



# **London Borough of Lambeth**

## **Gypsy and Traveller Accommodation**

### **Assessment Update**



September 2016

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## Introduction

- 1.1 Gypsy and Traveller Accommodation Assessments (GTAAs) provide an evidence base to establish the accommodation needs of Gypsies, Travellers and Travelling Showpeople, to inform development plan policy and planning decisions.
- 1.2 The findings of this Update supplement the findings in the Lambeth GTAA published in April 2014, which covered the period 2013-2030. The reason for undertaking this Update was the publication of a revised Planning Policy for Traveller Sites (PPTS) in August 2015. This included a change to the definition of Gypsies and Travellers for planning purposes.

## The requirements of Planning Policy for Traveller Sites (PPTS)

- 1.3 PPTS (2012, updated 2015) requires local planning authorities to 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.
- 1.4 The August 2015 update to the PPTS revised the definition of Gypsies and Travellers for the purposes of planning. This had the effect of excluding those who have ceased to travel permanently.
- 1.5 As such for the purposes of the PPTS (as amended August 2015), 'Gypsies and Travellers' are defined as:

*"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."*

- 1.6 In determining whether persons are "Gypsies and Travellers" for the purposes of planning policy, the PPTS states that 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.
- 1.7 Under the PPTS planning authorities are therefore required to assess the accommodation needs of Gypsies and Travellers, as defined in national planning policy. Following a High Court judgment (Wenman v Secretary of State) the Government, on 22 July 2015, made a technical adjustment to paragraphs 49 and 159 of the National Planning Policy Framework (NPPF). The technical adjustment to paragraph 159 stated: "Planning Policy for Traveller Sites sets out how 'travellers' (as defined in Annex A of that document) accommodation needs should also be assessed. Those who do not fall under that definition should have their accommodation needs addressed under the provisions of the National Planning Policy Framework."
- 1.8 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. The draft guidance issued in March 2016 sets out how local housing authorities should undertake this assessment. 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.

## Methodology

- <sup>1.9</sup> Over the past 10 years, ORS has continually refined a methodology for undertaking Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessments. This methodology has been based on the 2007 GTAA Guidance<sup>1</sup> that was issued by the Government, and has evolved in response to changes in planning policy as well as the outcomes of Local Plan Examinations and Planning Appeals. It has been updated in light of changes to PPTS in August 2015 as well as responding to recent changes set out by Planning Ministers (set out above), with particular reference to new household formation rates (see paragraphs 1.18-1.23 and Appendix B).
- <sup>1.10</sup> The 2014 Lambeth GTAA concluded that the only source of need was that arising from concealed households and new household formation on the existing public Traveller site at Lonesome Way in Streatham. Therefore this Update seeks to address the application of the revised PPTS to households on the existing site. ORS sought to interview the residents of the Lonesome Way site to capture information to establish whether a household would meet the new planning policy definition.

## Survey of Existing Site Residents

- <sup>1.11</sup> Lonesome Way is Lambeth’s only existing Traveller site and provides 16 residential pitches. At the time of the fieldwork (February 2016) 13 pitches were occupied and 3 were vacant. ORS sought to undertake a full demographic study of all occupied pitches on the site. Pitches were visited by experienced ORS researchers who conducted interviews with as many residents as possible to determine their current demographic characteristics, whether they have any current or likely future accommodation needs and how these may be addressed, whether there are any concealed households or doubling-up, and their travelling characteristics. ORS worked closely with the Council to ensure that the Site Record Form would collect all the necessary information to support the study. This form was updated to collect the information necessary to apply the new PPTS definition. Staff also sought to identify contacts living in bricks and mortar to interview. The Site Record Form can be found in **Appendix A**.
- <sup>1.12</sup> Fieldwork was undertaken during February 2016 and a total of 6 interviews were completed with households living on the site at Lonesome Way. Two households refused to take part in an interview, and despite repeated visits and engagement with site managers and caretakers it was not possible to make contact with households on a further 5 pitches.


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<sup>1</sup> Gypsy and Traveller accommodation needs assessments, Department for Communities and Local Government, 4 October 2007

## Engagement with Bricks and Mortar Households

- 1.13 In addition to interviewing the existing site residents, contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on the existing site to identify any friends or family living in bricks and mortar who may wish to move to a site and information from the Council – including discussions with Officers from housing, planning and education. An advert was also placed in World's Fayre (see below).
- 1.14 Through this approach ORS sought to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.
- 1.15 As a result of this no households living in bricks and mortar were identified to interview. It was however confirmed that one household on the site had secured a tenancy in bricks and mortar and would be vacating their pitch in April or May. This will need to be considered by the Council as a component of supply when seeking to meet any identified need.

Figure 1 - World's Fayre Advert



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### Gypsy, Traveller & Travelling Showpeople Accommodation Assessments

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

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

**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](mailto:claire.thomas@ors.org.uk)

## Calculating Current and Future Need

- 1.16 The revised version of PPTS now 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.
- 1.17 To identify need, PPTS requires an assessment for current and future pitch requirements, whilst the 2007 GTAA Guidance does suggest an approach to undertaking an assessment of need, it is out-

dated and the Government have stated that they wish to revoke it<sup>2</sup>. More recently draft guidance on assessing the needs of households living in caravans and on boats has been issued and the approach taken in this study is consistent with this draft guidance. As with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below.

## New Household Formation Rates

- <sup>1.18</sup> 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 (August 2015)*. The main conclusions are set out here and the full paper is in **Appendix B**.
- <sup>1.19</sup> 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.
- <sup>1.20</sup> 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.
- <sup>1.21</sup> 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.
- <sup>1.22</sup> 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. The ‘baseline’ includes all current authorised households, all households identified as in current need (including concealed households, 5 year need from older teenage children, 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 take account of modelling projections based on birth and death rates, and in-/out-migration.
- <sup>1.23</sup> 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 in each local authority (by travelling status).

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<sup>2</sup> Planning and travellers: proposed changes to planning policy and guidance - Consultation response, August 2014 (DCLG)

## Breakdown by 5 Year Bands

- <sup>1.24</sup> In addition to tables which set out the overall need for Gypsies and Travellers, 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 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 rate of growth that was applied – as opposed to being spread evenly.

## Applying the New Definition of Travelling

- <sup>1.25</sup> The primary change to the 2015 PPTS in relation to the assessment of need is the change in the definitions of Gypsy, Traveller and Travelling Showperson for planning purposes.
- <sup>1.26</sup> One of the most important questions that GTAAAs 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’.
- <sup>1.27</sup> **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.
- <sup>1.28</sup> 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.
- <sup>1.29</sup> 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*.
- <sup>1.30</sup> 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.
- <sup>1.31</sup> 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.
- <sup>1.32</sup> 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 (or have ceased to travel temporarily for education, ill health or old age) 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.

- 1.33 It is also the view of ORS that if there is 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.
- 1.34 Households will also fall under the new definition if they state 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 state that they have travelled in the past and that they plan to travel again in the future for nomadic purposes.
- 1.35 Through the site interviews ORS sought to collect information necessary to assess each household against the new definition. To meet the new definition requires households to state during the interview that all or some household members travel for work purposes, and stay away from their usual place of residence when doing so, or that they have ceased to travel temporarily for reasons relating to education, ill health or old age.
- 1.36 Only those households that meet the new definition in the PPTS, and those who could potentially meet the new definition, will form the components of need to be assessed in the GTAA i.e.:
- » 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 could meet the new definition.
- 1.37 The outcomes of the questions asked through the interviews enabled the 'travelling status' of each household to be determined. 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 – in order to determine any future intentions.
- 1.38 Of the 6 households that were interviewed, none travel away from their usual place of residence for the purpose of work or had 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. The table below sets out the responses given by households during the interviews.
- 1.39 Based on the oral responses given to interviewers none of the households that were interviewed meet the new planning definition of a Traveller, in that none travel for work purposes and stay away from their usual place of residence. It was not possible to determine the travelling status of the remaining 7 households where an interview was not completed.

Figure 2 – Travelling Characteristics of Households Interviewed (anonymised)

	Household 1	Household 2	Household 3	Household 4	Household 5	Household 6
<b>Trips made in past 12 months?</b>	2	2	0	0	2	3
<b>Who travels?</b>	All family	All family	-	-	All family	All family
<b>Why do you travel?</b>	Holidays	Visiting family	-	-	Visiting family	Fairs/culture
<b>When do you travel?</b>	Summer	All year	-	-	All year	Summer
<b>Have you ever travelled?</b>	-	-	Yes	Yes	-	-
<b>When did you stop travelling?</b>	-	-	5 years ago	30 years ago	-	-
<b>Why did you stop?</b>	-	-	Just stopped	Settled now	-	-
<b>Will you travel again?</b>	Yes	No	No	No	Yes	Yes
<b>Why will you travel again?</b>	Holidays	-	-	-	Visiting family	Fairs/culture
<b>Does household meet new definition?</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>	<b>No</b>

Figure 3 - Travelling Status of Interviewed Households

Site	Meet New Definition	Do Not Meet New Definition	Unknown
Lonesome Way, Lambeth	0	6	7

## Key Demographic Findings

- 1.40 Ethnicity data that was captured from the 6 households who were interviewed indicated that they are a mixture of Romany Gypsies, Irish and English Travellers.
- 1.41 The households comprised 19 residents – 10 female adults<sup>3</sup> and 9 children and teenagers aged under 18. This equates to 53% adults and 47% children and teenagers.

## Revised Need - households who meet the PPTS definition of a Gypsy and Traveller

- 1.42 As set out above, none of the households that were interviewed meet the new planning definition of a Gypsy or Traveller. Therefore, the need for additional pitches arising from this group is nil.

<sup>3</sup> There were no adult males recorded during the site interviews.

## Revised Need – households who do not meet the PPTS definition of a Gypsy and Traveller

- 1.43 As set out already provisions 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 SHMA process for example, and will form a subset of the wider need arising from households residing in caravans. On this basis, it is evident that whilst the needs of the 6 households who do not meet the new definition will represent only a very small proportion of the overall housing need, the Council will still need to ensure that arrangements are in place to properly address these needs.
- 1.44 Analysis of the data collected for those who do not meet the new definition indicates that six households are likely to be in need of accommodation over the 15 year period to 2031, based on the number of concealed households and expected future household formation. Current need of 4 is made up of 4 adult children living in over-crowded conditions on one of the pitches on the site. Future need of 2 is made up of new household formation using a formation rate of 2.00% that has been derived from the demographics of the households that were interviewed.

**Figure 4 – Additional Need from Households who do not meet the PPTS definition of a Gypsy and Traveller**

Local Authority	2016-21	2021-26	2026-31	Total
Lambeth	4	1	1	6

- 1.45 The needs of these households would be a component of the objective assessment of housing need (OAN) figure identified in the SHMA.

## Revised Need – Households with unknown status

- 1.46 Whilst it was not possible to determine the travelling status of 7 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 in the GTAA as they are Gypsies and Travellers who could meet the new definition.
- 1.47 Should further information be made available to the Council that will allow for the new definition to be applied, the overall level of need from this group would be 3 pitches from new household formation (this uses a base of the 7 households and a net growth rate of 1.50%<sup>4</sup>), plus any need arising from concealed adult households or older teenagers.

**Figure 5 – Additional Need from 'Unknown' Households**

Local Authority	2016-21	2021-26	2026-31	Total
Lambeth	1	1	1	3

<sup>4</sup> This is the national rate established by ORS in the Technical Note on Household Formation and Growth Rates (August 2015)

- 1.48 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.
- 1.49 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 overall 10% of Gypsy and Traveller households who have been interviewed meet the new definition – and in some local authorities, particularly other London Boroughs, 100% of households do not meet the new definition. This would suggest that only a small proportion of the potential need identified from these households may need to be included in the overall assessment of Gypsy and Traveller accommodation need.

## Summary of Findings

- 1.50 This study provides an update to the 2014 Lambeth GTAA to take account of the change to the planning definition of a traveller in PPTS in August 2015. The findings of this Update supplement the findings in the 2014 GTAA; the Update addresses the application of the new definition to households on the existing traveller site, as this was the only source of need identified through the 2014 GTAA. The study also sought to identify additional contacts living in bricks and mortar housing in the borough, however none were identified.
- 1.51 The study has found that none of the six households that were interviewed meet the new planning definition of a traveller. On this basis the accommodation requirements of these households would be added as an increment to the overall OAN figure identified in the local authority's SHMA. The study indicates that, from this group, six households are likely to be in need of accommodation over the 15 year period to 2031, arising from concealed households and expected future household formation.
- 1.52 The number of pitches needed to address the potential future requirements of the households occupying the 7 pitches that were not able to be interviewed is 3, based on application of the national household formation rate.

**Figure 6: Overall summary of need for additional pitches for Gypsies and Travellers 2016-2031**

	2016-21	2021-26	2026-31	Total
Need arising from Gypsies and Travellers	0	0	0	0
Potential need arising from households with unknown status	1	1	1	3
<b>Total</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>3</b>

# Appendix A – Lambeth Site Record Form

## GTAA Questionnaire 2016

### Lambeth Council



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

Lambeth 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.

Lambeth 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.

**Interviewer: If necessary explain to residents that they may have been asked similar questions previously, and that this is an update to an earlier study.**

#### A General Information

<b>A1</b>	<b>Name of planning authority:</b> <i>INTERVIEWER please write in</i>			
<b>A2</b>	<b>Date/time of site visit(s):</b> <i>INTERVIEWER please write in</i>	DD/MM/YY	TIME	
<b>A3</b>	<b>Name of interviewer:</b> <i>INTERVIEWER please write in</i>			
<b>A4</b>	<b>Address and pitch number:</b> <i>INTERVIEWER please write in</i>			
<b>A5</b>	<b>Type of accommodation:</b> <i>INTERVIEWER please cross one box only</i>	<div style="display: flex; justify-content: space-around; align-items: flex-end;"> <div style="text-align: center;">Council <input type="checkbox"/></div> <div style="text-align: center;">Private <input type="checkbox"/></div> <div style="text-align: center;">Unauthorised <input type="checkbox"/></div> <div style="text-align: center;">Bricks and Mortar <input type="checkbox"/></div> </div>		
<b>A6</b>	<b>Name of Family:</b> <i>INTERVIEWER please write in</i>			
<b>A7</b>	<b>Ethnicity of Family:</b> <i>INTERVIEWER please cross one box only</i>	<div style="display: flex; justify-content: space-around; align-items: flex-end;"> <div style="text-align: center;">Romany Gypsy <input type="checkbox"/></div> <div style="text-align: center;">Irish Traveller <input type="checkbox"/></div> <div style="text-align: center;">Scots Gypsy or Traveller <input type="checkbox"/></div> <div style="text-align: center;">Show Person <input type="checkbox"/></div> </div> <div style="display: flex; justify-content: space-around; align-items: flex-end; margin-top: 5px;"> <div style="text-align: center;">New Traveller <input type="checkbox"/></div> <div style="text-align: center;">English Traveller <input type="checkbox"/></div> <div style="text-align: center;">Welsh Gypsy <input type="checkbox"/></div> <div style="text-align: center;">Non-Traveller <input type="checkbox"/></div> </div> <div style="text-align: center; margin-top: 5px;">Other (please specify)</div>		
<b>A8</b>	<b>Number of units on the pitch:</b> <i>INTERVIEWER please write in</i>			
		Mobile homes	Touring Caravans	Day Rooms
		Other (please specify)		

**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?
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**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	Sex	Age	Sex	Age	Sex	Age	Sex	Age

**C Accommodation Needs**

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

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

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	
<b>D1</b>	<p><b>Is anyone living here on the waiting list for a pitch in this area?</b>  <i>INTERVIEWER: Please cross one box only</i></p> <p>Yes <input type="checkbox"/> → Continue to D2            No <input type="checkbox"/> → Go to D4</p>		
<b>D2</b>	<p><b>How many people living here are on the waiting list for a pitch in this area?</b>  <i>INTERVIEWER: Please cross one box only</i></p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/> 7 <input type="checkbox"/> 8 <input type="checkbox"/> 9 <input type="checkbox"/> 10 <input type="checkbox"/></p> <p>Other (Please specify) <input type="text"/></p> <p>Details (Please specify) <input type="text"/></p>		
<b>D3</b>	<p><b>How long have they been on the waiting list?</b> <i>INTERVIEWER: Please cross one box only</i></p> <p>0-3 months <input type="checkbox"/> 3-6 months <input type="checkbox"/> 6-12 months <input type="checkbox"/> 1-2 years <input type="checkbox"/> 2+ years <input type="checkbox"/></p> <p>Other (Please specify) <input type="text"/></p> <p>Details (Please specify) <input type="text"/></p>		
<b>D4</b>	<p><b>If they are not on the waiting list, do any of the people living here want to be on the waiting list?</b>  <i>INTERVIEWER: Please cross one box only</i></p> <p>1 <input type="checkbox"/> 2 <input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/> 7 <input type="checkbox"/> 8 <input type="checkbox"/> 9 <input type="checkbox"/> 10 <input type="checkbox"/></p> <p>No <input type="checkbox"/> Other (Please specify) <input type="text"/></p> <p>Details (Please specify) <input type="text"/></p>		
E		Future Accommodation Needs	
<b>E1</b>	<p><b>Do you plan to move from this site in the next 5 years? If so, why?</b>  <i>INTERVIEWER: Please cross one box only</i></p> <p>Yes <input type="checkbox"/> If yes → Continue to E2            No <input type="checkbox"/> If no → Go to E5</p> <p>If so, why? (please specify) <input type="text"/></p>		
<b>E2</b>	<p><b>Where would you move to?</b> <i>INTERVIEWER: Please cross one box only</i></p> <p>Another site in this area <input type="checkbox"/> A site in another council <input type="checkbox"/> Bricks and mortar in this area <input type="checkbox"/> Bricks and mortar in another council <input type="checkbox"/> Other (Please specify) <input type="checkbox"/></p> <p>Please specify <input type="text"/></p>		
<b>E3</b>	<p><b>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?</b> <i>INTERVIEWER: Please cross one box only</i></p> <p>Public pitch <input type="checkbox"/> Private pitch <input type="checkbox"/></p>		

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

Yes ☐ No ☐

**E5 Do you own any land (in the borough or elsewhere) that is available for gypsy and**

Yes ☐ No ☐

**E6 ASK RESIDENTS WHO MAY BE IN NEED OF A NEW PITCH: Would you wish to move from the site if a pitch was available elsewhere in the borough?**

**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:*

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
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If other, please specify

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

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

Yes	<input type="checkbox"/>	→ Continue to F10
No	<input type="checkbox"/>	→ Go to G1

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

Details

**G Bricks & Mortar Contacts**

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

Details

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

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

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

Sketch of Site/Pitch — any concerns?

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

Respondent's Name.....

Respondent's Telephone.....

Respondent's Email.....

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

***INTERVIEWERS DECLARATION:***

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

***Interviewers Signature:***

## Appendix B – Technical Note: Gypsy and Traveller Household Formation and Growth Rates



## **Technical Note**

# **Gypsy and Traveller Household Formation and Growth Rates**

**August 26<sup>th</sup> 2015**

**Opinion Research Services**  
Spin-out company of Swansea University



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# Household Growth Rates

## Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.
2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).
3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.
4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.
5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

## Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities’ future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors. Of course, it is the *net* rate that is important in determining future accommodation needs for Gypsies and Travellers.

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.
8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').
9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying that:

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

10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

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

*The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure.'*

12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of 'standard' precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about *net* household growth rates in order to provide a more robust basis for future assessments.

## Compound growth

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

**Table 1**

**Compound Growth Rates and Time Taken for Number of Households to Double**

Household Growth Rate per Annum	Time Taken for Household to Double
3.00%	23.5 years
2.75%	25.5 years
2.50%	28 years
2.25%	31 years
2.00%	35 years
1.75%	40 years
1.50%	46.5 years

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

**Table 2**

**Growth in Households Over time from a Baseline of 100 Households**

Household Growth Rate per Annum	5 years	10 years	15 years	20 years	50 years	100 years
3.00%	116	134	156	181	438	1,922
2.75%	115	131	150	172	388	1,507
2.50%	113	128	145	164	344	1,181
2.25%	112	125	140	156	304	925
2.00%	110	122	135	149	269	724
1.75%	109	119	130	141	238	567
1.50%	108	116	125	135	211	443

15. In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

## Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.
17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.
18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

**Table 3**  
**National CLG Caravan Count July 1998 to July 2014 with Growth Rates (Source: CLG)**

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
Jan 2015	20,123	1,735	9.54%	1.84%
July 2014	20,035	2,598	14.90%	2.81%
Jan 2014	19,503	1,638	9.17%	1.77%
July 2013	20,911	3,339	19.00%	3.54%
Jan 2013	19,359	1,515	8.49%	1.64%
Jul 2012	19,261	2,112	12.32%	2.35%
Jan 2012	18,746	2,135	12.85%	2.45%
Jul 2011	18,571	2,258	13.84%	2.63%
Jan 2011	18,383	2,637	16.75%	3.15%
Jul 2010	18,134	2,271	14.32%	2.71%
Jan 2010	18,370	3,001	19.53%	3.63%
Jul 2009	17,437	2,318	15.33%	2.89%
Jan 2009	17,865	3,503	24.39%	4.46%
Jul 2008	17,572	2,872	19.54%	3.63%
Jan 2008	17,844	3,895	27.92%	5.05%

<b>Jul 2007</b>	17,149	2,948	20.76%	3.84%
<b>Jan 2007</b>	16,611	2,893	21.09%	3.90%
<b>Jul 2006</b>	16,313	2,511	18.19%	3.40%
<b>Jan 2006</b>	15,746	2,352	17.56%	3.29%
<b>Jul 2005</b>	15,863	2,098	15.24%	2.88%
<b>Jan 2005</b>	15,369	1,970	14.70%	2.78%
<b>Jul 2004</b>	15,119	2,110	16.22%	3.05%
<b>Jan 2004</b>	14,362	817	6.03%	1.18%
<b>Jul 2003</b>	14,700			
<b>Jan 2003</b>	13,949			
<b>Jul 2002</b>	14,201			
<b>Jan 2002</b>	13,718			
<b>Jul 2001</b>	13,802			
<b>Jan 2001</b>	13,394			
<b>Jul 2000</b>	13,765			
<b>Jan 2000</b>	13,399			
<b>Jan 1999</b>	13,009			
<b>Jul 1998</b>	13,545			

19. The annual rate of growth in the number of caravans varies from slightly over 1% to just over 5% per annum. We would note that if longer time periods are used the figures do become more stable. Over the 36 year period 1979 (the start of the caravan counts) to 2015 the compound growth rate in caravan numbers has been 2.5% per annum.
20. However, there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). Counting caravan numbers is very poor proxy for Gypsy and Traveller household growth. Caravans counted are not always occupied by Gypsy and Traveller families and numbers of caravans held by families may increase generally as affluence and economic conditions improve, (but without a growth in households)
21. There is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates. This approach is not appropriate to needs studies for the following reasons:

## Modelling population growth

### Introduction

22. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for

population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting 'standard' rates on the basis of precedent.

### Migration effects

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

### Population profile

24. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.
25. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

**Table 4**

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

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9

Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5
Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

### Birth and fertility rates

26. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
27. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. We know of only one estimate of the fertility rates of the UK Gypsy and Traveller community. This is contained in the book, 'Ethnic identity and inequalities in Britain: The dynamics of diversity' by Dr Stephen Jivraj and Professor Ludi Simpson published in May 2015. This draws on the 2011 Census data and provides an estimated total fertility rate of 2.75 for the Gypsy and traveller community
28. ORS's have been able to examine our own survey data to investigate the fertility rate of Gypsy and Traveller women. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). On this basis it is reasonable to assume an average of three children per woman during her lifetime which would be consistent with the evidence from the 2011 Census of a figure of around 2.75 children per woman. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

### Death rates

29. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the *net* population growth cannot conceivably achieve 2% per

annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

30. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
31. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) 'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative', University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS's own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

### Modelling outputs

32. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
33. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
34. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

## Household growth

35. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
36. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
37. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

**Table 5**

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

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

38. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

**Table 6**  
**Household Type (Source: UK Census of Population 2011)**

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

39. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
40. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
41. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

## Household dissolution rates

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

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

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

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

## Summary conclusions

44. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.
45. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

46. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.
47. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.