Hackney

Gypsy and Traveller Accommodation Needs Assessment

Final Report

May 2015
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1. Executive Summary

Introduction and Methodology

1.1 The primary objective of the 2015 Gypsy and Traveller Accommodation Needs Assessment (GTANA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Hackney. The GTANA provides a robust and credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15 year period to 2030.

1.2 The Hackney GTANA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Hackney through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community living on sites and yards, as well as those living in bricks and mortar housing. A total of 21 interviews were completed with Gypsies and Travellers living on sites in Hackney covering a total of 44 individual households, and 26 interviews were completed with Travellers living in bricks and mortar in Hackney. In addition a total of 15 telephone interviews were held with Officers from Hackney, Officers from neighbouring London Boroughs, and representatives from the London Gypsy and Traveller Unit.

Key Findings

1.3 Residents in all of the households that were interviewed on public sites were Irish Travellers. The majority of those interviewed who were living in bricks and mortar were also Irish Travellers, with a very small number of Roma Gypsies making up the remainder. The site interviews identified that a high proportion of the population were younger and female, although there were instances where it was apparent that there were men present on sites but that they did not want to be recorded as being resident. As such the share of adults in the population in Hackney is almost certainly higher than shown by the household interviews.

1.4 Council Officers and wider Stakeholders agreed that the public sites are well maintained and well managed, although many were also aware of problems associated with over-crowded pitches, a large waiting list for a public pitch, and a very low turnover of pitches.

1.5 There was a general awareness of large numbers of housed travellers with a preference to live on a pitch in Hackney, although this was coupled with acceptance of a significant shortage of available and affordable land to meet these needs.

1.6 Based upon discussions with representatives from the Council and neighbouring local authorities the Traveller population appears to be fairly static, although there was evidence of movement of households in bricks and mortar between Hackney and Haringey.
More recently following the publication of a GTANA Report for the London Legacy Development Corporation (which has planning responsibility for some of Hackney) a new site has been allocated for up to 9 new pitches, and this new site would be managed by Hackney Homes.

**Additional Pitch Needs – Gypsies and Travellers**

Based upon the evidence presented in this study the additional pitch provision needed for Gypsies and Travellers to 2030 in Hackney is for **78 net additional pitches**, as detailed in the table below. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the Gypsy and Traveller population arising in Hackney. A detailed breakdown which sets out the components that make up this additional need, together with any other issues that have been taken into consideration are included in Chapter 7 of this report.

The study has assumed that the current need arising from concealed households, households on the waiting list, and net movement from bricks and mortar should be met in the first 5 years. This current need totals 47 additional pitches. In addition total new household formation of 31 is apportioned over the 5 year time periods based on a net compound growth rate of **2.50%**, thus resulting in an additional pitch requirement of 78 in the Borough to 2030.

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Extra net pitch provision in Hackney in 5 Year Periods</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>2015-2020</td>
</tr>
<tr>
<td>Hackney</td>
<td>56</td>
</tr>
</tbody>
</table>

It is also important to consider the impact that a change in the definition of Gypsies and Travellers may have on the overall assessment of need if this would result in the exclusion of those who no longer travel in any future assessment of need. In addition how the Council chooses to address the needs of those households living in bricks and mortar who expressed a desire to live on a site may also have an impact on overall future need to provide additional pitches in Hackney.

**Additional Pitch Needs – Travelling Showpeople**

This study recommends that there is **no need for any provision for Travelling Showpeople to be made** given that none were identified living in Hackney or seeking to move to Hackney.

**Transit Provision**

Evidence provided by stakeholders and data from the Council indicates that there are only a very small number of roadside encampments in Hackney each year and that these are almost all families passing through en route to another destination, visits to friends or family, or attending a specific event. Although there is currently no existing transit provision in Hackney ORS would **not recommend any further transit provision** at this time – although the Council should continue to closely monitor unauthorised encampments in partnership with neighbouring London Borough’s.
2. Introduction

The Survey

2.1 Opinion Research Services (ORS) were appointed by the London Borough of Hackney in October 2014 to complete a robust and up-to-date needs assessment for accommodation for Gypsies and Travellers in Hackney to 2030.

2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012, and Planning Policy for Traveller Sites (PPTS) 2012.

2.3 The primary objective of the 2014 GTA N A is to provide a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in Hackney. This GTA N A is a robust and credible evidence base which can be used to aid the implementation of development plan policies and the provision of traveller pitches and plots for the period to 2030. As well as identifying current and future permanent accommodation needs, it will also identifies whether or not the Council needs to plan for the provision of transit sites or emergency stopping places.

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

2.5 This document is the main report and summarises the key findings of the study, in particular where they relate to existing policies, or have implications for future policy decisions across the study area.

Local Planning Policy in Hackney

2.6 The Council’s current planning policy for Gypsies and Travellers is Policy CS23 ‘Provision for Gypsies and Travellers’ in the adopted Core Strategy.

Hackney will resist the loss of existing sites and plan to bring forward suitable sites to meet local need for additional Gypsy and Traveller caravan pitches with regards to the requirements set out in the London Plan’s needs assessment, Government Circular 01/2006 and the Borough’s housing targets.

Sites for Gypsies and Travellers should be easily accessible from the public highway, should be within reasonable travelling distance of social infrastructure such as shops, health centres and local school facilities. New sites should be in keeping with the existing local environment and other key planning considerations such as flood risk, and neighbourhood character.
More recently the provision of sites for the Travelling Community was a main issue at a Site Allocations Local Plan Examination in Public that was held in January 2015. The Council is committed to preparing and adopting a ‘Gypsy and Traveller Local Plan’ of which this Needs Assessment will be a crucial evidence base. This commitment is in the Council’s Local Development Scheme, and has been proposed to the Planning Inspector for the Site Allocations Local Plan for consideration.

Definitions

For the purposes of the planning system, the current definition\(^1\) for Gypsies and Travellers means:

\[
\text{Persons of nomadic habit of life, whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, Department for Communities and Local Government (CLG), March 2012).}
\]

Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:

- Roma Gypsies
- Irish Travellers
- New (Age) Travellers.

Roma Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

Alongside Gypsies and Travellers, a further group to be considered is Travelling Showpeople. They are defined as:

\[
\text{Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family’s or dependant’s more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012).}
\]

Legislation and Guidance for Gypsies and Travellers

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

- Planning Policy for Traveller Sites (PPTS), 2012
- National Planning Policy Framework (NPPF), 2012
- National Planning Practice Guidance (NPPG)

\(^1\) Changes to this definition were the subject of a consultation by CLG that ended in November 2014
Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007
The Human Rights Act 1998 (when making decisions and welfare assessments)
The Town and Country Planning Act, 1990
Criminal Justice and Public Order Act, 1994
Anti-social Behaviour Act, 2003 (both as victims and perpetrators of anti-social behaviour)
Planning and Compulsory Purchase Act, 2004
Housing Act, 2004 (which requires local housing authorities to assess the accommodation needs of Gypsies and Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance)
Housing Act, 1996 (in respect of homelessness).

To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of Local Authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers. However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

For site provision, the previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged Local Authorities to have a more inclusive approach to Gypsies and Travellers and Travelling Showpeople within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires Local Authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore, all Local Authorities were required to undertake accommodation assessments for Gypsies and Travellers and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.

Local Authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central Government. Circular 1/06 ‘Planning for Gypsy and Traveller Caravan Sites’, released by the CLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.

The Government announced that Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. The CLG published ‘Planning Policy for Traveller Sites’ in March 2012 which set out the Government’s policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.

A letter from the Parliamentary Under Secretary of State for the Department for Communities and Local Government in March 2014 helped to clarify the Government’s position on household formation rates and also suggested that current planning guidance will soon be updated and stated:

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

‘I can confirm that the annual growth rate figure of 3% does not represent national planning policy. The previous Administration’s guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority’s own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority’s own up-to-date assessment of need.’

2.18 More recently (Sept–Nov 2014) CLG launched a consultation on proposed changes to government policy on planning and Travellers. This consultation addresses a number of issues including ensuring that the planning system applies fairly and equally to both the settled and traveller communities; further strengthening protection of sensitive areas and Green Belt; and addressing the negative impact of unauthorised occupation. It also set out how local authorities should assess future Traveller accommodation needs in Annex A of the consultation document and this is very similar to the approach set out in the current guidance. The consultation ended in November 2014 and Local Authorities will need to be aware of the implications should subsequent changes to national policy and guidance be made. The main issue that could come is the proposal to amend the definition of Gypsies and Travellers, and Traveling Showpeople, which would limit it only to those groups who have nomadic habit of life and exclude those who do not travel. This could have significant implications for local authorities completing GTANA studies given evidence that a proportion of those living on sites and in bricks and mortar no longer travel and therefore their needs may not need to be assessed in the future.

Planning Policy for Traveller Sites (PPTS)

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

» Local planning authorities should make their own assessment of need for the purposes of planning.

» To ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites.

» To encourage local planning authorities to plan for sites over a reasonable timescale.

» That plan-making and decision-taking should protect Green Belt from inappropriate development.

2 http://planningguidance.planningportal.gov.uk/
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.

In practice, the document states that (PPTS Page 3):

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

PPTS goes on to state (Page 3) that in producing their Local Plan local planning authorities should:

Identify and annually update a supply of specific deliverable sites sufficient to provide five years’ worth of sites against their locally set targets.

Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.

Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries).

Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density.

Protect local amenity and environment.

Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, ‘Planning Policy for Traveller Sites’ also notes on Pages 3-4 that:

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

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

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

» Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children.

» Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS.

» Encouraging appropriate site provision; building on £60 million Traveller Pitch Funding and New Homes Bonus incentives.

» Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system.

» Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities, and working with the financial services industry to improve access to financial products and services.

» Sharing good practice in engagement between Gypsies and Travellers and public service providers.

Funding

In 2011 Government introduced financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new pitches on Local Authority or Registered Provider-owned and managed sites, Local Authorities are eligible for a New Homes Bonus equivalent to Council Tax (based on the national average for a Band A property), plus an additional affordable homes premium of £350 per annum for six years. This equates to around £8,000 per pitch.

Direct grant funding was also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3million in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches, through bids from Local Authorities, Housing Associations and Traveller community groups working with Registered Providers.

The HCA has now confirmed allocations for all of its £60 million of future funding through the Traveller Pitch Funding and New Homes bonus incentives which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. For the HCA 2015-18 Affordable Housing Programme there is no ring-fenced funding, but proposals for Gypsy and Traveller pitches will be considered within the programme. The table below shows the current allocation outside of London.
While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Local authorities and Registered Providers are advised to continue to work closely with HCA area teams to develop their proposals should any further funding become available as a result of some funded schemes not proceeding.

Table 2
HCA Grant Allocations for New Pitches (Source: HCA 2014)

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

It is likely that individual local authorities will find it very difficult financially to provide the new sites that may be identified in this study and other sources of funding should be considered, for example S106 funding that has been identified to fund the provision of new pitches in other local authorities, working closely with Registered Providers, and encouraging the development or expansion of other private sites or yards.
3. Methodology

3.1 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS has developed a methodology which provides the required outputs from a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites, as well as recent changes set out by the Planning Minister in March 2014, with particular reference to new household formation rates. This is an evolving methodology that has been adaptive to recent changes in planning policy as well as the outcomes of Local Plan examinations and planning appeals that ORS have been involved in. More recently ORS were approached by the Welsh Government to provide advice to support the development of new Gypsy and Traveller Policy for Wales on the basis of our considerable experience in undertaking GTANA studies across the UK, having completed studies for over 100 local authorities since PPTS was published in 2012.

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

Glossary of Terms

3.3 A Glossary of Terms can be found in Appendix A.

Stage 1: Desk-Based Research

3.4 At the outset of the project ORS researched the background to the Gypsy, Traveller and Travelling Showpeople population in Hackney. This comprised the collation of a range of important secondary data from the following available sources:

» Census data.
» Details of all authorised public and private sites and yards.
» Site management records.
» Waiting lists.
» Biannual Traveller Caravan Counts.
» Records of any unauthorised sites, encampments and enforcement actions.
» Relevant information from planning, housing, education, community safety, environmental health and health services.
» Information on planning applications and appeals – including those that have recently been refused and those awaiting determination.
» Existing GTANAs and other relevant local studies.
» Existing policy, guidance and best practice.
3.5 This data has been used to inform the stakeholder interviews and fieldwork and has also been analysed in conjunction with the outcomes of the other elements of the study to allow ORS to complete a thorough review of the needs of travelling communities in Hackney.

**Stage 2: Stakeholder Engagement**

3.6 This study included extensive local stakeholder engagement. This involved a series of telephone in-depth interviews with officers from Planning; Policy; Traveller Education; Property Strategy and Project; Housing and Regeneration; and Housing Strategy. In addition an interview was completed with a representative from Hackney Homes who manage the public sites in Hackney.

3.7 Interviews were also completed with the London Gypsy and Traveller Unit and a representative from the Showmen’s Guild, and whilst letters were sent to the Gypsy Council no response was received.

3.8 The stakeholder interviews covered the following key topics:

» What dealings or relationships people have with Gypsies, Travellers and Travelling Showpeople.

» Experiences of any particular issues in relation to Gypsies, Travellers and Travelling Showpeople.

» Awareness of any Gypsy and Traveller sites and Travelling Showpeople yards either with or without planning permission and whether this varies over the course of a year.

» Any trends people may be experiencing with regard to Gypsies, Travellers and Travelling Showpeople (e.g. increase in privately owned sites or temporary sites).

» What attracts Gypsies, Travellers and Travelling Showpeople to an area.

» Identification of any seasonal fluctuations that may occur.

» Awareness of any occurrences of temporary stopping by Travellers.

» Identifying the relationship between the settled and travelling communities.

» Awareness of any Travellers currently residing in bricks and mortar accommodation.

» Awareness of any cross boundary issues.

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

**Stage 3: Working Collaboratively with Neighbouring Planning Authorities**

3.9 To help support the Duty to Cooperate, interviews were also conducted with officers from neighbouring London Boroughs and any other authorities where we identified a direct link with the needs of the study area – for example transit sites and wider travelling routes. The interviews ensure that the GTANA addresses wider issues that may impact on the outcomes of the study. These stakeholders were identified as part of the desk-based review and in conjunction with officers from the Council. Interviews were conducted with officers from the following neighbouring authorities and covered the same broad issues as the local stakeholder interviews:
Stage 4: Survey of Travelling Communities

3.10 Through the desk-based research and stakeholder interviews ORS firstly sought to identify all authorised and unauthorised sites and encampments in Hackney. This work identified 5 public sites in Hackney – although 2 of these come under the administrative area of the London Legacy Development Corporation and were included in a GTANA study for LLDC in 2014. The location of these sites is shown on the map below, and full details of the sites can be found in Appendix B.

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

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

3.13 All of the site fieldwork was undertaken during November and December 2014 and researchers were able to conduct interviews, or obtain information, for households on all of the sites that were identified.
Stage 5: Bricks and Mortar Households

3.14 In our experience many Planning Inspectors and Appellants question the accuracy of GTANA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. ORS feel that the only practical approach is to take all possible measures to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch in the study area.

3.15 Contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on existing sites to identify any friends or family living in bricks and mortar who may wish to move to a site, intelligence from the Council and other local stakeholders. This included in-depth engagement with staff from Hackney Homes and the London Gypsy and Traveller Unit who distributed a letter to Gypsy and Traveller households. Adverts were also place on the Friends, Families and Travellers Community Website and in the World’s Fair publication.  

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3 Copies of the letter and adverts can be found in Appendix D
3.16 Through our approach we endeavoured to do everything within our means to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.

3.17 As a rule we do not extrapolate the findings from our fieldwork with Gypsies and Travellers living in bricks and mortar households up to the estimated Gypsy and Traveller bricks and mortar population as a whole, and work on the assumption that those wishing to move will make their views known to us based on the wide range of publicity that we put in place.

3.18 As a result of the engagement with Hackney Homes and the London Gypsy and Traveller Unit a series of drop-in sessions were arranged with households living in bricks and mortar and a number of additional household interviews were also arranged.

Stage 6: Current and Future Pitch/Plot Needs

3.19 The methodology used by ORS to calculate future pitch and plot needs has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.

3.20 To identify need Planning Policy for Traveller Sites requires an assessment for current and future pitch requirements, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below and will be set out in more detail in the relevant chapter of this report:

Supply of Pitches

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

Current Need

3.21 Total current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting:

» Households on unauthorised sites for which planning permission is not expected.
» Concealed households/doubling-up/over-crowding.
» Households in bricks and mortar wishing to move to sites or yards.
» Households on waiting lists for public sites.
Future Need

3.22 Total future need is the sum of the following three components:
   » Households living on sites with temporary planning permissions.
   » New household formation.
   » In-migration.

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

3.24 All of these components of supply and need are presented in easy to understand tables which identify the overall net needs for current and future accommodation for both Gypsies and Travellers. No Travelling Showpeople were identified in Hackney. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the requirements are identified in 5 year periods to 2030.

Stage 7: Conclusions

3.25 This stage of the study will draw together the evidence from Stages 1 to 6 to provide an overall summary of the needs for Gypsies and Traveller in Hackney.
4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Sites in Hackney

4.1 A Strategic Housing Market Assessment (SHMA) focuses upon the number and type of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.

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

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

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

4.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
4.6 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

4.7 In Hackney there are 5 public residential sites and no other provision for Gypsies, Travellers or Travelling Showpeople. 2 of the public sites in Hackney fall within the administrative boundary of the London Legacy Development Corporation so have not been included in this study as they were included in the LLDC GTANA in 2014. The remaining 3 sites provide a total of 22 authorised residential pitches.

Table 3
Total amount of provision in Hackney

<table>
<thead>
<tr>
<th>Category</th>
<th>Sites/Yards</th>
<th>Pitches/Plots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private with permanent planning permission</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Private sites with temporary planning permission</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Public Sites</td>
<td>3</td>
<td>22</td>
</tr>
<tr>
<td><strong>Total Residential Provision</strong></td>
<td><strong>3</strong></td>
<td><strong>22</strong></td>
</tr>
<tr>
<td><strong>Total Transit Provision</strong></td>
<td><strong>0</strong></td>
<td><strong>0</strong></td>
</tr>
<tr>
<td><strong>Total Travelling Showpeople Provision</strong></td>
<td><strong>0</strong></td>
<td><strong>0</strong></td>
</tr>
</tbody>
</table>

**Travelling Community Characteristics**

4.8 The fieldwork element of the study sought to identify the demographics of Gypsies and Travellers living in Hackney. The households surveyed showed a mixed range of ages across their members, though a much larger proportion of the population were younger and female. We would note that, as with other studies carried out by ORS elsewhere, it is typical for Gypsy and Traveller studies to record fewer males aged 18-60 years, many of whom travel on a more regular basis. There are also instances where it was apparent to interviewers that there are men present on sites but that they do not want to be recorded as being resident.

4.9 It should be noted therefore that this could lead to a significant undercount of the male population aged 18-65. If it is assumed that a proportion of males do in fact live on the sites and were not captured in the site survey then the proportion of children to adults in the population will fall and therefore the projected new household growth rate will also fall.

4.10 Full details of the demographics of site residents are set out in Chapter 6.

**Caravan Count**

4.11 Another source of information available on the Gypsy and Traveller population is the bi-annual Traveller Caravan Count which is conducted by each Local Authority in England on a specific date in January and July of each year, and reported to CLG. This is a statistical count of the number of caravans on both authorised and unauthorised sites across England. With effect from July 2013, CLG has renamed the ‘Gypsy and Traveller Caravan Count’ as the ‘Traveller Caravan Count.’ This includes caravans lived in by both ethnic Gypsies and Travellers and non-Gypsies and Travellers.
4.12 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a ‘snapshot in time’ conducted by the Local Authority on a specific day, and that any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose.
5. Stakeholder Engagement

Introduction

5.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites and the methodology used in other GTANA studies that ORS have undertaken, the London Borough of Hackney commissioned ORS to undertake a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community.

5.2 Interviews were completed with officers from Planning; Policy; Traveller Education; Property Strategy and Project; Housing and Regeneration; and Housing Strategy. In addition an interview was completed with a representative from Hackney Homes who manage the public sites in Hackney.

5.3 Interviews were also completed with the London Gypsy and Traveller Unit and a representative from the Showmen’s Guild, and whilst letters were sent to the Gypsy Council no response was received.

5.4 This total of 15 completed stakeholder interviews is viewed to be satisfactory and consistent with similar GTANAs that ORS have completed.

5.5 Themes covered in the interviews included: the need for additional accommodation provision and facilities; travelling patterns; the availability of land; accessing services; and work being done to meet the needs of Gypsies, Travellers and Travelling Showpeople.

5.6 Importantly, this element of the study provided an opportunity for the research team to speak to stakeholders who are likely to be in contact with housed Gypsy, Travellers and Travelling Showpeople with the aim of identifying accommodation needs resulting from this group.

5.7 The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders. In all cases they reflect the views of the individual concerned, rather than the official policy of their Council. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.

Main Findings

Accommodation for Gypsies and Travellers

5.8 Stakeholders, including a representative from a community organisation, agreed that the sites are well managed and were aware that a large amount of the site revenue (rents) is reinvested into the sites to maintain them to a high standard. Site residents are said to be able to access repairs promptly and all of the amenity blocks and bungalows are above the decent homes standard and are DGA safety compliant.
5.9 When asked about the future accommodation needs of the community, stakeholders felt there is evidence to suggest that additional accommodation is required and referred to the:

» numbers of people and length of time on the site waiting list;
» overcrowding and concealed households on the sites;
» low turnover of pitches.

5.10 The majority of stakeholders were also aware of anecdotal evidence of housed Travellers who would prefer sited accommodation. One stakeholder explained that a number of housed Travellers have been moved into temporary accommodation, sometimes outside of the borough, and have yet to find suitable permanent accommodation.

5.11 Despite an evident need, stakeholders noted that there is a significant shortage of available and affordable land within the Borough which makes it increasingly difficult to satisfy this requirement. Nevertheless, stakeholders felt that the LBH has been proactive and has attempted to find ‘suitable’ sites. Although, there are no new sites identified in the Local Plan, there will be a separate piece of site identification work later in 2015.

5.12 Stakeholders were not aware of any unauthorised encampments or developments.

Bricks and Mortar

5.13 Some stakeholders were aware of anecdotal evidence which suggests that many Travellers living in bricks and mortar would prefer site accommodation. Most were confident that, through working with the LGTU and Hackney Homes, ORS had made a good attempt to involve housed Travellers in this study.

Short-Term Encampments and Transit Needs

5.14 Short-term encampments rarely occur. When they do, the London Borough of Hackney has a joint protocol with the Metropolitan Police and will conduct a needs assessment.

Accommodation for Travelling Showpeople

5.15 There are no sites for Travelling Showpeople in the LBH, therefore, stakeholders had little knowledge about the community’s accommodation needs. As part of the stakeholder engagement ORS spoke with a representative of the Showman’s Guild of Great Britain who explained that historically, Showpeople have lived on sites in the area, but were moved out due to rising land values. Although there are currently no sites, Hackney is considered to be very central to the Showman’s circuit and many families who traditionally lived there would wish to return.

Consultation with the Travelling Community

5.16 Stakeholders felt that the LBH has adopted a positive approach to community engagement and referred to the work undertaken by LGTU and Hackney Homes who are said to have established excellent channels of communication.
Cross Border Issues and the Duty to Cooperate

5.17 Stakeholders were of the view that Hackney is complying with the duty to cooperate. An Officer also felt it worth noting that other Boroughs have visited the sites to learn from the way Hackney has provided sites.

Neighbouring Authorities

5.18 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore issues relating to cross boundary working, ORS interviewed a council officer from six of the seven local authorities that neighbour the Borough:

» The City of London Corporation
» The London Borough of Haringey
» The London Borough of Islington
» The London Borough of Newham
» The London Borough of Waltham Forest
» The London Legacy Development Corporation.

5.19 The London Borough of Tower Hamlets were invited to take part in the study via email but did not respond to the request.

City of London Corporation

Accommodation

5.20 There are no Traveller sites and unauthorised or short-term encampments do not occur in the area which is described primarily as a financial district. The officer revealed that the Showman’s Guild and other Gypsy and Traveller organisations have expressed an interest in the availability of sites in the area, however, the area is not considered to be suitable for site development.

Cross Boundary Issues

5.21 The officer reported no cross boundary Traveller issues with Hackney or any other London Borough and explained that, when the Boroughs have met to discuss planning issues, Gypsy and Traveller matters have not arisen. Any matters which do arise - the officer would contact individual planning authorities and speak to the relevant person or department.

5.22 Although the City of London Corporation does not provide Traveller sites the officer felt that it was making a financial contribution, through the East London Housing Partnership, to the provision of sites in other Boroughs.

London Borough of Haringey

5.23 There are two public sites in the Borough. Short-term encampments occur infrequently and are said to be quickly moved on if they do.
5.24 In terms of cross-boundary issues, it was acknowledged that both Haringey and Hackney Boroughs should consider the issue of double counting when undertaking the needs assessment. It was felt that a further discussion about the duty to cooperate would be helpful.

**London Borough of Islington**

5.25 There are no authorised sites or unauthorised encampments in Islington. The officer was not aware of any short-term unauthorised encampments.

5.26 The London Boroughs’ Gypsy and Traveller Accommodation Needs Assessment (2008) estimated that there were 17 Gypsy and Traveller families living in bricks and mortar housing in Islington.

5.27 The council has criteria-based policy in place in the Core Strategy (2011) to guide development of gypsy and traveller pitches in the event that proposals for new sites come forward. The Policy specifies that any site will need to:

- Have suitable access for the type of vehicles that could reasonably be expected to use the site;
- Be able to provide basic amenities, water, sewerage etc;
- Be suitable for housing (that it does not experience unacceptable levels of noise for example);
- Not have any relevant pre-existing policy designations that restrict the use of the site such as Metropolitan Open Land.

5.28 Although the provision of sites is considered to be highly unlikely, in compliance with the London Plan, the council’s Core Strategy (2011) contains an adopted policy on site criteria.

5.29 In terms of the duty to cooperate, and from a planning point of view, the officer referred to the London Boroughs joint London-wide Gypsy and Traveller Needs Assessment (2008) and the informal consultation carried out by the Greater London Authorities during the preparation of the London Plan. The officer was not aware of any cross-border working since this exercise.

5.30 The officer also referred to the adopted Site Allocation, Development Management Policies and Finsbury Local Plan (for Bunhill and Clerkenwell Wards) in June 2013 – all three plans were found to have met the duty to cooperate and were concluded as sound by the Planning Inspector. The officer also noted that the Council responds to requests for meetings/information from other local planning authorities discharging the Duty to Co-operate during the preparation of their plans.

**The London Borough of Newham**

5.31 There is one public site in the Borough which contains 16 pitches. There are no vacant pitches and there is little turnover of pitches. There are currently only three people on the waiting list which is managed on a first come first serve basis, although potential residents must have a connection with someone already on the site due to its small nature.
5.32 The officer referred to the LLDC GTANA that was carried out by ORS which was described as a useful document as it provided background information for all the constituent boroughs - which gives neighbouring areas a good idea of what’s happening in the sub-regions.

5.33 In terms of the duty to cooperate the officer explained that when the Borough prepares it’s Development Plan Document it will comply with the duty and keep other Boroughs updated on progress.

The London Borough of Waltham Forest

5.34 There is one Council owned site at Folly Lane which is managed by Ascham Homes. There are 17 plots, 8 fixed term custom built caravans and 6 mobile caravans. The site is at full capacity and there is little turnover of pitches. Overall, the site is said to be well managed well with few issues. However, it was noted that the site currently accommodates English Gypsies and it is unlikely that the site could accommodate Irish Travellers in the future.

5.35 There is also a private site which has permission for four residential pitches and two touring pitches.

5.36 The officer reported that there isn’t a waiting list, there has been no new applications of expressions of interest from Travellers in developing sites and suggested that this may indicate that the present number of pitches is sufficient. That said, it was acknowledge that if demand grows it would be difficult to identify available, affordable and a deliverable land supply.

The London Legacy Development Corporation

5.37 There are five Gypsy and Traveller pitches which are contained within a single site owned and managed by the LBH who maintains a waiting list for those wishing to acquire a pitch on the site.

5.38 Since completion of the 2014 Legacy Corporation GTANA, the Legacy Corporation has allocated a site for up to 9 pitches. This is expected to meet the lower end of the five year need identified in the Legacy Corporation study. The site is within the Hackney part of the LLDC. The site will be developed within the five years and is expected to be managed by Hackney Homes. LLDC are also working with neighbouring boroughs to meet the remaining needs during the latter half of the plan period.
6. Survey of Travelling Communities

Interviews with Gypsies and Travellers

6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population in Hackney (no Travelling Showpeople were identified during the study). This aimed to identify current households with housing needs and to assess likely future household formation from within existing households, to help judge the need for any future site provision. As noted in the introduction, “Gypsy and Traveller” refers to:

*Persons of nomadic habit of life, whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependents’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such* (Planning Policy for Traveller Sites, CLG, March 2012).

Site Interviews

6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in the study area. This identified just 3 public sites in Hackney on which to conduct interviews. The table below identifies the sites that ORS staff visited during the course of the fieldwork. In addition the LBH owns and manages a site (split into two) comprising 5 pitches within the London Legacy Development Corporation administrative area, which for has been included in the LLDC GTANA (2014), and thus to avoid double counting has not been included in the GTANA for Hackney.

Table 4
Sites Visited in Hackney

<table>
<thead>
<tr>
<th>Public Sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abbey Close</td>
</tr>
<tr>
<td>Ruby Close</td>
</tr>
<tr>
<td>St Theresa’s Close</td>
</tr>
</tbody>
</table>

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

6.4 Through desk-based research and site surveys data was collected for a total of 44 households living on pitches in Hackney (this included details on a large number of concealed or doubled-up households). The number of household interviews completed at each site is set out below.
» Abbey Close – Interviews completed on 6 of the 7 pitches covering 10 households. Information on the household that was not interviewed was provided by Hackney Homes.

» Ruby Close – Interviews completed on all 8 of the pitches covering 19 households.

» St Theresa’s Close – Interviews completed on all 7 of the pitches covering 15 households.

Public Sites

Abbey Close

6.5 Staff from ORS visited the Abbey Close site in November 2014 and in addition to this information was provided on site occupancy for 1 pitch by Hackney Homes. This site has planning permission for 7 pitches. At the time of fieldwork the site was fully occupied and a total of 3 concealed or doubled-up households were also identified. The 10 households that were identified comprised 15 adults and 17 children and teenagers (aged under 18).

6.6 Additional information that was gathered during the site visits indicated that there may be a longer term accommodation need for up to 17 children or grandchildren of existing households who may need a home of their own in the next 5-10 years. Of these it was felt that the majority would prefer to live on a site in Hackney.

6.7 Approximately half of the households stated that they were living on the site out of choice and half because there was no other option. When asked if they planned to move in the next 5-10 years 2 households stated that they would like to move to a bigger pitch in Hackney (1 currently over-crowded household and 1 wishing to start a family) and 2 would like to move to a house or a flat in Hackney.

6.8 When asked whether they currently travel only 1 household said that they did during the summer months. The remaining households said that they do not travel and those who gave a reason why said it was because they live a settled lifestyle on the site.

Ruby Close

6.9 Staff from ORS visited the Ruby Close site in November 2014 and interviewed residents on all of the pitches. This site has planning permission for 8 pitches. At the time of fieldwork the site was fully occupied and a total of 11 concealed or doubled-up households were also identified. The 19 households that were identified comprised 28 adults and 17 children and teenagers (aged under 18).

6.10 Additional information that was gathered during the site visits indicated that there may be a longer term accommodation need for up to 56 children or grandchildren of existing households who may need a home of their own in the next 5-10 years. Of these it was felt that approximately half would prefer to live on a site in Hackney and half would prefer to live on a site or a house/flat in Hackney.

6.11 Approximately a third of the households stated that they were living on the site out of choice and two thirds because there was no other option. When asked if they planned to move in the next 5-10 years 4 households stated that they would like to move to a pitch in Hackney. All of these were currently living on over-crowded pitches.
When asked whether they currently travel half of the households stated that they did not, with living a settled lifestyle for work and education, and laws making it difficult to find places to stay given as the main reasons. Of the households that said they did travel 1 travelled for a period of 3 months each summer, 1 had males who travel for work purposes, and the other travelled whenever they were able to.

**St Theresa’s Close**

Staff from ORS visited the St Theresa’s Close site in November 2014 and interviewed residents on all of the pitches. This site has planning permission for 7 pitches. At the time of fieldwork the site was fully occupied and a total of 8 concealed or doubled-up households were also identified. The 14 households that were identified comprised 21 adults and 19 children and teenagers (aged under 18).

Additional information that was gathered during the site visits indicated that there may be a longer term accommodation need for up to 118 children or grandchildren of existing households who may need a home of their own in the next 5-10 years. Of these it was felt that the vast majority would prefer to live on a site in Hackney, with a very small number preferring to live in a house/flat in Hackney.

Approximately half of the households stated that they were living on the site out of choice and half because there was no other option. When asked if they planned to move in the next 5-10 years 3 households stated that they would like to move to a pitch in Hackney. All of these were currently living on over-crowded pitches.

When asked whether they currently travel the majority of the households stated that they did not, with living a settled lifestyle for work and education given as the main reasons. The one household that said they did travel travelled for a period of 6 weeks each year.

**Summary of Site Demographics**

Ethnicity data captured from all of the households that were interviewed who were living on sites indicated that they were all Irish Travellers.

Households on sites showed a mixed range of ages across their members, though (as with other studies carried out by elsewhere in England and Wales) a higher proportion of the population were younger and there were more adult females than adult males. However, we would note that it is typical for Gypsy and Traveller studies to record relatively fewer males aged 18-60 years, many of whom travel on a more regular basis. There were also instances where it was apparent to interviewers that there were men present on sites but that they did not want to be recorded as being resident. As such the share of adults in the site population in Hackney is almost certainly higher than shown by the household survey.

Overall the demographic information captured during the site visits indicated that overall 43% of the population were male and 57% were female. Of these 45% were aged under 18 and 55% were aged 18 and over. This compares to data from the 2011 Census for Hackney as a whole which shows that 23% of the population are aged under 18, and data for Gypsy and Irish Travellers in Hackney in the Census which shows that 35% of the population are aged under 18.
Table 5
Sites Demographics identified in Hackney (December 2014)

<table>
<thead>
<tr>
<th>Site</th>
<th>Households</th>
<th>Adults (aged 18+)</th>
<th>Children and Teenagers</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public Sites</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Abbey Close</td>
<td>10</td>
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<td>Ruby Close</td>
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<tr>
<td>St Theresa’s Close</td>
<td>15</td>
<td>21</td>
<td>19</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>44</strong></td>
<td><strong>64</strong></td>
<td><strong>53</strong></td>
</tr>
</tbody>
</table>

Bricks and Mortar Interviews

6.20 In addition a series of drop-in sessions and household interviews were arranged with members of the Travelling Community who were living in bricks and mortar. A total of 37 interviews were completed of which 26 households lived in Hackney (3 lived in the LLDC area of Hackney and 8 lived outside of Hackney).

6.21 The vast majority of the households who were living in Hackney indicated that they were Irish Travellers and the remaining 3 households were Roma.

6.22 As with the households living on sites, the households living in bricks and mortar also showed a higher proportion of the population who were younger and there were significantly more adult females than adult males. Overall the demographic information captured during the bricks and mortar interviews indicated that 38% of the population were male and 62% were female. Of these 60% were aged under 18 and 40% were aged 18 and over. This is more of a difference than for the population living on sites in Hackney which showed 45% aged under 18.

6.23 Additional information that was gathered during the site visits indicated that there may be a longer term accommodation need for up to 33 children or grandchildren who may need a home of their own in the next 5-10 years. Of these it was felt that the vast majority would prefer to live on a site in Hackney.

Overall Demographics

6.24 When the overall demographics are looked at for members of the Travelling Community who were interviewed in Hackney living on sites or living in bricks and mortar it indicates that 52% of the population were aged under 18 and 48% were aged 18 and over.

Table 6
Sites Demographics identified in Hackney (December 2014)

<table>
<thead>
<tr>
<th>Site</th>
<th>Households</th>
<th>Adults (aged 18+)</th>
<th>Children and Teenagers</th>
</tr>
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<tr>
<td><strong>Public Sites</strong></td>
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<td>St Theresa’s Close</td>
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<td>19</td>
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<tr>
<td>Bricks and Mortar</td>
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<td><strong>TOTAL</strong></td>
<td><strong>70</strong></td>
<td><strong>99</strong></td>
<td><strong>105</strong></td>
</tr>
</tbody>
</table>

32
7. Current and Future Pitch Provision

**Pitch Provision**

7.1 This section focuses on the extra pitch provision which is required by Hackney currently and to 2030. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the needs for future provision, based upon the evidence contained within this study and also secondary data sources.

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

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

7.4 To identify current and future need, the March 2012 CLG guidance ‘Planning Policy for Traveller Sites’ requires an assessment for current and future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply that is available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below.

**Supply**

7.5 The supply of available pitches is made up of the following:

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

**Current Need**

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

Concealed households/doubling-up/over-crowding.

Households in bricks and mortar wishing to move to sites.

Households on waiting lists for public sites.

Future Need

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

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

In order to determine the overall net pitch requirement for Hackney ORS will firstly carry out the calculation as set out below for Gypsies and Travellers, and then separately set out issues relating to the possible need for additional transit provision in the study area. As there were no Travelling Showpeople identified in Hackney no calculation of need will be undertaken.

\[
\text{Net Pitch Needs} = (\text{Current Need} + \text{Future Need}) - \text{Supply}
\]

Current Gypsy and Traveller Site Provision - Supply

To assess the current Gypsy and Traveller provision it is important to understand the total number of existing pitches and their planning status. Planning records indicate that there are 22 authorised public pitches in Hackney. There are no private, tolerated (for planning purposes), unauthorised pitches or transit pitches.

### Table 7
Total number of permitted sites and pitches in Hackney as at December 2014

<table>
<thead>
<tr>
<th>Category</th>
<th>Sites</th>
<th>Pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private sites with permanent planning permission</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Private sites with temporary planning permission</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total Private</strong></td>
<td><strong>0</strong></td>
<td><strong>0</strong></td>
</tr>
<tr>
<td>Public Sites</td>
<td>3</td>
<td>22</td>
</tr>
<tr>
<td><strong>Total Residential Provision</strong></td>
<td><strong>3</strong></td>
<td><strong>22</strong></td>
</tr>
</tbody>
</table>

The next stage of the process is to assess how much space is, or will become, available on existing sites in order to determine the supply of available pitches. The main ways of finding this is through:

- **Current vacant pitches** – There are no vacant pitches in Hackney.
- **Pitches currently with planning consent due to be developed within the study period** – There are no unimplemented pitches in Hackney.

- **Pitches to be vacated by households moving to bricks and mortar** – No households on the public sites indicated a desire to move to bricks and mortar accommodation.

- **Pitches to be vacated by people moving from the study area (out-migration)** – There was no evidence of pitches likely to be vacated by households moving from the study area.

7.11 This gives a figure for overall supply of no pitches during the first 5 years of the study.

### Additional Pitch Provision: Current Need

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

### Current Unauthorised Developments

7.13 The study identified no unauthorised developments in Hackney and that short-term unauthorised encampments rarely occur.

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

7.15 As such there are no households on unauthorised developments included in this study.

### Concealed/Doubled-Up/Over-Crowded Households

7.16 The household survey sought to identify concealed/doubled-up/over-crowded households on authorised sites that require a pitch immediately. A concealed/doubled-up/over-crowded household is one who is living within another household and would wish to form their own separate family unit, but is unable to do so because of a lack of space on public or private sites. The demographic information collected during the site interviews identified a total of 22 concealed/doubled-up/over-crowded household in Hackney. However when asked about their future accommodation requirements 2 of these households expressed a wish to move to a house or a flat in Hackney so a total of 20 concealed households have been included in this study.

### Bricks and Mortar and Waiting List Households

7.17 Identifying and interviewing households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of 164 Gypsy and Irish Traveller households in Hackney. It is unknown what proportion of these were living
on sites and what proportion were living in bricks and mortar as the data from the 2011 Census does not break down accommodation type to this level with a detailed identification of ethnic group.

7.18 As noted earlier in this report, ORS went to all possible lengths to identify Gypsies and Travellers living in bricks and mortar and worked with stakeholders (including Hackney Homes and the London Gypsy and Traveller Unit), Council officers, and on-site interviewees to identify households to interview.

7.19 As a result of this work a series of drop-in sessions and household interviews were arranged and promoted locally by staff from Hackney Homes and the London Gypsy and Traveller Unit. A total of 37 interviews were completed during these drop-in sessions.

7.20 Hackney Homes manage the 3 public sites and waiting list in Hackney on behalf of the Council. At the time of the study there were a total of 34 households on the waiting list for a pitch on a public site in Hackney.

7.21 To eliminate any double-counting of households detailed analysis was undertaken of the interviews with households living in bricks and mortar, the households on the waiting list, and households identified as concealed/doubled-up/over-crowded already living on one of the three sites.

7.22 Of those living in bricks and mortar who were interviewed 26 were living in Hackney, 3 were living in the LLDC area of Hackney, and 8 were living outside of Hackney (including Enfield, Haringey, Islington and Newham). The 11 households not living in Hackney or living in the LLDC area of Hackney were not included as in need for the purpose of this study.

7.23 Of the remaining 26 households that were interviewed a total of 15 were on the waiting list and 9 were not on the waiting list. In addition a total of 11 of the concealed households that were identified were also on the waiting list. This leaves a total of 8 households who were on the waiting list were not interviewed.

7.24 When details of the 9 households who were interviewed that are not on the waiting list were looked at a total of 3 expressed a wish to move to a house or flat in Hackney so are not included in this study. Given that there is an extremely low turnover rate for pitches on public sites in Hackney (anecdotal evidence suggests that the household who is third on the waiting list of 34 has been waiting for a pitch for 14 years) the 6 remaining households have been identified as in need for the purpose of this study.

7.25 When details of the households on the waiting list who were interviewed were looked at in detail all expressed a wish to move to a pitch in Hackney. Again given that there is an extremely low turnover rate for pitches on public sites in Hackney a total of 15 households have been included as in need for the purpose of this study.

7.26 When households on the waiting list who were not interviewed were looked at in detail a total of 2 households were living in the LLDC area of Hackney and have not been included in this study. Therefore a total of 6 households have been included as in need for the purpose of this study.

7.27 In addition all of the concealed households on the waiting list have already been included as a component of need in Paragraph 7.16.

---

4 See paragraphs 7.45-48
5 See paragraphs 7.45-48
7.28 The table below sets out the remaining components of need identified through the interviews with households in bricks and mortar and those on the waiting list for a pitch in Hackney. It is important to note at this point that this study has included all of those living in bricks and mortar who expressed a preference when interviewed to move to a site in Hackney.

Table 8
Need Identified from Bricks and Mortar and the Waiting List

<table>
<thead>
<tr>
<th></th>
<th>Gross Need</th>
<th>Net Need for GTA/NA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Concealed households</td>
<td></td>
<td></td>
</tr>
<tr>
<td>interviewed on the waiting</td>
<td>11</td>
<td>0</td>
</tr>
<tr>
<td>list</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bricks and mortar</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>households interviewed on</td>
<td></td>
<td></td>
</tr>
<tr>
<td>the waiting list</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Households on the waiting</td>
<td>8</td>
<td>6</td>
</tr>
<tr>
<td>list who were not interviewed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Waiting List</td>
<td>34</td>
<td>21</td>
</tr>
<tr>
<td>Bricks and mortar</td>
<td>9</td>
<td>6</td>
</tr>
<tr>
<td>households interviewed not</td>
<td></td>
<td></td>
</tr>
<tr>
<td>on the waiting list</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Not Waiting List</td>
<td>9</td>
<td>6</td>
</tr>
</tbody>
</table>

7.29 It is important to understand that this may not necessarily be a need to move to housing but the Council have accepted these views for the purpose of the study. For many Gypsies and Travellers, living on sites in mobile homes is a key aspect of their cultural identity. It is also accepted that many Gypsies and Travellers living in bricks and mortar experience what is known as a ‘cultural aversion’ to this type of accommodation and struggle to adapt to living in conventional bricks and mortar accommodation. Many claim that this cultural aversion leaves them feeling isolated from community and family members whilst living in conventional housing. In translating these views into need the Council will need to carefully consider what proportion of these households have a need for a pitch on a site and which simply have a desire.

Additional Pitch Provision: Future Need

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

Temporary Planning Permissions

7.31 There are currently no sites in Hackney with temporary planning permission.

Population and Household Growth

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

---

6 Included as need under Concealed Households
7 2 households live in LLDC area of Hackney
8 3 households expressed a wish to move to a house or flat in Hackney and not to a site
Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic—so the only proper way to project future population and household growth is through demographic analysis.

In fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum—much less than the 3.00% per annum often assumed, but still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally. The often assumed 3.00% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.50% per annum for Gypsies and Travellers.

However, some local authorities might allow for a household growth rate of up to 2.50% per annum, to provide a ‘safety margin’ and depending on the relative youthfulness of their area populations. In areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.50% per annum should be used. These conclusions are compatible with the latest planning guidance.

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

The (compound) net household formation rate that will be used for this study will be based on evidence from the site surveys. The base for this calculation will include all current authorised households, all households identified as current need, including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot, as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need will also take account of modelling projections based on birth and death rates, and in-/out-migration.

The Technical Note on household formation supports a national net growth rate for the Gypsy and Traveller population of 1.50% using a population base from the 2011 Census where approximately 36% of the Gypsy and Traveller population were aged under 18. The household survey for Gypsies and Travellers in Hackney indicates that approximately 52% of the on-site and bricks and mortar population are children and teenagers aged under 18. While potentially a lower formation rate could have been used, ORS consider that it is appropriate to allow for future projected household growth for the Gypsy and Traveller population in Hackney to occur at an annual net growth rate of 2.50%. This is a generous rate, but will provide enough new pitches to accommodate all newly-forming households and also households in bricks and mortar who may not have been identified in the fieldwork and stakeholder engagement, to have their future needs met.
7.39 Based on a new household formation rate of 2.50% we estimate that a total of 31 additional pitches will be required during the study period as a result of new household formation, assuming that each forming household will require a pitch of its own. This has used a base figure of 69 pitches. This is set out in the table below and is made up of all current pitches on public sites; concealed households; waiting list; and net movement from bricks and mortar.

Table 9
Base Figure for New Household Formation

<table>
<thead>
<tr>
<th>Category</th>
<th>Pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public sites</td>
<td>22</td>
</tr>
<tr>
<td>Concealed households</td>
<td>20</td>
</tr>
<tr>
<td>Waiting list</td>
<td>21</td>
</tr>
<tr>
<td>Net movement from bricks and mortar</td>
<td>6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>69</strong></td>
</tr>
</tbody>
</table>

Sensitivity Testing of New Household Formation Rate and Male Adult Population

7.40 Whilst the demographic information from the household interviews had led to the recommendation that a 2.50% new household formation rate to be used, for the purposes of the sensitivity testing it was agreed with the Council that net household formation rate ranges of between 1.50% and 3.00% should be included in the report to illustrate what would happen if there were a slow down or an increase in household formation in the Travelling Community in Hackney.

7.41 There are health warnings associated with the upper and lower end ranges for new household formation. A national rate of 1.50% is based on a population of children and teenagers aged under 18 of approximately 36%. The comparable population in Hackney is 52% using the recorded site population. Likewise formation rates higher than 2.50% should also be treated with caution as evidence suggests that this level of growth would be exceptional and would require clear justification and statistical support before being used.

Table 10
Sensitivity Testing of Household Formation Rates

<table>
<thead>
<tr>
<th>Net New Household Growth Rate</th>
<th>Additional Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.50%</td>
<td>17</td>
</tr>
<tr>
<td>2.00%</td>
<td>24</td>
</tr>
<tr>
<td><strong>2.50%</strong></td>
<td><strong>31</strong></td>
</tr>
<tr>
<td>3.00%</td>
<td>38</td>
</tr>
</tbody>
</table>

7.42 Whilst the site surveys showed a mixed range of ages across the site population, they also identified that a significantly higher proportion of the adult population were females. As such the share of adults in the site population in Hackney is almost certainly higher than shown by the site surveys.

7.43 Using the demographics collected during the site visits an alternative adult male population base has been calculated to identify if this would have any impact on the recommended net new household formation rate. This has assumed that each single female household with children and teenagers has a ‘missing’ male resident who was not captured in the site survey. Adding in a ‘missing’ male for each of these households increases the total number of adult males by 33. This increases the proportion of adults on sites and in
bricks and mortar in Hackney from 41% to 49% and the proportion of adults overall from 48% to 52%, and reduces the overall proportion of those aged under 18 from 52% to 45%.

7.44 This is still higher than the proportion of 36% that was used to calculate the national rate of 1.50% and as such it is not enough of a reduction to allow for the new household formation rate to be reduced from 2.50%.

Movement to and from sites and yards

7.45 Assessments should also allow for likely in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is zero net migration of Gypsies and Travellers across the UK, but assessments should take into account local migration effects on the basis of the best evidence available.

7.46 Evidence drawn from stakeholder and site interviews has been carefully considered alongside other relevant local circumstances. Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the study – which means that net pitch needs are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away the study area, the net effects will be taken into consideration when calculating current and future needs.

7.47 There are three main sources of in-migration that could account for additional needs in the study area. The first is in-migration from elsewhere in London. However, in ORS’s current or recent assessments in London (including Bexley, Camden, Haringey, Lambeth, Lewisham and for the London Legacy Development Corporation) in the majority of cases show additional need – and work is being progressed to meet these needs.

7.48 The second potential source of in-migration is from local authorities around London with significant areas of Green Belt. A Ministerial Statement in July 2013 reaffirmed that:

‘The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the Green Belt and other harm to constitute the ‘very special circumstances’ justifying inappropriate development in the Green Belt.’

7.49 This position was reaffirmed in the CLG consultation on the revised policy for Gypsies and Travellers (September 2014), which suggests placing further restrictions on the development of Traveller sites in the Green Belt:

‘Subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.’
7.50 However, this does not remove the requirement for local authorities with Green Belt to assess their needs and provide pitches/plots where this is possible. Where this is not possible Paragraphs 178 and 179 of the NPPF set out that ‘Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas’. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume one authority will meet the needs of another; and authorities unable to meet their own needs should work with neighbours to do so. This process is well established in general housing provision. Areas of Outstanding Natural Beauty (AONBs) may also need to address similar issues in the same way, given local authorities’ duty to conserve and enhance these areas.

7.51 The final main source of in-migration to the study area is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movements of Gypsies and Travellers following enforcement action against unauthorised sites – for example, from Dale Farm in Essex.

7.52 The evidence collected during this study did not identify any specific instances of potential in-migration from elsewhere in London, from local authorities around London with areas of Green Belt, or as a result of the closure of large unauthorised developments.

7.53 If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. The potential for the supply of some pitches arising from out-migration includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers or for housing development; and households moving away from private sites with personal planning consents, so that the sites revert to their previous status.

7.54 In ORS assessments, the likely net effects of inward and outward movements to and from sites and yards are considered in the light of local circumstances in each local authority area and on the basis of evidence collected during the stakeholder interviews and fieldwork.

7.55 Evidence collected during the stakeholder interviews to identify movement of households in or out of Hackney did not identify any households. However evidence collected during the household interviews and from the waiting list did identify potential sources of in-migration that this study needs to consider as components of need.

7.56 The bricks and mortar interviews identified 3 households living in the LLDC area of Hackney and a further 8 households living outside of Hackney. In addition there were 2 households on the waiting list who were not interviewed who live in the LLDC area of Hackney.

7.57 Given that neighbouring London Boroughs are also required to complete their own GTANA studies it is highly likely that those households living outside of Hackney are already identified as components of need in other studies and as such should not be included in the study for Hackney so as to avoid any double-counting of need.

7.58 In addition a GTANA was completed for LLDC in 2014 and this also identified components of need from the waiting list maintained by Hackney Homes and from households living in bricks and mortar. As a result of the GTANA a new site has been identified in the LLDC area of Hackney to provide 9 additional pitches to help to meet the need identified in the study. This study for Hackney suggests that there was a slight over-estimate in the need identified for LLDC and therefore it is felt that the remaining need can be met in the LLDC area.
As such it is considered that there is no in-migration to Hackney that should be addressed in this study. Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, it is recommended that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is therefore important for the Council to continue to follow its existing criteria-based planning policies for any new potential sites which do arise.

Overall Need for Hackney

The next stage of the process is to balance need against supply to provide an overall need for Hackney. As set out at the start of this section the following calculation is carried out to derive the overall net pitch need.

**Net Pitch Needs = (Current Need + Future Need) - Supply**

The estimated additional provision that is required over the period to 2030 will be 78 additional pitches to address the needs of all identifiable households. This includes the concealed/doubled-up/over-crowded households; waiting list households; additional movement from bricks and mortar and the expected growth in household numbers due to new household formation.

### Table 11
Additional Pitches required in Hackney from 2015-2030

<table>
<thead>
<tr>
<th>Source of Need/Supply</th>
<th>Current and Future Need</th>
<th>Supply</th>
<th>Net Pitch Need</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Supply of Pitches</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Additional supply from vacant pitches</td>
<td>-</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Movement to bricks and mortar</td>
<td>-</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Additional supply from unimplemented sites</td>
<td>-</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Additional supply new sites</td>
<td>-</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total Supply</strong></td>
<td></td>
<td>0</td>
<td></td>
</tr>
<tr>
<td><strong>Current Need</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unauthorised developments or encampments</td>
<td>0</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Concealed households</td>
<td>20</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Waiting list</td>
<td>21</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Additional net movement from bricks and mortar</td>
<td>6</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total Current Need</strong></td>
<td></td>
<td>47</td>
<td></td>
</tr>
<tr>
<td><strong>Future Need</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pitches with temporary planning permission</td>
<td>0</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Net migration</td>
<td>0</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>New household formation (2.50%)</td>
<td>31</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td><strong>Total Future Needs</strong></td>
<td></td>
<td>31</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>78</td>
<td>0</td>
</tr>
</tbody>
</table>

7.59

7.60
Split to 2030 in 5 year Time Periods

In terms of providing results by 5 year time periods, ORS has assumed that all current need is addressed in the first 5 years. In addition new household formation is apportioned over time based on a net new household formation rate of 2.50%. The figure for 2015-20 is made up of 20 from concealed households, 21 from the waiting list, 6 additional net movement from bricks and mortar, together with 9 new household formations. The remainder of the net new household formation is split between years 6-10 and 11-15 based on a net new household formation rate of 2.50%.

<table>
<thead>
<tr>
<th>Table 12</th>
<th>Additional pitch provision in Hackney in 5 Year Periods (Financial Year 01/04-31/03)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2015-2020</td>
</tr>
<tr>
<td>Hackney</td>
<td>56</td>
</tr>
</tbody>
</table>

Transit/Emergency Stopping Site Provision

Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks. An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which a Traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the Travellers.

The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same Local Authority area (or within the county in two-tier Local Authority areas). A suitable pitch on a relevant caravan site is one which is situated in the same Local Authority area as the land on which the trespass has occurred, and which is managed by a Local Authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan. Bricks and mortar housing is not a suitable alternative to a pitch.

Therefore, a transit site both provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments.

Evidence provided by stakeholders and data from the Council indicates that there are only a very small number of roadside encampments in Hackney each year and that these are almost all families passing through en route to another destination, visits to friends or family, or attending a specific event. Although there is no existing transit provision in Hackney ORS would not recommend any further transit provision at this time – although the Council should continue to closely monitor unauthorised encampments in partnership with neighbouring London Borough’s.
Need for Travelling Showpeople plots

Planning records and stakeholder interviews indicate that there is no current Travelling Showpeople provision in Hackney. As such this study recommends that there is no need for any provision for Travelling Showpeople to be made.
8. Conclusions

Introduction

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

Gypsy and Traveller Future Pitch Provision

8.2 Based upon the evidence presented in this study the estimated additional pitch provision needed for Gypsies and Travellers in Hackney to 2030 is **78 pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area.

8.3 The table below shows the provision needed in 5 year time periods to 2030. This is based upon addressing the current need in the first 5 years and then projecting forward household growth based on a net new household formation rate of 2.50%. The figure for 2015-20 is made up of 20 concealed households, 21 households from the waiting list, 6 additional households from bricks and mortar, and 9 new households. The remainder of the net new household formation is split between years 6-10 and 11-15 based on a net new household formation rate of 2.50%.

Table 13
Additional pitch provision in Hackney to 2030 (Financial Year 01/04-31/03)

<table>
<thead>
<tr>
<th></th>
<th>2015-2020</th>
<th>2020-2025</th>
<th>2025-2030</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hackney</td>
<td>56</td>
<td>10</td>
<td>12</td>
<td>78</td>
</tr>
</tbody>
</table>

Transit Sites

8.4 Evidence provided by stakeholders and data from the Council indicates that there are only a very small number of roadside encampments in Hackney each year and that these are almost all families passing through en route to another destination, visits to friends or family, or attending a specific event. Although there is no existing transit provision in Hackney ORS would **not recommend any further transit provision** at this time – although the Council should continue to closely monitor unauthorised encampments in partnership with neighbouring London Borough’s.

Travelling Showpeople Needs

8.5 This study recommends that there is **no need for any provision for Travelling Showpeople to be made**.
## Appendix A: Glossary of Terms

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Amenity block/shed</strong></td>
<td>A building where basic plumbing amenities (bath/shower, WC, sink) are provided.</td>
</tr>
<tr>
<td><strong>Bricks and mortar</strong></td>
<td>Mainstream housing.</td>
</tr>
<tr>
<td><strong>Caravan</strong></td>
<td>Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.</td>
</tr>
<tr>
<td><strong>Chalet</strong></td>
<td>A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.</td>
</tr>
<tr>
<td><strong>Concealed household</strong></td>
<td>Households, living within other households, who are unable to set up separate family units.</td>
</tr>
<tr>
<td><strong>Doubling-Up</strong></td>
<td>Where there are more than the permitted number of caravans on a pitch or plot.</td>
</tr>
<tr>
<td><strong>Emergency Stopping Place</strong></td>
<td>A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.</td>
</tr>
<tr>
<td><strong>Green Belt</strong></td>
<td>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.</td>
</tr>
<tr>
<td><strong>Household formation</strong></td>
<td>The process where individuals form separate households. This is normally through adult children setting up their own household.</td>
</tr>
<tr>
<td><strong>In-migration</strong></td>
<td>Movement into or come to live in a region or community</td>
</tr>
<tr>
<td><strong>Local Plans</strong></td>
<td>Local Authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.</td>
</tr>
<tr>
<td><strong>Out-migration</strong></td>
<td>Movement from one region or community in order to settle in another.</td>
</tr>
<tr>
<td><strong>Personal planning permission</strong></td>
<td>A private site where the planning permission specifies who can occupy the site and doesn’t allow transfer of ownership.</td>
</tr>
<tr>
<td><strong>Pitch/plot</strong></td>
<td>Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.</td>
</tr>
<tr>
<td><strong>Private site</strong></td>
<td>An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied</td>
</tr>
<tr>
<td><strong>Site</strong></td>
<td>An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots.</td>
</tr>
<tr>
<td>---------------------</td>
<td>---------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>Social/Public/Council Site</strong></td>
<td>An authorised site owned by either the local authority or a Registered Housing Provider.</td>
</tr>
<tr>
<td><strong>Temporary planning permission</strong></td>
<td>A private site with planning permission for a fixed period of time.</td>
</tr>
<tr>
<td><strong>Tolerated site/yard</strong></td>
<td>Long-term tolerated sites or yards where enforcement action is not expedient and a certificate of lawful use would be granted if sought.</td>
</tr>
<tr>
<td><strong>Transit provision</strong></td>
<td>Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.</td>
</tr>
<tr>
<td><strong>Unauthorised Development</strong></td>
<td>Caravans on land owned by Gypsies and Travellers and without planning permission.</td>
</tr>
<tr>
<td><strong>Unauthorised Encampment</strong></td>
<td>Caravans on land not owned by Gypsies and Travellers and without planning permission.</td>
</tr>
<tr>
<td><strong>Waiting list</strong></td>
<td>Record held by the local authority or site managers of applications to live on a site.</td>
</tr>
<tr>
<td><strong>Yard</strong></td>
<td>A name often used by Travelling Showpeople to refer to a site.</td>
</tr>
</tbody>
</table>
Appendix B: Gypsy and Traveller Sites in Hackney (December 2014)

<table>
<thead>
<tr>
<th>Site</th>
<th>Number Pitches or Plots</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public Sites</strong></td>
<td></td>
</tr>
<tr>
<td>Abbey Close</td>
<td>7</td>
</tr>
<tr>
<td>Ruby Close</td>
<td>8</td>
</tr>
<tr>
<td>St Theresa’s Close</td>
<td>7</td>
</tr>
<tr>
<td><strong>Private Sites with Permanent Permission</strong></td>
<td></td>
</tr>
<tr>
<td>None</td>
<td>0</td>
</tr>
<tr>
<td><strong>Private Sites with Temporary Permission</strong></td>
<td></td>
</tr>
<tr>
<td>None</td>
<td>0</td>
</tr>
<tr>
<td><strong>Tolerated Sites – Long-term without Planning Permission</strong></td>
<td></td>
</tr>
<tr>
<td>None</td>
<td>0</td>
</tr>
<tr>
<td><strong>TOTAL RESIDENTIAL PITCHES</strong></td>
<td>22</td>
</tr>
<tr>
<td><strong>Transit Sites</strong></td>
<td></td>
</tr>
<tr>
<td>None</td>
<td>0</td>
</tr>
<tr>
<td><strong>Travelling Showpeople Yards</strong></td>
<td></td>
</tr>
<tr>
<td>None</td>
<td>0</td>
</tr>
</tbody>
</table>
## Appendix C: Site Record Forms

### Gypsy & Traveller Accommodation Assessment – Site/Pitch Record

<table>
<thead>
<tr>
<th>General Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of Local Authority</td>
</tr>
<tr>
<td>Date of Site Visit</td>
</tr>
<tr>
<td>Time of Site Visit</td>
</tr>
<tr>
<td>Name of Interviewer(s)</td>
</tr>
<tr>
<td>Address and Pitch Number</td>
</tr>
<tr>
<td>Type of Site</td>
</tr>
<tr>
<td>Name of Family</td>
</tr>
<tr>
<td>Ethnicity of Family</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Family Demographics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Person 1</td>
</tr>
<tr>
<td>Sex</td>
</tr>
</tbody>
</table>

- How many caravans of the pitch?
- How many separate families or unmarried adults live on this pitch?
- Is there enough room on this pitch for everyone?
- If not, how many need a home of their own?
- How many of your children or grandchildren will need a home of their own in the next 5-10 years?
- If they live here now, will they want to stay on this site if they can?
- If not, where would they wish to move? (e.g. other Hackney site/other London site/outside of London site/other type of...
<table>
<thead>
<tr>
<th>Accommodation (including bricks and mortar) in Hackney/London/out of London</th>
</tr>
</thead>
<tbody>
<tr>
<td>If they do not live on this site, would they want to move on this site or another Hackney site if they could get a pitch?</td>
</tr>
<tr>
<td>How many people living here are on the waiting list for a pitch in Hackney? How long have they been on the waiting list for? Are you aware of anyone who is not on Hackney Homes Waiting List, and should / would like to be? Is so have you got their details or ask them to contact Hackney Homes Traveller Service?</td>
</tr>
<tr>
<td>Do you live here out of your own choice or because there was no other option?</td>
</tr>
<tr>
<td>Do you plan to move out in the next 5-10 years? If so why?</td>
</tr>
<tr>
<td>Where would you move to? (Hackney site, other London borough site, other type of accommodation (including bricks and mortar) in Hackney, other type of accommodation in London, outside of London etc.) Why?</td>
</tr>
<tr>
<td>If you or your children had to move into housing, what type of home would be suitable? (Flat/house/maisonette)</td>
</tr>
<tr>
<td>What are the things that would make your accommodation more suitable e.g. garden/ outside space, family members nearby etc.</td>
</tr>
<tr>
<td>Contacts for Bricks &amp; Mortar Interviews</td>
</tr>
<tr>
<td>Details of any friends or family living in bricks and mortar who want to move to a site</td>
</tr>
</tbody>
</table>
### Travelling

*Whether households travel, frequency and reasons for travelling.*  
*Length of travelling period and whether it is head of household travelling or whole family who travel.*  
*If not travelling, the reasons why not.*

### Any additional information

*Recent accommodation history, extent of lacking or sharing of basic amenities, any special educational needs/requirements, access to local services etc.*

### Site/Pitch Plan

*Sketch of Site/Pitch – any concerns?*
Appendix D: Bricks and Mortar Adverts

Dear Sir/Madam,

The London Borough of Hackney is currently updating its understanding of the accommodation needs of the Travelling Community in the area.

This information will help the Council make decisions to improve accommodation provision for Gypsies and Travellers in Hackney.

As part of this work the Council has commissioned Opinion Research Services (ORS), who are an independent social research company, to prepare a new Gypsy and Traveller Accommodation Assessment (GTAA) for Hackney.

As part of this study ORS have been visiting families living on Gypsy and Traveller Sites across Hackney.

To make sure ORS includes all members of the Travelling Community in this research they are also looking to speak with Gypsies and Travellers who live in bricks and mortar to discuss if they have any accommodation needs.

The London Gypsy and Traveller Unit and the Hackney Homes Traveller Manager are assisting the Council in informing Hackney Travellers know about the needs assessment and explaining what it is about. If you want to know more about this you can contact them at:
info@gtu.org.uk or 020 8333 2002
Angie.emmerson@hackney.gov.uk or 020 8356 5155.

If you or someone from your family could spare the time to speak with ORS and answer some simple questions. Anything you tell them will be kept confidential.

If you wish to take part, please contact Claire Thomas on (01792) 535337 or email claire.thomas@ors.org.uk.

Thank you for your help.
Opinion Research Services G/R/T Accommodation Assessments

25 March 2015 / Charles Newland

Gypsy, Traveller & Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country.

These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

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

- Bracknell Forest, Hackney, Haringey, Hinckley & Bosworth, Lewisham, North Somerset, Redcar and Cleveland, Royal Borough of Windsor and Maidenhead, and St Albans City and District.

Your views are very important to us.

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

Other Articles By Charles Newland

- Shamus McPhee’s ‘Aspects of Gypsy Traveller life’
- ‘Makeshifting: structures of mobility’
- G/R/T Poetry Night - London 15/04/2015
- ROMA NATION DAY 1pm Friday 10 April 2015
Remembrance Sunday draws showmen to London for 100th anniversary of the Great War

By Desmond FitzGerald

This year’s Remembrance Sunday Service on Sunday November 8, in front of the Cenotaph in London, is the 100th anniversary of the start of World War I. The service was attended by the Queen, who laid a wreath at the Cenotaph before attending the Royal Albert Hall concert. The Queen, along with several other members of the Royal Family, political leaders, members of the armed forces and volunteers, were among the volunteers who choose to plant some of the 800,000 poppies.

There were not enough volunteers to plant all the poppies, so the showmen brought their own poppies. The Queen then laid a wreath at the Cenotaph before attending the Royal Albert Hall concert. The Queen, along with several other members of the Royal Family, political leaders, members of the armed forces and volunteers, were among the volunteers who choose to plant some of the 800,000 poppies.

The showmen remembered too the fallen from their own company and the community, including London showman Richard Miller, the first showman to die in the Great War. He was reported to have been killed in action at the Battle of the Somme. The showmen were joined by the Royal British Legion, which has been organizing the annual Remembrance Sunday event since 1920.

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Appendix E: Technical Note on Household Formation and Growth Rates
Technical Note

Gypsy and Traveller Household Formation and Growth Rates

March 31st 2015
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 ......................................................................................................................
Household dissolution rates ....................................................................................................... 
Summary and conclusions ............................................................................................................
Household Growth Rates

Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.

2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).

3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.

4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.

5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher gross household formation rates. However, while their gross rate of household growth might be high, Gypsy and Traveller communities’ future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the net rate of household growth is the gross rate of formation minus any reductions in households due to such factors. Of course, it is the net rate that is important in determining future accommodation needs for Gypsies and Travellers.
7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished gross and net growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed ‘standard’ net growth rates of about 3% without sufficiently recognising either the range of factors impacting on the gross household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.

8. For example, in a study for the Office of the Deputy Prime Minister (‘Local Authority Gypsy and Traveller Sites in England’, 2003), Pat Niner concluded that net growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used net growth rates of 3% per annum without providing any evidence to justify the figure (For example, ‘Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009’).

9. However, the guidance of the Department of Communities and Local Government (‘Gypsy and Traveller Accommodation Needs Assessments: Guidance’, 2007) was much clearer in saying that:

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

10. The guidance emphasises that local information and trends should always be taken into account – because the gross rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a gross growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting net household growth rate that matters for planning purposes in assessing future accommodation needs.

11. The current guidance also recognises that assessments should use local evidence for net future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

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

   The previous Administration’s guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority’s own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure,’
12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of ‘standard’ precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about net household growth rates in order to provide a more robust basis for future assessments.

**Compound growth**

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

<table>
<thead>
<tr>
<th>Household Growth Rate per Annum</th>
<th>Time Taken for Household to Double</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.00%</td>
<td>23.5 years</td>
</tr>
<tr>
<td>2.75%</td>
<td>25.5 years</td>
</tr>
<tr>
<td>2.50%</td>
<td>28 years</td>
</tr>
<tr>
<td>2.25%</td>
<td>31 years</td>
</tr>
<tr>
<td>2.00%</td>
<td>35 years</td>
</tr>
<tr>
<td>1.75%</td>
<td>40 years</td>
</tr>
<tr>
<td>1.50%</td>
<td>46.5 years</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>Household Growth Rate per Annum</th>
<th>5 years</th>
<th>10 years</th>
<th>15 years</th>
<th>20 years</th>
<th>50 years</th>
<th>100 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.00%</td>
<td>116</td>
<td>134</td>
<td>156</td>
<td>181</td>
<td>438</td>
<td>1,922</td>
</tr>
<tr>
<td>2.75%</td>
<td>115</td>
<td>131</td>
<td>150</td>
<td>172</td>
<td>388</td>
<td>1,507</td>
</tr>
<tr>
<td>2.50%</td>
<td>113</td>
<td>128</td>
<td>145</td>
<td>164</td>
<td>344</td>
<td>1,181</td>
</tr>
<tr>
<td>2.25%</td>
<td>112</td>
<td>125</td>
<td>140</td>
<td>156</td>
<td>304</td>
<td>925</td>
</tr>
<tr>
<td>2.00%</td>
<td>110</td>
<td>122</td>
<td>135</td>
<td>149</td>
<td>269</td>
<td>724</td>
</tr>
<tr>
<td>1.75%</td>
<td>109</td>
<td>119</td>
<td>130</td>
<td>141</td>
<td>238</td>
<td>567</td>
</tr>
<tr>
<td>1.50%</td>
<td>108</td>
<td>116</td>
<td>125</td>
<td>135</td>
<td>211</td>
<td>443</td>
</tr>
</tbody>
</table>
In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

**Caravan counts**

Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, if plausible, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.

However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.

ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

<table>
<thead>
<tr>
<th>Date</th>
<th>Number of caravans</th>
<th>5 year growth in caravans</th>
<th>Percentage growth over 5 years</th>
<th>Annual over last 5 years.</th>
</tr>
</thead>
<tbody>
<tr>
<td>July 2014</td>
<td>20,035</td>
<td>2,598</td>
<td>14.90%</td>
<td>2.81%</td>
</tr>
<tr>
<td>Jan 2014</td>
<td>19,503</td>
<td>1,638</td>
<td>9.17%</td>
<td>1.77%</td>
</tr>
<tr>
<td>July 2013</td>
<td>20,911</td>
<td>3,339</td>
<td>19.00%</td>
<td>3.54%</td>
</tr>
<tr>
<td>Jan 2013</td>
<td>19,359</td>
<td>1,515</td>
<td>8.49%</td>
<td>1.64%</td>
</tr>
<tr>
<td>Jul 2012</td>
<td>19,261</td>
<td>2,112</td>
<td>12.32%</td>
<td>2.35%</td>
</tr>
<tr>
<td>Jul 2011</td>
<td>18,746</td>
<td>2,135</td>
<td>12.85%</td>
<td>2.45%</td>
</tr>
<tr>
<td>Jan 2011</td>
<td>18,571</td>
<td>2,258</td>
<td>13.84%</td>
<td>2.63%</td>
</tr>
<tr>
<td>Jul 2010</td>
<td>18,383</td>
<td>2,637</td>
<td>16.75%</td>
<td>3.15%</td>
</tr>
<tr>
<td>Jan 2010</td>
<td>18,134</td>
<td>2,271</td>
<td>14.32%</td>
<td>2.71%</td>
</tr>
<tr>
<td>Jul 2009</td>
<td>17,437</td>
<td>2,318</td>
<td>15.33%</td>
<td>2.89%</td>
</tr>
<tr>
<td>Jan 2009</td>
<td>17,865</td>
<td>3,503</td>
<td>24.39%</td>
<td>4.46%</td>
</tr>
<tr>
<td>Jul 2008</td>
<td>17,572</td>
<td>2,872</td>
<td>19.54%</td>
<td>3.63%</td>
</tr>
<tr>
<td>Jan 2008</td>
<td>17,844</td>
<td>3,895</td>
<td>27.92%</td>
<td>5.05%</td>
</tr>
</tbody>
</table>
The annual rates of growth in the number of caravans varies from slightly over 1% to just over 5% per annum, but there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). It is also possible, of course, that the growth of caravan numbers reflects the provision on some sites of rental accommodation for non-Gypsy and Traveller migrant workers.

In any case, there is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates.

### Modelling population growth

#### Introduction

The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together...
they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting ‘standard’ rates on the basis of precedent.

Migration effects

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

Population profile

23. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS’s own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time ‘Gypsy and Irish Traveller’ as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS’s extensive household surveys.

24. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the “year one” population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

Table 4
Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Number of People</th>
<th>Cumulative Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age 0 to 4</td>
<td>5,725</td>
<td>10.4</td>
</tr>
<tr>
<td>Age 5 to 7</td>
<td>3,219</td>
<td>16.3</td>
</tr>
<tr>
<td>Age 8 to 9</td>
<td>2,006</td>
<td>19.9</td>
</tr>
<tr>
<td>Age 10 to 14</td>
<td>5,431</td>
<td>29.8</td>
</tr>
<tr>
<td>Age 15</td>
<td>1,089</td>
<td>31.8</td>
</tr>
<tr>
<td>Age 16 to 17</td>
<td>2,145</td>
<td>35.7</td>
</tr>
<tr>
<td>Age 18 to 19</td>
<td>1,750</td>
<td>38.9</td>
</tr>
<tr>
<td>Age 20 to 24</td>
<td>4,464</td>
<td>47.1</td>
</tr>
<tr>
<td>Age 25 to 29</td>
<td>4,189</td>
<td>54.7</td>
</tr>
</tbody>
</table>
The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)

The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. Unfortunately, we know of no reliable national data on the fertility rates of the UK Gypsy and Traveller community so the modelling has to be inferential in using plausible (but never perfect) comparative data. One source is Hungary, where considerable detailed analysis has shown that its Roma population has a TFR of about 3. (For more information see: http://www.romaniworld.com/cessmod01.htm and http://www.tarki.hu/adatbank-h/kutjel/pdf/a779.pdf).

While it would be unsatisfactory to rely only on the Hungarian data (however well researched), it is significant that ORS's own survey data is consistent with a TFR of about 3. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). It is reasonable, then, to assume an average of three children per woman during her lifetime. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

Death rates

Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the net population growth cannot conceivably achieve 2% per annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total
population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

29. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.

30. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) ‘The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative’, University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS’s own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

Modelling outputs

31. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an ‘upper range’ rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an ‘upper range’ growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.

32. There are indications that these modelling outputs are well founded. For example, in the ONS’s 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.

33. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS’s modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.
**Household growth**

34. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).

35. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.

36. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS’s survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 5
*Age of Head of Household (Source: UK Census of Population 2011)*

<table>
<thead>
<tr>
<th>Age of household representative</th>
<th>All households in England</th>
<th>Gypsy and Traveller households in England</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of households</td>
<td>Percentage of households</td>
</tr>
<tr>
<td>Age 24 and under</td>
<td>790,974</td>
<td>3.6%</td>
</tr>
<tr>
<td>Age 25 to 34</td>
<td>3,158,258</td>
<td>14.3%</td>
</tr>
<tr>
<td>Age 35 to 49</td>
<td>6,563,651</td>
<td>29.7%</td>
</tr>
<tr>
<td>Age 50 to 64</td>
<td>5,828,761</td>
<td>26.4%</td>
</tr>
<tr>
<td>Age 65 to 74</td>
<td>2,764,474</td>
<td>12.5%</td>
</tr>
<tr>
<td>Age 75 to 84</td>
<td>2,097,807</td>
<td>9.5%</td>
</tr>
<tr>
<td>Age 85 and over</td>
<td>859,443</td>
<td>3.9%</td>
</tr>
<tr>
<td>Total</td>
<td>22,063,368</td>
<td>100%</td>
</tr>
</tbody>
</table>
37. The following table shows that the proportion of single person Gypsy and Traveller households is not
dissimilar to the wider population of England; but there are more lone parents, fewer couples without
children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data
suggest that Gypsy and Traveller households form at an earlier age than the general population.

<table>
<thead>
<tr>
<th>Household Type</th>
<th>All households in England</th>
<th>Gypsy and Traveller households in England</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of households</td>
<td>Percentage of households</td>
</tr>
<tr>
<td>Single person</td>
<td>6,666,493</td>
<td>30.3%</td>
</tr>
<tr>
<td>Couple with no children</td>
<td>5,681,847</td>
<td>35.7%</td>
</tr>
<tr>
<td>Couple with dependent children</td>
<td>4,266,670</td>
<td>19.3%</td>
</tr>
<tr>
<td>Couple with non-dependent children</td>
<td>1,342,841</td>
<td>6.1%</td>
</tr>
<tr>
<td>Lone parent: Dependent children</td>
<td>1,573,255</td>
<td>7.1%</td>
</tr>
<tr>
<td>Lone parent: All children non-dependent</td>
<td>766,569</td>
<td>3.5%</td>
</tr>
<tr>
<td>Other households</td>
<td>1,765,693</td>
<td>8.0%</td>
</tr>
<tr>
<td>Total</td>
<td>22,063,368</td>
<td>100%</td>
</tr>
</tbody>
</table>

38. ORS’s own site survey data is broadly compatible with the data above. We have found that: around 50% of
pitches have dependent children compared with 45% in the census; there is a high proportion of lone
parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One
possible explanation for the census finding a higher proportion of single person households than the ORS
surveys is that many older households are living in bricks and mortar housing (perhaps for health-related
reasons).

39. ORS’s on-site surveys have also found more female than male residents. It is possible that some single
person households were men linked to lone parent females and unwilling to take part in the surveys. It is
also well documented that adult Gypsy and Traveller males travel far more frequently than females for
work purposes. A further possible factor is that at any time about 10% of the male Gypsy and Traveller
population is in prison – an inference drawn from the fact that about 5% of the male prison population
identify themselves as Gypsies and Travellers (‘People in Prison: Gypsies, Romany and Travellers’, Her
Majesty’s Inspectorate of Prisons, February 2014) – which implies that around 4,000 Gypsies and Travellers
are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies
and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult
male population.

40. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30%
are single persons, there is limited potential for further reductions in average household size to increase
current household formation rates significantly – and there is no reason to think that earlier household
formations or increasing divorce rates will in the medium term affect household formation rates. While
there are differences with the general population, a 1.5% per annum Gypsy and Traveller population growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

### Household dissolution rates

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

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

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

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

### Summary and conclusions

43. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.

44. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

45. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above
2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.

The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.