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Buckles Lane Travelling Showmen Accommodation Assessment



Final Report
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Whilst every effort has been made to ensure the accuracy and consistency of the figures contained in this report, due to the ever changing nature of accommodation units at Buckles Lane the figures in this report may not reconcile exactly.

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1. Executive Summary

Introduction and Methodology

- 1.1 The primary objective of this Buckles Lane Travelling Showmen Accommodation Assessment Report is to provide a robust updated assessment of current and future need for Travelling Showmen accommodation for households residing on the yards located at Buckles Lane in Thurrock. The assessment has also looked at the implications of non-Travelling Showmen who are currently renting accommodation on some of the yards at Buckles Lane. This assessment updates the previous assessment of need for Buckles Lane that was published in 2018.
- 1.2 The assessment of accommodation need provides a credible evidence base which can be used to aid the preparation and implementation of Development Plan Policies and the provision of new Travelling Showmen plots for the period up to 2040. The outcomes of this study supersede the need figures of any previous Gypsy, Traveller and Travelling Showmen Accommodation Needs Assessments completed for Buckles Lane.
- 1.3 The assessment has sought to understand the accommodation needs of the Travelling Showmen population in Buckles Lane through a combination of desk-based research, stakeholder interviews and engagement with members of the travelling community living on the yards. A total of 196 interviews and proxy interviews were completed with Travelling Showmen households living at Buckles Lane during the updated assessment of need.
- 1.4 The fieldwork for the study was updated between June 2020 and June 2021. The baseline date for the study is **June 2021** which was when the fieldwork update was completed.

Key Findings

Additional Plot Needs - Travelling Showmen

- 1.5 Overall the additional plot needs for Travelling Showmen from 2021 to 2040 are set out below. Additional needs are set out for those households that meet the planning definition of a Travelling Showperson; for those undetermined households where an interview was not able to be completed due to households not being present during the fieldwork update period who may meet the planning definition; and for those households that do not meet the planning definition (although this is no longer a formal requirement for a Traveller Accommodation Assessment).
- 1.6 Only the need from those households who meet the planning definition and from those of the undetermined households who subsequently demonstrate that they meet it should be considered as formal levels of need arising from this assessment.
- 1.7 The need arising from households that meet the planning definition should be addressed through plot allocation/intensification/expansion Local Plan Policies.
- 1.8 The Council will need to carefully consider how to address the needs associated with undetermined Travellers as it is unlikely that all of this will need to be addressed through the provision of conditioned Travelling

Showmen plots¹. In terms of Local Plan Policies, the Council should consider the use of a Criteria-Based Policy (as suggested in PPTS) for any undetermined households that do provide evidence that they meet the PPTS planning definition.

- 1.9 In general terms, the need for those households who did not meet the planning definition will need to be addressed as part of general housing need and through separate Local Plan Policies. This approach is specifically referenced in the National Planning Policy Framework (2022). Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance. Paragraph 62 then states that [emphasis added] *‘Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes’*. The footnote to this section states that *‘Planning Policy for Traveller Sites sets out how travellers’ housing needs should be assessed for those covered by the definition in Annex 1 of that document.’*
- 1.10 The findings of this report should be considered as part of future housing mix and type within the context of the assessment of overall housing need in relation to Gypsies, Travellers and Travelling Showmen. Whilst the findings in this report are aggregated totals for the whole of Buckles Lane due to data protection issues, the Council have more detailed data to enable accurate Local Plan allocation to be made.

Buckles Lane

- 1.11 Buckles Lane is made up of 9 distinct sub-yards containing a total of 111 distinct plots (see **Appendix E** for maps of the yards). There is also a new yard being developed at Ragan’s Way that is not occupied by Showmen that appears to be a potential new encroachment to west of Buckles Lane. It was possible to complete or update interviews for a total of 199 households living on plots on Buckles Lane. Including concealed and doubled-up households that were identified in the interviews, the study has identified a total of 258 households that met the PPTS planning definition of a Travelling Showman, 15 households that did not meet the planning definition, and it was not possible to update an interview with 23 households living on 6 of the plots². In addition, a total of 634 accommodation units³ were identified that were not occupied by Travelling Showmen or other Travellers.
- 1.12 The assessment identifies a need for **207 plots for households that met the planning definition**. This is made up of 39 unauthorised plots; 74 concealed or doubled-up households or adults; 23 for teenagers in need of a plot of their own in the next 5 years; 1 from in-migration; and 70 from new household formation using a rate of 1.40% derived from the household demographics.
- 1.13 The GTAA identifies a need of **up to 26 plots for undetermined households** and this is made up of 18 unauthorised plots, and new household formation of 8 using the ORS national rate of 1.50%⁴.
- 1.14 Whilst no longer a requirement to include in a Traveller Accommodation Assessment, there is a need for **8 plots for households that do not meet the planning definition**. This is made up of 4 unauthorised plots; 1

¹ Plots with planning conditions restricting occupancy to Travelling Showmen.

² Note that due to the nature of Travelling Showmen it is usual to find multiple households occupying large single plots.

³ Mainly park homes and static caravans.

⁴ See Chapter 6 for further details.

teenager who will be in need of a plot of their own in the next 5-years; and 3 from new household formation based on the household demographics.

Figure 1 – Additional need for Travelling Showmen households in Buckles Lane 2021-2040

Status	Total 2021-40
Meet Planning Definition	207
Unknown	0-26
Do not meet Planning Definition	8
TOTAL	241

Non-Travellers⁵

- ^{1.15} The assessment identified a total of 634 accommodation units on plots at Buckles Lane that were not occupied by Travelling Showmen – including plots that have planning permission and unauthorised plots. This is an increase from 467 non-Traveller households that were identified in the 2018 GTAA Report for Buckles Lane.
- ^{1.16} Some caravans were occupied by households purporting to be working for Showmen, but it was felt that the majority of households were simply renting caravans, and many of the plots were advertising caravans to rent.
- ^{1.17} Many of these caravans are on land that could be used to meet the current and future needs of the Travelling Showmen and the Council will need to determine what action could be taken to move these households to more suitable accommodation.
- ^{1.18} The reasons for the levels of subletting that were identified are thought to be because of changes to the way that Travelling Showmen are now conducting their business activities to cope with the decline in the popularity of traditional funfairs. Similar issues were identified during the previous assessment of accommodation need that was completed for Buckles Lane.

⁵ Note that this refers to units occupied by households that are not Travelling Showmen and not Travelling Showmen that do not meet the planning definition of a Traveller.

2. Introduction

The Study

- 2.1 The primary objective of the Buckles Lane Travelling Showmen Accommodation Assessment Report is to provide a robust assessment of current and future need for Travelling Showmen accommodation for households residing on the yards located at Buckles Lane in Thurrock. The outcomes of this study supersede the outcomes of any previous Traveller and Travelling Showmen Accommodation Needs Assessments completed for Buckles Lane.
- 2.2 The study provides an evidence base to enable the Council to comply with its requirements under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act (2016), the National Planning Policy Framework (NPPF) 2021, and the Planning Practice Guidance (PPG) 2021.
- 2.3 The assessment is a robust and credible evidence base which can be used to aid the preparation and implementation of Local Plan Policies and the provision of Traveller plots covering the period 2021 to 2040.
- 2.4 The baseline date for the study is **June 2021** which was when the household interviews were updated.

Definitions

- 2.5 The current planning definition for a 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)

- 2.6 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, “travelling Showmen” 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.

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

- 2.7 The key change that was made to the definition 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.

Definition of Travelling

- 2.8 One of the most important questions that assessments 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*’.

- ^{2.9} **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.
- ^{2.10} In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Traveller 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 Traveller activity, was entitled to be accorded Traveller status.
- ^{2.11} In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Traveller if he led a nomadic way of life *only seasonally*.
- ^{2.12} The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Traveller family that had not travelled for some 15 years to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Traveller site sought judicial review of the local authority’s decision to accept that the family had retained their Traveller status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Traveller even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- ^{2.13} That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Traveller was held not to be a Traveller 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.
- ^{2.14} **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.
- ^{2.15} 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, or for seeking work, and in doing so stay away from their usual place of residence. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as holidays or visiting friends or relatives. It will not cover those who commute to work daily from a permanent place of residence (see APP/E2205/C/15/3137477).
- ^{2.16} It will also be the case 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.
- ^{2.17} Households will also fall under the planning definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family’s or dependants’ educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition, households may also have to provide information that they plan to travel again in the future.
- ^{2.18} This approach was endorsed by a Planning Inspector in a Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267) that was issued in December 2016. A summary can be seen below:

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

- ^{2.19} This was further reinforced in a more recent Decision Notice for an appeal in Norfolk that was issued in February 2018 (Ref: APP/V2635/W/17/3180533) that stated:

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

Legislation and Guidance for Travellers

- ^{2.20} Decision-making for policy concerning Travellers 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 Travellers:

- » The Housing Act, 1985
- » The Equality Act, 2010
- » Planning Policy for Traveller Sites (PPTS), 2015
- » The Housing and Planning Act, 2016
- » National Planning Policy Framework (NPPF), 2021
- » Planning Practice Guidance (PPG), 2021

- ^{2.21} In addition, Case Law, Ministerial Statements, the outcomes of Local Plan Examinations and Planning Appeals, and Judicial Reviews need to be taken into consideration. Relevant examples have been included in this report.

- ^{2.22} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showmen is set out in the PPTS (2015). It should be read in conjunction with the National Planning Policy Framework (NPPF). In addition, the Housing and Planning Act makes provisions for the assessment of need for those Travelling Showmen households living on sites and yards who do not meet the planning definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (2015)

^{2.23} PPTS (2015) sets out the direction of Government policy. As well as including 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.*
- » *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 Showmen, 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.*

National Planning Policy Framework (NPPF) 2021

^{2.27} The most recent version of the National Planning Policy Framework was issued in July 2021. Paragraph 61 of the NPPF sets out that in determining the minimum number of homes needed, strategic plans should be based upon a local housing need assessment conducted using the standard method in national planning guidance.

^{2.28} Paragraph 62 then states that [emphasis added] '*Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes*'. The footnote to this section states that '*Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.*'

^{2.29} This essentially sets out that the needs of households that meet the planning definition should be assessed under the PPTS and that the needs of households that are not found to meet the planning definition should be assessed as part of the wider housing needs of an area.

^{2.30} In an Appeal Decision that was published in March 2020 for an appeal in Central Bedfordshire (APP/P0240/C/18/3213822) the Inspector concluded in relation to Paragraph 61 of the NPPF that:

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

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

^{2.31} In October 2022 the Court of Appeal handed down judgment in Lisa Smith v The Secretary of State for Levelling Up, Housing & Communities [2022] EWCA Civ 1391. The case was a challenge to a specific appeal decision and concerned whether the planning definition of Gypsies and Travellers contained in Annex 1 of the PPTS (2015) is discriminatory against Travellers who are settled and who no longer travel for work. The

Court of Appeal allowed the appeal and quashed the Inspectors decision from 2018 and referred the case back to The Secretary of State for redetermination.

- ^{2.32} Whilst certain parts of the PPTS planning definition of a Traveller were found to be discriminatory, as the PPTS 2015 itself was not the subject of the case it has not been quashed or declared unlawful at this time.
- ^{2.33} It is too early to properly identify the impact that the judgement will have on an assessment of need for Travellers. However, the approach taken by ORS does include an assessment of need for all Travellers, and should any changes be made to the PPTS planning definition of a Traveller, the outcomes of the GTAA can be amended accordingly.

Levelling-up and Regeneration Bill (2022)

- ^{2.34} Among other things, this Bill seeks to make provision about town and country planning. Whilst there is currently no specific reference to changes to policy and guidance for Travelling Showmen, the Council may need to consider the outcomes of any changes to planning legislation that may impact on the accommodation needs of Travelling Showmen.

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 Showmen Accommodation Needs Assessments. This has been updated in light of changes to PPTS in August 2015, the Housing and Planning Act (2016) the NPPF (2021), and the PPG (2021). It has also responded to changes set out by Planning Ministers, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- 3.2 PPTS (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 Showmen.
- 3.3 ORS would note that since the changes to the PPTS in August 2015 the ORS GTAA methodology has been repeatedly found to be sound and robust, including through Local Plan Examinations in Bedford, Blaby, Cambridge, Castle Point, Central Bedfordshire, Cheltenham, Cotswold, Daventry, East Hertfordshire, Gloucester, Maldon, Milton Keynes, Newham, Runnymede, South Cambridgeshire, South Northamptonshire, Tewkesbury, and Waverley.
- 3.4 An Appeal Decision for a Hearing in Central Bedfordshire (APP/P0240/C/18/3213822) that was issued in March 2020 concluded:
- '...whilst there have been some queries in previous appeal decisions over the conclusions of other GTAA's produced by ORS, the methodology, which takes into account the revisions made in 2015 to the Government's Planning Policy for Traveller Sites (PPTS), has nevertheless been accepted by Inspectors in a considerable number of Local Plan Examinations.'*
- 3.5 The Inspector for the East Herts District Plan also found the evidence base in relation to Gypsies and Travellers to be sound in her Inspection Report that was issued in July 2018. She concluded:
- 'The need of the travelling community has been carefully and robustly assessed and locations to meet identified needs have been allocated for the plan period. Policy HOU9 sets out the need for 5 permanent pitches for Gypsies and Travellers... the approach to the provision of housing is comprehensive, positively prepared, appropriate to the needs of the area and consistent with national policy.'*
- 3.6 The stages below provide a summary of the methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

Glossary of Terms/Acronyms

- 3.7 A Glossary of Terms/Acronyms can be found in **Appendix A**.

Desk-Based Review

- 3.8 ORS collated a range of secondary data that was used to support the study. This included:
- » Census data.
 - » Yard records.
 - » Traveller Caravan Count data.
 - » Records of unauthorised yards.
 - » Information on planning applications/appeals.
 - » Information on local enforcement actions.
 - » Existing needs assessments and other relevant local studies.
 - » Existing national and local policy.

Plot Mapping

- 3.9 As part of the fieldwork that was undertaken to complete the 2018 Buckles Lane GTAA Researchers from ORS worked closely with the Council and visited the yards at Buckles Lane to complete a detailed mapping exercise of each plot that was identified. The purpose of this mapping exercise was to determine the current plot boundaries, the occupancy of each plot (including the number and type of accommodation and non-accommodation), and whether plots were occupied by Showmen or non-Showmen.
- 3.10 At the time of the GTAA Update Researchers from ORS had access to detailed aerial photography of yards at Buckles Lane. This allowed them to update the mapping exercise that was completed in 2018. Detailed plot maps can be found in **Appendix E**.



Survey of Travelling Communities

- ^{3.11} As a result of travel and social distancing restrictions due to COVID-19 that were introduced in March 2020 a 3-stage methodology was used to complete the fieldwork update.

Stage 1 – Face-to-Face Interviews (June 2020 - November 2020)

- ^{3.12} Through the desk-based research and the stakeholder interviews, ORS sought to identify all authorised and unauthorised yards in the study area and attempted to engage with the residents on all occupied plots.
- ^{3.13} In order to gather the robust information needed to assess households against the planning definition of a Traveller, up to 3 attempts were made to engage with households.
- ^{3.14} Our experience suggests that an attempt to interview households on all plots is more robust. A sample-based approach often leads to an under-estimate of need – and is an approach which is regularly challenged by the Planning Inspectorate and at Planning Appeals.
- ^{3.15} ORS worked closely with the Council to ensure that the interviews collected all the necessary information to support the study. The interview questions that were used (see **Appendix E**) have been updated to take account of changes to PPTS and to collect the information ORS feel is necessary to apply the planning definition. Members of ORS' dedicated team of experienced Researchers who work on our GTAA studies across England and Wales sought to visit all yards. Researchers attempted to conduct semi-structured interviews with residents to determine their current demographic characteristics, their current or future accommodation needs, whether there is any over-crowding or the presence of concealed households and travelling characteristics. Researchers also sought to complete an overall assessment of each yard to determine any opportunities for intensification or expansion to meet future needs, and to confirm plots that were occupied by non-Travellers.
- ^{3.16} Where it was not possible to undertake an interview, Researchers sought to capture as much information as possible about each pitch through a proxy interview from sources including neighbouring residents and site management (if present).

Stage 2 – Telephone Interviews (January 2021-March 2021)

- ^{3.17} Following the travel and social distancing restrictions as a result of COVID-19 that were in place at the time, ORS' Researchers sought to complete any outstanding engagement over the telephone. Letters and reminder letters were sent to residents on all plots where contact had not been able to be made during the face-to-face interviews. The wording of the letters was agreed with members of the Travelling Community, and asked households to call ORS Researchers to complete an interview over the telephone. In addition, for plots where some contact had been made but where not all interviews had been completed, ORS Researchers contacted households who had been interviewed and asked them to share our contact details with other households, or to provide information to complete a proxy interview.

Stage 3 – Baseline Review (April 2021 - June 2021)

- 3.18 Prior to the commencement of the overall needs analysis, a final review was completed to ensure that the GTAA yard baseline accurately reflected any yards where there had been changes since November 2020. This included any new yards that had been granted planning permission, and any changes to existing yards.
- 3.19 Following the completion of the Baseline Review the household demographics for households where a new interview was not able to be completed work was completed to uplift the demographics of plot residents to the baseline date for this study, and to model new births for the period 2018-2021.

Timing of the Fieldwork

- 3.20 ORS are fully aware of the transient nature of many travelling communities and subsequent seasonal variations in yard occupancy. As such the fieldwork update was completed over a 12-month period between June 2020 and June 2021.

Applying the Planning Definition

- 3.21 The primary change to PPTS (2015) in relation to the assessment of housing 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. A number of relevant Appeal Decisions have been issued by the Planning Inspectorate on how the planning definition should be applied (see Paragraphs 2.20 and 2.21 examples) – these support the view that households need to be able to demonstrate that household members travel for work purposes, or for seeking work, to meet the planning definition, and stay away from their usual place of residence when doing so, or have ceased to travel for work purposes temporarily due to education, ill health or old age.
- 3.22 The household interview includes a structured section of questions to record information about the travelling characteristics of household members. This included questions on the following key issues:
- » Whether any household members have travelled in the past 12 months.
 - » Whether household members have ever travelled.
 - » The reasons for travelling (probing whether visits to fairs were for work purposes, cultural purposes, or for both)
 - » 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.

- 3.23 When the household interview update was completed the outcomes 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.
- 3.24 Households that need to be considered in the assessment fall under one of 3 classifications. Only those households that meet, or may meet, the planning definition will form the components of need to be formally included in the assessment:
- » 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.
- 3.25 Whilst the needs of those households that do not meet the planning definition do not need to be formally included in the assessment, they have been assessed to provide the Council with components of need as part of their work on wider housing needs assessments.

Undetermined Households

- 3.26 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 considered as part of the assessment where they are believed to be Travellers who may meet the planning definition. Whilst there is no guidance that sets out how the needs of these households should be addressed; an approach has been taken that seeks an estimate of potential need from these households. This will be an additional need figure over and above the need identified for households that do meet the planning definition.
- 3.27 The estimate seeks to identify potential current and future need from many plots known to be temporary or unauthorised, and through new household formation. For the latter, the ORS national rate of 1.50%⁶ has been used as the demographics of the 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).
- 3.28 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 formally considered through the assessment or as part of the wider housing needs of the area.
- 3.29 The ORS methodology to address the need arising from undetermined households was supported by the Planning Inspector for a Local Plan Examination for Maldon Borough Council, Essex. In his Report that was published on 29th June 2017 he concluded:

⁶ See Chapter 6 for further details.

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

Households that do not meet the Planning Definition

- 3.30 Households who do not travel for work purposes now fall outside the planning definition of a Traveller. Provisions set out in the Housing and Planning Act (2016) 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 Guidance⁷ related to this section of the Housing and Planning Act has been published setting out how the Government would want local housing authorities to undertake this assessment and it is the same as this assessment process. The implication is therefore that the housing needs of any Traveller households who do not meet the planning definition of a Traveller will need to be considered as part of the wider housing needs of the area and will form a subset of the wider need arising from households residing in caravans. This is reflected in the NPPF (July 2021)
- 3.31 Paragraph 62 of the NPPF states that [emphasis added] *'Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, **travellers**, people who rent their homes and people wishing to commission or build their own homes'*. The footnote to this section states that *'Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.'*

Calculating Current and Future Need

- 3.32 To identify need, PPTS (2015) requires an assessment for current and future plot 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 plots available for occupation with the current and future needs of the population.

Supply of Plots

- 3.33 The first stage of the assessment sought to determine the number of vacant and potentially available supply in the study area:
- » Current vacant plots.

⁷ "Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats." (March 2016)

- » Plots currently with planning consent due to be developed within 5 years.
- » Plots to be vacated by people moving to housing.
- » Plots to be vacated by people moving from the study area (out-migration).

3.34 It is important when seeking to identify supply from vacant plots that they are in fact available for general occupation – i.e. on a private yard that is run on a commercial basis with anyone being able to rent a plot if they are available.

Current Need

3.35 The second stage was to identify components of current need. It is important to address issues of double counting:

- » Households on unauthorised plots.
- » Concealed, doubled-up or over-crowded households (including single adults).
- » Households in bricks and mortar wishing to move to plots.

Future Need

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

- » Teenage children in need of a plot of their own in the next 5 years.
- » Households living on plots with temporary planning permissions.
- » New household formation.
- » In-migration⁸.

3.37 Household formation rates are often the subject of challenge at appeals or examinations. ORS agree with the position taken by DCLG and firmly believe that any household formation rates should use a robust local evidence base, rather than simply relying on national precedent. This is set out in more detail later in Chapter 6 of this report.

3.38 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 Travelling Showmen. This has proven to be a robust model for identifying needs.

Plot Turnover

3.39 Some assessments of need make use of plot 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 plots on yards are not available to meet any additional need – usually due to over-crowding. The use of 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 turnover and concluded:

⁸ See Chapter 6 for further information.

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.

- ^{3.40} In addition, a 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 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.

- ^{3.41} As such, other than current vacant plots on yards that are known to be available, or plots that are known to become available (as a result of households moving for example), turnover has not been considered as a component of supply in this assessment.

4. Travelling Showmen Yards and Population

Introduction

- 4.1 One of the main considerations of this study is to provide evidence to support the provision of additional plots to meet the current and future accommodation needs of Travelling Showmen living at Buckles Lane. For Travelling Showmen, the most common descriptions used are a plot for the space occupied by one household (or extended household) and a yard for a collection of plots which are typically exclusively occupied by Travelling Showmen. Throughout this study the main focus is upon how many additional plots for Travelling Showmen are required in the study area.
- 4.2 Generally, the majority of Travelling Showmen yards are privately owned and managed. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent plots on existing private yards – often owned and managed by the Showmen’s Guild.
- 4.3 The Travelling Showmen population also has other forms of accommodation need due to its mobile nature. Most Showmen stay away at the sites of the fairs or other events that they attend, or on other yards owned by family or friends. An alternative is a transit provision that tends 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. These types of accommodation are designed to accommodate households for a temporary period whilst they travel.
- 4.4 Further considerations for the Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by 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 Travellers.

Yards in Buckles Lane

- 4.5 Whilst Buckles Lane is often referred to as a single large Travelling Showmen’s yard there are a number of distinct sub-yards within it. Prior to commencing the household interview updates a considerable amount of work was completed by Researchers from ORS and Officers from the Council to accurately map out the yards to determine the following:
- » Current yard and plot boundaries.
 - » Planning status of yards and plots.
 - » Number of accommodation units on each plot.
 - » Number of non-accommodation units on each plot.
 - » Potential occupation by non-Showmen.

- 4.6 The outcomes of this work were that 111 occupied plots were identified on a total of 9 sub-yards. These comprised 188 accommodation units occupied by Travelling Showmen and 634 accommodation units not believed to be occupied by Travelling Showmen.
- 4.7 A total of 19 plots occupied by Travelling Showmen are on yards with full planning permission; 12 plots are on yards where some of the land has planning permission and some is unauthorised; and 80 plots are on yards that are unauthorised (some due to the lapsing of temporary planning permission and some which have never had planning permission). The map and table below provide a breakdown of the yards and plots that were identified in Buckles Lane with a baseline date of June 2021. Detailed maps of each sub-yard, together with maps showing the planning status of land at Buckles Lane can be found in **Appendix E**.

Figure 2 - Map showing sub-yards identified at Buckles Lane (June 2021)

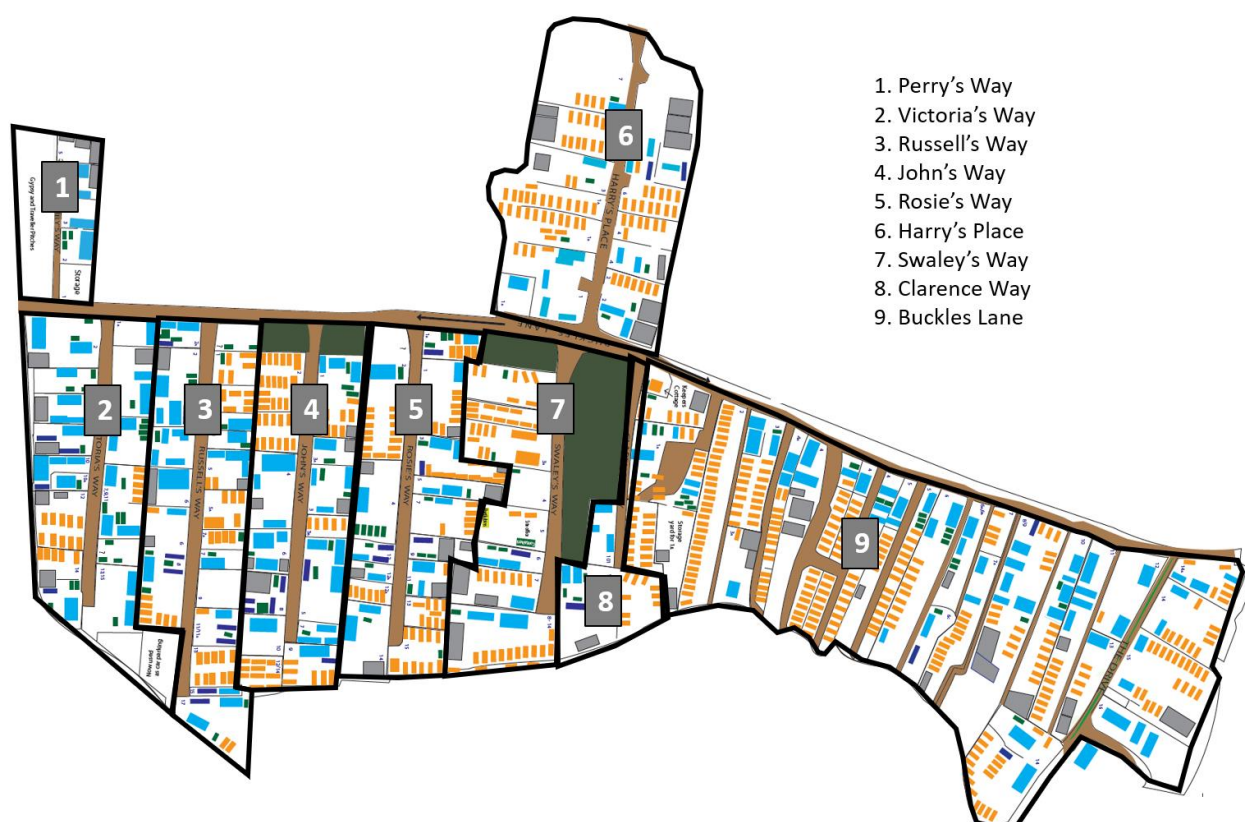


Figure 3 – Overall breakdown of yards and plots at Buckles Lane (June 2021)

Sub-Yard	Planning Status	Plots
Buckles Lane	Full Permission	8
Clarence Way (101)	Full Permission	1
Harry's Place	Full Permission	10
Buckles Lane	Full Permission/Unauthorised	12
Buckles Lane	Unauthorised	4
Clarence Way (102)	Unauthorised	1
John's Way	Unauthorised	14
Perry's Way	Unauthorised Permission	5
Rosie's Way	Unauthorised	15
Russell's Way	Unauthorised	20
Swaley's Way	Unauthorised	8
Victoria's Way	Unauthorised	13
TOTAL		111

- 4.8 The next stage of the process was to identify the total number of accommodation units on each of the yards and plots. This was done using a combination of methods including the initial assessment and mapping of the yards, discussions with Officers from the Council, and information gathered during the household interviews.
- 4.9 The map and table below provide a breakdown of the number of accommodation units on yards and plots that were identified in Buckles Lane with a baseline date of June 2021. Detailed maps of each sub-yard can be found in **Appendix E**.

Figure 4 - Map showing breakdown of accommodation units at Buckles Lane (June 2021)



Figure 5 – Overall breakdown accommodation type by yard at Buckles Lane (June 2021)

Sub-Yard	Planning Status	Showmen's Accommodation Units	Non-Showmen's Accommodation Units
Buckles Lane ⁹	Full Permission	15	49
Clarence Way (101)	Full Permission	3	0
Harry's Place	Full Permission	16	78
Buckles Lane ¹⁰	Full Permission/Unauthorised	34	221
Buckles Lane ¹¹	Unauthorised	9	25
Clarence Way (102)	Unauthorised	4	9
John's Way	Unauthorised	28	61
Perry's Way	Unauthorised	4	0
Rosie's Way	Unauthorised	16	74
Russell's Way	Unauthorised	29	46
Swaley's Way	Unauthorised	6	51
Victoria's Way	Unauthorised	24	20
TOTAL		188	634

⁹ Plots Keepers Cottage/1A/3/6A/6B/7/8/9/10/11/12/13

¹⁰ Plots 2/3/4/4A/5/6/7A/8/9/10/14 top/15/16

¹¹ Plots 3A/6C/14 bottom/14A

5. Survey of Travelling Showmen

Engagement with Travelling Showmen

- 5.1 One of the major components of this study was a detailed programme of engagement with members of the Travelling Showmen population living on the yards at Buckles Lane, and analysis of the outcomes of the 2018 Buckles Lane GTAA to determine the current occupation of the yards. Work was also undertaken to identify the number of non-Showmen households living on plots at Buckles Lane.
- 5.2 This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future plot provision. The household interview questions can be found in **Appendix F**.
- 5.3 Through the desk-based research and mapping exercise ORS sought to identify all authorised and unauthorised yards at Buckles Lane. Engagement was undertaken with Travelling Showmen Interviews were completed between June 2020 and June 2021. The purpose of this work was:
- » To determine whether households who were living on yards in 2018 were still living there and whether their household circumstances has changed.
 - » To update details of any new households living on yards.
 - » To determine which households have moved away from Buckles Lane and where they have moved to.
 - » To accurately determine the number of non-Traveller households living on yards at Buckles Lane.
- 5.4 The tables below identify the yards that ORS Researchers visited during the fieldwork period and set out the number of interviews that were completed or updated at each yard, together with the reasons why interviews were not completed. In a number of cases there was more than 1 interview completed on a plot. Note also that reference to non-Travellers in the table are plots occupied by non-Travellers and not the number of accommodation units on these plots. Details on the number of accommodation units can be found in Figure 5.

Figure 6 – Yards visited at Buckles Lane (June 2021)

Yard Status	Plots	Interviews	Notes
Private Yards			
Buckles Lane ¹	8	17	3 x non-Travellers
Buckles Lane ²	6	23	-
Clarence Way (101)	1	0	1 x no contact
Harry's Place	10	25	4 x no contact
Temporary Yards			
None	-	-	-
Unauthorised Yards			

Buckles Lane ²	6	0	4 x no contact, 2 x non-Travellers (plots)
Buckles Lane ³	4	4	3 x no contact
Clarence Way (102)	1	10	-
John's Way	14	27	6 x non-Travellers (plots)
Perry's Way	5	8	2 x storage
Rosie's Way	15	25	6 x non-Travellers (plots)
Russell's Way	20	29	5 x no contact, 4 x non-Travellers (plots)
Swaley's Way	8	17	4 x non-Travellers (plots)
Victoria's Way	13	14	6 x no contact, 1 x non-Travellers (plots)
TOTAL	111	199	

¹ Keepers Cottage/1A/3/6A/6B/7/8/9/10/11/12/13

² 2/3/4/4A/5/6/7A/8/9/10/14 top/15/16 – these plots are part authorised and part unauthorised

³ 3A/6C/14 bottom/14A

6. Current and Future Plot Provision

Introduction

- 6.1 This section focuses on the additional plot provision that is needed for Travelling Showmen households currently living on plots in Buckles Lane for the period 2021-2040. It will also focus on the implications of need arising from those households living on plots who are not believed to be Travellers.
- 6.2 This will include both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the requirements for future provision, based upon the evidence contained within this study and also secondary data sources. Whilst the difficulty in making accurate assessments beyond 5 years has been highlighted in previous studies, the approach taken in this study to estimate new household formation has been accepted by Planning Inspectors as the most appropriate methodology to use.
- 6.3 This section is based upon a combination of the household engagement, planning records and discussions with Council Officers. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.

Applying the Planning Definition

- 6.4 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). Only those households that meet the planning definition, in that they were able to provide information during the household interview that they travel for work purposes and stay away from their usual place of residence when doing so – or that they have ceased to travel temporarily due to education, ill health or old age, make up the formal components of need in the GTAA. In addition, households where an interview was not completed who *may* meet the planning definition have also been included as a potential additional component of need from undetermined households. Whilst they do not need to be formally considered in the GTAA, need from households that do not meet the planning definition has also been assessed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies. This is consistent with the requirements of the NPPF (2021).

Migration

- 6.5 The study has also sought to address in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Household interviews typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is nil net migration of Travellers across the UK, but the assessment has taken into account local migration effects on the basis of the best evidence available.
- 6.6 Evidence drawn from the household interviews has been considered alongside assessments of need that have been completed in other nearby local authorities. ORS identified a number of instances where households were seeking to move from Buckles Lane in the next 5 years – mainly as a result of over-crowding or increasing numbers of non-Showmen. Some of these were seeking to develop new yards in the local area and some were planning to move away from the study area. However, it was not felt that this would result

in any additional supply as most were seeking to move from overcrowded sites or yards, or to sell yards to be used to rent to non-Travellers.

- 6.7 The engagement with households living on Buckles Lane did identify 1 household with a need to move from another local authority to provide care for other family members.
- 6.8 Other than the household referred to above, net migration to the sum of zero has been assumed for the GTAA – which means that net requirements are driven by locally identifiable need rather than speculative modelling assumptions. Should any households from outside of the study area wish to develop a new yard the proposal will need to be considered by Criteria-Based Local Plan Policies.

Addition Plot Needs for Buckles Lane

- 6.9 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 planning status of households living on plots at Buckles Lane.

Figure 7 – Planning status of households at Buckles Lane

Travelling Showmen	Meet Planning Definition	Do Not Meet Planning Definition	Undetermined
Private Yards	72	8	5
Unauthorised Yards	185	7	18
In-Migration	1	0	0
TOTAL	258	15	23

- 6.10 Figure 8 shows that for Travelling Showmen 258 households meet the planning definition of a Traveller in that they were able to provide information that they travel for work purposes and stay away from their usual place of residence or have ceased to travel temporarily.
- 6.11 A total of 15 Travelling Showmen households did not meet the planning definition as they were not able to provide information that they travel away from their usual place of residence for work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons, to visit relatives or friends, and others had ceased to travel permanently
- 6.12 The number of households where an interview was not possible are recorded as undetermined. The reason for this is households that were not present during the fieldwork period.

Plot Needs – Travelling Showmen that meet the Planning Definition

- 6.13 Analysis of the household interviews indicated that there is a need from 39 households living on unauthorised plots; a need from 74 concealed or doubled-up households or single adults; a need from 23 for teenagers in need of a plot of their own in the next 5 years; a need of 1 from in-migration; and a need of 70 plots from new household formation using a rate of 1.40% derived from the household demographics.
- 6.14 Therefore, the overall level of additional need for those households who meet the planning definition of a Travelling Showmen is for **207 plots** over the GTAA period 2021-40.

Figure 8 – Need for Travelling Showmen households in Buckles Lane that meet the Planning Definition 2021-2040

Travelling Showmen - Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from Buckles Lane	0
Total Supply	0
Current Need	
Households on unauthorised plots	39
Concealed households/Doubling-up/Over-crowding	74
Movement from bricks and mortar	0
Total Current Need	113
Future Need	
5 year need from teenage children	23
Households on plots with temporary planning permission	0
In-migration	1
New household formation	70
<i>(Household base 281 and formation rate 1.40%)</i>	
Total Future Needs	94
Net Plot Need = (Current and Future Need – Total Supply)	207

Figure 9 – Need for Travelling Showmen households in Buckles Lane that meet the Planning Definition by 5-year periods

Years	0-5	6-10	11-15	16-20	Total
	2021-25	2026-30	2031-35	2036-40	
	137	22	23	25	207

Plot Needs – Undetermined Travelling Showmen

- 6.15 Whilst it was not possible to determine the planning status of a total of 23 households as they were not available at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be Travelling Showmen and may meet the planning definition.
- 6.16 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.

- 6.17 However, data that has been collected from over 500 household interviews that have been completed with Travelling Showmen by ORS since the changes to PPTS in 2015 suggests that nationally approximately 70% of households that have been interviewed meet the planning definition. This would suggest that it is likely that a large proportion of the potential need identified from these undetermined households will need Travelling Showmen plots.
- 6.18 Need for **up to 26 pitches** has been identified from these undetermined households plus any concealed adult households or 5-year need arising from teenagers living in these households. This is made up of 18 unauthorised plots, and 8 plots from new household formation using the ORS national formation rate of 1.50%¹². As set out in above, it is likely that only a proportion of the 23 undetermined households will meet the planning definition. If the ORS national average of 70% were to be applied the need identified from undetermined households could be for 18 plots. If the locally derived proportion of households that met the planning definition (95%) were to be applied this could rise to 25 plots.
- 6.19 Tables setting out the components of need for undetermined households can be found in **Appendix B**.

Plot Needs – Travelling Showmen that do not meet the Planning Definition

- 6.20 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 has been completed to provide the Council with information on levels of need that will have to be considered as part of the wider housing needs of the area and through separate Local Plan Policies – as required by the NPPF (2021).
- 6.21 On this basis, it is evident that whilst the needs of the 15 households who do not meet the planning definition will represent only a proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address it.
- 6.22 Overall, there is need for **8 plots** for households that do not meet the planning definition. This is made up 4 unauthorised plots; 1 teenager who will be in need of a plot of their own in the next 5 years; and 3 plots from new household formation derived from the household demographics.
- 6.23 Tables setting out the components of need for households that did not meet the planning definition can be found in **Appendix C**.

Plots not occupied by Travelling Showmen

- 6.24 Through the course of the updated assessment of need for Travelling Showmen living on plots at Buckles Lane it quickly became apparent that there has been a large increase in number of households living on plots, or parts of plots, that did not appear to be occupied by Travelling Showmen or workers directly related to the activities of Travelling Showmen. Whilst this practice of sub-letting was identified during the previous assessment of need for Buckles Lane, it was on a smaller scale than was identified in 2021.
- 6.25 The fieldwork identified many plots, or parts of plots, that have been laid out at a far higher density to accommodate large numbers of park homes. Discussions with the Travelling Showmen that were

¹² The ORS *Technical Note on Population and Household Growth (2020)* 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.

interviewed, and with some of the residents, allowed for Researchers to be certain that the vast majority of these accommodation units were not occupied by Travelling Showmen.

- 6.26 Reasons for this are believed to be as a result of a lack of available and affordable social housing in Thurrock; by those not eligible for social housing – including a small number of Gypsies and Travellers who have been forced to leave sites in other parts of Essex; and by construction and other workers – with many being Eastern Europeans. Whilst a large proportion appeared to be occupied by males and groups of males, it was apparent that some of the units were occupied by families with children.
- 6.27 The table below sets out the total number of accommodation units on each of the sub-yards at Buckles Lane by planning status, together with a breakdown of the number of units not occupied by Travelling Showmen. This identifies a total of 634 accommodation units that were not occupied by Showmen, compared to 188 units that were occupied by Showmen. This equates to over three quarters (77%) of the total accommodation units at Buckles Lane not being currently occupied by Showmen.

Figure 10 – Breakdown between Travelling Showmen and non-Travelling Showmen accommodation units at Buckles Lane (June 2021)

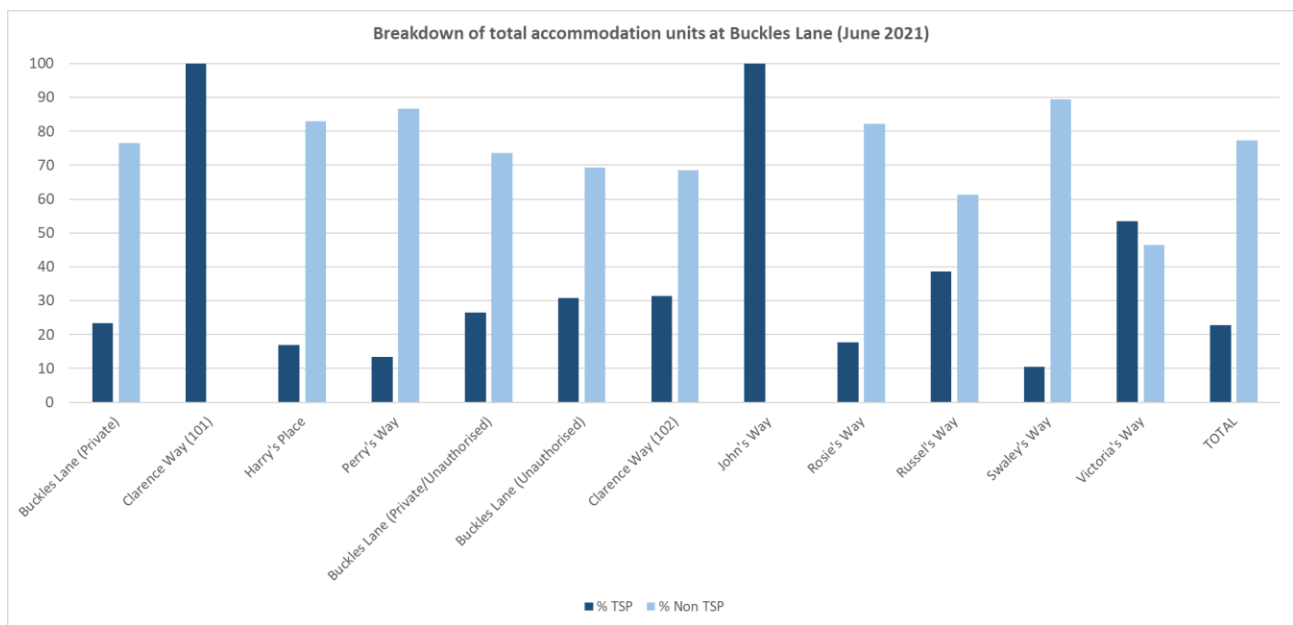
Yard Status	Plots	Total Units	Showmen Units	Non-Showmen Units	% Non-Showmen Units
Private Yards					
Buckles Lane ¹	8	64	15	49	77
Buckles Lane ²	12	255	34	221	83
Clarence Way (101)	1	3	3	0	0
Harry's Place	10	94	16	78	83
Unauthorised Yards					
Buckles Lane ³	4	34	9	25	74
Clarence Way (102)	1	13	4	9	69
John's Way	14	89	28	61	69
Perry's Way	5	4	4	0	0
Rosie's Way	15	90	16	74	82
Russell's Way	20	75	29	46	61
Swaley's Way	8	57	6	51	89
Victoria's Way	13	44	24	20	45
TOTAL	111	822	188	634	77

¹ Keepers Cottage/1A/3/6A/6B/7/8/9/10/11/12/13

² 2/3/4/4A/5/6/7A/8/9/10/14 top/15/16

³ 3A/6C/14 bottom/14A

Figure 11 – % breakdown between Travelling Showmen and non-Travelling Showmen accommodation units at Buckles Lane (June 2021)



- 6.28 The Council will have to give careful consideration about how to deal with the issues related to the sub-letting of plots at Buckles Lane to non-Showmen.
- 6.29 Interviews with Showmen living on Buckles Lane and with those who have moved away since the previous GTAA was completed in 2018 suggest that levels of crime and anti-social behaviour from non-Showmen are some of the primary reasons why households have moved away and are ongoing concerns that are likely to lead to more Showmen leaving Buckles Lane.
- 6.30 It is likely that the majority of the accommodation need arising from Showmen living on Buckles Lane could be accommodated on the land that is currently being sub-let to non-Travellers. However, a proportion of the sub-letting is thought to be because of Showmen having to diversify their business activities as a result of COVID-19 and due to there being fewer opportunities to practice their more traditional way of living in recent years.
- 6.31 In addition, should a view be taken to return these plots to accommodation for Showmen, the Council may find itself in a position of having to rehouse a substantial number of households elsewhere in Thurrock.

7. Conclusions

- 7.1 This study provides a robust evidence base to enable the Council to assess the housing needs of the Travelling Showmen Community living on plots at Buckles Lane, as well as complying with their requirements towards the Travelling Community under the Housing Act 1985, Planning Policy for Traveller Sites (PPTS) 2015, the Housing and Planning Act 2016, the National Planning Policy Framework (NPPF) 2021, and Planning Practice Guidance (PPG) 2021.
- 7.2 It also provides the evidence base which can be used to support Local Plan Policies. Whilst the need evidenced at individual yards is not included in this report, additional evidence has been provided to the Council to enable them to address needs more specifically when allocating plots and investigating opportunities for the intensification or expansion of yards and plots.

Travelling Showmen

- 7.3 In summary there is a need for:
- » 207 plots in Buckles Lane over the assessment period to 2040 for Travelling Showmen households that meet the planning definition
 - » Up to 26 plots for undetermined Travelling Showmen households that may meet the planning definition.
 - » 8 plots for Travelling Showmen households who do not meet the planning definition.

Non-Travelling Showmen

- 7.4 The study found a total of 634 accommodation units that were not occupied by Travelling Showmen in Buckles Lane. The Council will have to give careful consideration about how to deal with the issues related to the sub-letting of plots at Buckles Lane to non-Showmen.

Summary of Need to be Addressed

- 7.5 It is likely that the majority of the accommodation need arising from the Showmen living at Buckles Lane could be accommodated on the land that is currently being sub-let. Should a view be taken to return these plots to accommodation for Showmen, the Council may find itself in a position of having to rehouse a substantial number of households elsewhere in Thurrock.
- 7.6 In addition, given the changes in work circumstances for some Travelling Showmen, it may be that current and future need could be accommodated on smaller plots than would have traditionally been needed. The reasons for this is that many Showmen now longer own and operate larger rides and attractions and therefore may need less land to accommodate their needs moving forward.
- 7.7 Taking into consideration all of the elements of need that have been assessed and identified, together with the assumptions on the proportion of undetermined households that are likely to meet the planning definition, the tables below sets out the likely number of plots that will need to be addressed either as a

result of this GTAA and through a Travelling Showmen Local Plan Policy, or through the wider Housing Need Assessment process and through separate Local Plan Policies.

- 7.8 Total need from Travelling Showmen households that meet the planning definition, need from undetermined households, and need from households that do not meet the planning definition is for 241 plots.
- 7.9 The tables break need down by this assessment and the wider housing needs assessment by taking 70% (the ORS national average for Travelling Showmen) of need from unknown households and adding this to the need from households that meet the planning definition, and by adding the remaining 30% of need from unknown households to the need from households that do not meet the planning definition; and by applying the local % of households that met the planning definition (95%).

Figure 12 – Need for Travelling Showmen households broken down by Local Plan Policy Type – ORS National %

Buckles Lane	Local Plan Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	207	0	207
70% Undetermined Need	18	0	18
Do Not Meet Planning Definition	0	8	8
30% Undetermined Need	0	8	8
TOTAL	225	16	241

Figure 13 – Need for Travelling Showmen households broken down by Local Plan Policy Type – Buckles Lane %

Buckles Lane	Local Plan Traveller Policy	Housing Policy	TOTAL
Meet Planning Definition	207	0	207
95% Undetermined Need	25	0	25
Do Not Meet Planning Definition	0	8	8
5% Undetermined Need	0	1	1
TOTAL	232	9	241

8. September 2022 Update

- 8.1 Following the completion of the GTAA a new set of aerial photos of Buckles Lane were taken in September 2022. Analysis of these photos suggests that many of the Showmen who had indicated in 2021 that they were considering moving away from Buckles Lane have not done so.
- 8.2 The photos do suggest that there has been a small increase in the number on accommodation units that are not occupied by Travelling Showmen, but also an increase in the number of accommodation units that are occupied by Travelling Showmen.
- 8.3 Further analysis of the 2022 aerial photos will be completed to inform the Council of the changes in relation to individual plots at Buckles Lane. An Update Report will also be prepared and it is recommended that the Council continue to monitor and review any changes to the plots at Buckles Lane to inform the emerging Local Plan and to assist in any development management decisions.

BUCKLES LANE - SEPTEMBER 2022

Estimated split between showmen and non-showmen accommodation



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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.
DCLG	Department for Communities and Local Government (now MHCLG).
DLUHC	Department for Levelling Up, Housing and Communities (formerly MHCLG).
Doubling-Up	Where there are more than the permitted number of caravans on a 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.
GTAA	Gypsy and Traveller Accommodation Assessment.
HEDNA	Housing and Economic Development Needs Assessment.
HNA	Housing Need Assessments
Household formation	The process where individuals form separate households. This is normally through adult children setting up their own household.
In-migration	Movement into or come to live in a region or community.
Local Plans	Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showmen.
MHCLG	Ministry of Housing, Communities and Local Government (formerly DCLG).
NPPF	National Planning Policy Framework.
ORS	Opinion Research Services.

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 Showmen yards.
PPG	Planning Practice Guidance.
PPTS	Planning Policy for Traveller Sites.
Private site	An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
SHMA	Strategic Housing Market Assessment.
Site	An area of land on which Gypsies, Travellers and Travelling Showmen 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.
TSP	Travelling Showmen.
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 Showmen to refer to a site.

Appendix B: Need from Undetermined Households

Figure 14 – Need for undetermined Travelling Showmen in Buckles Lane – 2021-40

Travelling Showmen - Undetermined	Plots
Supply of Plots	
Additional supply from vacant and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from Buckles Lane	0
Total Supply	0
Current Need	
Households on unauthorised developments	18
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	18
Future Need	
5 year need from teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	8
<i>(Household base 23 and formation rate 1.50%)</i>	
Total Future Needs	8
Net Plot Need = (Current and Future Need – Total Supply)	26

Figure 15 – Need for undetermined Travelling Showmen in Buckles Lane by 5-year periods

Years	0-5	6-10	11-15	16-20	Total
	2021-25	2026-30	2031-35	2036-40	
	20	2	2	2	26

Appendix C: Need from households not meeting Planning Definition

Figure 16 – Need for Travelling Showmen households in Buckles Lane that do not meet the Planning Definition - 2021-40

Travelling Showmen - Not Meeting Planning Definition	Plots
Supply of Plots	
Additional supply from vacant plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from Buckles Lane	0
Total Supply	0
Current Need	
Households on unauthorised developments	4
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Total Current Need	4
Future Need	
5 year need from teenage children	1
Households on yards with temporary planning permission	0
In-migration	0
New household formation	3
<i>(Household formation from demographics)</i>	
Total Future Needs	4
Net Plot Need = (Current and Future Need – Total Supply)	8

Figure 17 – Additional need for Travelling Showmen households in Buckles Lane that do not meet the planning definition by 5-year periods

Years	0-5	6-10	11-15	16-20	Total
	2021-25	2026-30	2031-35	2036-40	
	5	1	1	1	8

Appendix D: Yard List (June 2021)

Figure 18 – Buckles Lane site and yard list

Yard	Authorised Plots	Unauthorised Plots
Private Yards with Permanent Permission		
Buckles Lane ¹³	8	-
Buckles Lane ¹⁴	6	-
Clarence Way (101)	1	-
Harry's Place	10	-
Private Yards with Temporary Permission		
None	-	-
Private/Unauthorised Yards		
None	-	-
Unauthorised Yards		
Buckles Lane ¹⁵	-	6
Buckles Lane ¹⁶	-	4
Clarence Way (102)	-	1
John's Way	-	14
Perry's Way	-	5
Rosie's Way	-	15
Russel's Way	-	20
Swaley's Way	-	8
Victoria's Way	-	13
TOTAL PLOTS	25	86

¹³ Plots: Keepers Cottage/1A/3/6A/6B/7/8/9/10/11/12/13.

¹⁴ Plots: 2/3/4/4A/5/6/7A/8/9/10/14 top/15/16 – these are part authorised and part unauthorised.

¹⁵ Plots: 2/3/4/4A/5/6/7A/8/9/10/14 top/15/16 – these are part authorised and part unauthorised.

¹⁶ Plots 3A/6C/14/14A

Appendix E: Detailed Plot Plans

1. Perry's Way



May 2018

June 2021

KEY	
Showmen	
American Showman's Caravan	
Renters	
Workshop/Storage	
House	
Tourer	
Garden Centre	
Unoccupied	
Park Home (Staff/family)	

2. Victoria's Way



May 2018

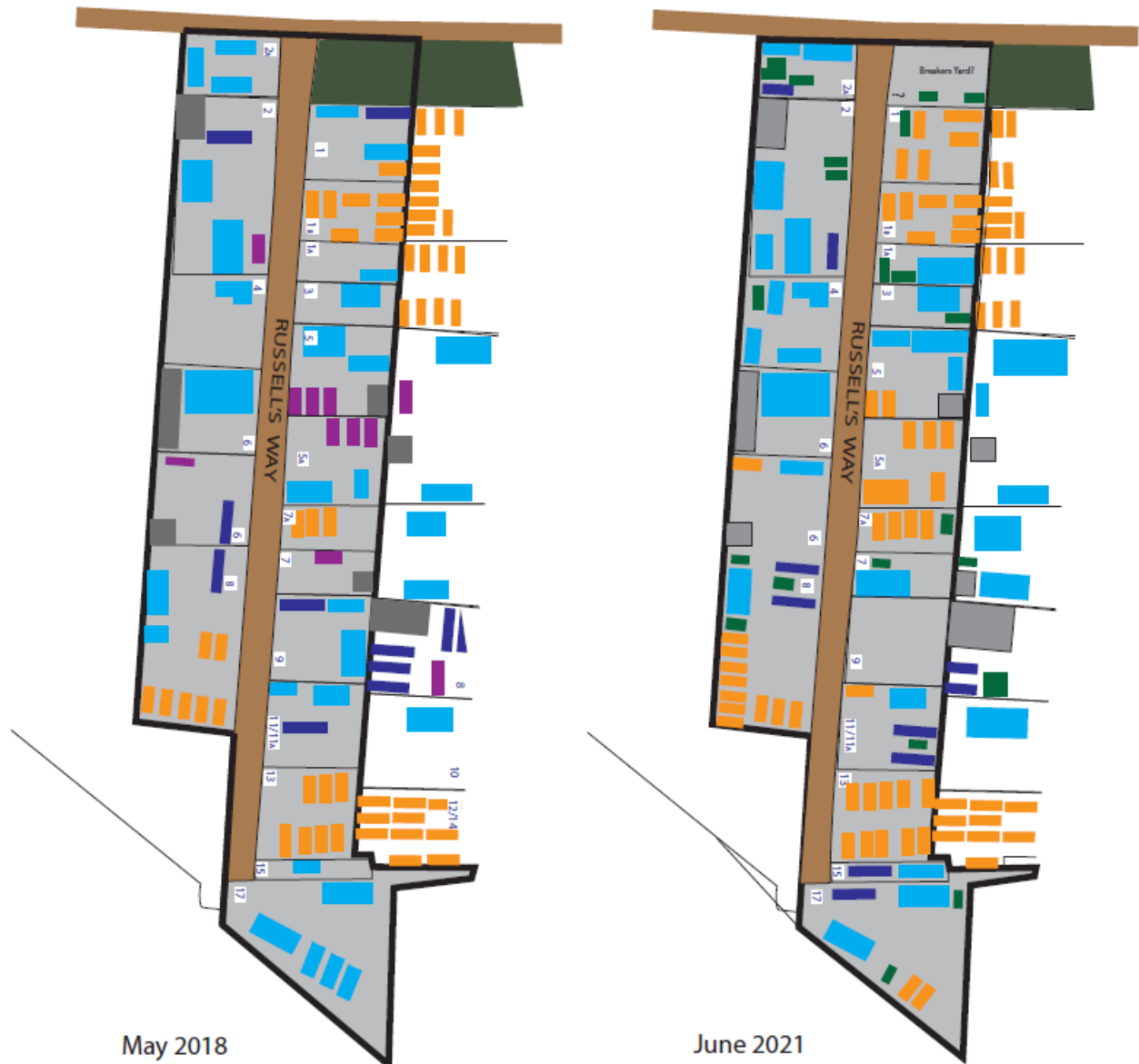


June 2021

KEY	
Showmen	■
American Showman's Caravan	■
Renters	■
Workshop/Storage	■
House	■
Tourer	■
Garden Centre	■
Unoccupied	■
Park Home (Staff/family)	■

3. Russell's Way

(Note that on the plot marked ? and Breakers Yard it is unclear whether there are any occupied accommodation units at present)



KEY	
Showmen	Blue
American Showman's Caravan	Dark Blue
Renters	Orange
Workshop/Storage	Grey
House	Brown
Tourer	Green
Garden Centre	Light Green
Unoccupied	Red
Park Home (Staff/family)	Purple

4. John's Way



May 2018



June 2021

KEY	
Showmen	Blue
American Showman's Caravan	Dark Blue
Renters	Orange
Workshop/Storage	Grey
House	Brown
Tourer	Green
Garden Centre	Light Green
Unoccupied	Red
Park Home (Staff/family)	Purple

5. Rosie's Way

(Note that on the plot marked ? it is unclear whether there are any occupied accommodation units at present)



May 2018



June 2021

KEY

Showmen
 American Showman's Caravan
 Renters
 Workshop/Storage
 House
 Tourer
 Garden Centre
 Unoccupied
 Park Home (Staff/family)



6. Harry's Place



KEY	
Showmen	Blue
American Showman's Caravan	Dark Blue
Renters	Orange
Workshop/Storage	Grey
House	Brown
Tourer	Dark Green
Garden Centre	Light Green
Unoccupied	Red
Park Home (Staff/family)	Purple

7. Swaley's Way



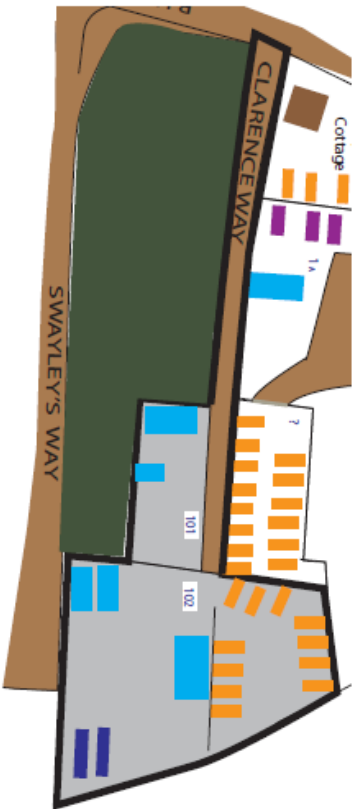
May 2018



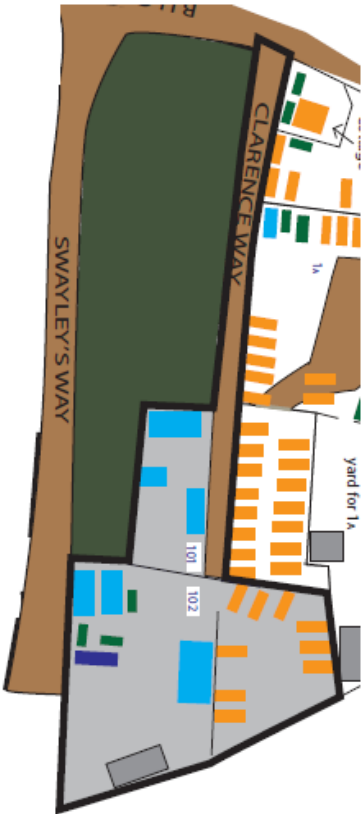
June 2021

KEY	
Showmen	
American Showman's Caravan	
Renters	
Workshop/Storage	
House	
Tourer	
Garden Centre	
Unoccupied	
Park Home (Staff/family)	

8. Clarence Way



May 2018



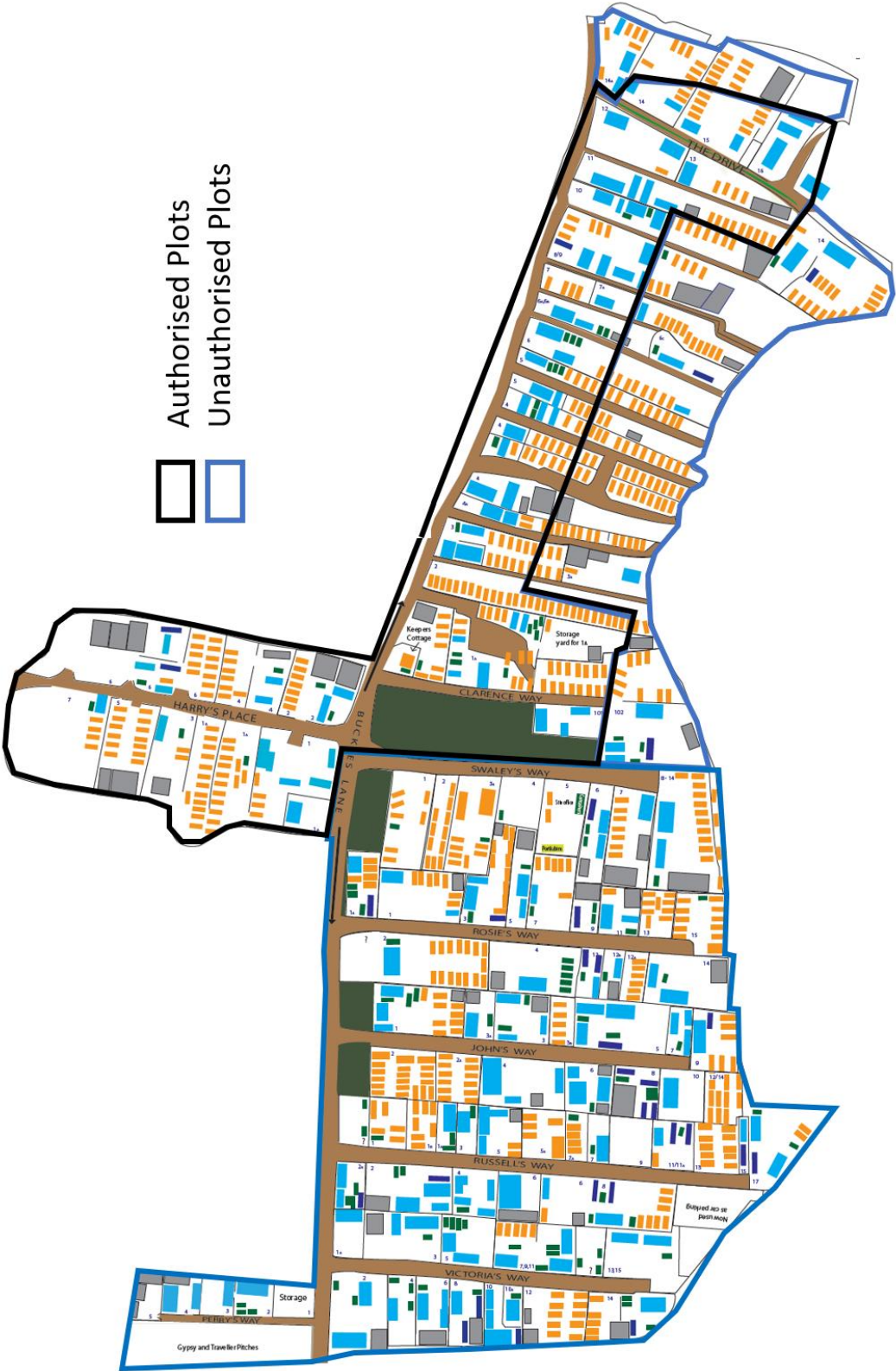
June 2021

KEY	
Showmen	
American Showman's Caravan	
Renters	
Workshop/Storage	
House	
Tourer	
Garden Centre	
Unoccupied	
Park Home (Staff/family)	

9. Buckles Lane



10. Planning Status of Plots



Appendix F: Household Interview Questions

GTAA Questionnaire 2019



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

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

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

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

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

A General Information

A1 Name of planning authority:

INTERVIEWER please write in

A2 Date/time of site visit(s):

INTERVIEWER please write in

DD/MM/YY

TIME

A3 Name of interviewer:

INTERVIEWER please write in

A4 Address and pitch number:

INTERVIEWER please write in

A5 Type of accommodation: *INTERVIEWER please cross one box only*

Council

☐

Private rented

☐

Private owned

☐

Unauthorised

☐

Bricks and Mortar

☐

A6 Name of Family:

INTERVIEWER please write in

A7 Ethnicity of Family:

INTERVIEWER please cross one box only

Romany Gypsy

☐

Irish Traveller

☐

Scots Gypsy or Traveller

☐

Show Person

☐

New Traveller

☐

English Traveller

☐

Welsh Gypsy

☐

Non-Traveller

☐

Other (please specify)

A8 Number of units on the pitch:

INTERVIEWER please write in

Mobile homes

Touring Caravans

Day Rooms

Other (please specify)

--	--	--	--

© Opinion Research Services 2019

A9 Is this site your main place of residence? If not where is?*INTERVIEWER: Please cross one box only*

Yes

☐

No

☐

If not main place of residence where is (please specify)

A10 How long have you lived here? If you have moved in the past 5 years, where did you move from? *INTERVIEWER: Please write in below*

Years

Months

If you have moved in the past 5 years,
where did you move from? Include ALL moves**A11 Did you live here out of your own choice or because there was no other option? If there was no other option, why? *INTERVIEWER: Please cross one box only***

Choice

☐

No option

☐

If no option, why?

A12 Is this site suitable for your household? If so why and if not why not? (For example close to schools, work, healthcare, family and friends etc.)*INTERVIEWER: Please cross one box only*

Yes

☐

No

☐

Reasons (please specify)

A13 How many separate families or unmarried adults live on this pitch?*INTERVIEWER: Please cross one box only*

1

☐

2

☐

3

☐

4

☐

5

☐

6

☐

7

☐

8

☐

9

☐

10

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

Person 1

Person 2

Person 3

Sex

Age

Sex

Age

Sex

Age

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

Person 4

Person 5

Person 6

Person 7

Person 8

Sex

Age

Sex

Age

Sex

Age

Sex

Age

Sex

Age

C**Accommodation Needs****C1 How many families or unmarried adults living on this pitch are in need of a pitch of their own in the next 5 years? *INTERVIEWER: Please cross one box only****INTERVIEWER: AN ADULT IS DEFINED AS 16+*

1

☐

2

☐

3

☐

4

☐

5

☐

6

☐

7

☐

8

☐

9

☐

10

☐

Other Please specify

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

1 2 3 4 5 6 7 8 9 10
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Other Please specify

Details (Please specify)

D

Waiting List

- D1** Is anyone living here on the waiting list for a pitch in this area?

INTERVIEWER: Please cross one box only

Yes ☐ → Continue to D2

No ☐ → Go to D4

- D2** How many people living here are on the waiting list for a pitch in this area?

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

Other (Please specify)

Details (Please specify)

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

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

Other (Please specify)

Details (Please specify)

- D4** If they are not on the waiting list, do any of the people living here want to be on the waiting list? (INTERVIEWER if they do - please take their contact details)

INTERVIEWER: Please cross one box only

1 2 3 4 5 6 7 8 9 10
☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐ ☐

No ☐

Other (Please specify)

Details (Please specify) and take contact details

© Opinion Research Services 2019

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 E2No ☐ If no → Go to E5

If so, why? (please specify)

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

Another site in this area (specify where)	A site in another council area (specify where)	Bricks and mortar in this area (specify where)	Bricks and mortar in another council area (specify where)	Other (e.g. land they own elsewhere) (Please specify)
---	--	--	--	--

☐☐☐☐☐

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

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

Private buy

☐

Private rent

☐

Public rent

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

Yes

☐

No

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

Yes

☐

No

☐

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

F Travelling	
F1	How many trips, living in a caravan or trailer, have you or members of your family made away from your permanent base in the last 12 months? INTERVIEWER: Please cross one box only 0 1 2 3 4 5+ ☐ ☐ ☐ ☐ ☐ ☐ Go to F6a Continue to F2
F2	If you or members of your family have travelled in the last 12 months, which family members travelled? INTERVIEWER: Please cross one box only All the family Adult males Other ☐ ☐ ☐ If other, please specify
F3	What were the reasons for travelling? INTERVIEWER: Please cross all that apply Work Holidays Visiting family Fairs Other ☐ ☐ ☐ ☐ ☐ Details / specify if necessary. If fairs—probe for whether this involves work
F4	At what time of year do you or family members usually travel? And for how long? INTERVIEWER: Please cross one box only All year Summer Winter ☐ ☐ ☐ And for how long?
F5	Where do you or family members usually stay when they are travelling? INTERVIEWER: Please cross all boxes that apply LA transit sites Private transit sites Roadside Friends/family Other ☐ ☐ ☐ ☐ ☐ If other, please specify INTERVIEWER: Ask F6a — F8 <u>ONLY</u> if F1 = 0. Otherwise, go to F9
F6a	Are there any reasons why you don't you travel at the moment? Details
F6b	Have you or family members ever travelled? INTERVIEWER: Please cross one box only Yes ☐ → Continue to F7 No ☐ → Go to F9
F7a	When did you or family members last travel? INTERVIEWER: Please write in Details
F7b	What were the reasons for travelling? INTERVIEWER: Please cross all that apply Work Holidays Visiting family Fairs Other ☐ ☐ ☐ ☐ ☐ Details / specify if necessary. If fairs—probe for whether this involves work

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
☐	☐	☐	☐	☐	☐	☐

If other, please specify

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

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

INTERVIEWER: Please cross one box only

Yes	☐	→	Continue to F10
No	☐	→	Go to G1
Don't know	☐	→	Go to G1

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

Details

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

Details

G	Any other information
G1	Any other information about this site or your accommodation needs? <i>INTERVIEWER: Please write in</i> Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)
G2	Site/Pitch plan? Any concerns? <i>INTERVIEWER: Please sketch & write in</i> Sketch of Site/Pitch — any concerns? Are any adaptations needed? Why does the current accommodation not meet the household's needs; and could their needs could be addressed in situ e.g. extra caravans. This could cover people wanting to live with that household but who cannot currently

H Bricks & Mortar Contacts	
H1	Contacts for Bricks and Mortar interviews? <i>INTERVIEWER: Please write in</i> Details
Council contact?	
Would you like the council to contact you about any of the issues raised in this interview? Please note that although ORS will pass on your contact details to the Council we cannot guarantee when they will contact you? <i>INTERVIEWER: Please cross one box only</i> Yes ☐ No ☐ <i>INTERVIEWER: Can I confirm your name and telephone number so that we can pass them on to the Council for this purpose only. Your details will only be used for this purpose and will not be passed onto anyone else.</i> Respondent's Name..... Respondent's Telephone..... Respondent's Email.....	
Interview log	
<i>INTERVIEWER: Please record the date and time that the interview was carried out</i> Date..... Time of interview.....	

Appendix G: Technical Note on Household Formation and Growth Rates



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

June 2020

Opinion Research Services



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

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

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Household Growth Rates

Abstract and Conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but until 2013 little detailed work had been done to assess their likely scale. ORS undertook work in 2013 to assess the likely rate of demographic growth for the Gypsy and Traveller population and concluded that the figure could be as low 1.25% per annum, but that best available evidence supports a national net household growth rate of 1.50% per annum.
2. This analysis was produced as a separate document in 2013 and then updated in 2015 (www.opinionresearch.co.uk/formation2015) in light of comments from academics, planning agents and local authorities. The 2015 document was complex because there was still serious dispute as to the level of demographic growth for Gypsies and Travellers in 2015. However, ORS now consider these disputes have largely been resolved at Planning Appeals and Local Plan Examinations, so we consider that much of the supporting evidence is now no longer required to be in the document.
3. This current document represents a shortened re-statement to our findings in 2015 to allow for easier comprehension of the issues involved. It contains no new research and if reader wishes to see further details of the supporting information, they should review the more detailed 2015 report.

Introduction

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

Modelling Population and Household Growth Rates

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

Migration Effects

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

Population Profile

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

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

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

Birth and Fertility Rates

8. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year.
9. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of fertility rates of the UK Gypsy and Traveller community, in '*Ethnic identity and inequalities in*

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

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

Death Rates

11. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) *'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative'*, University of Sheffield).
12. Therefore, in our population growth modelling we used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 Census (and also in ORS's own survey data).

Modelling Outputs

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

Household Growth

14. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller childless or single person households.
15. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.25%-1.50% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
16. Based on the 2011 Census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.60% of household representatives are aged 16-24, compared with 8.70% in the Gypsy and Traveller population. ORS's survey data shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

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

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

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

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

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

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

Summary Conclusions

19. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.50% per annum. Some local authorities might allow for a household growth rate of up to 2.50% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, lower estimates should be used.
20. The outcomes of this Technical Note can be used to provide an estimate of local new household formation rates by adjusting the upper national growth rate of 1.50% based on local demographic characteristics.
21. In addition, in certain circumstances where the numbers of households and children are higher or lower than national data has identified, or the population age structure is skewed by certain age groups, it may not be appropriate to apply a percentage rate for new household formation. In these cases, a judgement should be made on likely new household formation based on the age and gender of the children identified in local household interviews. This should be based on the assumption that 50% of households likely to form will stay in any given area and that 50% will pair up and move to another area, while still considering the impact of dissolution. This is based on evidence from over 140 GTAAAs that ORS have completed across England and Wales involving over 4,300 household interviews.