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Elmbridge Borough Council Gypsy and Traveller Accommodation Assessment



**Final Report
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1. Executive Summary

Introduction and Methodology

- ^{1.1} The primary objective of this Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in the Borough of Elmbridge. The GTAA provides an evidence base which can be used to inform the preparation of local plans and make planning decisions for the period to 2031 to meet the requirements of Planning Policy for Traveller Sites (PPTS) for a 15 year assessment of need.
- ^{1.2} As well as updating the previous GTAA (2013), a key impetus for completing the study was the publication of a revised version of PPTS in August 2015. This included a change to the definition of Travellers for planning purposes.
- ^{1.3} The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Elmbridge through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community. A total of 19 interviews were completed with Gypsies and Travellers living on authorised and unauthorised sites, and a further 1 interview was completed with a household living on a Travelling Showpeople yard. Despite extensive efforts made to identify Gypsy and Traveller households to interview living in bricks and mortar only 1 interview was completed. In addition a total of 10 telephone interviews were completed with Officers from Elmbridge; Officers from neighbouring local authorities; and other local stakeholders including the Showmen’s Guild.
- ^{1.4} The fieldwork for the study was completed during March 2016, which was after the publication of the new PPTS. As a result of this change, questions to enable the determination of the travelling status of households were included in the household interviews.

Gypsy and Traveller Pitch Provision

- ^{1.5} Based upon the evidence presented in this study the estimated additional pitch provision needed to 2031 for Gypsies and Travellers in Elmbridge who meet the new definition of a Traveller is for **2 additional pitches**. This is for a household currently doubling-up on a site temporarily that is in need of a permanent pitch, together with household formation of 1 based on the demographics of the residents.
- ^{1.6} Whilst it was not possible to determine the travelling status of a total of 16 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the new definition as defined in PPTS.
- ^{1.7} Should further information be made available to the Council that will allow for the new definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 2 from

unauthorised pitches, by up to 3 from temporary pitches, and by up to 4 from new household formation (this uses a base of the 16 households and a net growth rate of 1.50%¹). Therefore additional need could increase by up to a further 9 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 16 'unknown' pitches are deemed to meet the new definition). However, as an illustration, if the national average of 10% of those interviewed and who met the new definition were to be applied, this could be as low as 1 additional pitch.

- 1.8 Whilst there is no current requirement to include the needs of Gypsies and Travellers who do not meet the 'planning' definition in the GTAA, provisions set out in the new Housing and Planning Act (2016) now include a duty for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the Strategic Housing Market Assessment (SHMA) process, and will form a subset of the wider need arising from households residing in caravans.
- 1.9 On this basis, suitable accommodation to meet the needs of the 18 households that were interviewed who do not meet the new definition will need to be considered under the Council's SHMA, plus a proportion of 'unknown' households who are unlikely to meet the definition.

Travelling Showpeople Plot Provision

- 1.10 The 1 Travelling Showperson household in Elmbridge does not meet the new definition of a Traveller. Analysis of the household interview indicates a need for **2 additional plots** through new household formation, and that both of these can be accommodated on the exiting yard. These should be addressed through the SHMA

Transit Provision

- 1.11 The 2013 GTAA recommended that there was not any need for the Council to consider providing a transit site due to very low numbers of unauthorised encampments. Information obtained during the stakeholder interviews and data in the Traveller Caravan Count confirm that there are still very low numbers of encampments and that there are effective processes already in place to deal with them. It is also understood that these encampments are short-term and transient in nature.
- 1.12 However it became apparent during the fieldwork that up to 20 pitches on private sites on Woodstock Lane South are being used as transit sites, but it was not possible to speak with the majority of residents to determine who they are, where they have come from, why they are staying in Elmbridge and how long they plan to stay.
- 1.13 It has been suggested by a number of organisations and individuals representing the Travelling Community that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling seeking to meet the new definition. This may well be the case but it will take some time for any changes to pan out. As such the use of historic

¹ The ORS *Technical Note on Population and Household Growth (2015)* has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS 2015 evidence base and there has not been sufficient time yet for this to happen.

- ^{1.14} It is recommended that whilst there has been an increase in the number of encampments recently, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- ^{1.15} A review of the evidence base relating to unauthorised encampments should be undertaken in Autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 including, attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- ^{1.16} In the short-term the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. This can also include additional work to identify the circumstances of households staying on unauthorised transit sites on Woodstock Lane South.

2. Introduction

The Study

- 2.1 Opinion Research Services (ORS) were appointed by Elmbridge Borough Council (EBC) in January 2016 to complete a robust and up-to-date needs assessment of accommodation for Gypsies, Travellers and Travelling Showpeople for the period 2016-2031. This was a joint appointment that included separate GTAA studies for Reigate & Banstead Borough Council and Tandridge District Council, along with the development of a Joint Methodology for the three Councils.
- 2.2 The study provides an evidence base to enable EBC to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012, Planning Practice Guidance (PPG), and PPTS 2015. It has also taken into consideration more recent changes that were introduced in the Housing and Planning Act (2016).
- 2.3 The GTAA provides a robust assessment of potential need for Gypsy, Traveller and Travelling Showpeople accommodation within Elmbridge. It is a credible evidence base which can be used to aid the preparation of local plans and to make planning decisions to 2031. As well as seeking to identify whether there are any current and future permanent accommodation needs, it also identifies whether or not EBC 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 Romany Gypsies), Irish Travellers, New (Age) Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).
- 2.5 The baseline date for the study is **March 2016** which was when all of the household interviews were completed.

Definitions

- 2.6 The current 'planning' definition for a Gypsy, Traveller or Travelling Showperson is set out in PPTS (2015). The previous definition set out in the Housing Act (2004) was repealed by the Housing and Planning Act (2016).
- 2.7 In their response to the consultation on Planning and Travellers that resulted in the revised PPTS being published, the Department for Communities and Local Government (DCLG) stated that the Government would, when parliamentary time allows, seek to amend primary legislation to clarify the duties of local authorities to plan for the housing needs of their residents. This is set out in the Housing and Planning Act (2016) which omits sections 225 and 226 of the 2004 Housing Act.
- 2.8 Provisions set out in the Housing and Planning Act 2016 now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where

houseboats can be moored. Draft Guidance² related to this section of the Housing and Planning Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy and Traveller households who do not meet the new ‘planning’ definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans.

- ^{2.9} Another key issue is that there may also be Romany, Irish and Scottish Travellers who no longer travel so will not fall under the Planning or Housing definition, but Councils may still need to meet their needs through the provision of culturally suitable housing under the requirements of the Equality Act 2010.
- ^{2.10} In summary this means that Councils will need to ensure that the relevant obligations under the Equality Act 2010 and the Public Sector Equality Duty are being met when dealing with a request made by Romany Gypsies, Irish and Scottish Travellers for culturally appropriate housing.

The ‘Planning Definition’ in PPTS

- ^{2.11} For the purposes of the planning system, the definition was changed in the revised PPTS. The new definition is set out in Annex 1 and states that:

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

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

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

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

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

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

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

² “Draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats.” (March 2016)

- ^{2.12} The key change that was made to both definitions was the removal of the term persons... “*who have ceased to travel permanently*”. Meaning that those who have ceased to travel permanently will not now fall under the planning definition of a Traveller for the purposes of assessing accommodation need in a GTAA.

Definition of Travelling

- ^{2.13} One of the most important questions that GTAAs will need to address in terms of applying the new definition is *what constitutes travelling?* This has been determined through case law that has tested the meaning of the term ‘*nomadic*’.
- ^{2.14} **R v South Hams District Council (1994)** – defined Gypsies as “*persons who wander or travel for the purpose of making or seeking their livelihood (not persons who travel from place to place without any connection between their movements and their means of livelihood.)*” This includes ‘born’ Gypsies and Travellers as well as ‘elective’ Travellers such as New Age Travellers.
- ^{2.15} In **Maidstone BC v Secretary of State for the Environment and Dunn (2006)**, it was held that a Romany Gypsy who bred horses and travelled to horse fairs at Appleby, Stow-in-the-Wold and the New Forest, where he bought and sold horses, and who remained away from his permanent site for up to two months of the year, at least partly in connection with this traditional Gypsy activity, was entitled to be accorded Gypsy status.
- ^{2.16} In **Greenwich LBC v Powell (1989)**, Lord Bridge of Harwich stated that a person could be a statutory Gypsy if he led a nomadic way of life *only seasonally*.
- ^{2.17} The definition was widened further by the decision in **R v Shropshire CC ex p Bungay (1990)**. The case concerned a Gypsy family that had not travelled for some 15 years in order to care for its elderly and infirm parents. An aggrieved resident living in the area of the family’s recently approved Gypsy site sought judicial review of the local authority’s decision to accept that the family had retained their Gypsy status even though they had not travelled for some considerable time. Dismissing the claim, the judge held that a person could remain a Gypsy even if he or she did not travel, provided that their nomadism was held in abeyance and not abandoned.
- ^{2.18} That point was revisited in the case of **Hearne v National Assembly for Wales (1999)**, where a traditional Gypsy was held not to be a Gypsy for the purposes of planning law as he had stated that he intended to abandon his nomadic habit of life, lived in a permanent dwelling and was taking a course that led to permanent employment.
- ^{2.19} **Wrexham County Borough Council v National Assembly of Wales and Others (2003)** determined that households and individuals could continue to lead a nomadic way of life with a permanent base from which they set out from and return to.
- ^{2.20} It is ORS’ understanding that the implication of these rulings in terms of applying the new definition is that it will only include those **who travel for work purposes and in doing so stay away from their usual place of residence**. It can include those who have a permanent site or place of residence, but that it will not include those who travel for purposes other than work – such as visiting horse fairs and visiting friends or relatives. It will in the view of ORS also not cover those who commute to work daily from a permanent place of residence.

- ^{2.21} This approach was endorsed by a Planning Inspector in a recent Decision Notice for an appeal in East Hertfordshire (Appeal Ref: APP/J1915/W/16/3145267). A summary can be seen below.

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

- ^{2.22} In our view it will also be the case that a household where some family members travel for nomadic purposes on a regular basis, but where other family members stay at home to look after children in education, or other dependents with health problems etc. the household unit would be defined as travelling under the new definition.
- ^{2.23} Households will also fall under the new definition if they can provide information that they have ceased to travel temporarily as a result of their own or their family’s or dependants’ educational or health needs or old age. In order to have ceased to travel temporarily these households will need to provide information that they have travelled in the past. In addition households may also have to provide information that they plan to travel again in the future.

Legislation and Guidance for Gypsies and Travellers

- ^{2.24} Decision-making for policy concerning Gypsies, Travellers and Travelling Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following key pieces of legislation and guidance are relevant when developing policies relating to Gypsies, Travellers and Travelling Showpeople:
- » The Housing and Planning Act, 2016
 - » Planning Policy for Traveller Sites (PPTS), 2015
 - » National Planning Policy Framework (NPPF), 2012
 - » Planning Practice Guidance (PPG), 2014
 - » Equality Act (2010)
- ^{2.25} The primary guidance for undertaking the assessment of housing need for Gypsies, Travellers and Travelling Showpeople is set out in the revised PPTS that was published in August 2015. It should be read in conjunction with the NPPF. In addition the Housing and Planning Act makes provisions for the assessment of need for those Gypsy, Traveller and Travelling Showpeople households living on sites and yards who do not meet the new ‘planning’ definition – through the assessment of all households living in caravans.

Planning Policy for Traveller Sites (PPTS) 2015

^{2.26} The revised PPTS, which came into force in August 2015, sets out the direction of Government policy. As well as introducing the new definition of a Traveller, PPTS is closely linked to the NPPF. Among other objectives, the aims of the policy in respect of Traveller sites are (PPTS Paragraph 4):

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

^{2.27} In practice, the document states that (PPTS Paragraph 9):

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

^{2.28} PPTS goes on to state (Paragraph 10) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets.*
- » *Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.*
- » *Consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning*

authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries).

- » *Relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.*
- » *Protect local amenity and environment.*

^{2.29} Local Authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites. However, PPTS also notes in Paragraph 11 that:

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

The Elmbridge Local Plan

^{2.30} The Elmbridge Core Strategy 2011 is the principal planning document that currently sets out the vision, spatial strategy and core policies that are used for shaping future development in the Borough up to 2026. Policy CS22 deals with Gypsy, Traveller and Travelling Showpeople provision.

CS22 - Gypsies, Travellers and Travelling Showpeople

1. To meet the identified need for Gypsy, Traveller and Travelling Showpeople pitches within the Borough, as set out in the most up-to-date Gypsy and Traveller Accommodation Assessment, sufficient sites will be allocated within future DPDs that address site allocations.

In allocating sites and for the purpose of considering planning applications relating to sites not identified in future DPDs that address site allocations, the following criteria will need to be satisfied:

-safe and convenient vehicular and pedestrian access to the site can be provided.

-there is easy and safe access to the strategic road network for Travelling Showpeople sites and the site does not generate traffic of an amount or type inappropriate for the roads in the area;

-the site is able to accommodate on site facilities for the parking and manoeuvring of vehicles (including exiting in forward gear) and storage, play and residential amenity space;

-the site is located within a reasonable distance by foot and/or public transport of local facilities and services, including schools and health facilities; and

-the site is environmentally acceptable and compatible with neighbouring land uses.

2. A sequential approach which prioritises the use of previously developed land in sustainable locations within urban areas will be taken to identifying sites for Gypsies, Travellers and Travelling Showpeople (also see CS2-Housing provision, location and distribution). The Council will consider the development of sites for Gypsies, Travellers and Travelling Showpeople in the Green Belt in accordance with PPG2. 3. Existing authorised Gypsy, Traveller and Travelling Showpeople sites will be safeguarded, unless they are no longer required to meet identified need.

^{2.31} In light of the recent changes to national policy and guidance, including those set out above, the Council has agreed to prepare a new Local Plan. Guiding the direction of new development in the Borough up to 2035, the new Local Plan will set targets for the delivery of different types of development, provide locations as to where this will happen and establish where existing uses should be protected. The purpose of this GTAA is to inform the preparation of the new Local Plan, helping to establish what new pitch and plots targets should be.

3. Methodology

Background

- ^{3.1} As part of the overall commission, a Joint Methodology has been prepared that has also been used to complete separate GTAA's for Reigate & Banstead Borough Council and Tandridge District Council. This sets out the overall methodological approach that has been followed to complete the assessment of housing need for all three councils. A copy of the methodology can be found in **Appendix A**.
- ^{3.2} This joint approach was based on the methodology that ORS have been continually refining over the past 10 years for undertaking robust and defensible Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This methodology was updated recently in light of changes to PPTS in August 2015, as well as responding to recent changes set out by Planning Ministers, with particular reference to new household formation rates³. This is an evolving methodology that has also been adaptive to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals.
- ^{3.3} The approach currently used by ORS was considered in April 2016 by the Planning Inspector for the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy who concluded:
- 'The methodology behind this assessment included undertaking a full demographic study of all occupied pitches, interviewing Gypsy and Traveller households, including those living in bricks and mortar accommodation, and considering the implications of the new Government policy. On the evidence before me, I am satisfied that the assessment has been appropriately carried out, and there is no reason for me to dispute the figures.'*
- ^{3.4} The revised PPTS published in August 2015 contains a number of requirements for local authorities which must be addressed in any methodology. This includes the need to pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves); identification of permanent and transit site accommodation needs separately; working collaboratively with neighbouring local planning authorities; and establishing whether households fall within the new definition for Gypsies, Travellers and Travelling Showpeople.
- ^{3.5} In summary this included the following key stages:
- » Desk-Based Review
 - » Stakeholder Engagement
 - » Working Collaboratively with Neighbouring Planning Authorities
 - » Survey of Travelling Communities
 - » Engagement with Bricks and Mortar Households

³ <http://www.local.gov.uk/documents/10180/49948/BL+response+on+GTAA+010414.pdf/df2bd5c-bb0c-4681-a530-43a75bef9c17>

- » Applying the New Definition
- » Calculating Current and Future Need
- » Transit Provision
- » Final Outcomes

^{3.6} When finalising the Joint Methodology it was sent to neighbouring councils, all Surrey councils and relevant stakeholders with a request for any comments on the approach proposed. Comments received were of a minor nature and largely to do with the process of carrying out the study rather than the methodology itself.

4. Gypsy, Traveller and Travelling Showpeople Sites and Population

Introduction

- 4.1 One of the main considerations of this study is the provision of evidence to support the delivery of pitches and plots to meet the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople.
- 4.2 For Gypsies and Travellers a pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans (one often being a chalet / mobile home) and an amenity block, 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 Elmbridge.
- 4.3 The public and private provision of mainstream housing is largely mirrored when considering Gypsy and Traveller accommodation. One common form of 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 is private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally the majority of Travelling Showpeople yards are privately owned and managed.
- 4.5 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 or negotiated stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.
- 4.6 Further forms of accommodation 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 and do not have planning permission.

Sites and Yards in Elmbridge

- 4.7 In Elmbridge there is 1 public site (16 pitches); 6 private sites (21 pitches); 1 site with temporary permission (4 pitches); 1 unauthorised site (2 pitches); and 1 private Travelling Showpeople yard with 1 plot. There does also appear to be some unauthorised transit provision. Further details can be found in Chapter 6 and **Appendix B**.

Figure 1 - Total amount of provision in Elmbridge (March 2016)

Category	Sites/Yards	Pitches/Plots
Private with permanent planning permission	6	21
Private sites with temporary planning permission	1	4
Public sites (Council and Registered Providers)	1	16
Public transit provision	0	0
Private transit provision	0	0
Travelling Showpeople yards	1	1
Unauthorised sites	1	2

Census Data

- 4.8 The 2011 Census identified the following in Elmbridge:
- » 55 Gypsy and Traveller households who live in bricks and mortar accommodation, of which 37 live in a house or bungalow and 18 live in a flat.
 - » 2 Gypsy and Traveller households who live on sites.
- 4.9 Given the number of sites in the Borough as set out in Figure 1, the Census is clearly an underestimate of the number of Gypsies and Travellers residing on pitches in Elmbridge. It is also acknowledged that it is an underestimate of the number of households living in bricks and mortar. The 2011 Census was the first that included Gypsies or Irish Traveller as a specific ethnic group and it is well documented⁴ that many households were cautious about identifying themselves officially as Gypsies or Irish Travellers. In addition there was not an option for Romany Gypsies to tick on the Census form.

Caravan Count

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

⁴ 2011 Census analysis: What does the 2011 Census tell us about the characteristics of Gypsy or Irish travellers in England and Wales? ONS (2014)

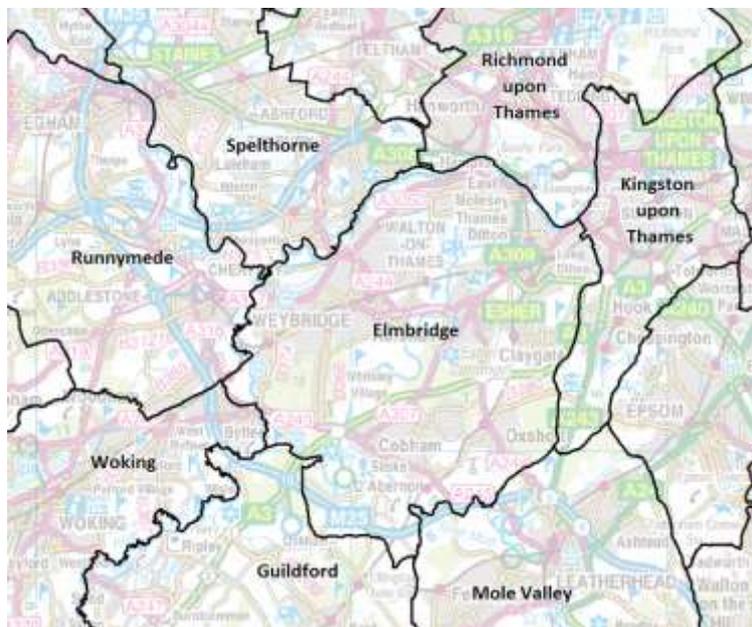
^{4.11} As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the Local Authority on a specific day, and any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from sites on the day of the count will not be included but should be recorded elsewhere by the local authority's area in which they are located at the time. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose. However the Caravan Count data has been used to support the identification of the need to consider the future provision of transit sites, as set out in Chapter 7.

5. Stakeholder Engagement

Introduction

- 5.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites 2015 (PPTS) and the methodology used in other GTAA studies, ORS undertook a stakeholder engagement programme to complement the information gathered through interviews with members of the Travelling Community. This consultation took the form of telephone interviews which were tailored to the role of the individual and questionnaires tailored to the nature of the recipient.
- 5.2 The aim of these interviews and questionnaires was to obtain an understanding of: current provision and possible future need; short-term encampments and transit provision; and cross-border issues.
- 5.3 Importantly, stakeholders who are in contact with members of the travelling community (particularly those in bricks and mortar or who are not known to the Council) were asked if they could inform them that the study is taking place and provide them with details about how they could participate in a confidential telephone interview with a member of the ORS research team.
- 5.4 With regard to internal EBC stakeholders, ORS interviewed one officer.
- 5.5 In terms of stakeholders external to EBC, as stated in PPTS, Local Authorities have a duty to cooperate on strategic planning issues that cross administrative boundaries (S.110 Localism Act 2011). In order to explore issues relating to cross boundary working, ORS interviewed a representative in each of the following neighbouring boroughs and districts:

- » Guildford Borough Council
- » Royal Borough of Kingston upon Thames
- » Mole Valley District Council
- » London Borough of Richmond upon Thames
- » Runnymede Borough Council
- » Spelthorne Borough Council
- » Woking Borough Council



- 5.6 ORS also liaised with Brighter Futures for Gypsy Roma Travellers and Surrey Gypsy Traveller Communities Forum throughout the Study. A representative of the Showmen's Guild also took part in the Study. Friends Families and Travellers were invited to take part in the Study but they felt they could not offer any assistance on this occasion. The Council also contacted the Gypsy Council to see if they would like to participate in the interviews but they did not respond.

- 5.7 The number of interviews undertaken is viewed to be satisfactory and consistent with similar Gypsy and Traveller Accommodation Assessments (GTAAs) that ORS have completed.
- 5.8 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used.
- 5.9 The first section provides the response from key stakeholders and council officers from the study area and neighbouring authorities. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their Council or organisation. Following this section, the response from community and representative organisations are presented.

Views of an Elmbridge Borough Council Officer

Accommodation Need

- 5.10 With regard to overall accommodation need in Elmbridge, the Officers' views were as follows:
- » There is one public site in Elmbridge which is managed by the County Council on behalf of the Local Authority. The County Council is however reviewing the management arrangements in place and there is some concern as to how the site will be managed in the future should the situation change.
 - » The Officer felt it is probable that the study will identify a need for additional public provision given the existence of the public site.
 - » There are seven authorised private sites in the Borough and one site with four pitches that has been granted temporary planning permission. The Borough has not provided any additional provision for some time.
 - » There is one site for Travelling Showpeople in the Borough that is principally used for the storage of funfair equipment over the winter months. The site appears to have been reoccupied after a period of absence.
 - » One Showman, from outside the area, has been in contact with the Council and has expressed interest in purchasing land and developing a site in the area primarily for his daughter.

Short-term Roadside Encampments and Transit Provision

- 5.11 With regard to short-term roadside encampments and transit provision, an officer provided the following narrative and view:
- » There were an unusually high number of short-term roadside encampments in the past year (2015). Over a four month period there were regular updates regarding approximately seven families who would move from one unauthorised encampment to another within the Borough. Some of the families were travelling through the area, others were commuting to and from London to attend hospital appointments and others were just travelling and stopping in car parks and open spaces looking for a permanent residence.

- » The officer could not provide a reason why the numbers of encampments increased last year in comparison to previous years. The Epsom Derby which generally attracts high numbers of Travellers to the area around the summer months was not considered to be a contributing factor as over the last few years, Epsom & Ewell Borough Council has provided transit provision during the event which has reduced the numbers of roadside encampment during that period across the local area.
- » The officer felt that the results of the GTAA study would influence whether there is any discussion around transit provision however, there could be a tendency to favour emergency stopping places as opposed to transit sites, given the general concern that a site would evolve into permanent provision.

Cross-border Issues and the Duty to Cooperate

^{5.12} With regard to cross-border issues and the Duty to Cooperate, an officer provided the following narrative and views:

- » The officer explained that Gypsy and Travellers living across the Surrey area tend to have links across the County and tend to want to stay in the area. Indeed, many of those families living in Elmbridge have strong links with those living in Runnymede Borough, particularly in Addlestone and Chertsey. There are also families in Claygate that are related to those in Mole Valley District, in the Leatherhead and Fetcham area.
- » Discussions at various Surrey-wide officer meetings have taken place to seek agreement for an updated methodology and potential joint study for all eleven Surrey boroughs and districts. These were unsuccessful however as other authorities are at different stages of their Local Plan making process. Others consider a new methodology should not be produced until some certainty is given by the Government as to the approach to be taken following the revocation of 2007 Gypsy and Traveller Accommodation Needs Assessment Guidance.
- » Elmbridge have undertaken a joint methodology with Reigate and Banstead Borough Council and Tandridge District Council to assess the needs of Travellers in their respective local authority areas to ensure that their evidence base is up to date and consistent with the PPTS (2015).
- » When preparing their evidence base documents, the Borough Council has committed to consulting on all their methodologies and draft studies when potential strategic and cross-boundary issues have been identified.
- » The officer felt that site delivery would need to be carefully explored and prioritised once they receive the results of the GTAA as, site identification was often difficult with limited suitable and available sites forthcoming.

Views of Officers in Neighbouring Authorities

Guildford Borough Council

^{5.13} With regard to overall **accommodation need** in Guildford, the views of the officer interviewed were as follows:

- » Within the Borough there are approximately 38 authorised private pitches and 35 public pitches and 12 Travelling Showpeople plots.
- » There are two unauthorised sites that have been tolerated for over 10 years, there are 17 traveller pitches with temporary planning permissions located within the Green Belt.
- » Since June 2012, the Council has granted permission for 16 new permanent traveller pitches. A further two pitches have been recommended for approval and the permission for these will be formally granted once a section 106 agreement has been signed. Included within this figure are five public pitches which have been built and are now occupied.
- » The Traveller Accommodation Assessment (June 2012) identified a need for 43 pitches in Guildford Borough between 2012 and 2017. Taking into account subsequent planning approvals there remains a need for 25 pitches by June 2017. There is an additional need for at least 14 further pitches between 2017 and 2022 and 16 pitches between 2022 and 2027.
- » The Traveller Assessment did not identify any need for transit sites.

^{5.14} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » The officer was aware that neighbouring local authorities should assess the level of need in a consistent and comparable way, and work towards identifying suitable Traveller pitches and plots to meet that identified need.
- » It was felt that the Borough had worked collaboratively with other Surrey authorities and highlighted the Surrey wide methodology (which was used as the basis of the Accommodation Assessment June 2012) and subsequent and more recent meetings.

The Royal Borough of Kingston upon Thames

^{5.15} With regard to overall **accommodation need** in Kingston upon Thames the views of the officer interviewed were as follows:

- » Within the Borough there are 21 pitches (18 at Swallow Park, Hook Rise North Tolworth and 3 at Clayton Road, Chessington).
- » The officer could not offer any comment as to what extent this provision is meeting the need but felt that taking into account the natural growth of the community it is likely that the needs have grown. The last GTAA was undertaken in 2008 as part of the pan-London study and current and future needs will be identified through an updated GTAA.

- » The officer was not aware of any short-term roadside encampments or unauthorised sites.
- » Following adoption of the Core Strategy, the Council began developing a Site Allocations Development Plan Document (DPD) and a Gypsy and Traveller DPD however neither document was finalised. No sites have therefore been allocated to accommodate growth in the Gypsy and Traveller community. The Council now has an adopted programme in place through the Local Development Scheme (LDS) to develop a Local Plan in 2019. A new GTAA will be undertaken as part of the Local Plan preparation.
- » There is also a requirement now to be more proactive about identifying sites and to have regard to permission in principle and the brownfield register, therefore the Council will be looking at potential sites. This will be difficult as the Council is aware that the housing needs are increasing, and there has been a recent significant increase in the London Plan general housing target (100%).

^{5.16} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » The officer was not aware of any cross border issues. The Borough is current carrying out a Strategic Market Housing Assessment with three Surrey Authorities (which includes Elmbridge), so there are strong connections there and they will seek to agree a common methodology with their neighbours when assessing the need for Gypsy and Traveller provision and identifying site provision.
- » Potentially one of the roles of the Land Availability Assessment will be to look at what sites might be appropriate for Gypsy and Traveller provision. In the same way that Elmbridge engaged with the Borough about their Land Availability Assessment, they will also look to do the same to ensure there is cross border agreement on methodology.
- » The Council will look to engage with their neighbours and they are currently preparing a Duty to Cooperate statement which will set out how the Council will engage with their neighbours over the course of the Local Plan period (18 months to two years). This will be circulated to Elmbridge and other neighbours and they will be invited to provide feedback.

Mole Valley District Council

^{5.17} With regard to overall **accommodation** need in Mole Valley, the views of the officer interviewed were as follows:

- » Within the District there are four public sites with a total of 20 pitches which are managed by Surrey County Council. There are six privately owned sites which have 10 pitches between them. One of the private sites was granted temporary planning permission for 3.5 years in December 2016.
- » There are two sites (one public and one private) where planning permission has been granted for one additional pitch. However, neither has yet been built. Also, following a recent appeal, permission for two private pitches have been granted. A further

proposal for four private pitches on another site was recently refused planning permission and has been dismissed at appeal.

- » There are three yards for Travelling Showpeople.
- » Council policy favours smaller sites; on average sites contain one to four pitches, the largest site in the area is a public site with ten pitches.
- » However, due to overcrowding on existing sites the 2013 GTAA identified a need for an additional 44 pitches for Gypsy and Travellers and five for Travelling Showpeople up to 2026. The study alerted the Council about a number of families that were doubled up and of large families with growing children (including children living at the site which had temporary planning permission).
- » From 2012 to 2014 the District was working on the 'Housing and Traveller Sites Plan'. This Site Allocation Document was based on a Core Strategy policy commitment to undertake a Green Belt Review to meet identified housing needs. However, in 2014 Councillors agreed that greater weight would be given to Green Belt land and therefore the work on the Site Allocations Plan was terminated.
- » The area is not a traditional stopping place for Gypsies and Travellers mainly due to the lack of motorway access, other than in the very north of the District. Therefore, there are few instances of short-term roadside encampments; those who do occasionally visit the area tend to move on after one to two nights. The GTAA therefore did not identify a need for a transit site.

^{5.18} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » The District has held officer-level discussions with Elmbridge, Reigate and Banstead, and Tandridge to discuss and consider joint working with neighbouring authorities. However, the District decided against this due to the uncertainty around the new planning definition (August 2015) and they have opted to wait and assess the implications this change will have on the identified future need. There is a GTAA review planned to go ahead in 2017; this will inform a new Local Plan which will be submitted in 2018.
- » The officer was not aware of any cross border issues which requires much cooperation with neighbouring authorities. Surrey authorities can attend the Surrey and Gypsy and Traveller Forum to discuss Gypsy and Traveller issues and this provides on-going dialogue.
- » The officer explained that the District would like to be kept informed of what is happening in neighbouring boroughs and districts and acknowledged that they are all in a similar position insofar as the high level of Green Belt land makes it difficult to meet the additional needs of Gypsies and Travellers.

Spelthorne Borough Council

^{5.19} With regard to overall **accommodation** need in Spelthorne, the views of the officer interviewed were as follows:

- » There is a mix of temporary and permanent sites across the Borough however; most of the Gypsies and Travellers in the borough live in Bricks and Mortar.
- » There are five Gypsy and Traveller sites. There is one local authority site at Shepperton which has 11 pitches. There is a small family owned private site at Stanwell Moor, near to the airport, called Ponderosa, which has eight permanent and 15 transit pitches. There are three other sites with single caravans. There was another site at Horton Road which was moved within the Slough border as a result of a boundary change.
- » There are four long established Travelling Showpeople sites within the Borough with a total of three to four units. The Borough is currently involved in one enforcement and injunction case involving one extended family who is currently residing on a highway verge owned by Highways England. The family are not originally from the Spelthorne area and had previously been on the road in Guildford.
- » A small number of short-term encampments occur over the course of the year; usually around the time of the Epsom Derby. There is no pattern and the numbers can vary from none to one encampment with a group of 15 or more caravans. As a result, the officer felt that transit provision was not required.
- » The Borough will be commissioning a GTAA in the near future although the officer did point out that aside from the one enforcement case there was little evidence that the need is not being met within the Borough.

^{5.20} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » The officer was not aware of any cross border issues however, did believe that the Surrey authorities worked closely together.

London Borough of Richmond upon Thames

^{5.21} With regard to overall **accommodation** need in Richmond, the views of the officer interviewed were as follows:

- » There is currently one authorised site in the borough at Bishops Grove in Hampton which has 12 pitches, managed by Richmond Housing Partnership (RHP). Residents on the site all have an Irish Traveller ethnicity.
- » The Council has liaised with and asked RHP to undertake surveys of occupants on the site in 2013 and 2015 to understand existing and future needs. The initial research suggests that additional pitches are not needed in the short term, although there is a need to protect existing pitches as needs will be met through the existing site.
- » There is no history of Travelling Showpeople having sites or winter sites in the borough.
- » The Publication Consultation on the Council's revised Local Plan took place in January – February 2017.

^{5.22} With regard to the subject of **cross border issues** and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » At our recent Duty to Cooperate meeting in January 2016 with Elmbridge, it was noted that Gypsies and Travellers from Surrey tend to stay within Surrey travelling up and down towards the coast and not crossing into Greater London, and there doesn't appear to be a cross boundary issue.

Runnymede Borough Council

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

- » There is a mixture of private and public provision, as well as some provision for Travelling Showpeople.
- » Short-term unauthorised encampments are rare, although there were a few which occurred two to three years ago.
- » The Borough, with the support of Friends, Family and Travellers (FFT), carried out an accommodation assessment in 2014. The officer explained that even with the support of FFT the final response rate was around 30 to 40% of the total population which was considered to be disappointing. The GTAA identified a need for an additional 117 pitches over 15 years (71 in years 1 to 5), which the Council will aim to meet through the Local Plan process. The Council is intending to take the Issues and Options to public consultation during June to August.

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

- » The officer strongly believed that Boroughs should take a cross border approach to providing accommodation for Travellers; however it was felt this approach has recently weakened as a result of some of the Surrey authorities breaking away from the Surrey wide GTAA methodology.
- » The officer felt the Borough would be in a stronger position during planning appeals if it could state that 'this is the Surrey view' whereas now only half the County uses this approach.

Woking Borough Council

5.25 With regard to overall accommodation need in Woking, the views of the officer interviewed were as follows:

- » There is one public site which is managed by the County Council and has 16 pitches. There are two authorised private sites in the area with a total of 16 pitches. There is an additional planning permission for two temporary pitches that is yet to be implemented.
- » Illegal encampments are not a particular issue in Woking.
- » The GTAA (2013) identified a need for an additional 19 pitches by 2027; the need up to the start of 2017 has already been met. There are also proposed allocations in the Site Allocations DPD for an additional nine pitches for the period 2027 to 2040.

^{5.26} With regard to the subject of **cross border** issues and the **Duty to Cooperate**, the views of the officer interviewed were as follows:

- » Whilst it will be difficult to achieve, officer felt there could be a pan Surrey approach to identifying a strategic transit site for Travellers moving through the area. Woking will be happy to engage with all the other Surrey authorities to discuss this. The officer had no concerns with Elmbridge using an alternative GTAA methodology but added that the majority of Surrey authorities had decided to wait for clarification around the definition of a Traveller for planning policy purposes before commencing a review of the Accommodation Assessment.

Response from the Showman's Guild (London Section)

^{5.27} As part of the stakeholder engagement ORS spoke with a representative of the Showman's Guild of Great Britain.

- » The representative was unaware of any sites in Elmbridge. ORS have undertaken GTAAs across the UK and regularly consult with organisations which promote and support Travelling Showpeople. Across the country Travelling Showpeople sites are said to be overcrowded with a requirement for small expansions for family growth and most sites have reached maximum capacity.
- » There is also a lack of site accommodation in the south east of England and where sites meet the site criteria, the local planning authority should base any decision on the need for additional sites regionally not locally. The key factors should be suitability of sites, sustainability, and access to transport links and not whether or not families can prove a specific local link.
- » The representative agreed that it is difficult to source sites which are both affordable and suitable. The Guild's view is that it is less onerous to look at existing sites and to explore whether surrounding land can be purchased to enable a small expansion. This will have the least impact on local communities and would allow families to remain together.
- » The Guild suggested that new yards would ideally contain between six to eight plots. Any smaller and this would become unsustainable as people could be left isolated when people are away, any larger and it can be intrusive and puts additional demands on local services. The average size of each plot is ½ an acre per plot and the Showmen's Guild has designed a model design for both a smaller and larger site which is available on its website.

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, Traveller and Travelling Showpeople population living on sites and yards in the study area, as well as attempts to interview households living in bricks and mortar. This aimed to identify current households with housing needs and to assess likely future housing need from within existing households, to help judge the need for any future site provision.
- 6.2 Through the desk-based research and stakeholder interviews ORS identified 1 public site, 6 private sites, 1 temporary site, 1 unauthorised site and 1 Travelling Showpeople yard. Interviews were completed during March 2016. Up to 3 attempts were made to interview each household where they were not present when interviewers visited. The table below sets out the number of pitches, the number of interviews that were completed, and the reasons why interviews were not completed.

Figure 2 - Sites and Yards Visited in Elmbridge

	Pitches/Plots	Interviews	Reasons for not completing interviews
Public Sites			
The Oaks	16	11	6 x refusals, Pitch 11 doubled-up
Private Sites			
Land adjacent to The Oaks	2	5 ⁵	-
Plot 1, New Farm	4	2	Remaining part of the site being used for transit
Plot 2, New Farm	6	0	Refusal - site being used for transit
Plot 3, New Farm	4	0	4 x not accessible
Plot 4, New Farm	4	0	Refusal - site being used as transit
Willow Trees	1	0	1 x site not accessible
Temporary Sites			
The Paddocks, Hersham	4	1	3 x no contact possible
Unauthorised Sites			
The Paddock, Claygate	2	0	2 x no contact possible
Showpeople Yards			
16 Sandy Lane	1	1	
TOTAL	44	20	

⁵ Part of one of the plots at Land adjacent to The Oaks is being used as an unauthorised transit site hence the number of interviews completed (5) is higher than would be expected from the two households.

Efforts to contact bricks and mortar households

- ^{6.3} Identifying and engaging Travellers in bricks and mortar accommodation is extremely difficult and there are limited sources available. ORS' approach is to advertise the study as widely as possible and, where it is not possible to obtain direct contacts for Gypsy and Travellers as a result of data protection issues, stakeholders who are in contact with housed Gypsy and Travellers to send them information about the study and how they can get involved.
- ^{6.4} As well as the site and stakeholder interviews and adverts on Facebook and in print media (**see Appendix C**), for this study ORS developed a leaflet which included information about the study and how households could get involved by text, email or telephone. ORS also held a drop in session on the 14th July between 10am - 2pm at Molesey Youth Centre which is situated in West Molesey (which is in close proximity to where a large number of housed Travellers are said to reside).
- ^{6.5} ORS and Elmbridge Borough Council distributed the leaflet in the following ways:
- » Paragon Housing Group forwarded the leaflet onto 17 households who have identified themselves as Gypsies and Travellers to the housing association.
 - » Officers from Elmbridge's Housing Services sent leaflets to 10 households who are either on its housing register (and live in bricks & mortar in Elmbridge) or who had been housed off the register in the last 12 months and who had self-identified as being Gypsy / Travellers.
 - » Distributed leaflets to 130 (approx.) households in areas of the Borough where housed Travellers are said to reside.
 - » Brighter Futures for Gypsy Roma Travellers group was aware of the study and the leaflet was placed on their website.
- ^{6.6} A total of one interview was conducted with Gypsies and Travellers living in bricks and mortar.

7. Current and Future Pitch Provision

Introduction

- 7.1 The full approach that has been followed to complete the assessment of current and future pitch provision is set out in the Joint Methodology that can be found in **Appendix A**.

Fieldwork Summary

- 7.2 Fieldwork was undertaken during March 2016 and a total of 19 interviews were completed with Gypsy and Traveller households, 1 with a Travelling Showperson household, and 1 with a household in bricks and mortar accommodation. Information about travelling was collected for all of the households that were interviewed.
- 7.3 It was not possible to complete an interview on a number of sites or yards for reasons including refusal to be interviewed or the household not being available to interview at the time of the fieldwork, despite repeated visits, or sites being occupied by short-term transit households. In these cases basic details were collected by interviewers about the number of units on the sites and whether they were believed to be occupied by Gypsies, Travellers or Travelling Showpeople.

Calculating Current and Future Need

- 7.4 As well as assessing housing need, the revised version of PPTS now also requires a GTAA to determine whether households living on sites, yards, encampments and in bricks and mortar fall within the new 'planning' definition of a Gypsy, Traveller or Travelling Showperson. Only if households fall within the new definition will their housing requirements need to be assessed separately from the wider population in the GTAA. The new definition now excludes those who have ceased to travel permanently.
- 7.5 The primary change to the 2015 PPTS in relation to the assessment of need is the change in the definition of a Gypsy, Traveller or Travelling Showperson for planning purposes. Through the site interviews ORS sought to collect information necessary to assess each household against the new definition. As the new PPTS has only recently been published only a small number of appeal decisions have been issued by the Planning Inspectorate on how the new definition should be applied – these support the view that households need to be able to provide information that they travel for work purposes to meet the new definition, and stay away from their usual place of residence when doing so, or have ceased to travel temporarily due to education, ill health or old age but intend to travel again in the future.

Unknown Households

- 7.6 As well as calculating need for households that meet the new ‘planning’ definition, the needs of the households where an interview was not completed (either due to refusal to be interviewed or households that were not present during the fieldwork period – despite repeated visits) need to be assessed as part of the GTAA as they are believed to be ethnic Gypsies and Travellers based on information available to the Council (i.e. through planning applications and enforcement cases) and may meet the new definition. Whilst there is no law or guidance that sets out how the needs of these households should be addressed, an approach has been taken that seeks an estimate of potential need from these households. This will be a maximum additional need figure over and above the need identified for households that do meet the new definition.
- 7.7 The estimate seeks to identify potential current and future need from any pitches known to be temporary or unauthorised, and through new household formation. This approach is consistent with the outcomes of a recent Planning Appeal where access to a site was not possible but basic information was known about the number of households residing there. (Planning Inspectorate Ref: APP/Z6950/A/14/2212012).
- 7.8 Should further information be made available to the Council that will allow for the new definition to be applied, these households could either form a component of need to be added to the known need figure for those who meet the new definition in the GTAA, or a component of need to be added to the need for those who do not meet the new definition to be assessed as part of the wider housing needs of the area.
- 7.9 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the new definition based on the outcomes of households where an interview was completed.
- 7.10 However data that has been collected by ORS from over 1,500 household interviews with Gypsies and Travellers and 250 interviews with Travelling Showpeople since the changes to PPTS in 2015 suggests that overall, approximately 10% of Gypsy and Traveller and 70% of Travelling Showpeople households who have been interviewed meet the new definition.
- 7.11 This would suggest that it is likely that only a proportion of the potential need identified from these households will require new Gypsy and Traveller pitches and Travelling Showpeople plots, and that the needs of the remainder should be addressed through the SHMA.
- 7.12 The Council will need to carefully consider how to address the needs associated with ‘Unknown’ Travellers in Local Plan policies as it is unlikely that all of this need will be required to be addressed through the provision of additional pitches or plots. In terms of Local Plan policies the Councils could consider the use a criteria-based policy (as suggested in PPTS) for any unknown households that do provide evidence that they meet the definition. An assessment of need for unknown Travellers can be found in **Appendix D**.

Non-Travelling Households

- 7.13 Whilst households who do not travel fall outside the new definition of a Traveller; Romany Gypsies and Irish and Scottish Travellers may be able to demonstrate a right to culturally appropriate

accommodation under the Equalities Act 2010. In addition provisions set out in the new Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed, or places on inland waterways where houseboats can be moored. Draft Guidance⁶ related to this section of the Housing and Planning Act has been published setting out how the government would want local housing authorities to undertake this assessment and it is the same as the GTAA assessment process. The implication is therefore that the housing needs of any Gypsy, Traveller or Travelling Showperson households who do not meet the new 'planning' definition of a Traveller will need to be assessed as part of the wider housing needs of the area through the SHMA process, and will form a subset of the wider need arising from households residing in caravans. An assessment of need for 'non-travelling' Travellers can be found in **Appendix D**.

New Household Formation Rates

- ^{7.14} 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 in the Joint Methodology which can be found in **Appendix A**.
- ^{7.15} Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data is unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis.
- ^{7.16} The Technical Note concludes that in fact, the growth in the national Gypsy and Traveller population may be as low as 1.25% per annum – much less than the 3.00% per annum often assumed, but still greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- ^{7.17} 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. This view has been supported by Planning Inspectors in a number of Decision Notices. The most recent was in relation to an appeal in Doncaster that was issued in November 2016 (Ref: APP/F4410/W/15/3133490) where the agent acting on behalf of the appellant claimed that a rate closer to 3.00% should be used. The Inspector concluded:

In assessing need account also needs to be taken of likely household growth over the coming years. In determining an annual household growth rate the Council relies on the work of Opinions Research Services (ORS), part of Swansea University. ORS's research considers migration, population profiles, births & fertility rates, death rates, household

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

size data and household dissolution rates to determine average household growth rates for gypsies and travellers. The findings indicate that the average annual growth rate is in the order of 1.5% but that a 2.5% figure could be used if local data suggest a relatively youthful population. As the Council has found a strong correlation between Doncaster's gypsy and traveller population age profile and the national picture, a 1.5% annual household growth rate has been used in its 2016 GTANA. Given the rigour of ORS's research and the Council's application of its findings to the local area I accept that a 1.5% figure is justified in the case of Doncaster.

- 7.18 ORS assessments take full account of the net local household growth rate per annum for each local authority, calculated on the basis of demographic evidence from the site surveys, and the 'baseline' includes all current authorised households, all households identified as in current need (including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot), as well as households living on tolerated unauthorised pitches or plots who are not included as current need. The assessments of future need also takes account of modelling projections based on birth and death rates, and in-/out-migration.
- 7.19 Discussions with local authorities have also considered any pitches not occupied by Gypsies and Travellers and whether these should be included or excluded from the calculations. Overall, the household growth rate used for the assessment of future needs has been informed by local evidence for each local authority. This demographic evidence has been used to adjust the national growth rate of 1.50% up or down based on the proportion of those aged under 18 (by travelling status).
- 7.20 In certain circumstances where the numbers of households and children are low it may not be appropriate to apply a % rate for new household formation. In these cases a judgement will be made on likely new household formation based on the age and gender of the children. This will be based on the assumption that 50% of likely households to form will stay in the area. This is based on evidence from other GTAAs that ORS have completed across England and Wales.
- 7.21 Research by ORS has also identified a national growth rate of 1.00% for Travelling Showpeople and this has also been adjusted locally based on site demographics.
- 7.22 For the Elmbridge GTAA, for Gypsies and Travellers who meet the new definition the site demographics have been used to determine new household formation; for 'unknown' households the national rate of 1.50% has been used; and for non-Travelling households the 1.50% national rate has been adjusted upwards to 1.70% as there were a higher proportion of under 18 year olds identified.

Breakdown by 5 Year Bands

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

Applying the New Definition

- 7.24 When the household survey was completed the outcomes from the questions on travelling were used to determine the status of each household against the new definition in PPTS. The same definition issue applies to Travelling Showpeople as to Gypsies and Travellers.
- 7.25 Households that need to be considered in the GTAA fall under one of 3 classifications:
- » Households that travel under the new definition.
 - » Households that have ceased to travel temporarily under the new definition.
 - » Households where an interview was not possible who may fall under the new definition.
- 7.26 Only those households that meet, or may meet, the new definition will be considered as components of need to be included in the GTAA. Although the needs of those households that do not meet the new definition will be assessed to provide the Council with need to consider as part of the SHMA.
- 7.27 Information that was sought from households where an interview was completed allowed each household to be assessed against the new definition of a Traveller. This included information on whether households have ever travelled; why they have stopped travelling; the reasons that they travel; and whether they plan to travel again in the future (see **Appendix E** for the site record form). The table overleaf sets out the travelling status of households living on sites in Elmbridge. It should be noted that a number of pitches on some of the private sites are being used as unauthorised transit sites. The majority of households were not interviewed and have not been included in the assessment as 'unknown' households.
- 7.28 This shows that for Gypsies and Travellers 1 household meet the new definition in that they stated during the interview that they travel for work purposes and stay away from their usual place of residence. No Travelling Showpeople households met the new definition. A total of 17 Gypsy and Traveller and 1 Travelling Showpeople households did not meet the new definition as they were not able to provide information that they travel away from their usual place of residence for the purpose of work, or that they have ceased to travel temporarily due to children in education, ill health or old age. Some did travel for cultural reasons to visit fairs, relatives or friends, and others had ceased to travel permanently – these households did not meet the new definition
- 7.29 The number of households where an interview was not possible are recorded as unknown. The reasons for this included households that refused to be interviewed and households that were not present during the fieldwork period – despite up to 3 visits.

Figure 3 – Travelling Status of Households in Elmbridge

Site Status	Meets New Definition	Does Not Meet New Definition	Unknown
Gypsies and Travellers			
Public Sites ⁷	-	10	6
Private Sites ⁸	1	6	5
Temporary Sites	-	1	3
Tolerated Sites	-	-	-
Unauthorised Sites	-	-	2
Sub-Total	1	17	16
Travelling Showpeople			
Public Yards	-	-	-
Private Yards	-	1	-
Temporary Yards	-	-	-
Tolerated Yards	-	-	-
Unauthorised Yards	-	-	-
Sub-Total	0	1	16
TOTAL	1	18	16

Bricks and Mortar Interviews

^{7.30} The 2011 Census identified 55 households living in bricks and mortar in Elmbridge. Interviews were completed with 1 Gypsy and Traveller households living in bricks and mortar who did not meet the new definition.

Supply of Sites

^{7.31} The site interviews did not identify any vacant or unimplemented pitches, other than 1 pitch on the public site that is due to be vacated by a household seeking to move to bricks and mortar. However due to the uncertainty surrounding when this move may take place this pitch has not been included as available supply.

^{7.32} In addition higher numbers of households claiming to be living on a transit basis were found on sites at Woodstock Lane South, greatly exceeding the numbers of pitches that have planning permission. In total the sites in question have planning permission for a total of 20 pitches. At the time of the fieldwork interviewers observed over 60 caravans and mobile homes on the 4 sites. Whilst there are no vacant pitches at the current time it is possible that pitches on these sites may become available in the future. The Council should carefully monitor the occupation of these sites.

⁷ 1 pitch on the public site is occupied by a non Gypsy or Traveller

⁸ Whilst there are 21 pitches multiple interviews were completed on some pitches and on some private sites a number of pitches were being used as unauthorised transit sites and have not been included in this breakdown.

Waiting Lists

- ^{7.33} There is 1 public site in Elmbridge (The Oaks) that is managed by Surrey County Council. Analysis of households on the overall Surrey County Council waiting lists suggests that there are 17 households that have selected The Oaks as one of the 6 sites where they would like a pitch – but not all of them have selected the site as their first choice.
- ^{7.34} Of the 17 households, 5 households have not provided any contact details; 9 households have been on the list for over 2 years with no further contact made; 3 households are already living on the site; and a number of households do not live in Elmbridge with some living as far afield as Swindon and Whitstable.
- ^{7.35} Of the 3 households currently living on the site that are on the waiting list, one has been included as a component of need (for non-Travellers) as they are doubled-up on a pitch, one is on the waiting list for a different pitch and the other was not interviewed as they were not present during the fieldwork visits.
- ^{7.36} It was not possible to make contact with any of the other households on the list to interview and determine their travelling status.
- ^{7.37} As there is no further information at this point it is recommended that work needs to be done to improve the waiting list by attempting to contact households regularly to determine if they still wish to be on the list. In addition should a pitch become vacant on the site, an assessment would need to be made of any potential tenant to see if they meet the new definition of a Traveller if there are planning conditions for the site that restrict occupation to Gypsies.

Current Pitch Needs – ‘Travelling’ Gypsies and Travellers

7.38 The household that met the new definition of Travelling was found on a private site. Analysis of the interview shows that this household is currently doubled-up on the site and is seeking a permanent pitch in Elmbridge.

Future Pitch Needs - Travelling’ Gypsies and Travellers

7.39 Due to the small number of children it is not appropriate to apply a new household formation rate. Analysis of the demographics suggests that 1 new household will form during the GTAA period. Therefore the overall level of additional need for those households who meet the new definition of a Gypsy or Traveller is for **2 additional pitches** over the 15 year GTAA period.

Figure 4 – Addition Need for ‘Travelling’ Households 2016-2031

Gypsies and Travellers - Meeting New Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	1
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	1
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	0
In-migration	0
New household formation	1
<i>(Derived from household demographics)</i>	
Total Future Needs	1
Net Pitch Need = (Current and Future Need – Total Supply)	2

Figure 5 – Addition Need for ‘Travelling’ Households by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
Elmbridge	1	0	1	2

Pitch Needs – ‘Unknown’ Gypsies and Travellers

7.40 Whilst it was not possible to determine the travelling status of a total of 16 households as they either refused to be interviewed, or were not on site at the time of the fieldwork, the needs of these households still need to be recognised by the GTAA as they are believed to be ethnic Gypsies and Travellers and may meet the new definition as defined in PPTS.

- 7.41 ORS are of the opinion that it would not be appropriate when producing a robust assessment of need to make any firm assumptions about whether or not households where an interview was not completed meet the new definition based on the outcomes of households in that local authority where an interview was completed.
- 7.42 However data that has been collected from over 1,500 household interviews that have been completed by ORS since the changes to PPTS in 2015 suggests that nationally approximately 10% of households that have been interviewed meet the new definition – and in some local authorities, particularly London Boroughs, 100% of households do not meet the new definition.
- 7.43 This would suggest that it is likely that only a small proportion of the potential need identified from these households will need new Gypsy and Traveller pitches, and that the needs of the majority will need to be addressed through other means.
- 7.44 Should further information be made available to the Council that will allow for the new definition to be applied to the ‘unknown’ households, the overall level of need could rise by up to 2 from unauthorised pitches, by up to 3 from pitches with temporary planning permission, and by up to 4 from new household formation (this uses a base of the 16 households and a net growth rate of 1.50%⁹). Therefore additional need could increase by up to a further 9 pitches, plus any concealed adult households or 5 year need arising from older teenagers living in these households (if all 16 ‘unknown’ pitches are deemed to meet the new definition). However, as an illustration, if the national average of 10% were to be applied this could be as low as 1 additional pitch.

Public/Private Split

- 7.45 All of the need for households that meet the new definition come from pitches on a private site. Therefore it is likely that this need will need to be met on private sites.
- 7.46 A total of 6 of the 16 unknown households were living on the public site so the likely potential need arising from these households is for 1-2 additional public pitches over the GTAA period as a result of new household formation. It is likely that all of the other potential need from unknown households not living on public sites would need to be met through private pitches. Indeed need for 5 additional pitches for unknown households are for existing unauthorised or temporary pitches.

Plot Needs – ‘Travelling’ Showpeople

- 7.47 There is 1 Travelling Showperson household in Elmbridge but they do not meet the new definition of Travelling.

Plot Needs – ‘Unknown’ Showpeople

- 7.48 There were no unknown Travelling Showpeople households in Elmbridge.

⁹ The ORS Technical Note on Population and Household Growth has identified a national growth rate of 1.50% for Gypsies and Travellers which has been applied in the absence of further demographic information about these households.

Transit Sites / Temporary Stopping Places

- 7.49 The 2013 GTAA recommended that there was not any need for the Council to consider providing a transit site due to very low numbers of unauthorised encampments. Information obtained during the stakeholder interviews and data in the Traveller Caravan Count confirm that there are still very low numbers of encampments and that there are effective processes already in place to deal with them. It is also understood that these encampments are short-term and transient in nature.
- 7.50 However it became apparent during the fieldwork that up to 20 pitches on private sites on Woodstock Lane South are being used as transit sites, but it was not possible to speak with the residents to determine who they are, where they have come from, why they are staying in Elmbridge and how long they plan to stay.
- 7.51 It has been suggested by a number of organisations and individuals representing the Travelling Community that there will need to be an increase in transit provision across the country as a result of changes to PPTS leading to more households travelling seeking to meet the new definition. This may well be the case but it will take some time for any changes to pan out. As such the use of historic evidence to make an assessment of future transit need is not recommended at this time. Any recommendation for future transit provision will need to make use of a robust post-PPTS 2015 evidence base and there has not been sufficient time yet for this to happen at this point in time.
- 7.52 It is recommended that, whilst there has been an increase in the number of encampments recently, the situation relating to levels of unauthorised encampments should be continually monitored whilst any potential changes associated with the new PPTS develop.
- 7.53 A review of the evidence base relating to unauthorised encampments should be undertaken in autumn 2018 once there is a new 3 year evidence base following the changes to PPTS in August 2015 including attempts to try and identify whether households on encampments meet the new definition. This will establish whether there is a need for investment in more formal transit sites or emergency stopping places.
- 7.54 In the short-term the Council should consider the use of short-term toleration or negotiated stopping agreements to deal with any encampments, as opposed to taking forward an infrastructure-based approach. This can also include additional work to identify the circumstances of households staying on unauthorised transit sites on Woodstock Lane South.
- 7.55 The term ‘negotiated stopping’ is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent ‘built’ transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.
- 7.56 Temporary stopping places can be made available at times of increased demand due to fairs or cultural celebrations that are attended by Gypsies and Travellers. A charge may be levied as determined by the local authority although they only need to provide basic facilities including: a cold water supply; portaloos; sewerage disposal point and refuse disposal facilities.
- 7.57 If a need is identified in the future for a transit site, further joint work would be required with neighbouring authorities to explore options for providing this.

Appendix A – Joint Methodology

Appendix B – Site and Yard List (March 2016)

Site/Yard	Authorised Pitches/Plots	Unauthorised Pitches/Plots
Public Sites		
The Oaks, Woodstock Lane	16	-
Private Sites with Permanent Permission		
Land adjacent to The Oaks, Woodstock Lane	2	-
Plot 1, New Farm, Woodstock Lane South	4	-
Plot 2, New Farm, Woodstock Lane South	6	-
Plot 3, New Farm, Woodstock Lane South	4	-
Plot 4, New Farm, Woodstock Lane South	4	-
Willow Trees, 74 Hurtwood Road	1	-
Temporary Sites		
The Paddocks, 41 Pleasant Place	4	-
Tolerated Sites – Long-term without Planning Permission		
None	-	-
Unauthorised Sites		
The Paddock, Claygate	-	2
TOTAL PITCHES	41	2
Private Travelling Showpeople Yards		
16 Sandy Lane, Walton-on-Thames	1	-
TOTAL PLOTS	1	0
Public Transit Sites		
None	-	-
Private Transit Sites¹⁰		
None	-	-

¹⁰ Whilst there are no permitted transit sites there are a number of private pitches on Woodstock Land South that are being used as transit sites

Appendix C – Advertisements

Friends, Families and Travellers Facebook post



FFtT Friends, Families and Travellers
4 mins · 🌐

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:

Aylesbury Vale, Basildon, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Epping Forest, Forest Heath, Forest of Dean, Gloucester, Hambleton, Harlow, Hart, Havering, Huntingdonshire, King's Lynn and West Norfolk, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tower Hamlets, Tendring, Tewkesbury, Thurrock, Tower Hamlets, Uttlesford, West Devon, West Oxfordshire, Wycombe, Wyre and York.

Your views are very important to us.

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

👍 Like 💬 Comment ➦ Share

World's Fair advert (February 2016)



 **Opinion Research Services**
Excellent research for the public, voluntary and private sectors

Travelling Showpeople Accommodation Assessments

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

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

Aylesbury Vale, Basildon, Blackpool, Braintree, Brentwood, Bristol, Cambridge, Castle Point, Central Bedfordshire, Chelmsford, Cheltenham, Chiltern, Colchester, Cotswold, Daventry, East Cambridgeshire, Eastleigh, Elmbridge, Forest Heath, Forest of Dean, Fylde, Gloucester, Hambleton, Harlow, Huntingdonshire, King's Lynn and West Norfolk, Lambeth, Lewisham, Maldon, Northampton, Peterborough, Plymouth, Reigate and Banstead, Rochford, Selby, South Bucks, South Cambridgeshire, South Gloucestershire, South Hams, South Northamptonshire, Southend-on-Sea, St Edmundsbury, Stroud, Tandridge, Tendring, Tewksbury, Thurrock, Tower Hamlets, Uttlesford, Vale of Glamorgan, West Devon, Wycombe, Wyre and York

Your views are very important to us.

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

Appendix D – Assessment of Need for ‘Unknown’ and ‘Non-Travelling’ Travellers in Elmbridge

It is likely that the needs of a large proportion¹¹ of unknown households will also need to be met through the SHMA. An overall assessment of need for unknown households is also set out below. All of the need from unknown households is from new household formation.

Additional Need for ‘Unknown’ Gypsy and Traveller Households in Elmbridge

Gypsies and Travellers - Unknown	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	2
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	2
Future Need	
5 year need from older teenage children	0
Households on sites with temporary planning permission	3
In-migration	0
New household formation	4
<i>(Base number of households 16 and formation rate 1.50%)</i>	
Total Future Needs	7
Net Pitch Need = (Current and Future Need – Total Supply)	9

Additional Need for ‘Unknown’ Gypsy and Traveller Households in Elmbridge by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	6	1	2	9

¹¹ National evidence from over 1,500 household interviews completed by ORS since September 2015 shows that approximately 10% of Gypsy and Traveller households that have been interviewed meet the new planning definition.

Whilst it is not a requirement to include details of need from Non-Travelling Gypsies and Travellers in the GTAA, an assessment of this need has been made to support the Council with its SHMA.

Additional Need for 'Non-Travelling' Gypsy and Traveller Households in Elmbridge

Gypsies and Travellers - Not Meeting New Definition	Pitches
Supply of Pitches	
Additional supply from vacant public and private pitches	0
Additional supply from pitches on new sites	0
Pitches vacated by households moving to bricks and mortar	0
Pitches vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	5
Movement from bricks and mortar	0
Households on waiting lists for public sites	0
Total Current Need	5
Future Need	
5 year need from older teenage children	8
Households on sites with temporary planning permission	1
In-migration	0
New household formation	9
<i>(Base number of households 30 and formation rate 1.70%)</i>	
Total Future Needs	18
Net Pitch Need = (Current and Future Need – Total Supply)	23

Additional Need for 'Non-Travelling' Gypsy and Traveller Households in Elmbridge by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	16	3	4	23

Additional Need for 'Non-Travelling' Travelling Showpeople Households in Elmbridge

Travelling Showpeople - Not Meeting New Definition	Plots
Supply of Plots	
Additional supply from vacant public and private plots	0
Additional supply from plots on new yards	0
Plots vacated by households moving to bricks and mortar	0
Plots vacated by households moving away from the study area	0
Total Supply	0
Current Need	
Households on unauthorised developments	0
Households on unauthorised encampments	0
Concealed households/Doubling-up/Over-crowding	0
Movement from bricks and mortar	0
Households on waiting lists for public yards	0
Total Current Need	0
Future Need	
5 year need from older teenage children	0
Households on yards with temporary planning permission	0
In-migration	0
New household formation	2
<i>(Derived from site demographics)</i>	
Total Future Needs	2
Net Plot Need = (Current and Future Need – Total Supply)	2

Additional Need for 'Non-Travelling' Travelling Showpeople Households in Elmbridge by 5 Year Periods

Years	0-5	6-10	11-15	
	2016-21	2021-26	2026-31	Total
	1	1	0	2

Appendix E – Site Record Form

GTAA Questionnaire 2016



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

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

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

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

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

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

A General Information

A1 Name of planning authority:
INTERVIEWER please write in

A2 Date/time of site visit(s):
INTERVIEWER please write in

A3 Name of interviewer:
INTERVIEWER please write in

A4 Address and pitch number:
INTERVIEWER please write in

A5 Type of accommodation:
INTERVIEWER please cross one box only

Council Private Unauthorised Bricks and Mortar

A6 Name of Family:
INTERVIEWER please write in

A7 Ethnicity of Family:
INTERVIEWER please cross one box only

Romany Gypsy Irish Traveller Scots Gypsy or Traveller Show Person
 New Traveller English Traveller Welsh Gypsy Non-Traveller
 Other (*please specify*)

A8 Number of units on the pitch:
INTERVIEWER please write in

Mobile homes	Touring Caravans	Day Rooms	Other (<i>please specify</i>)

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

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

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

Choice
No option

If no option, why?

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

Yes
No

Reasons (please specify)

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

1
2
3
4
5
6
7
8
9
10

B Demographics

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

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

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

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

C Accommodation Needs

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

1
2
3
4
5
6
7
8
9
10

Other Please specify

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

1
2
3
4
5
6
7
8
9
10

Other Please specify

Details (Please specify)

D		Waiting List		
D1	Is anyone living here on the waiting list for a pitch in this area? <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	—————>	Continue to D2
	No	<input type="checkbox"/>	—————>	Go to D4
D2	How many people living here are on the waiting list for a pitch in this area? <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	5	6	7	8
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9	10		
	<input type="checkbox"/>	<input type="checkbox"/>		
	Other (Please specify)			
	Details (Please specify)			
D3	How long have they been on the waiting list? <i>INTERVIEWER: Please cross one box only</i>			
	0-3 months	3-6 months	6-12 months	1-2 years
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	2+ years			<input type="checkbox"/>
	Other (Please specify)			
	Details (Please specify)			
D4	If they are not on the waiting list, do any of the people living here want to be on the waiting list? <i>INTERVIEWER: Please cross one box only</i>			
	1	2	3	4
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	5	6	7	8
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	9	10		
	<input type="checkbox"/>	<input type="checkbox"/>		
	No	<input type="checkbox"/>	Other (Please specify)	
	Details (Please specify)			
E		Future Accommodation Needs		
E1	Do you plan to move from this site in the next 5 years? If so, why? <i>INTERVIEWER: Please cross one box only</i>			
	Yes	<input type="checkbox"/>	If yes —————>	Continue to E2
	No	<input type="checkbox"/>	If no —————>	Go to F1
	If so, why? (please specify)			
E2	Where would you move to? <i>INTERVIEWER: Please cross one box only</i>			
	Another site in this area	A site in another council	Bricks and mortar in this area	Bricks and mortar in another council
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Other (Please specify)			<input type="checkbox"/>
	Please specify			
E3	If you want to move would you prefer to buy a private pitch or site, or rent a pitch on a public or private site? <i>INTERVIEWER: Please cross one box only</i>			
	Public pitch		Private pitch	
	<input type="checkbox"/>		<input type="checkbox"/>	

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

Yes No

F Travelling

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

0 1 2 3 4 5+

↓ Go to F6 ↗ Continue to F2

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

All the family Adult males Other

F3 What were the main reasons for travelling? *INTERVIEWER: Please cross all that apply*

Work Holidays Visiting family Fairs Other

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

All year Summer Winter

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

Transit sites Roadside Friends/family Other

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

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

Yes → Continue to F7
No → Go to F9

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

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

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

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

Yes → Continue to F10
No → Go to G1

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

Details

G Bricks & Mortar Contacts

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

Details

G2 Any other information about this site or your accommodation needs?
INTERVIEWER: Please write in

Details (e.g. can current and future needs be met by expanding or intensifying the existing site?)

G3 Site/Pitch plan? Any concerns? *INTERVIEWER: Please sketch & write in*

Sketch of Site/Pitch — any concerns?

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

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

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

INTERVIEWERS DECLARATION:

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

Interviewers Signature: