Traveller Accommodation Assessment Report 2013
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## Notes:

A detailed glossary of relevant terms associated with this report is contained within the Surrey Traveller Accommodation Assessment Methodology (2012), which sits alongside this report as an important supporting text. The methodology is contained within Appendix A of this report.

Friends, Families and Travellers\(^1\) were employed by the Council to survey members of the travelling communities in Elmbridge. This document should also be read in conjunction with their report on this work, which is set out in Appendix B. It should be noted that large sections of this report have been redacted because of the sensitive nature of information contained within it and the legal obligation of the Council to protect the identity of the ‘hidden’ traveller community, who do not wish to make themselves known.

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\(^1\) Friends, Families and Travellers is a national charity which works on behalf of all Travellers, regardless of ethnicity.
1 Introduction

1.1 This document represents the Elmbridge Traveller Accommodation Assessment (TAA) 2012. It is an important evidence base to support the Council’s planning approach to meet the needs of the Gypsy, Travellers and Travelling Showpeople communities in the Borough (hereafter referred to as travellers), in accordance with requirements set in the Housing Act 2004 and the Government’s ‘planning policy for traveller sites’ (March 2012).

1.2 This report has been informed by close partnership working with adjoining authorities in Surrey, Surrey County Council, neighbouring London authorities, as well as members of the traveller communities themselves.

1.3 The report should be read in conjunction with the Surrey Traveller Accommodation Assessment methodology, which was developed jointly by all local authorities in Surrey to ensure consistency in approach when undertaking TAA’s. The methodology has also been formulated in consultation with representatives of the travelling community and Travellers themselves who reside in Surrey. It is not the purpose of this report to revisit background elements relating to the methodology, instead it builds on the established framework, applying agreed assumptions to identify future accommodation needs.

1.4 As part of the local authority’s plan-making functions sufficient sites will need to be identified and allocated to meet the level of need for travellers’ pitches/plots as evidenced by this TAA. The Council is forwarding work in this area through site allocations processes contained within the forthcoming Settlement ID (Investment and Development) Plans.

Background and Scope

1.5 Elmbridge formed part of the North Surrey Gypsy and Traveller Accommodation Assessment (GTAA) area in 2006, which also included the districts of Runnymede, Spelthorne and Woking. As set out in Section 3 of the Surrey TAA methodology, the draft Panel Report into the partial review of the South East Plan provided a useful critique of all the GTAAs undertaken previously in Surrey and indeed across the South East.

1.6 In preparing the Surrey methodology, the 11 Surrey authorities sought to learn from the criticisms of the earlier GTAAs. The methodology applied draws on best practice, with specific attention given to the following areas:

- Joint working – continuous working relationship between districts and the County Council to ensure reasonable consistency of approach; utilising experience and existing relationships of Gypsy and Traveller liaison officers; ongoing engagement of the traveller communities, including attendance of the Surrey Gypsy and Traveller Community Relations Forum.

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2 This review planned to assess the accommodation needs of gypsies and travellers across the South East region and aimed to set district-based targets for pitch provision. The review was not completed in light of the Government’s stated intention to abolish regional strategies, including the South East Plan.
• Questionnaire simplification – reducing the complexity of the TAA process and simplifying the questionnaires to be administered, ensuring questions asked are fit for a purpose.

• Conventional/Bricks and Mortar Housing – following good practice guidance published by Shelter\(^3\) on identifying and working with travellers in bricks and mortar housing.

• Assumptions applied – not overly relying on assumptions or findings from elsewhere; ensuring that assumptions made are reasonable and justified locally.

• TAA Report – ensure that the TAA report is not overly complicated and that there is a clear link between findings and the levels of need identified; provide a draft TAA to the travelling community for consideration before it is finalised.

\(^3\) Shelter – Good practice guide: working with housed Gypsies and Travellers (February 2008)
2 Policy Context


2.2 The aim of the planning policy is to provide a light-touch strategy putting the provision of new pitches and plots into the hands of local authorities. It seeks to ensure fair and consistent treatment for travellers, in a way that supports the traditional and nomadic way of life of travellers while respecting the interests of the settled community.

2.3 To help achieve this, the Government’s aims in respect of the planning policy are:

- that local planning authorities should make their own assessment of need for the purposes of planning
- to ensure that local planning authorities work 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 the 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 polices
- 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 the local environment

The National Planning Policy Framework

2.4 The Government states that the planning policy for traveller sites should be read in conjunction with the National Planning Policy Framework (NPPF) so far as relevant. The NPPF directs local planning authorities to the planning policy for traveller sites when assessing the accommodation needs of travellers. The NPPF will however, be an important consideration when identifying sites for traveller accommodation having completed a needs assessment. This will be in parallel with local planning policies which guide site selection.
The Housing Act 2004

2.5 Whilst there have been numerous changes occurring to the planning policy framework at the national level, the requirement to assess the accommodation needs of the travelling community remains firmly embedded in the Housing Act 2004.

2.6 The Act requires local housing authorities to include travellers in their accommodation assessments and to take a strategic approach, including drawing up a strategy demonstrating how the accommodation needs of travellers will be met.

Gypsy and Traveller Accommodation Assessments Guidance, DCLG, 2007

2.7 Whilst the Government’s NPPF replaces a plethora of Planning Policy Statements (PPSs) and Guidance Notes (PPGs), a number of guidance documents still remain. This includes the Gypsy and Traveller Accommodation Assessment Guidance (2007). It is acknowledged that the GTAA guidance is expected to be formally withdrawn by the Government and is unlikely to be replaced. However, some sections have been considered relevant during the preparation of this methodology and should be considered when completing the TAA. This guidance has informed the Surrey-wide methodology, helping to define key issues such as household need, appropriate timings for undertaking survey work and approaches to calculating future need. Further information on this is contained within section 2 of the methodology.

Elmbridge Core Strategy Policy CS22 – Gypsies, Travellers and Travelling Showpeople

2.8 The Council adopted its Core Strategy in July 2012. Policy CS22 sets out how the Council will consider the accommodation needs of the traveller community through the Local Plan process. It outlines that sufficient sites will be allocated through planning processes, arising from need identified within the most up-to-date TAA. The policy also sets out a criteria-based approach for the selection and siting of such sites.
3 Preparing a Traveller Accommodation Assessment in Elmbridge

Aims of the assessment

3.1 The key objective of the TAA is to identify the need for travellers’ accommodation within the study area of Elmbridge. National policy states that the assessment should encompass the following broader aims:

- Create a robust, transparent and consistent evidence base to identify the need for travellers’ pitches/plots in the study area;
- Identify current levels of accommodation provision for travellers;
- Identify current levels of need, including overcrowding, concealed households, households living in bricks and mortar housing but wishing to live on sites, identifying households living on sites but wishing to live in bricks and mortar housing;
- Show household preferences in terms of the location, tenure and type of accommodation sought;
- Identify the size and type of accommodation provision needed, including the demand for authorised sites (both static and transit) and for permanent affordable housing provision;
- Identify future levels of accommodation need over a fifteen year period;
- Inform the development of future housing and planning policies at a local area;
- Inform the understanding of the need for permanent and transit\(^4\) pitches and plots;

Defining accommodation need

3.2 The starting point is the definition of accommodation need for travellers. This is addressed in Section 5 of the methodology, which outlines that the conventional definition needs to be tailored to better address the culturally specific circumstances of these communities, and take account of households:

- Who have no authorised site on which to reside;
- Whose existing site accommodation is overcrowded or unsuitable and are unable to obtain more suitable accommodation;
- Who contain suppressed households who are unable to set up separate family units, and are unable to access a place on an authorised site, or to afford land to develop one;

\(^4\) Policies A and B of the planning policy for traveller sites states that transit sites should be considered
• Who are in bricks and mortar accommodation but whose existing accommodation is overcrowded or unsuitable\(^5\) (which may include unsuitability by virtue of proven psychological aversion to bricks and mortar accommodation).

3.3 To be explicitly clear, the guiding principle in all the above is ‘household formation’ - where households currently exist with unmet need and going forward, the likelihood of new households being formed in the area to generate need over the study period. This underpins the Council’s approach to figures set out within this report.

**Approach taken to the assessment**

3.4 The methodology being applied across Surrey to identify accommodation needs and address the above aims, has three distinct phases. These are:

• Phase 1 – Desktop review

• Phase 2 – Interviews with travellers

• Phase 3 – Review and conclusions

The next three sections set out in detail how the assessment was undertaken in Elmbridge.

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\(^5\) Unsuitable housing is defined in ‘Strategic Housing Market Assessments – Practice Guidance’ CLG 2007 Table 5.1 pg 41
4 Phase 1 – Desktop Review

4.1 The first step in carrying out the TAA was a comprehensive desktop review of available information sources on the Gypsy, Traveller and Travelling Showpeople communities in the Borough. This involved close partnership working with a wide variety of internal and external stakeholders, to obtain localised information on population size and movements; homeless presentations and housing list data; data on public and private authorised sites; potential unauthorised sites; the biannual caravan counts; issues arising from planning application histories; the identification of hidden communities; public site management considerations; and potential cross boundary issues with adjoining authorities. The following stakeholders were consulted during the desktop review stage of the TAA:

Elmbridge Borough Council

- Community Support Services; Corporate Policy and Partnerships; Housing Services (public and private) Leisure and Culture Services; Parks and Recreation; Assets Management and Property Services; and Planning Services (Enforcement and Development Management)

External Stakeholders

- Elmbridge Housing Trust, Orbit Housing Association, Surrey Community Action
- Adjoining districts in Surrey and London
- Surrey County Council, including the site manager for The Oaks, Woodstock Lane

Matters arising

4.2 The desktop review raised a number of important issues across the Council, both in relation to the TAA and with respect to wider communicative practices with the traveller communities in the Borough. It resulted in a number of important action points for the Council, which are summarised as follows:

Caravan Count

4.3 The bi-annual caravan count provides a snapshot of the local context in terms of the scale and distribution of caravan numbers across the Borough. In the absence of other datasets on caravan numbers, it acts as a useful starting point in assessing the current picture and trends in an area. There are well documented issues with the robustness of the count, which include the ‘snapshot’ nature of the data, the inclusion of caravans and not households, the exclusion of Travelling Showpeople, and the exclusion of Gypsies and Travellers in housing. At present, there is no statutory requirement on local authorities to submit data to the Department of Communities and Local Government (DCLG) for the count of Gypsy and Traveller caravans. In recent years, the Council has not done so, however, in recognition of the usefulness of this information in providing a picture of likely caravan movements in and out of the Borough, this count will now be undertaken, to enable closer monitoring and feed into subsequent reviews of the TAA.
Community Liaison

4.4 There is no formal Gypsy and Traveller Liaison role in the Council. Consultation between different services has identified that traveller queries are generally dealt with on a case-by-case basis, as they arise. The Council is continually striving to improve the customer service experience for all its residents and is actively seeking to put in place improved measures to engage the traveller communities and make it easier for them to communicate with the Council. A working group of officers was established by the Strategic Director of Services for such purposes and it was resolved that the Council would use the TAA process as a means to strengthen their relationship with these communities.

Employment of consultants

4.5 While the desktop review provided a significant amount of important information on traveller communities in the Borough, the Council recognised the benefits of obtaining assistance to help survey the local traveller communities. In particular, it was felt that additional expertise would be crucial in identifying the ‘hidden’ community and ensuring greater coverage locally in terms of questionnaire responses. A decision was, therefore, taken to employ consultants who had the added benefit of local knowledge, for the second phase of the TAA.
Phase 2 – Interviews with Travellers

Research by interview

5.1 As Section 7 of the methodology outlines, research by interview is well established as the preferred approach to engage travellers as it maximises the response rate, presents the opportunity to clarify any complex issues that may arise, including the purpose of the questionnaire itself, and overcomes potential literacy issues when completing questionnaires independently.

5.2 Overall the questionnaire aims to:

- Gather information on current tenure types and future needs and tenure preferences for caravan dwelling/movement between housing and caravans;
- Gather data on household composition and demography including patterns of extended family living;
- Identify migration patterns and transient settlement patterns;
- Gather information to ascertain the expected rate of new household formation and composition;
- Ascertain the degree to which housing register and site waiting lists reflect accommodation need, where relevant

Friends, Families and Travellers

5.3 In August 2012, the Council invited bids from consultants to undertake the interview component of the TAA and subsequently appointed Friends, Families and Travellers (FFT) for such purposes. FFT is a national charity which works on behalf of all Gypsies and Travellers regardless of ethnicity, culture or background and has some 18 years experience of working with and on behalf of these communities. They have detailed knowledge of families and wider communities in Surrey and have significant experience of undertaking work of this nature in the area. FFT employed two members of the travelling community itself to undertake the survey work on it’s behalf.

Administering the questionnaire

5.4 The questionnaire to be administered was broadly agreed as part of the Surrey-wide methodology. The Council made two minor amendments relating to questions 9a and 11, asking respondents to specify the exact area where they moved from/require accommodation. This was to distinguish between the broad areas previously listed (eg. Hampshire, Kent, Outer London) and better identify potential cross boundary patterns of movement between areas. A copy of the questionnaire in set out in Appendix C.

5.5 Prior to the interviews, the Council undertook publicity work to notify the traveller community of the purpose of the TAA and to encourage involvement. Measures included the following:
• Setting up dedicated TAA webpages on the Council’s website and publicising the assessment on the Council’s newspapers\(^6\)

• Taking out a newspaper notice in the local press\(^7\). This subsequently led to the wide spread reporting of the TAA in the local press.

• Attending the Surrey Gypsy and Traveller Community Relations Forum to speak with Elmbridge residents and explain why we were undertaking the work

• Notifying residents on the public site at Woodstock Lane through a Surrey Police ‘Meet the Beat’ initiative and through the Surrey County Council site manager

5.6 Drawing on information provided by internal and external partners, the Council provided FFT with a schedule of known households in the Borough, to act as a starting point for survey purposes\(^8\).

5.7 The interviews took place during September 2012 to avoid key travelling periods in the summer months (July/August) and Gypsy and Traveller events such as the Epsom Derby and the Appleby Horse Fair. Throughout this period, FFT reported regularly on the progress of their work and officers from Planning Services also attended onsite to ensure that questionnaires were being administered, as intended, and to develop stronger relationships with the Gypsy and Traveller communities. At the end of the process, the Council’s Strategic Director of Services chaired a meeting with representatives from the local traveller community, FFT and Planning Services to explore general issues facing travellers in the Borough, which also included obtaining constructive feedback on the TAA interviews process. High levels of satisfaction were reported by attendees.

5.8 FFT formally handed over the completed questionnaires in early October 2012 and produced an accompanying report on the work they had undertaken. A copy of this report can be found in Appendix B. It should be noted that large sections of this report have been redacted because of the sensitive nature of information contained within it and the legal obligation of the Council to protect the identity of the ‘hidden’ traveller community, who do not wish to make themselves known.

\(^{6}\) See Appendix D for a copy of these webpages

\(^{7}\) See Appendix D for a copy of a newspaper notice

\(^{8}\) This schedule is set out in Section 3 of the FFT report to the Council
6 Phase 3 – Review of questionnaire data

Interview response rate

6.1 The survey work undertaken resulted in 33 completed questionnaires for the Borough, 18 from travellers living on sites and 15 from travellers living in ‘bricks and mortar’ accommodation. An estimated 24 households declined the opportunity to participate in the survey, despite a number of repeat visits from FFT\textsuperscript{9} and the issuing of a letter by the Council encouraging them to do so\textsuperscript{10}. These parties were notified that by refusing to take part, they were giving up their opportunity to influence the final assessment of need. Anecdotally, these households all had their own reasons for not wishing to take part. In all cases, the Council was asked to respect their privacy and decision not to do so.

Population profile

6.2 58% of the households surveyed categorised themselves as Romany Gypsies, with 30% English Travellers. 3 households did not provide information on their ethnicity.

<table>
<thead>
<tr>
<th>Ethnicity</th>
<th>No. of respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Romany</td>
<td>19 (58%)</td>
</tr>
<tr>
<td>Irish Traveller</td>
<td>1 (3%)</td>
</tr>
<tr>
<td>English Traveller</td>
<td>10 (30%)</td>
</tr>
<tr>
<td>Information not provided</td>
<td>3 (9%)</td>
</tr>
<tr>
<td>Total</td>
<td>33 (100%)</td>
</tr>
</tbody>
</table>

Table 6.1: Ethnicity of surveyed population

6.3 A total of 113 people were identified on the completed surveys of which 61 were male and 52 were female\textsuperscript{11}. This equates to an average household size of 3.4 people per surveyed population. 58% of this population live on sites and 30% are under the age of 18.

<table>
<thead>
<tr>
<th>Age group</th>
<th>Living on Sites</th>
<th>Housed</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-4 years</td>
<td>5 (4%)</td>
<td>2 (2%)</td>
<td>7 (6%)</td>
</tr>
<tr>
<td>5-11 years</td>
<td>11 (10%)</td>
<td>4 (3%)</td>
<td>15 (13%)</td>
</tr>
<tr>
<td>12-17 years</td>
<td>9 (8%)</td>
<td>3 (3%)</td>
<td>12 (11%)</td>
</tr>
<tr>
<td>Adults (18+)\textsuperscript{12}</td>
<td>41 (36%)</td>
<td>38 (34%)</td>
<td>79 (70%)</td>
</tr>
<tr>
<td>Total</td>
<td>66 (58%)</td>
<td>47 (42%)</td>
<td>113 (100%)</td>
</tr>
</tbody>
</table>

Table 6.2: Traveller population by age category, distinguished by accommodation type

6.4 85% of families surveyed have been residing in the area for more than 5 years. Although not required on the questionnaire, a significant number of households provided additional information to say that they have been living in the area for over

\textsuperscript{9} As set out in Appendix 2 of the FFT report to the Council
\textsuperscript{10} See Appendix E for the letter issued by the Council
\textsuperscript{11} In December 2012, the ONS released 2011 Census population estimates on ethnicity, which showed that 153 Elmbridge residents identified themselves as members of the Gypsy and Traveller communities. Excluding Travelling Showpeople, 111 Gypsy and Travellers were identified through the survey work. This represents 73% of this 2011 Census population.
\textsuperscript{12} A significant number of adults did not provide their age and we are therefore unable to break down this segment of population in greater detail.
25 years. 3 households are new to Elmbridge in the last 12 months, with two stating that they had travelled to the area from Kent.

6.5 48.5% of the surveyed households reside in houses, 42.5% in mobile homes/chalets, with 9% in touring caravans. The predominant accommodation type in the Borough is 2 bed chalets, arising principally from provision on the public site at Woodstock Lane, Claygate.

<table>
<thead>
<tr>
<th>Type of accommodation</th>
<th>No. of bedrooms</th>
<th>Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Bed</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>2 Bed</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>3 Bed</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>4 Bed</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Not specified</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Mobile Home/Chalet</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 Bed</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>2 Bed</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>3 Bed</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>4 Bed</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Not specified</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Touring Caravan</td>
<td>1 Bed</td>
<td>3</td>
</tr>
</tbody>
</table>

Table 6.3: Traveller Households, by accommodation type

6.6 21 (64%) of the 33 households interviewed reside in socially rented accommodation, 16 on public sites (49%) and 5 (15%) in bricks and mortar accommodation.

6.7 Households were asked if they have sufficient space on their site for the storage of equipment. This question produced a mixed response with 5 (28%) of those on sites saying yes, 6 (33%) saying no, and 7 (39%) not providing a yes or no answer.

Pitch provision in Elmbridge

Socially rented sites

6.8 There is one socially rented site in the Borough – The Oaks, Woodstock Lane, Claygate. This site is managed by Surrey County Council and provides accommodation on 16 pitches. The site is currently full, a position which is unchanged in recent years. There are currently 62 people residing on the site (36 adults; 7 children under 5 years of age; 13 children between 5-11 years; and, 6 children 12-17 years).

6.9 Licensees are permitted to be absent for up to 4 months of the year. Visitors are permitted on the site subject to certain restrictions (ie. agreement of site manager and adherence to site rules and regulations).

6.10 There is a formal policy for allocating pitches on the sites with the most important factors being:

- Related/residing in or previously residing in Surrey
- Family composition
- Years on the waiting list
- Present circumstances
• Relevant history
• In receipt of support
• Ownership of animals

Family relations and compatibility with other households is also considered an important factor.

6.11 The weekly rent is £75, with associated water and sewage charges £7.

Socially rented sites: Interview findings

6.12 A total of 10 survey responses were received from the Oaks, Woodstock Lane. 7 households identified themselves as Romany Gypsies, with the remaining 3 English Travellers. Survey findings were crosschecked with site occupancy records held by Surrey County Council.

6.13 Most households reside in 2 bed chalets, which are typical of the site. Plot sizes do vary dependent on whether you reside on the east or western side of the site and this was reflected somewhat in the mixed nature of responses on whether pitches provided enough space for the storage of equipment. 3 households indicated they had enough space, 4 households said they did not have enough space, while 4 households did not state yes or no.

6.14 9 of the 10 respondents have been living on the site for over 5 years. 8 of these households stated the exact number of years they have lived at the Oaks, which averages at 24 years per household.

6.15 No respondents indicated that they had a base elsewhere.

Private sites

6.16 There are 7 authorised private sites in the Borough, 6 of which have permanent planning permission for 21 pitches, while the remaining site at 41 Pleasant Place has a temporary permission for 4 pitches until May 2014\(^\text{13}\).

<table>
<thead>
<tr>
<th>Address</th>
<th>No. of Pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Adjacent the Oaks, Woodstock Lane</td>
<td>2</td>
</tr>
<tr>
<td>Plot 1 Woodstock Lane South</td>
<td>4</td>
</tr>
<tr>
<td>Plot 2 Woodstock Lane South</td>
<td>6</td>
</tr>
<tr>
<td>Plot 3 Woodstock Lane South</td>
<td>4</td>
</tr>
<tr>
<td>Plot 4 Woodstock Lane South</td>
<td>4</td>
</tr>
<tr>
<td>41 Pleasant Place (Temporary Planning Permission)</td>
<td>4</td>
</tr>
<tr>
<td>Willow Trees, 74 Hurtwood Road</td>
<td>1</td>
</tr>
</tbody>
</table>

Table 6.4: Private pitch provision in the Borough

\(^\text{13}\) See planning application 2008/1040 for further details
Private sites: Interview findings

6.17 7 survey responses were received from households on private sites. 3 households identified themselves as Romany Gypsies, while 3 households identified themselves as English Travellers. 1 household did not specify their ethnicity.

6.18 A total of 31 people were identified within these 7 households (17 adults; 4 children under 5 years of age; 5 children between 5-11 years; and, 5 children between 12-17 years).

6.19 3 of the households reside in 1 or 2 bed mobile homes/chalets, 3 in 1 bed touring caravans and 1 in a 2 bedroomed house. The size of private sites varies across the Borough and again this was reflected in the question about adequate space for storage of equipment. 2 responses said they had sufficient space, 2 said no, while 3 did not specify either yes or no.

6.20 4 respondents indicated that they have been living in the area for over 5 years, with the remaining 3 households new to the area in the last year.

6.21 No respondents indicated that they had a base elsewhere.

Travellers in social/private bricks and mortar accommodation

6.22 The exact number of travellers currently accommodated within bricks and mortar accommodation in the Borough is unknown. Movement to and from housing is a major issue in planning strategically for traveller needs. In the absence of definitive data about the housed population, the Council contacted a number of stakeholders to enquire as to their knowledge of families in housing in the Borough and, among other reasons, appointed FFT on the basis on their ability to help in this area. In the event, significantly more households in brick and mortar accommodation were identified, that were previously known to the Council.

Housed travellers: Interview findings

6.23 15 responses were received from households in bricks and mortar accommodation, of which 9 identified themselves as Romany Gypsies, 4 identified themselves as English Travellers and 1 household identified themselves as Irish Travellers.

6.24 5 of these households reside in social housing, with 10 in privately owned houses.

6.25 A total of 47 people were identified within these 15 households (38 adults; 2 children under 5 years of age; 4 children between 5-11 years; and, 3 children between 12-17 years).

6.26 1 single individual resides in a 1 bedroomed flat, 5 households said they live in 2 bedroomed accommodation, 6 households live in 3 bedroomed houses, with 1 household in a 4 bedroomed house. 2 households did not specify the size of accommodation they live in. The majority of households (11) did not provide information on whether they had enough space for storing equipment. 1 household said that they had enough space, while 3 households said they did not.
6.27 All of the households, with the exception of 1, have been living in the area for over 5 years. Although not required on the questionnaire, some households said they had been living in the area for 40 or 50 years.

6.28 No respondents indicated that they had a base elsewhere.

**Travelling Showpeople sites**

6.29 There are two Travelling Showpeople sites in the Borough at 16 and 20 Sandy Lane, Walton on Thames, both of which have been established in the area for many years.

6.30 In 2011, 20 Sandy Lane was the subject of a formal planning application\(^{14}\) to redevelop the site for 10 flats. The Council’s Core Strategy policy CS22 seeks to safeguard Travelling Showpeople sites, unless they are no longer required to meet identified need. The applicants submitted evidence to show that the site was no longer required for such purposes. The principle of housing was accepted on the site, but it was subsequently refused planning permission on other policy grounds.

**Travelling Showpeople: Interview findings**

6.31 1 survey response was received from the privately owned site at 16 Sandy Lane. 2 adults currently live on the site and have done so for over 40 years. They reside in a 3 bedroomed house. They confirmed that their 5 children no longer live in the Borough, but that they themselves have no intention of moving away anytime soon.

6.32 FFT were unable to obtain a survey response from 20 Sandy Lane. The neighbours at 16 Sandy Lane indicated that the owners no longer live on the site. This reflects documented circumstances locally regarding recent activity to redevelop the site for housing.

\(^{14}\) See Planning Application 2011/6930 for further information
7 Assessing Accommodation Need

7.1 Section 8 of the Surrey methodology sets out a step-by-step approach to collating the information required to identify the current supply and demand for pitches/plots in the study area. This section does so, using the agreed templates set out in the methodology.

Response rate to questionnaire/ interview request

7.2 A total of 57 Gypsy, Traveller and Travelling Showpeople households were identified as part of the TAA process. Completed interviews were received from 33 households, or 58% of the total households identified.

<table>
<thead>
<tr>
<th>No. of Gypsy and Traveller Households</th>
<th>No. of Showpeople Households</th>
<th>% of total households identified</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Gypsy, traveller and travelling showpeople households identified</td>
<td>55</td>
<td>2</td>
</tr>
<tr>
<td>Full interviews completed</td>
<td>32</td>
<td>1</td>
</tr>
<tr>
<td>Partial interviews completed</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Interview refused</td>
<td>21</td>
<td>0</td>
</tr>
<tr>
<td>Property unoccupied</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>No-one available for interview</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Table 7.1: Response rate to TAA questionnaire

Current Supply of authorised sites in the Borough

7.3 There are currently 41 authorised Gypsy and Traveller pitches in the Borough, none of which are currently vacant.

<table>
<thead>
<tr>
<th>Location</th>
<th>No. of occupied Gypsy/Traveller Pitches</th>
<th>No. of vacant pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 Woodstock Lane (Land adjacent the Oaks)</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>The Oaks, Woodstock Lane</td>
<td>16</td>
<td>0</td>
</tr>
<tr>
<td>Plot 1 Woodstock Lane South</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Plot 2 Woodstock Lane South</td>
<td>6</td>
<td>0</td>
</tr>
<tr>
<td>Plot 3 Woodstock Lane South</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Plot 4 Woodstock Lane South</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>41 Pleasant Place</td>
<td>4</td>
<td>0</td>
</tr>
<tr>
<td>Willow Trees, 74 Hurtwood Road</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

Table 7.2: Existing Gypsy and Traveller site capacity in Elmbridge

7.4 There are currently 2 plots owned by Travelling Showpeople in the Borough. As outlined in Section 6, the development of market housing is currently being pursued

15 Includes 20 Sandy Lane, although it is believed that this family is no longer residing in the area.
on one of these sites, at 20 Sandy Lane. The occupants at 16 Sandy Lane have confirmed that there is no future need arising from their household.

<table>
<thead>
<tr>
<th>Location</th>
<th>No. of occupied Gypsy/Traveller Pitches</th>
<th>No. of vacant plots</th>
</tr>
</thead>
<tbody>
<tr>
<td>16 Sandy Lane</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>20 Sandy Lane</td>
<td>1</td>
<td>0(^{16})</td>
</tr>
</tbody>
</table>

Table 7.3: Existing Travelling Showpeople site capacity in Elmbridge

Future Accommodation Need

7.5 Table 7.4 provides a summary of current supply and demand for pitches/plots in Elmbridge. In the interests of transparency, a breakdown of the different data sources and assumptions applied to populate these fields of information is set out below.

A. Current supply of occupied local authority residential site pitches/plots in Elmbridge

7.6 Derived from tables 7.2 above – public pitch component only, at The Oaks, Woodstock Lane.

B. Current supply of authorised and occupied privately owned site pitches/plots in Elmbridge

7.7 Derived from tables 7.2 and 7.3 – private pitch/plots components only.

C. Unauthorised pitches/plots tolerated for more than 10 years

7.8 Research undertaken as part of the TAA has not identified any pitches/plots that have been tolerated for more than 10 years.

D. Number of unused/vacant local authority pitches/plots

7.9 Derived from table 7.2 above – public pitch component only, at The Oaks, Woodstock Lane.

E. Number of unused/vacant authorised privately owned pitches/plots

7.10 Derived from tables 7.2 and 7.3 above – private pitch/plots components only.

F. Number of existing pitches/plots expected to become vacant in the near future (LA and privately owned)

7.11 Through the survey process, one resident at The Oaks, Woodstock Lane stated their intention to vacate their pitch in the next five years (Q. 9 on TAA Questionnaire).

\(^{16}\) This site has not been identified as vacant as evidence suggests it will be developed for market housing.
G. Number of households in site pitch/plot accommodation expressing a desire to live in bricks and mortar housing (in the next 5 years)

7.12 No respondents stated a desire to move to bricks and mortar accommodation in the next five years (Q.10/11 on TAA Questionnaire). None of the survey respondents are currently on the Council’s housing waiting list.

H. New local authority pitches/plots planned for year 1

7.13 Work is not currently underway on any new local authority sites that would be delivered in year 1.

I. Existing applications for private pitches/plots (including unauthorised sites) likely to gain planning permission during year 1.

7.14 There are currently no planning applications being considered for new private pitches/plots in the Borough.

J. Households seeking permanent site accommodation in the area.

7.15 This consists of a number of different component parts:

i. Previously unmet need where additional households are currently residing with other households in bricks and mortar accommodation, resulting in overcrowding – 5 pitches.

ii. Specialist cases where the Council have deemed it appropriate to provide a pitch, after investigating personal circumstances – 1 pitch.

iii. Identified men/women in the traveller community who are 18 years of age or older, but have not yet married and formed their own household. It is not known if these men/women will form households with partners in Elmbridge and therefore remain in area, or alternatively, move elsewhere to start a family. The survey work identified that within Elmbridge, we have examples of both scenarios. In either scenario, and regardless of where they ultimately settle, these individuals will only require a pitch that they will share with their spouse. ie they will share one with a partner to form a household. Applying this logic, it is assumed that for every two unmarried people, there is a requirement for one.

K. On authorised encampments expressing a need to reside in the Borough

7.16 No households residing on unauthorised encampments have expressed a need to reside in the Borough.

L. Currently on unauthorised developments for which planning permission is not expected as there is a presumption against development in these areas

7.17 Not applicable, as there are currently no unauthorised encampments in such areas in the Borough.

M. Currently overcrowded or doubled up
7.18 Where additional households have been formed and these have remained on the original family pitch/plot resulting in insufficient space – 1 pitch

N. Temporary planning permissions due to expire before 2017

7.19 41 Pleasant Place currently has a temporary permission for 4 pitches, which will expire in May 2014.

O. Future need: New family formations expected to arise from existing borough households 2012-2017

7.20 Derived from Q.11 of the questionnaire and cross referenced with the household composition data set out in Q.1. On public sites, this information has also been checked against household records held by Surrey County Council. As with paragraph 6.15 (c) above, it is assumed that for every two unmarried people, a need for one pitch will apply - 6.5 pitches\(^\text{17}\).

<table>
<thead>
<tr>
<th>Current Residential Supply:</th>
<th>Pitches (Gypsies &amp; Travellers)</th>
<th>Plots (Travelling Showpeople)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Current supply of occupied local authority residential site pitches/plots in local authority</td>
<td>16</td>
<td>0</td>
</tr>
<tr>
<td>B. Current supply of authorised and occupied privately owned sites pitches/plots in local authority areas</td>
<td>25</td>
<td>2</td>
</tr>
<tr>
<td>C. Unauthorised pitches/plots tolerated for more than 10 years</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total Households</strong></td>
<td><strong>41</strong></td>
<td><strong>2</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Projected Supply:</th>
<th>Pitches (Gypsies &amp; Travellers)</th>
<th>Plots (Travelling Showpeople)</th>
</tr>
</thead>
<tbody>
<tr>
<td>D. Number of unused/vacant local authority pitches/plots</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>E. Number of unused/vacant authorised privately owned pitches/plots</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>F. Number of existing pitches/plots expected to become vacant in the near future (LA and privately owned)</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>G. Number of households in site pitch/plot accommodation expressing a desire to live in bricks and mortar (in next 5 years)</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>H. New local authority pitches/plots planned during year 1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>I. Existing applications for private pitches/plots (including unauthorised sites) likely to gain planning permission during year 1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total pitch capacity</strong></td>
<td><strong>1</strong></td>
<td><strong>0</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Current backlog of need:</th>
<th>Pitches (Gypsies &amp; Travellers)</th>
<th>Plots (Travelling Showpeople)</th>
</tr>
</thead>
<tbody>
<tr>
<td>J. Households seeking permanent site accommodation in the area</td>
<td>13</td>
<td>0</td>
</tr>
<tr>
<td>K. On unauthorised encampments expressing a need to reside in the Borough/District</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

\(^\text{17}\) This has been rounded up to 7 pitches in the table 6.4
L. Currently on unauthorised developments for which planning permission is not expected as there is a presumption against development in these areas | 0 | 0
M. Currently overcrowded or doubled up | 1 | 0
N. Temporary planning permissions due to expire before 2017 | 4 | 0

| Current shortfall | 18 | 0 |

<table>
<thead>
<tr>
<th>Future need:</th>
</tr>
</thead>
<tbody>
<tr>
<td>O. Future need: New family formations expected to arise from existing borough households 2012-2017</td>
</tr>
<tr>
<td>Total current residential demand for pitches/plots</td>
</tr>
<tr>
<td>Demand for extra pitches/plots 2012-2017</td>
</tr>
</tbody>
</table>

**Table 7.4: Summary of Current Supply and Demand**

### 15-Year Projection

7.21 National policy requires local authorities to identify a continuous supply of sites for a 15-year period. It is acknowledged that this is difficult to forecast accurately. To give a broad indication of potential numbers, the Surrey methodology recommends that the current number of pitches/plots be multiplied by a family formation rate of 3% for Gypsy and Traveller families and 1.5% for Travelling Showpeople households. These percentages are applied as compound growth per annum and have been agreed by traveller representatives for Surrey as part of the previous GTAA.

7.22 Applying the 3% family formation rate to the current total of 41 gypsy and traveller sites produces a need for an additional 1.23 pitches per annum, or 12.3 pitches over the 10-year period from 2018 - 2027.

7.23 As set out in Section 6.4, there is no future need arising from Travelling Showpeople sites in the Borough and therefore no necessity to apply the 1.5% family formation rate for years 2018 – 2027.

7.24 The identified demand for 24 pitches between 2012-2017 coupled with calculated demand arising from family formation between 2018 – 2027 results in a total demand figure of 36 pitches for 2012-2027.

\(^{18}\) 23.5 figure rounded to 24 pitches
### Table 7.5: Summary of Traveller Pitch Demand, 2012-2027

<table>
<thead>
<tr>
<th>Demand</th>
<th>No. of Pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identified demand</td>
<td>24</td>
</tr>
<tr>
<td>2012-2017</td>
<td></td>
</tr>
<tr>
<td>Compound demand</td>
<td>12</td>
</tr>
<tr>
<td>2018 - 2027</td>
<td></td>
</tr>
<tr>
<td>Total demand</td>
<td>36</td>
</tr>
<tr>
<td>2012-2027</td>
<td></td>
</tr>
</tbody>
</table>

**Transit Sites**

7.25 ‘Planning policy for traveller sites’ sets out the Government’s approach to providing transit sites to facilitate the travel undertaken by travellers to maintain their traditional way of life. Specifically, Policy A requires local planning authorities to co-operate with travellers, their representative bodies and local support groups, other local authorities and relevant interest groups to prepare and maintain an up-to-date understanding of likely transit accommodation needs.

7.26 In light of the above, a section containing six questions\(^\text{19}\) on traveller movements was included in the questionnaire to aid the assessment of need for transit pitches.

7.27 All respondents considered themselves to be permanent residents in the area. None stated that they had a base elsewhere. No respondents stated any intention to ‘move on’ from the area. The majority indicated that they intend to stay in the area ‘for life’.

7.28 The questionnaires suggest there is no locally generated need for transit pitches in Elmbridge. However, the Council will continue to work collaboratively with partners, including neighbouring authorities to address related issues on this matter, should the need arise.

\(^{19}\) Questions 14 - 19
8 Conclusions

8.1 There is an identified need for a total of 36 pitches over the period 2012 – 2027.

8.2 A significant proportion of this need will have to be met through socially rented means, although the Council will work closely with the community to bring forward private sites, where appropriate, in sustainable areas. The Council is currently forwarding work on this through site allocations processes contained within the forthcoming Settlement ID (Investment and Development) Plans\textsuperscript{20}. Formal consultation on the draft Plans is set to take place in early 2013.

8.3 Through the TAA process, the issue of appropriate site design was raised by a number of local residents. In the provision of any future sites, this will be given full consideration. The Council is committed to working with local communities and Surrey County Council to deliver the key elements necessary for successful sites, in accordance with DCLG’s good practice guide\textsuperscript{21}.

8.4 In line with national policy, the Council has a requirement to identify and update annually:

- a supply of specific deliverable\textsuperscript{22} sites sufficient to provide five years’ worth of sites against their locally set targets
- a supply of specific, developable\textsuperscript{23} sites or broad locations for growth, for years six to ten and, where possible, for years 11-15.

The Council will do so each year through the production of its Authority’s Monitoring Report (AMR).

8.5 The Council recognises that this TAA represents a snapshot in time. The figures contained within this document will be kept under review. This will be informed through a strong working relationship with local communities, developed as part of a more localised approach. Another formal assessment of accommodation need will be undertaken within 5 years.

\textsuperscript{20} http://www.elmbridge.gov.uk/planning/policy/IDPlans.htm
\textsuperscript{21} Designing Gypsy and Traveller Sites, DCLG, 2008
\textsuperscript{22} To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that development will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
\textsuperscript{23} To be considered developable, sites should be in a suitable location for traveller site development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.