and are travelling through the area for work.

Potential Implications of PPTS (2015)

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

Transit Recommendations

- 7.37 The previous GTAA did not recommend a need for any new transit provision in Broxbourne and there is no recent evidence to suggest that the local situation has changed. However it is recommended that the situation relating to levels of unauthorised encampments should be monitored whilst any potential changes associated with PPTS (2015) develop.
- 7.38 As well as information on the size and duration of the encampments, this monitoring should also seek to gather information from residents on the reasons for their stay in Broxbourne; whether they have a permanent base or where they have travelled from; and whether they have any need or preference to settle permanently in Broxbourne; and whether their travelling is a result of changes to PPTS (2015). This information could be collected as part of a Welfare Assessment (or equivalent).
- 7.39 A review of the evidence base relating to unauthorised encampments, including the monitoring referred to above, should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015. This will establish whether there is a need for investment in any formal transit sites or emergency stopping places, or whether a managed approach is preferable.
- 7.40 In the short-term the Council should consider the use of existing management arrangements for dealing with unauthorised encampments and could also consider the use of Negotiated Stopping Agreements, as opposed to taking forward an infrastructure-based approach. At this point whilst consideration should also be given as to how to deal with households that do and do not meet the planning definition - although from a practical point of view it is likely that households on all unauthorised encampments will need to be dealt with in the same way.
- 7.41 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 7.42 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.

8. Conclusions

8.1 This study provides an 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, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG) 2014, Planning Policy for Traveller Sites (PPTS) 2015, and the Housing and Planning Act 2016. It also provides the evidence base which can be used to support Local Plan policies.

Gypsies and Travellers

8.2 In summary there is a need for 21 additional pitches in Broxbourne over the GTAA period to 2033 for Gypsy and Traveller households that meet the planning definition; a need for up to 5 additional pitches for Gypsy and Traveller households that may meet the planning definition – although if the ORS national average of 10% were to be applied this could be as few as 1 additional pitch; and a need for 10 additional pitches for Gypsy and Traveller households who do not meet the planning definition – if the potential need from 90% of unknown households is added to this the total need for non-Travelling households could rise to 14 additional pitches. A breakdown of where this need should be addressed is set out in the table below.

Figure 5 – Additional need for Gypsy and Traveller households broken down by potential delivery method

Site Status	Gypsy and Traveller Local Plan Policy	SHMA Housing Policy	TOTAL
Meet Planning Definition (+ 10% Unknown)	22	0	22
Not meeting Planning Definition (+ 90% Unknown)	0	14	14
TOTAL	22	14	36

Travelling Showpeople

8.3 Residents on the Travelling Showpeople yard are happy as it is well located and contains a number of buildings for the maintenance and storage of rides and equipment. Whilst they expressed a view that the yard need to expand in future years to accommodate new household formation they were uncertain by how much at this point. They are seeking to work with the Council to identify a practical solution to meet their current and future accommodation needs.

Transit Provision

8.4 It is recommended that the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with PPTS (2015) develop.

8.5 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in 2015 –

including if possible an analysis of whether households on encampments meet the planning definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.

^{8.6} In the short-term the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach.

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Appendix A: Glossary of Terms

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

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

Appendix B: Need for Unknown Households

Figure 8 - Additional need for unknown Gypsy and Traveller households in Broxbourne 2017-33

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	4
<i>(Base number of households 14 and formation rate 1.50%)</i>	
Total Future Needs	4
Net Pitch Need = (Current and Future Need – Total Supply)	5

Figure 9 – Additional need for unknown Gypsy and Traveller households in Broxbourne by 5 Year Periods

Years	0-5	6-10	11-15	16-17	Total
	2017-22	2022-27	2027-32	2032-33	
	2	1	2	0	5

Figure 10 - Additional need for unknown Travelling Showpeople households in Broxbourne 2017-33

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

Figure 11 – Additional need for unknown Travelling Showpeople households in Broxbourne by 5 Year Periods

Years	0-5	6-10	11-15	16-17	
	2017-22	2022-27	2027-32	2032-33	Total
	0	0	0	0	0

Appendix C: Need for Households that do not meet the Planning Definition

Figure 12 - Additional need for Gypsy and Traveller households in Broxbourne that do not meet the Planning Definition - 2017-33

Gypsies and Travellers - Not Meeting Planning Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	1
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	2
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	3
Future Need	
5 year need from older teenage children	2
Households on sites with temporary planning permission	0
In-migration	0
New household formation	5
<i>(Household base 20 and formation rate 1.40%)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	10

Figure 13 – Additional need for Gypsy and Traveller households in Broxbourne that do not meet the Planning Definition by 5 Year Periods

Years	0-5	6-10	11-15	16-17	
	2017-22	2022-27	2027-32	2032-33	Total
	6	2	2	0	10

Appendix D: Site and Yard Lists (March 2017)

Figure 14 – Broxbourne site and yard site list

Site/Yard	Authorised Pitches or Plots	Unauthorised Pitches or Plots
Public Sites		
Halfhide Lane	15	-
Private Sites with Permanent Permission		
Hertford Road	8	-
St James Road	8	-
Private Sites with Temporary Permission		
None	-	-
Lawful Pitches		
Wharf Road	5	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Pitches		
Wharf Road	-	8
TOTAL PITCHES	36	8
Authorised Travelling Showpeople Yards		
Goffs Lane and Lieutenant Ellis Way	12	-
Unauthorised Travelling Showpeople Yards		
None	-	-
TOTAL PLOTS	12	0
Transit Provision		
None	-	-

Appendix E: Site Record Form

GTAA Questionnaire 2015



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

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

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

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

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

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

A**General Information**

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

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

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

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

Choice <input type="checkbox"/>	No option <input type="checkbox"/>	If no option, why?
------------------------------------	---------------------------------------	--------------------

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

Yes <input type="checkbox"/>	No <input type="checkbox"/>	Reasons (please specify)
---------------------------------	--------------------------------	--------------------------

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B Demographics

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

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

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

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

C Accommodation Needs

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other *Please specify*

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

1	2	3	4	5	6	7	8	9	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other *Please specify*

Details (Please specify)

D Waiting List

D1 Is anyone living here on the waiting list for a pitch in this area?
INTERVIEWER: Please cross one box only

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

D2 How many people living here are on the waiting list for a pitch in this area?
INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10

Other (Please specify)

Details (Please specify)

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

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

Other (Please specify)

Details (Please specify)

D4 If they are not on the waiting list, do any of the people living here want to be on the waiting list?
If they do not want to be on the waiting list, why not? *INTERVIEWER: Please cross one box only*

1 2 3 4 5 6 7 8 9 10

No Other (Please specify)

Details (Please specify)

E Future Accommodation Needs

E1 Do you plan to move from this site in the next 5 years? If so, why?
INTERVIEWER: Please cross one box only

Yes If yes —————> Continue to E2 If so, why? (please specify)
 No If no —————> Go to F1

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

Another site in this area A site in another council Bricks and mortar in this area Bricks and mortar in another council Other (Please specify)

Please specify

E3 If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? *INTERVIEWER: Please cross one box only*

Private buy Private rent Public rent

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

Yes No

F Travelling

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

0 1 2 3 4 5+

↓
Go to F6

Continue to F2

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

All the family Adult males Other

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

Work Holidays Visiting family Fairs Other

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

All year Summer Winter

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

Transit sites Roadside Friends/family Other

F6 INTERVIEWER: Ask F6 — F8 ONLY if F1 = 0. Otherwise, go to F9

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

Yes —————> Continue to F7
No —————> Go to F9

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

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

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

F9 Do family members plan to travel in the future?*INTERVIEWER: Please cross one box only*

Yes



Continue to F10

No



Go to G1

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

Details

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

Details

G2 Any other information about this site or your accommodation needs?*INTERVIEWER: Please write in*Details (e.g. can current and future needs be met
by expanding or intensifying the existing site?)**G3 Site/Pitch plan? Any concerns?** *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

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

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

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

INTERVIEWERS DECLARATION:

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

Interviewers Signature:

Appendix F: Technical Note on Household Formation and Growth Rates