

PREPARING TRAVELLERS' ACCOMMODATION ASSESSMENTS (TAAs) – THE SURREY APPROACH

April 2012





Glossary

Bricks and mortar	Permanent mainstream housing.
Caravan	Mobile living vehicles also referred to as trailers or touring caravans.
Concealed households	Someone living within a household but wanting to move to their own accommodation to form a separate household (e.g. adult children, 18 years old and above, living at home). Sometimes referred to as suppressed households.
Gypsy/Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such. ¹
Household	One person or a group of people (not necessarily related) living at the same address, in one or more mobile homes and/or caravans, and sharing at least one meal a day and housekeeping costs.
Mobile Home	Legally a caravan but not normally capable of being moved by towing.
Pitch	A piece of land which generally accommodates one mobile home and one touring Gypsy caravan, amenity and storage space, amenity building and parking.
Plot	A piece of land of unspecified size which accommodates Travelling Showpeople's caravans, trailers, mobile homes and sometimes equipment.
Settled community	Reference to non-travellers.
Transit site	A permanent site intended for short-term temporary use by travellers on the move.
Travelling Showpeople	Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependant's more localised pattern of trading, educational or health needs or old age have ceased to travel

¹ Planning policy for traveller sites (23rd March 2012).

	temporarily or permanently, but excludes Gypsies and Travellers. ²
Traveller	Term often used to refer to the ethnic group of Irish Travellers with a heritage of travelling.
travellers	A non-ethnic description for the purposes of planning to encompass all those of a travelling way of life whatever their race or origin. ³ “travellers” means “gypsies and travellers” and “travelling showpeople” as defined above
Unauthorised development	Land privately owned but without the benefit of planning permission.
Unauthorised encampment	Land occupied by Gypsies, Travellers and Travelling Showpeople and their homes but without the benefit of planning permission or the permission of the land owner. Can include land at the side of the road.

² Planning policy for traveller sites (23rd March 2012).

³ Term taken from Annex 1 of the planning policy for traveller sites (23rd March 2012).

CONTENTS

1.0 INTRODUCTION	1
Background to the TAA and Surrey Methodology	1
Next Steps.....	2
2.0 ASSESSING THE NEEDS OF TRAVELLERS: THE PLANNING POLICY CONTEXT	3
National Planning Policy and Guidance.....	3
<i>Planning policy for traveller sites</i>	<i>3</i>
<i>The National Planning Policy Framework</i>	<i>4</i>
<i>The Housing Act 2004</i>	<i>4</i>
<i>Gypsy and Traveller Accommodation Assessments Guidance (GTAAs) (CLG, 2007)</i>	<i>4</i>
3.0 ADDRESSING THE CRITICISMS OF PREVIOUS GTAAS AND USING EXAMPLES OF BEST PRACTICE	6
Criticisms of previous GTAAs	6
<i>The draft Panel Report</i>	<i>6</i>
Good practice in assessing the accommodation needs of travellers	7
<i>Chichester District Council - GTAA 2007</i>	<i>7</i>
Overcoming previous criticisms and using best practice.....	7
4.0 ENGAGING WITH TRAVELLERS IN PREPARING THIS METHODOLOGY	10
Formulating the questionnaire.....	10
Formulating the methodology.....	10
5.0 PREPARING A TRAVELLERS' ACCOMMODATION ASSESSMENT IN SURREY	12
The aims of an assessment	12
Defining accommodation need.....	12
The Surrey methodology.....	13
6.0 PHASE 1 – DESKTOP REVIEW	14

Gathering of existing data.....	14
7.0 PHASE 2 – INTERVIEWS WITH TRAVELLERS	16
Research by Interview.....	16
8.0 PHASE 3 – REVIEW AND CONCLUSIONS	18
Outputs from questionnaires	18
Bringing it altogether	19
<i>Response rate to questionnaire / interview request</i>	19
Estimating the current supply of pitches/plots in the study area.....	19
A. <i>Current supply of County/Local Authority sites</i>	19
B. <i>Current supply of private authorised sites</i>	20
C. <i>Unauthorised developments tolerated for more than 10 years</i>	21
D. <i>Number of unused/vacant local authority pitches/plots.....</i>	21
E. <i>Number of unused/vacant private pitches/plots</i>	21
F. <i>Number of existing pitches/plots expected to become vacant in the near future (both LA and privately owned)</i>	22
G. <i>Number of households in site accommodation expressing a desire to live in bricks and mortar housing.....</i>	22
H. <i>Details of any planned local authority public traveller sites to be delivered in year 1.....</i>	23
I. <i>Outstanding planning applications for private pitches/plots (including unauthorised sites) likely to gain permission in year 1.....</i>	23
Estimating the current demand for pitches and plots in the local authority area	23
J. <i>Households seeking permanent site accommodation in the area.....</i>	23
K. <i>Current Unauthorised Encampments.....</i>	24
L. <i>Current Unauthorised Developments for which permanent planning permission is not expected.....</i>	25
M. <i>Need arising from overcrowded pitches/plots and concealed households.....</i>	25
N. <i>Temporary planning permissions due to expire before 2017.....</i>	26

<i>O. Newly arising need/ family formations</i>	26
Summary of Current Supply and Demand	27
Finalising the TAA – 15 Year Projection	28
Transit Sites	28
Appendix 1 – Policies A & B in Planning Policy for Traveller Sites (March 2012)	30
Appendix 2 – Criticisms of previous GTAAs	32
Appendix 3 – Consultees involved with preparation of questionnaire and methodology	34
Appendix 4 - Sample Questionnaire	35

1.0 INTRODUCTION

- 1.1 This document sets out the methodology to be used across Surrey when a local planning authority is undertaking a Travellers' Accommodation Assessments (TAAs) either individually in their own Borough/District or as part of a group of local authorities within Surrey.
- 1.2 The methodology sets out how the current and future needs of Gypsies, Travellers and Travelling Showpeople (hereafter referred to as travellers) residing or resorting to areas within Surrey will be assessed in accordance with the Housing Act 2004, and will allow local authorities to derive locally set targets for travellers' pitches and plots, in line with the Government's *'planning policy for traveller sites'* (March 2012).
- 1.3 The methodology has been developed jointly by all local authorities in Surrey working in partnership in order to ensure a consistent approach across the county when undertaking a TAA. The methodology has also been formulated in consultation with representatives of the travelling community and travellers themselves who reside in Surrey.

Background to the TAA and Surrey Methodology

- 1.4 Prior to the publication of the planning policy for traveller sites (March 2012), the number of pitches for the travelling community that each local authority needed to provide was to be determined at the regional level by Regional Planning Bodies (RPBs) and through the preparation of Regional Spatial Strategies (RSSs).
- 1.5 In the South East this was to be determined by a single issue review of the South East Plan on the provision for Gypsy, Traveller and Travelling Showpeople sites which was being led by the South East England Partnership Board (SEEPB)⁴. It was based on the Gypsy and Traveller Accommodation Assessments (GTAAAs) that had been undertaken by each local authority or group of local authorities.
- 1.6 However, prior to the recommendations of an Independent Panel of Government Inspectors being published, which would have set out how many pitches each local planning authority in the South East would need to provide, the Coalition Government came to power and sought to revoke RSSs (i.e. the South East Plan) including the Partial Review of Gypsy and Traveller Accommodation.
- 1.7 As set out in the planning policy for traveller sites, it is now the responsibility of the local authorities to identify the number of travellers' pitches /plots that will be required based on local needs assessments.
- 1.8 In light of these issues and the planning policy statement for traveller sites, the 11 Boroughs and Districts in Surrey have undertaken to prepare this methodology to aid the assessment of travellers' accommodation needs Surrey.
- 1.9 In preparing the methodology the local authorities in Surrey have taken into account:

⁴ Formally the South East England Regional Assembly (SEERA).

- the aims and requirements of the planning policy for traveller sites (March 2012).
- criticisms of the Panel of Inspectors who considered the evidence submitted as part of the South East Plan Partial Review of Gypsy and Traveller Accommodation⁵.
- a best practice example of assessing the needs of Gypsies and Travellers as identified by the Panel of Inspectors.

Next Steps

- 1.10 Using this methodology each local authority will undertake a TAA either individually, in their own Borough/District, or as part of a group of local authorities within Surrey.
- 1.11 Once completed the TAA will form part of the evidence of travellers' accommodation need for the next fifteen years and the wider housing work of each local authority by providing a clear understanding of the accommodation issues face travellers in their respective areas and across Surrey.
- 1.12 As part of each 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 the TAA.
- 1.13 In identifying future sites for travellers' accommodation, each local authority will need to work with the travelling community and their representatives, the settled community and other stakeholders including neighbouring authorities and the County Council, to ensure the timely delivery of pitches/plots.

⁵ Following a Freedom of Information request submitted to the Government the draft Panel Report was published. Section 3 of this report outlines the Panel's observations on the Surrey GTAAs and best practice.

2.0 ASSESSING THE NEEDS OF TRAVELLERS: THE PLANNING POLICY CONTEXT

National Planning Policy and Guidance

Planning policy for traveller sites

- 2.1 National policy and guidance in respect of planning for travellers is set out in the Government's "*planning policy for traveller sites*" (March 2012). The publication of the planning policy replaces Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites' and Circular 04/2007 'Planning for Travelling Showpeople'.
- 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 policies
 - to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply
 - to reduce tensions between settled and traveller communities in plan-making and planning decisions
 - to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure
 - for local planning authorities to have due regard to the protection of local amenity and local environment
- 2.4 The planning policy contains two policies which relate to the assessment of the need and future provision of new sites. Policy A deals with 'Using evidence to plan positively and manage development' and Policy B provides advice on 'Planning for traveller sites'. The main thrust of these policies is to:

- give local planning authorities the freedom and responsibility to determine the right level of traveller site provision in their area in consultation with local communities, while ensuring fairness in the planning system
- enable local planning authorities to make their own assessment of need for the purposes of planning based on robust evidence of local need
- remove the specific reference and requirement for Gypsy and Traveller Accommodation Assessments (GTAA)
- enable local planning authorities to use their assessment of need to set their own targets for pitch/plot provision
- encourage local planning authorities to plan for sites over a reasonable timescale and identify sufficient deliverable sites to deliver site need in the first five years.

2.5 Policies A and B are outlined in full in Appendix 1.

The National Planning Policy Framework

2.6 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.

2.7 The Government's National Planning Policy Framework (NPPF) was published on 27th March 2012. It is a key part of Government reforms to make the planning system less complex and more accessible, and to protect the environment while promoting sustainable growth.

2.8 The NPPF is now critical in formulating planning proposals at a local level, as it sets out the overarching policy priorities for the planning system, against which local plans are being prepared and decisions made on planning applications. The policies in the Framework apply with immediate effect and replace Planning Policy Guidance Notes (PPGs) and Planning Policy Statements (PPSs).

2.9 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 travellers' accommodation having completed a needs assessment. This will be in parallel with local planning policies which guide site selection.

The Housing Act 2004

2.10 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.

2.11 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 (GTAAs) (CLG, 2007)

- 2.12 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).
- 2.13 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 preparing of this methodology and should be considered when completing the TAA.
- 2.14 Particularly useful to this formation of this methodology and the undertaking of the TAA are the following points:
- The guidance defines accommodation need as households who are unable to access suitable housing without some financial assistance and notes that the particular lifestyle and culture of Gypsies and Travellers can give rise to distinctive accommodation needs (see paragraph 5.4 of this methodology for further details).
 - The guidance notes that careful consideration should be given to the appropriate timing for the survey as the caravan count consistently shows higher numbers on unauthorised encampments, and lower numbers on permanent residential sites, in the summer. The guidance states that it is also likely that numbers in housing will be lower in the summer.
 - When assessing future need accurate projections are likely to be more difficult. Analysis of changing demand (which may be expressed through unauthorised sites or low demand for authorised sites) will provide further information but it should be possible to identify:
 - the intentions of those households planning to move which may free up spare pitch or bricks and mortar capacity;
 - the likely rate of household formation and annual population increase; and
 - travelling patterns within the survey area and in and out of surrounding areas.

3.0 ADDRESSING THE CRITICISMS OF PREVIOUS GTAAS AND USING EXAMPLES OF BEST PRACTICE

3.1 To ensure that the data and information collated on the need for future accommodation for travellers is robust and credible, the Surrey authorities have taken into account the following when preparing this methodology:

- the requirements set out in national policies and guidance.
- criticisms of previous accommodation assessments.
- good practice guidance in assessing the accommodation needs of travellers.

3.2 The planning policy context to the assessment of travellers accommodation needs is set out in Section 2 of this report. This section therefore reflects on the criticisms of previous accommodation assessments and good practice guidance.

Criticisms of previous GTAAs

The draft Panel Report

3.3 The draft Panel Report into the partial review of the South East Plan was released after a Freedom of Information request by a number of Gypsy and Traveller representatives. Whilst it has no weight in any statutory process, and it is clearly unfinished, it provides a useful critique of the GTAAs undertaken in Surrey and indeed across the South East.

3.4 The draft report noted that all but one local authority in the South East (Chichester DC) appointed external consultants to undertake their GTAA and that most were completed before the final CLG Guidance was published in October 2007.

3.3 The draft report indicated that in some cases too much reliance had been placed on the CLG Caravan Count, which is widely regarded as a less than robust source of evidence of the number of pitches, households and caravans in any area and is at best useful as an indicator of trends in the number of caravans over time.

3.4 The draft report noted that many of the survey questionnaires were unnecessarily complex and poorly worded, with some consultants concluding that their questions did not provide clear findings, were too variable and resulted in some double counting. Many of the questions were irrelevant.

3.5 The draft report emphasised that the simplest GTAAs were often the most robust. Some were considered to be over complex, adopting complicated mathematical formulae, and made assumptions which bore little obvious relationship to the circumstances of travellers and local conditions.

3.5 In preparing this Surrey methodology, the 11 Surrey authorities sought to learn from the criticisms of the earlier GTAAs⁶ as set out in paragraph 3.10 of this methodology.

⁶ The criticisms of previous GTAAs are outlined in Appendix 2 of this methodology

Good practice in assessing the accommodation needs of travellers

Chichester District Council - GTAA 2007

- 3.6 The draft Panel Report emphasised that the simplest GTAAs, such as the Chichester example were often the most robust. In preparing the Surrey methodology and this report, consideration has been given to the Panel's observations of the Chichester GTAA which has also been reviewed). The key points are summarised below.
- 3.7 Chichester District Council prepared their GTAA with assistance from several Council departments, Friends Families and Travellers, the County Council Traveller Education Service (TES), the Primary Care Trust, a sites manager and a resident local authority site warden and a planning consultant with considerable expertise in traveller matters. It was prepared over a period of 11 months in 2006 and clearly understood both the local circumstances and the accommodation needs of local travellers from first hand knowledge. The fieldwork was undertaken by officers from the Housing Department with significant face-to-face interview skills and input from the local traveller community.
- 3.8 The South East Plan Partial Review Draft Report of the Panel made a number of positive comments about the Chichester GTAA:
- it was based on knowledge of individual sites,
 - it asked a relatively small number of focused and unambiguous questions,
 - it was closely based on the CLG Guidance,
 - it showed a clear link between the survey findings and the needs assessment in the various categories,
 - it applied logical and well-reasoned assumptions where necessary and was transparent in its working,
 - it did not rely on any Caravan Count data or assumptions or findings from elsewhere.
- 3.9 The Chichester GTAA example followed a very simple methodology; an analysis of existing policy and data on travellers, followed by a well designed, detailed questionnaire and a short section on conclusions, and a section on key issues to be addressed in the traveller Strategy.

Overcoming previous criticisms and using best practice

- 3.10 The criticisms of the Panel and the lessons of good practice from the Chichester GTAA were taken into account when drawing up this methodology. In particular the Surrey authorities have/will:

Joint-Working

- worked and will continue to work together and with the County Council to ensure that a consistent approach to assessing the needs of travellers for both permanent and transit sites in Surrey is undertaken.
- utilised and will continue to utilise the experience, knowledge and existing relationships that Gypsy and Traveller liaison officers and site managers have with

travellers in Surrey to pass on information and introduce those conducting the questionnaires.

- Attended and will continue to attend meetings of the Surrey Gypsy and Traveller Community Relations Forum to raise awareness of the TAA and building working relationships/contacts.
- engaged the travelling community and their representatives in drafting the questionnaire and draft methodology.

Questionnaire – Simplification

- simplified the questionnaire to reduce the number questions asked in previous GTAA's to 21 questions.⁷
- ensured that when drawing up the questionnaire that each of the questions asked had a specific purpose e.g. provided information/data to help assess the need for pitches/plots, rather than gathering information for information sake.
- restricted the purpose of the TAA to identifying the number of new pitches/plots required in each local authority area. This will reduce the complexity of the TAA and remove questions relating to income and site conditions which some travellers previously found intrusive.

Conventional/Bricks and Mortar Housing

- follow good practice guidance published by Shelter⁸ on identifying and working with travellers in bricks and mortar housing.
- attended and will continue to attend the Surrey Gypsy and Traveller Community Relations Forum to build working relationships with travellers and to identify anyone living in bricks and mortar housing.
- ask those travellers living on-site as part of the questionnaire whether they knew anyone in bricks and mortar housing that could be interviewed.

Assumptions Applied

- not over-rely on assumptions or findings from elsewhere e.g. local levels of turnover, family formation and overcrowding, and that locally evidenced figures will be applied rather than applying a regional figure.
- ensure that any assumptions made can be rigorously justified and are based on local evidence/knowledge and that these assumptions will be discussed with the travellers' community.

The TAA Report

- ensure that the TAA report is not overcomplicated and that a clear link between the questionnaire findings and the levels of needs identified is clearly established.

⁷ It should also be noted that for some respondents not all questions were relevant. This has also added to the reduction in the number of questions asked of some travellers.

⁸ Shelter – Good practice guide: Working with housed Gypsies and Travellers (February 2008)

- provide a draft TAA to the travelling community to ensure that there is support for the number of pitches/plots identified as being needed before it is finalised.

3.11 Central to the completion of the TAA has been the involvement and engagement of the traveller communities. Section 4 of this report outlines further details of how travellers were engaged with drafting the questionnaire and methodology.

4.0 ENGAGING WITH TRAVELLERS IN PREPARING THIS METHODOLOGY

- 4.1 Throughout the preparation of a TAA it is important for there to be continuous engagement with travellers and their representatives. Engagement with travellers has taken place when formulating this methodology and when preparing the TAA questionnaire.
- 4.2 The aim of this methodology is to ensure that the level of consultation with travellers is an on-going programme, is appropriate and also accessible. Engaging with travellers from the outset is the approach advocated in Policy A of the planning policy for traveller sites which states:

“In assembling the evidence base necessary to support their planning approach, local planning authorities should:

- a) pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers’ accommodation needs with travellers themselves, their representative bodies and local support groups).*
- b) 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 the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities...”*

Formulating the questionnaire

- 4.3 The TAA questionnaire is a critical element of the Surrey methodology. It was drawn up in consultation with travellers’ representatives and travellers themselves. Officers representing the 11 Surrey authorities attended the Surrey Gypsy and Traveller Community Relations Forum in June 2011 to explain the questionnaire, forthcoming consultation, and why it was important for travellers to participate.
- 4.4 Consultation on the draft questionnaire took place for just over five weeks between Wednesday 24th August and Friday 23rd September 2011. A list of those consulted is outlined in Appendix 3 of this report.
- 4.5 A good level of response was received from travellers with Surrey and their representative groups. Their responses were incorporated into the questionnaire (see Appendix 4) and feedback given on the issues that had been raised.

Formulating the methodology

- 4.6 Input was also sought from travellers and their representative groups on the draft methodology for undertaking the assessments.

- 4.7 Consultation on the draft methodology took place for three weeks between Monday 20th February and Friday 9th March 2012. A list of those consulted is outlined in Appendix 3 of this report.
- 4.8 A good level of response was received from travellers within Surrey and their representative groups. Their responses have been incorporated into finalising this methodology which is being used by all Surrey authorities when undertaking the TAA.

5.0 PREPARING A TRAVELLERS' ACCOMMODATION ASSESSMENT IN SURREY

The aims of an assessment

- 5.1 In accordance with the planning policy for traveller site, the aims of an assessment are to:-
- a) Create a robust, transparent and consistent evidence base to identify the need for travellers' pitches/plots in the study area.
 - b) Identify current levels of accommodation provision for travellers.
 - c) 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.
 - d) Show household preferences in terms of the location, tenure and type of accommodation sought.
 - e) 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.
 - f) Identify future levels of accommodation need over a fifteen year period.
 - g) Inform the development of future housing and planning policies at a local area.
 - h) Inform the understanding of the need for permanent and transit⁹ pitches and plots.

Defining accommodation need

- 5.2 The key aim of a TAA is to identify the need for travellers' accommodation within the study area.
- 5.3 The starting point for the definition of accommodation need is housing required for households who are unable to access suitable housing without financial assistance. However, the conventional definition of housing need relies heavily on an assessment of affordability and an understanding of the "market" for accommodation within the study area.
- 5.4 In terms of travellers' accommodation needs, the standard definition of need¹⁰ requires some adjustment to 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;

⁹ Policies A and B of the planning policy for traveller sites states that transit sites should be considered

¹⁰ Gypsy and Traveller Accommodation Needs Assessments, CLG, 2007

- 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;
- Who are in bricks and mortar accommodation but whose existing accommodation is overcrowded or unsuitable¹¹ (which may include unsuitability by virtue of proven psychological aversion to bricks and mortar accommodation).

5.5 It should also be recognised that shortage of sites, local hostility and lack of income may all prevent travellers from exercising a free choice in the accommodation market.

The Surrey methodology

5.6 The methodology being taken across Surrey to identify the accommodation needs of travellers and meet the above aims, has been broken down into three distinct phases. These are:

- Phase 1 - desktop review
- Phase 2 - interviews with travellers
- Phase 3 - review and conclusions

5.7 Each phase in the process of carrying out the TAA is outlined in more detail in the following sections.

¹¹ Unsuitable housing is defined in '[Strategic Housing Market Assessments – Practice Guidance](#)' CLG 2007 Table 5.1 pg 41

6.0 PHASE 1 – DESKTOP REVIEW

6.1 The first step in carrying out a TAA is a desktop review of published documentation and policies relating or relevant to travellers in the study area.

Gathering of existing data:

6.2 Collection of historical information held by the local authority and others who work with travellers¹² including, where available:

- Information on population size and movement of travellers
- Homeless presentations of travellers
- Rehousing data which monitors rehousing of travellers
- Housing register (if this monitors the numbers of travellers)
- Local authority site waiting list information
- Movement of travellers to and from permanent housing
- Data on public and private authorised travellers' sites including information on the number of caravans permitted on each site, whether the planning permission was granted on a permanent or temporary basis, and whether it restricted occupancy to named individuals
- Unauthorised travellers' sites, encampments and developments including information on the number of caravans and family groups on each site, length of occupation, and the up to date position regarding planning applications, appeals and outcomes and/or enforcement action
- Information on planning applications for travellers' caravan sites which have been refused planning permission by the local planning authority over the previous 5 years and planning appeal records
- Current planning applications and planning appeals within the study area awaiting determination
- Biannual Gypsy and Traveller caravan counts and annual Travelling Showpeople counts for the study area over the last five years
- Establish if there are any gaps in the data currently collected by housing that could be addressed within the questionnaire.

¹² Local stakeholders may include council officers, neighbouring authorities, Surrey County Council, Gypsy and Traveller Education Service, Registered Providers, NHS Surrey, police, Showmen's Guild

- Data from other local authorities
- Data on site conditions from local authority and County records and previous GTAAs.

7.0 PHASE 2 – INTERVIEWS WITH TRAVELLERS

Research by Interview

- 7.1 In undertaking a TAA it is critical to obtain the views of each traveller household residing in the study area at the time of the study using a set questionnaire which has been produced in consultation with travellers and their representatives.
- 7.2 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.
- 7.3 A sample questionnaire is shown in Appendix 4.
- 7.4 Research by interview is the preferred approach to engaging with travellers as it:
- maximises the response rate.
 - allows the opportunity to untangle any complex issues that may arise including the purpose of the questionnaire and TAA.
 - overcomes any literacy issues with completing a questionnaire independently.
- 7.5 It is suggested that prior to the interviews publicity for the TAA is raised within the travellers' community by:
- visiting sites a few weeks prior to the interviews to explain the purpose of the TAA and encourage involvement. This could include arranging a suitable time to return to the site when most residents will be available to be interviewed. It is recommended that those undertaking the questionnaire visit sites with someone who is known to and trusted by the site's residents e.g. a Gypsy Liaison Officer, County Council Officer.
 - working with the Surrey Gypsy and Travellers Community Relations Forum and other representative groups to encourage involvement in the process and address any concerns that may arise.
- 7.6 Visiting sites and communicating verbally with travellers should be supplemented by council publications, press releases and the use of twitter and websites where appropriate. It is recommended that sites are leafleted with basic information about the process and purpose of the interviews. Additional leaflets should be left on-sites to be passed onto those travellers living in bricks and mortar accommodation within the study area along with contact details if they wish to be interviewed.

- 7.7 It is critical to avoid undertaking interviews during key travelling periods e.g. outside of school time in the summer months (July/August) and Gypsy and Traveller events such as the Epsom Derby and Appleby.
- 7.8 It is also important that interviewers are aware of cultural sensitivities and that these are respected, for example some women may not wish to answer questions, or speak to a male researcher.
- 7.9 Each local authority should consider who is most appropriate to undertake the interviews e.g. consultants or council officers, taking account of the existing working relationships with travellers and whether these could be utilised or whether a level of separation is required.

8.0 PHASE 3 – REVIEW AND CONCLUSIONS

Outputs from questionnaires

- 8.1 Based on questionnaire data, the following characteristics of respondents and households can be identified and analysed:
- ethnicity
 - composition of household
 - how many pitches or plots are occupied by the household
 - whether the pitch is shared with another household (doubling-up) and if so for how long
 - the type of current accommodation
 - the type of accommodation e.g. house, mobile home/chalet, touring caravan or other and the number of bedrooms
 - length of time at current address, and if under a year where they lived before
 - whether the respondents intend to move in the next five years, and if so where to
 - the preferred tenure/accommodation of someone intending to move e.g. affordable housing, local authority pitch/plot, private pitch/plot, privately owned home or privately rented home
 - the likely requirement for pitches in the next 5 years including type of accommodation and location.
- 8.2 The questionnaire will also reveal whether Travelling Showpeople have sufficient room for storage of equipment and where transient travellers have travelled from and why, if they have a base elsewhere, how long they intend to stay and if moved on where will they go to next. This will help ascertain whether they have a need for a permanent or transient accommodation within the study area or in the wider geographical context.
- 8.3 In addition, the questionnaire will show whether any respondent has any land that they would like to be considered for a new site or additional pitch. This data could potentially feed into site allocations work.
- 8.4 This information and the output from the desktop review means it is possible to identify:
- whether there is an under provision of travellers' accommodation within the study area
 - whether pitches and plots are overcrowded
 - the number, type and tenure of provision needed to meet the needs of travellers now
 - the likely future accommodation needs of travellers in the next 5 years with projections beyond
 - transient movements
 - estimated future household formation
- 8.5 This information will help to inform planning and housing strategies. It will highlight issues that need to be addressed, as well as providing an opportunity for joint working with other local authorities, the County Council, and travellers and their representatives within the local area to ensure that the identified need is met.

8.6 It is acknowledged that the findings of the questionnaire and study represent a snapshot in time, and the information will need updating through annual monitoring of pitch/plot provision and another study in the future.

Bringing it altogether

8.7 The following step by step approach should be taken to populate the information that will be required to identify the current supply and demand for pitches/plots in the study area.

Response rate to questionnaire / interview request

8.8 The response rate to the interviews will be recorded in a table as shown below:

	No. of Gypsy and Travellers	No. of Travelling Showpeople	% of total households identified
All Gypsy, Traveller and Travelling Showpeople households identified			100
Full interviews completed			
Partial interviews¹³ completed			
Interview refused			
Property unoccupied			
No-one available to interview			

Estimating the current supply of pitches/plots in the study area

8.9 The sections below explain how the data from all sources is drawn together and how the components of Table 3, which identifies the total supply and demand for new pitches/plots, is arrived at.

A. Current supply of County/Local Authority sites

Local Authority Records

8.10 The location, description, number of occupied and unoccupied plots/pitches and number of households will be recorded as part of the Phase 1 desk top review from local authority records, maps, aerial photographs and local knowledge of sites.

Interview Data

¹³ Partial interviews include points raised in comments/discussion with individuals who did not complete the formal questionnaire

8.11 From the interview data the number of pitches/plots/households identified in the questionnaire will be cross referenced with local authority records to avoid double-counting.

B. Current supply of private authorised sites

Local Authority Records

8.12 Details of the sites such as location, description, nature of the planning permission, number of pitches/plots and number of households, vacancies or any pitches/plots that could be brought back into use will be provided from local authority records and liaison with site managers.

Interview Data

8.13 From the interview data the number of pitches/households identified in the questionnaire plus any vacant pitches/plots will be cross referenced with local authority records to avoid double-counting. Potential vacant pitches/plots identified through question 9 and indications that a household may wish to move to another type of accommodation will also be cross referenced with local authority records to avoid double counting.

8.14 Experience shows that the turnover rate for a five year period is likely to be very low and a net gain of pitches/plots will only be achieved if the occupants move out of the local authority’s area or into bricks and mortar housing. As there is no way of anticipating this over a five year period it cannot be included within the calculation. However, the turnover of pitches (if known) could be taken into account when monitoring the provision and delivery of sites.

Table 1: Overall Capacity of Gypsy and Traveller Sites Identified in the study area through Local Authority Records and Interview Data

Location	Number of occupied Gypsy/Traveller Pitches	Number of vacant pitches
Total Combined		

Table 2: Overall Capacity of Travelling Showpeople Sites Identified in the study area through Local Authority Records and Interview Data

Location	Number of occupied Travelling Showpeople Plots	Number of vacant plots
Total Combined		

C. Unauthorised developments tolerated for more than 10 years

Local Authority Records

- 8.15 The location, description and number of unauthorised plots/pitches without planning permission that have been tolerated for more than 10 years will be recorded. In most circumstances sites which have been in-situ for over 10 years are immune from enforcement action and therefore count as pitch/plot provision¹⁴

Interview Data

- 8.16 Cross reference Question 6 details with Local Authority data to avoid double-counting.

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

Local Authority Records

- 8.17 The location, description and details of vacancies or pitches/plots that could be brought back into use will be recorded from local authority records and local knowledge of sites.

Interview Data

- 8.18 From the interview data the number of vacant pitches/plots will be cross referenced with local authority records to avoid double-counting. Vacant pitches/plots will be identified at the time of the interviews and the interviewer is responsible for checking whether the occupier of the site is away travelling by asking the site manager or neighbours (details on the front page of the questionnaire).

E. Number of unused/vacant private pitches/plots

Local Authority Records

¹⁴ It should be noted that there are circumstances where enforcement action can be ongoing for more than 10 years, and where, although the site may be being tolerated at this time, enforcement action could be restarted if it were judged appropriate to do so.

- 8.19 Details of the sites such as location, description, vacancies or any pitches/plots that could be brought back into use will be provided from local authority records and liaison with site managers.

Interview Data

- 8.20 From the interview data the number of vacant pitches/plots will be cross referenced with local authority records to avoid double-counting. Potential vacant pitches/plots identified through question 9 and indications that a household may wish to move to another type of accommodation will also be cross referenced with local authority records to avoid double counting.
- 8.21 The turnover rate for a five year period is likely to be very low and a net gain of pitches/plots will only be achieved if the occupants move out of the local authority's area or into bricks and mortar housing. As there is no way of anticipating this over a five year period it cannot be included within the calculation. However, the turnover of pitches (if known) could be taken into account when monitoring the provision and delivery of sites.

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

Local Authority Records

- 8.22 Details of the sites such as location, description, and information on any pitches/plots that are expected to become vacant in the near future will be provided from local authority records and liaison with site managers.

Interview Data

- 8.23 From the interview data the number of vacant pitches/plots that are expected to become vacant in the near future will be cross referenced with local authority records to avoid double-counting. Potential vacant pitches/plots identified through question 9 and indications that a household may wish to move to another type of accommodation will also be cross referenced with local authority records to avoid double counting.

G. Number of households in site accommodation expressing a desire to live in bricks and mortar housing

Local Authority Records

- 8.24 Through looking at registered social landlord, housing records and waiting lists possible pitches/plots to become vacant through moves to bricks and mortar housing can be recorded.

Interview Data

- 8.25 Details of interviewees desire to move into bricks and mortar housing, thereby freeing up existing pitches/plots can be cross referenced with local authority records to avoid double-

counting. Question 10 (and sub questions) will record the number of households expressing a desire to live in bricks and mortar housing in next five years.

- 8.26 Question 10 and 11 will provide an indication whether a household wishes to move in the next five years to another type of accommodation and whether the alternative is bricks and mortar or another pitch/plot; if they plan to free-up a pitch/plot by moving into bricks and mortar housing this can be recorded as a pitch/plot likely to become vacant. This will be cross referenced with local authority records to avoid double counting. Question 17 for transient travellers asks if they have a base elsewhere and this information could be shared with the relevant local authority if the vacated base is within Surrey County.

H. Details of any planned local authority public traveller sites to be delivered in year 1

Local Authority Records

- 8.27 The location, description, number of public plots/pitches and number of households planned to be delivered in year 1 will be recorded. This information will be provided through current planning applications for public sites, extant unimplemented planning permissions and Council strategies on provision of sites.
- 8.28 Any future provision of local authority pitches/plots can be taken into account through annual monitoring, and the figure extracted from the total number of pitches/plots to be provided.

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

Local Authority Records

- 8.29 The location, description, number of private plots/pitches likely to gain permanent planning permission in year 1 will be recorded. This may apply to pending planning applications that appear to comply with the relevant planning policies; however it will not prejudice the final determination of the application. Unauthorised pitches/plots which have submitted planning applications to regularise the situation and extant permissions which have not yet been implemented but are likely to be delivered are also to be included within this calculation.
- 8.30 Any future provision of local authority pitches/plots can be taken into account through annual monitoring, and the figure extracted from the total number of pitches/plots to be provided.

Estimating the current demand for pitches and plots in the local authority area

- 8.31 Interview data and Local Authority records will be used to build up a picture of current demand (backlog of need and future need) as follows:

J. Households seeking permanent site accommodation in the area

8.32 This section will include data from those on the waiting lists, including households living in overcrowded or unsuitable¹⁵ bricks and mortar housing expressing a desire to live in on-site accommodation.

8.33 It is acknowledged that those households living in bricks and mortar but with aspirations of owning a private site will be difficult to ascertain. Looking at planning applications for new pitches/plots in the last two years and temporary planning permissions will help give an indication of demand for private pitches/plots. The Shelter Good Practice Guide: Working with housed Gypsies and Travellers (Feb 2008) also makes the following suggestions for identifying households living in bricks and mortar:

- working in conjunction with Gypsy and Traveller Support Groups, or organisations such as the Traveller Education Service. Joint home visits with a trusted service are an effective way to build a relationship.
- regular attendance at a local Gypsy and Traveller forum.
- visiting venues and social events (e.g. horse fairs) where there is likely to be a community presence, and either offering a service, such as housing advice, or taking time to talk to people about the issues that concern them.
- making sure that any information produced is available to the whole community. This includes making information available on CDs and/or DVDs.
- ensure that research is undertaken by people who are aware of the cultural traditions of the community.
- clarity about the procedures around confidentiality and anonymity in order to encourage greater community involvement.

Interview Data

8.34 Question 11 of the survey questionnaire (Appendix 3) asks where travellers are thinking of moving to if they plan to move in the next 5 years. The results from individual authorities questionnaires should be cross-referenced, and there is a separate 'office use only' box to note different locations for planned moves.

8.35 *Households in bricks and mortar housing.* The definition of need for a pitch/plot is clarified in paragraph 2.14 of this methodology as those in overcrowded or unsuitable bricks and mortar housing. Question 6 clarifies whether a respondents is living in bricks and mortar housing. By looking at responses to Question 2 on household composition and Question 11 on accommodation needs in the next 5 years it is possible to calculate the accommodation requirements of those households in bricks and mortar. Care will need to be taken to avoid double-counting as Question 11 is for future accommodation needs regardless of current accommodation. Overcrowding can be calculated by looking at the responses to Question 2 on composition of household and Question 7 on size of current accommodation.

K. Current Unauthorised Encampments¹⁶

Local Authority Records

¹⁵ Defined in CLG guidance 2007

¹⁶ Unauthorised pitches/plots on land not owned by the residents

- 8.36 Details of the location, description, number of unauthorised plots/pitches on private land not owned by occupants and without planning permission (excluding those that have been tolerated for more than 10 years) and not expected to receive planning permission will be sought from the local authority records and local knowledge of a site.

Interview Data

- 8.37 Responses to Question 4 where respondents are on someone else's land and without the benefit of planning permission can be cross referenced with local authority records.

L. Current Unauthorised Developments¹⁷ for which permanent planning permission is not expected

Local Authority Records

- 8.38 The location, description, number of unauthorised plots/pitches on occupants own land but without planning permission (excluding those that have been tolerated for more than 10 years) and not expected to receive planning permission as they are contrary to national and local planning policies will be recorded.

Interview Data

- 8.39 Responses to Question 6 where respondents are on their own land but without the benefit of planning permission can be cross referenced with local authority records.

M. Need arising from overcrowded pitches/plots and concealed households

Local Authority data

- 8.40 Local authority records and local knowledge of overcrowded sites will be referred to. The size of the pitch/plot and capacity to accommodate further caravans for the household can be assessed. Details on whether the pitch/plot is restricted to a set number of caravans to comply with a site licence, planning condition or injunction can be researched.

Interview Data

- 8.41 Answers to Question 5 will provide details of pitches/plot where two or more households are 'doubled-up' e.g. sharing. Question 7 responses will give a number of mobile homes/chalets or tourers on the pitch/plot giving an indication of whether there is overcrowding of the site.
- 8.42 Overcrowding of a pitch/plot by one large household with insufficient space on the pitch/plot for a further caravan can be assessed by Question 2 (composition of household) and 7 (type and size of accommodation)¹⁸ which identifies whether there is a need for a

¹⁷ Unauthorised pitches/plots on land owned by the residents

¹⁸ Overcrowding can be defined by 'bedroom standard' criterion – one bedroom to each couple or lone parent, one to each pair of children under 10, one to each pair of children of the same sex over 10, one

larger or additional caravan. The findings will be cross referenced with Question 11 to avoid double-counting.

- 8.43 Overcrowding of actual mobile homes/chalets, where family numbers have grown to the extent that there is insufficient space for the family within its caravan accommodation (rather than size of pitch/plot) is for the owners of overcrowded accommodation to address as they own and are responsible for the size of their caravan/mobile home/chalet.
- 8.44 *Concealed households*: Question 2 (details of ages in household) and Question 11 (household members requiring own pitch/plot in next 5 years) in the questionnaire cross referenced with Question 7 (number of bedrooms) may give an indication of concealed households e.g. those aged 18¹⁹ or over still living at home but wanting to form a separate household.

N. Temporary planning permissions due to expire before 2017

Local Authority data

- 8.45 Temporary planning permissions, once they expire, will represent a new need. Many temporary planning permissions have been granted on sites where there is an in principle policy objection but due to the need for more pitches/plots a temporary planning permission is granted; this is often to enable the local authority to provide pitches/plots in more suitable locations before the temporary permission expires. Local authority records will provide details of all the temporary planning permissions due to expire within the five year period that this study covers.

O. Newly arising need/ family formations

- 8.46 Family formation is addressed in Question 11 which asks the likely requirement for pitches/plots for household members in the next 5 years. Ages of the household can be checked against answers to Question 2. It is possible to calculate the family formation rate for a five year period from the data collected from the interviews. Whilst it is acknowledged this will not be completely accurate if a 100% response rate to the questionnaires is not received, an assessed household formation rate based on the responses to the questionnaire is considered to be a more accurate reflection of local circumstances than a standard percentage increase. Assumptions will need to be made about the age that travellers normally leave home to set up their own household. For the purpose of this study the age of 18 has been used, although it is acknowledged that many

bedroom for individual children over 10 of different sex and for adults. Estimating Housing Need' CLG 2010

¹⁹ Adults are classified by UK law as being 18 and above. There's no statutory law which states when a young person can leave home although 16 is generally taken as the age when people can leave home.

Gypsies, Travellers and Travelling Showpeople will leave home before this age, yet there will also be those that remain at home on the family site for longer.

Summary of Current Supply and Demand

8.47 All the above information will feed into the following table, to calculate the current supply and need for pitches/plots.

Table 3: Summary of Current Supply and Demand (1 pitch/plot per household²⁰)

	Pitches (Gypsies & Travellers)	Plots (Travelling Showpeople)
Current Residential Supply:		
A.	Current supply of occupied local authority residential site pitches/plots in local authority area	
B.	Current supply of authorised and occupied privately owned site pitches/plots in local authority area	
C.	Unauthorised pitches/plots tolerated for more than 10 years	
Total Households		
Projected supply:		
D.	Number of unused/vacant local authority pitches/plots	
E.	Number of unused/vacant authorised privately owned pitches/plots	
F.	Number of existing pitches/plots expected to become vacant in the near future (LA and privately owned) ²¹	
G.	Number of households in site pitch/plot accommodation expressing a desire to live in bricks and mortar housing (in next five years)	
H.	New local authority pitches/plots planned during year 1	
I.	Existing applications for private pitches/plots (including unauthorised sites) likely to gain planning permission during year 1	
Total pitch capacity		
Current backlog of need:		
J.	Households seeking permanent site accommodation in the area	
K.	On unauthorised encampments expressing a need to reside in the Borough/District ²²	
L.	Currently on unauthorised developments for which planning permission is not expected as there is a presumption against development in these areas	

²⁰ Based on Gypsy and Traveller Accommodation Needs Assessments guidance CLG October 2007.

²¹ Criteria taken from Gypsy and Traveller Accommodation Needs Assessment guidance CLG 2007

²² Includes those residing on tolerated sites for less than 10 years

M.	Currently overcrowded ²³ or doubled up.
N.	Temporary planning permissions due to expire before 2017
Current shortfall	
Future need:	
O.	Future need: New family formations expected to arise from existing borough households 2012-2017
Total current residential demand for pitches/plots²⁴	
Demand for extra pitches/plots 2012-2017²⁵	

Finalising the TAA – 15 Year Projection

- 8.48 The planning policy for traveller sites states that local authorities need to identify a continuous supply of sites for a 15 year period. It is acknowledged that this will be difficult to forecast accurately.
- 8.49 To give a broad indication of potential numbers it is proposed to multiply the current number of pitches/plots with a family formation rate of 3%²⁶ for Gypsy and Traveller families and 1.5% for Travelling Showpeople households. These percentages will be applied as compound growth per annum and have been agreed by traveller representatives for Surrey as part of the previous GTAA. Consideration will be given to amending these figures if evidence is presented to showing a varying percentage as part of the TAA.
- 8.50 Whilst this is not an exact science it will give an indication of likely the number of pitches and plots required in the future. It is anticipated that traveller accommodation needs will be assessed on a regular basis thereby informing the 15 year projection where appropriate.
- 8.51 In addition, respondents will be asked whether they have or know of land that they would like to be considered for a new site or additional pitch. This data could potentially feed into site allocations development plan work.

Transit Sites

- 8.52 The planning policy for traveller sites (March 2012) sets out the Government's approach to providing transit sites to facilitate the travel undertaken by travellers to maintain their traditional way of life.
- 8.53 Contained within Policy A of the planning policy is the requirement for 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-

²³ Overcrowding, e.g. where family numbers have grown to the extent that there is now insufficient space on the pitch or site for a further caravan

²⁴ Total current residential demand for pitches/plots = Total current residential demand – Total current supply

²⁵ Demand for extra pitches = Current shortfall + newly arising need/family formation

²⁶ This figure derives from guidance in CLG document Gypsy and Traveller Accommodation Needs Assessments guidance page 24.

to-date understanding of the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan. Policy B also makes reference to the need for local planning authorities to set pitch and plot targets which address the likely permanent and transit site accommodation needs of travellers.

- 8.54 In light of the above, a section containing six questions to be asked to transient Gypsies and Travellers has been included in the questionnaire to aid the assessment of the need for transit pitches/sites (Questions 14 - 19).
- 8.55 Local authorities will also use other information available relating establish the need for transit sites. This includes historical information relating to unauthorised incursions/encampments. Discussions will also be held with representatives from the travelling community to seek their views on the need for transit sites within the local authority area.
- 8.56 Continued joint working between local authorities within Surrey and elsewhere will continue to address this issue if necessary.

Appendix 1 – Policies A & B in Planning Policy for Traveller Sites (March 2012)

Policy A: Using evidence to plan positively and manage development

6. In assembling the evidence base necessary to support their planning approach, local planning authorities should:
 - a) pay particular attention to early and effective community engagement with both settled and traveller communities (including discussing travellers' accommodation needs with travellers themselves, their representative bodies and local support groups).
 - b) 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 the likely permanent and transit accommodation needs of their areas over the lifespan of their development plan working collaboratively with neighbouring local planning authorities.
 - c) use a robust evidence base to establish accommodation needs to inform the preparation of the local plans and make planning decisions

Policy B: Planning for traveller sites

7. Local Plans must be prepared with the objective of contributing to the achievement of sustainable development. To this end, they should be consistent with the policies in the National Planning Policy Framework, including the presumption in favour of sustainable development and the application of specific policies in the Framework and this planning policy for traveller sites.
8. Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of travellers in their areas, working collaboratively with neighbouring local planning authorities.
9. Local planning authorities should, in producing their Local Plan:
 - a) identify and update annually, a supply of specific deliverable²⁷ sites sufficient to provide five years' worth of sites against their locally set targets.
 - b) identify a supply of specific, developable²⁸ sites or broad locations for growth, for years six to ten and, where possible, for years 11 – 15.

²⁷ To be considered deliverable, sites should be available now, offer a suitable local 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.

²⁸ 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 development at the point envisaged.

- c) consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries).
 - d) relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density.
 - e) protect local amenity and environment
10. Criteria should be set to guide land supply allocations where there is identified need. Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community.
11. Local planning authorities should ensure that traveller sites are sustainable economically, socially and environmentally. Local planning authorities should, therefore, ensure that their policies:
- a) promote peaceful and integrated co-existence between the site and the local community
 - b) promote, in collaboration with commissioners of health services, access to appropriate health services
 - c) ensure that children can attend school on a regular basis
 - d) provide a settled base that reduces the need for long-distance travelling and possible environmental damage caused by unauthorised encampment
 - e) provide for proper consideration of the effect of local environmental quality (such as noise and air quality) on the health and well-being of any travellers that may locate there or on others as a result of new development
 - f) avoid placing undue pressure on local infrastructure and services
 - g) do not locate sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans; and
 - h) reflect the extent to which traditional lifestyles (whereby some travellers live and work from the same location thereby omitting many travel to work journeys) can contribute to sustainability

Appendix 2 – Criticisms of previous GTAA's

There were three GTAA's in Surrey: West, East and North, the latter two being undertaken by the same consultants. The main criticisms were as follows:

Generally:

- Insufficient attempt to establish numbers of travellers in bricks and mortar housing;
- Turnover rates had been included as a source of supply; the Panel did not consider these were a significant or reliable source of supply;
- Lack of transit sites at odds with Circular advice.

North Surrey:

- Some of the evidence was sound but was ignored when working out pitch requirements;
- Survey evidence showed overcrowding, but the figures were not used and a 10% figure used instead as an estimate;
- The GTAA underestimated household formation by applying a too high person per household rate;
- The GTAA assumed no need arising from housing, in spite of evidence to the contrary;
- No allowance had been made for needs arising from unauthorised encampments.

West Surrey:

- Overcrowding, concealed households and household growth was calculated using a complex mathematical process, taking no account of expressed needs;
- GTAA assumed no need arising from bricks and mortar housing, in spite of evidence to the contrary;
- It was unsatisfactory to use desktop estimates for needs arising from unauthorised encampments particularly as some families had been interviewed;
- Estimated need figure took no account of needs of families displaced from Surrey who wished to return;
- Accommodation needs of 47 homeless Travelling Showpeople should have been assigned to the three local authorities in which they own land.

East Surrey:


- The GTAA assumed no need arising from bricks and mortar housing, in spite of some evidence to the contrary;

- Overcrowding, concealed households and household growth were expressed as a need by those interviewed, the East Surrey group treated this as a preference which did not necessarily reflect need - Panel disagreed with this approach;
- Total need from overcrowding, concealed households and household growth underestimated by ignoring survey findings (in an attempt to avoid double counting);
- No family formation rate applied to unauthorised pitches;
- No evidence that the needs of families in unauthorised developments for which planning permission was not expected were explored.

Appendix 3 – Consultees involved with preparation of questionnaire and methodology

The 11 Surrey Boroughs and Districts:

- Elmbridge Borough Council
- Epsom & Ewell Borough Council
- Guildford Borough Council
- Mole Valley District Council
- Reigate & Banstead Borough Council
- Runnymede Borough Council
- Spelthorne Borough Council
- Surrey Heath Borough Council
- Tandridge District Council
- Waverley Borough Council
- Woking Borough Council



Including officers from housing, planning, and site liaison officers.

- Surrey County Council – Estates Planning & Management
- Derbyshire Gypsy Liaison Group
- Friends, Families and Travellers
- Gypsy Council
- Showmen’s Guild
- Surrey Gypsy and Traveller Community Relations Forum
- The Irish Traveller Movement in Britain
- The Traveller Law Reform Project
- Voluntary Action – South West Surrey

Appendix 4 - Sample Questionnaire

TRAVELLERS ACCOMMODATION ASSESSMENT QUESTIONNAIRE

Site/Address:

Pitch No./Name:

FOR QUESTIONNAIRES CONDUCTED ON-SITE PLEASE MARK ON THE ATTACHED SITE PLAN WHICH PITCHES/PLOTS THE RESPONDENT RESIDES ON.

Is the Pitch Occupied: Yes () No () Don't know ()

If vacant is the occupier travelling: Yes () No () Don't know ()

Check with site manager/neighbouring pitches

When are the occupiers due back:

Name of respondent:

Date of Interview:/...../.....

Data Protection

Your personal information will be held and used in accordance with the Data Protection Act 1998. The Council will not disclose such information to any unauthorised person or body but where appropriate will use such information in carrying out its various functions and services. No personal information relating to specific individual will be made public, and no individual will be identifiable through the description of where or how they live or their other circumstances.

INTERVIEWER'S DECLARATION

I certify that this interview was carried out according to xxxxxx Borough/District Council's instructions and with the MRS Code of Conduct.

SIGNATURE: _____

PRINT NAME: _____

NO: _____ DATE: _____

Q1. ETHNICITY OF RESPONDENT

Romany () Irish Traveller () Traveller () Showman () Circus People ()

New Age Traveller () Other () please state

Response not provided ()

Q2. COMPOSITION OF HOUSEHOLD

Please continue on a separate sheet if necessary

Relationship to Respondent (e.g. son, daughter, grandchild)	Gender	Year of Birth or Current Age
Respondent		

Q3. DOES THIS HOUSEHOLD OCCUPY MORE THAN ONE PITCH?

If 'yes' please insert the number of pitches the household occupies.

Yes () No () Response not provided ()

Q4. IS THE PITCH SHARED WITH ANOTHER HOUSEHOLD(S)?

1 () 2 () 3+ () No () Response not provided ()

Q5. IF THE PITCH IS SHARED WITH ANOTHER HOUSEHOLD, HOW LONG HAVE YOU BEEN 'DOUBLED-UP' FOR?

----- Months ----- Years

Response not provided ()

Q6. DETAILS OF CURRENT ACCOMMODATION?

Local Authority site pitch/plot ()

Privately owned site pitch/plot () i.e. Own land with planning permission

Unauthorised development () i.e. Own land without planning permission

Unauthorised encampment () i.e. Not own land and without planning permission

Conventional bricks and mortar housing ()

Side of the road ()

Other () please state

Q7. TYPE AND SIZE OF CURRENT ACCOMMODATION? (insert number and circle size)

- House () 1 2 3 4 5 or more bedrooms
- Mobile Home/Chalet () 1 2 3 4 bedrooms
- Touring Caravan () 1 2 3 4 bedrooms
- Other () please state

Q8. LENGTH OF TIME AT CURRENT ADDRESS?

- Less than 1 year ()
- More than 1 year but less than 5 years ()
- More than 5 years ()
- Response not provided ()

Q8a. IF LESS THAN 1 YEAR, WHERE WERE YOU LIVING BEFORE?

Address/Site:.....

Response not provided ()

Q9. ARE YOU INTENDING TO MOVE FROM THIS PITCH IN THE NEXT FIVE YEARS?

- Yes () No () Response not provided ()

Q9a. IF YES, WHERE ARE YOU THINKING OF MOVING TO?

Location:

Response not provided ()

Office Use Only:
Based on the response to Q9a please identify the local authority area e.g. Staines would be Spelthorne, Godalming would be Waverley.

Elmbridge () Epsom & Ewell () Guildford () Mole Valley () Reigate & Banstead ()
 Runnymede () Spelthorne () Surrey Heath () Tandridge () Waverley ()
 Woking ()

West Sussex () Hampshire () Kent () Outer London () Central London ()
 Elsewhere in the South East () Elsewhere in the UK () Abroad ()

Notes:

Q10. IF YOU ARE PLANNING TO MOVE, WHAT WOULD BE YOUR PREFERRED ACCOMMODATION/TENURE?

Affordable/Social Housing () Local Authority Pitch/Plot () Private Pitch/Plot ()
Privately owned home () Privately rented home () Response not provided ()

Q11. ARE ANY MEMBERS OF YOUR HOUSEHOLD LIKELY TO REQUIRE THEIR OWN PITCH/PLOT IN THIS DISTRICT/BOROUGH IN THE PERIOD TO 2017 I.E THE NEXT 5 YEARS?

Household	Relationship to the Respondent	Estimated Year Required	Type of Accommodation Required* What is your preference?	Is the Household registered on a site waiting list or housing register**		Where is the Accommodation Required What is your preference?
				Housing (Yes/No)	Site (Yes/No)	
<i>Example</i>	<i>Son and Daughter-in-law</i>	<i>2012</i>	<i>B</i>	<i>No</i>	<i>Yes</i>	<i>Leatherhead</i>
1						
2						
3						
4						
5						

*** Type of Accommodation:**

- | | | |
|-------------------------------|-------------------------|--------------------------|
| A. Affordable/Social Housing | C. Private Pitch/Plot | E. Privately rented home |
| B. Local Authority Pitch/Plot | D. Privately owned home | F. Response not provided |

Office Use Only:

Based on the response to Q11 'where is the accommodation required' please identify the local authority area e.g. Staines would be Spelthorne, Godalming would be Waverley.

Elmbridge () Epsom & Ewell () Guildford () Mole Valley () Reigate & Banstead () Runnymede () Spelthorne () Surrey Heath () Tandridge () Waverley () Woking ()

West Sussex () Hampshire () Kent () Outer London () Central London () Elsewhere in the South East () Elsewhere in the UK () Abroad ()

Notes:

Other Questions

Q12. DO YOU HAVE ANY LAND THAT YOU WOULD LIKE TO BE CONSIDERED FOR A NEW SITE/ADDITIONAL PITCH?

Yes () No () Response not provided ()

Location/Address:.....
.....

Additional Questions to Ask to Travelling Showpeople

Q13. IS THERE SUFFICIENT PROVISION AVAILABLE FOR STORAGE OF EQUIPMENT?

Yes () No () Response not provided ()

Additional Questions to Ask to Transient Gypsies and Travellers

Q14. WHERE HAVE YOU TRAVELLED FROM (LAST ACCOMMODATION)?

Location/Address:.....

Response not provided ()

**Q15. WHAT IS THE PURPOSE OF YOUR VISIT TO THE BOROUGH/DISTRICT?
(for example visiting family or for work opportunities).**

.....

Response not provided ()

**Q16. WHY DID YOU TAKE UP OCCUPATION OF THIS PARTICULAR SITE
(unauthorised encampments)?**

.....

Response not provided ()

Q17. DO YOU HAVE A BASE ELSEWHERE?

Location/Address:.....

Response not provided ()

Q18. HOW LONG DO YOU INTEND TO REMAIN ON THIS LAND/SITE?

.....

Response not provided ()

Q19. IF YOU ARE REQUIRED TO VACATE THIS LAND/SITE, WHERE WILL YOU RELOCATE TO?

.....

Response not provided ()

Have you any comments relevant to this questionnaire or any other issues that you wish noted?

Comments:

Please continue on a separate sheet if necessary

YOUR ASSISTANCE IN ANSWERING THESE QUESTIONS IS MUCH APPRECIATED

Note for Interviewer – leave contact details if the respondent knows of others who are in bricks and mortar who would be happy to be interviewed.

Comments on the interview