

South Kesteven & Rutland Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2016

2016

RRR Consultancy Ltd



Rutland
County Council



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Acknowledgements

RRR Consultancy would like to acknowledge the many people who contributed their experience and perceptions so usefully to the research. In particular, the authors would like to acknowledge the help and support of Samantha Brooman (South Kesteven District Council) and James Faircliffe (Rutland County Council).

We would particularly like to acknowledge the Gypsy and Traveller, and Travelling Showpeople families who were involved in the research. We thank them for allowing us into their homes and for their honesty and earnestness in answering our many questions.

The Authors

RRR Consultancy Ltd was founded by Dr Alan Rust-Ryan and Dr Kate Rust-Ryan. They undertake research and consultancy in all areas of social policy from small-scale projects to long-term research studies.

The *RRR Consultancy* team has a proven successful track record in research and training relating to children, young people and adults, policy and practice, families and communities, housing, community development, hard to reach people and groups, education, multi-agency working, and service users and service provision.

RRR Consultancy also offer 'best practice' training courses to help ensure that public, voluntary and private organisations understand and successfully implement policies in areas such as domestic violence, children and families.

Glossary

Amenity block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by CLG Planning Policy for Traveller Sites (August 2015):

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.

The CLG guidance also states that in determining whether persons are "gypsies and travellers" for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:

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

Household

The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Local Development Documents (LDD)

Local Plans and other documents that contain policies and are subject to external examination by an Inspector.

Mobile home

For legal purposes it is a caravan. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted..."

Negotiated Stopping

The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated arrangements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. The arrangement is between the authority and the (temporary) residents.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle (formerly New Age Traveller).

Newly forming families

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.

Registered Provider

A provider of social housing, registered with the Homes and Communities Agency (HCA) under powers in the 2008 Housing and Regeneration Act. This term replaced 'Registered Social Landlord' (RSL) and encompasses housing associations, trusts, cooperatives and companies.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Traveller Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

Socially rented site

A Gypsy and Traveller site owned by a council or registered provider.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Trailer

Term commonly used by Gypsies and Travellers for a moveable caravan.

Transit site/pitch

A site/pitch intended for short-term use, with a maximum period of stay.

Travelling Showpeople

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen's Guild of Great Britain.

Unauthorised development

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

Winter quarters

A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

Yard

A term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.

Executive Summary

Introduction

- S1. In November 2015, South Kesteven District Council and Rutland County Council commissioned *RRR Consultancy* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers¹ (including Travelling Showpeople) in terms of residential and transit sites and negotiated stopping arrangements, and bricks and mortar accommodation for the period 2016-2036. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- S2. It is important to note, that previous and current guidance documents are useful in helping guide the GTAA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis followed practice guidance set out by Communities and Local Government (CLG) in recent draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007) obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- S3. To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: including a literature review and secondary data analysis
 - Consultation with organisations involved with Gypsy and Traveller issues
 - Face-to-face surveys of Gypsies and Travellers.

Literature review

- S4. It is not possible for a brief discussion, as in this section, to adequately encapsulate all research relating to such complex and diverse social groups as Gypsies and Travellers. Nonetheless, it is possible to identify a number of key themes.
- S5. Although much legislation implemented since the 1960s has negatively impacted on the Gypsy and Traveller community, it is arguable that the 2004 Housing Act and subsequent legislation has sought to address this imbalance. Also, whilst there is still some debate as

¹ Please note that throughout this report the term 'Gypsies' is used to refer to Romany and English Gypsies and the term 'Travellers' is used to refer to Irish, Welsh and Scottish Travellers. New-Age Travellers and Travelling Showpeople, are referred to specifically when the section of the report relates to them.

to what constitutes an adequate definition of 'Gypsy and Traveller', the Equality Act 2010 has gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.

- S6. This is important as it suggests that all agencies and service providers working with Gypsies and Travellers should adhere to the principles of the Equality Act 2010. Evidence discussed in Chapter 6 suggests that this is not always the case for Gypsy and Traveller families living within the study area.
- S7. The research discussed in Chapter 2 suggests that education, health and employment remain key issues for the Gypsy and Traveller community. There is evidence of good practice within the study area with the Rutland Traveller Service and Lincolnshire Traveller Initiative offering advice and support to schools on issues relating to the inclusion of Gypsy, Roma and Traveller children in schools and other settings.
- S8. However, it is apparent from the research discussed in Chapter 2 that the most pressing issue nationally remains that of inadequate permanent and transit site provision. With around one fifth of Gypsies and Travellers nationally residing in unauthorised developments or encampments, the Government responded with increased funding for site provision. The £60m Homes and Communities Agency (HCA) fund for 2011-2015 was fully committed.
- S9. Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments. Unauthorised encampments are comparatively less problematic within the study area than compared with the national picture. Nonetheless, there is a need for local authorities to consider how issues around unauthorised encampments can be resolved, including considering adopting the 'negotiated stopping' model.
- S10. Lastly, the need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need for Gypsy and Traveller Accommodation Assessments (GTAAs).

Policy context

- S11. In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Given the very small number of Gypsy and Traveller families who had permanently ceased travelling, and the reasons for stopping, the change in definition did not impact on the GTAA accommodation needs figures.

- S12. Although to some extent study area local authorities already coordinate responses on Gypsy and Traveller issues there is room for improvement in relation to liaison and information sharing.
- S13. Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation needs throughout the East Midlands region.

Population Trends

- S14. There are two major sources of data on Gypsy and Traveller numbers in the study area – the national CLG Traveller Caravan Count, and local authority data. The CLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAA which provides more reliable and robust data.
- S15. Both South Kesteven and Rutland have around the average number of caravans compared to nearby authorities, and lower numbers compared with North Lincolnshire, West Lindsey and South Holland. When population is taken into account the density of caravans varies widely. South Kesteven has around the average density at 49 caravans per 100,000 population compared to an average of 55 caravans, whilst Rutland has one of the lowest density of Gypsy and Traveller caravans at 18 per 100,000 population,. The number of caravans recorded in the study area during the period July 2013 to July 2015 varied slightly with those located in South Kesteven ranging from 66 to 77 caravans, whilst in Rutland they ranged from 7 to 27 caravans.
- S16. The data indicates a total provision of 61 permanent pitches and plots across the study area including 28 permanent private pitches, 12 local authority pitches, and 21 Travelling Showpeople plots. The study area also contains 1 unauthorised development. There are no transit pitches or pitches with temporary planning permission in the study area.
- S17. The number of unauthorised caravans throughout the study area recorded by the CLG Traveller caravan count in the study varies widely. According to the Traveller caravan count high levels of unauthorised encampments were recorded in South Kesteven in both July 2014 and July 2015 although these are not confirmed by local authority records. In contrast, very few unauthorised encampments were recorded by Rutland County Council during the same period. South Kesteven District Council and Rutland County Council keep detailed records of unauthorised encampments. During the last three years South Kesteven DC recorded five unauthorised encampments within the district whilst Rutland Council recorded only one, although both Councils reported brief periods when families passed through their respective authority.

Stakeholder Consultation

- S18. An online survey of key stakeholders offered important insights into the main issues faced by Gypsies and Travellers within the area. It was generally acknowledged that there is a lack of permanent accommodation provision throughout the study area and surrounding areas. There is a need to ensure that accommodation provision is situated close to services and facilities.
- S19. It can be difficult for families wanting to develop sites to find and purchase suitable land. Also, it can be difficult and expensive for families to gain planning permission for new sites. In terms of overcoming barriers to new accommodation provision it was suggested that local authorities should take a more proactive role in identifying suitable land for new sites. Local authorities should take a more proactive role in identifying suitable land for new sites. This could include more information on the planning process, better support for Gypsy and Traveller families applying for planning permission for new sites, and the use of S106 agreements to create sites as part of new residential developments.
- S20. In relation to transiting families, it is difficult to determine routes as local authorities tend not to discuss families when crossing borders. According to some respondents, families frequently use the A1 and temporarily stay at places such as Grantham, Stamford or Gonerby Moor. Also, families often travel between Lincolnshire and Norfolk. There has not been a significant increase in unauthorised encampments in their local area over recent years. However, some stakeholders commented how the revised CLG (August 2015) definition of Gypsies and Travellers could lead to an increase in unauthorised encampments as families seek to reinforce their status. The new definition is likely to mostly impact on older people and single mothers (who are least likely to travel). Some suggested that local authorities may wish to consider adopting the 'negotiated stopping' model as developed by Leeds City Council.
- S21. It was acknowledged that relationships between Gypsy and Traveller families and the settled community could be 'difficult' or 'poor' although they were also described as 'good', 'okay', or 'improving'. It is important for local authorities to help improve the relationship between Gypsy and Traveller families and local communities. This would include better education and openness on both sides to help remove myths regarding the Gypsy and Traveller community. Relations could be improved by bringing the communities together through mediation or 'get-togethers' or setting up liaison groups discuss and resolve issues. This could involve using shared community facilities. Improving education by incorporating cultural awareness of the Gypsy and Traveller lifestyle into the school curriculum or using Gypsies and Travellers themselves to promote awareness could help improve relations.

Gypsies and Travellers living on sites

- S22. A survey was undertaken with Gypsy and Traveller families residing on authorised and unauthorised sites. Importantly, the survey suggested longevity of tenure with most of the families having lived on site for more than five years, and most not intending to move in the

future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. A key reason for families living in specific locations was because they wanted to live close to family members.

- S23. Access to services such as shops, post offices, health services, and primary and secondary schools is not an issue for respondent households, although some have experienced problems accessing health services in the local area. Most households have experienced discrimination with almost none reporting incidents to the police. This suggests that despite the Equality Act 2010 Gypsy and Traveller families may still experience discrimination – a factor which can impact on community cohesion within the study area.
- S24. Importantly, in relation to the assessment of accommodation needs around a third of respondents contained household members who require separate accommodation, with all wanting to stay with, or reside close to, their family. This reflects the cultural desire of many Gypsies and Travellers to stay close to family.

Travelling Showpeople

- S25. Similar to Gypsy and Traveller families residing on yards, there is a long history of Travelling Showpeople both living and working within the study area. Travelling Showpeople families tend to be larger than families in the settled community, although the age composition of respondent families was fairly young with a third of respondents were aged 20 years or under.
- S26. Almost all (95%) respondents own the plot they currently occupy with one (5%) renting privately. Satisfaction with current yards and locations is generally high with no families intending to move within the next 5 years. However, whilst families were satisfied with the facilities on yards, around a third stated that there is insufficient space to store equipment.
- S27. Similar to Gypsy and Traveller families living on sites, Travelling Showpeople tend not to lack access to services such as shops, post offices, health services, and primary and secondary schools. However, they were almost as likely to state that they had suffered discrimination when accessing services, or been a victim of racism or bullying.
- S28. Travelling remains important to the Travelling Showpeople families, for either work or cultural reasons, with all having travelled at least once during the previous year. None of the families have stopped travelling due to old age or health and support needs.
- S29. A lack of suitable accommodation was apparent with all households stating a lack of sufficient number of plots within the study area. However, no families stated that there is a need for transit provision for Travelling Showpeople, mainly due to concerns about security. Also, relatively few households stated that one or more family members had moved out of the local area due to a lack of accommodation provision. Families would prefer new accommodation to be in the form of small, family sized yards. Only one family stated that

they would like to develop their own yard but were not financially able to do so. Importantly, in relation to the assessment of accommodation needs 7 families stated that they contain household members who require separate accommodation within the next 5 years.

Accommodation need

- S30. Accommodation need for the study area was assessed using a model in accordance with both previous and current Practice Guidance issued by the Department of Communities and Local Government (CLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group of Gypsies and Travellers, based on secondary data.
- S31. The following tables summarise the number of residential, transit pitches/temporary stopping places, and bricks and mortar accommodation required over the period 2016-36. It shows that a further 32 Gypsy and Traveller pitches and 9 Travelling Showpeople plots are needed over twenty years in South Kesteven, and 13 Gypsy and Traveller pitches and 10 Travelling Showpeople plots in Rutland. Although records show low levels of unauthorised encampments within the study area, there is currently no transit provision. As such, it is recommended that the local authorities consider the potential for negotiated stopping arrangements.
- S32. The main drivers of need are from newly forming families on authorised sites, families living on unauthorised encampments, families living on unauthorised developments, overcrowding and psychological aversion of households living in bricks and mortar accommodation.
- S33. New housing provision for Gypsies and Travellers may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.

South Kesteven

Table S.1a: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2016-36

Period	Residential pitches	Travelling Showpeople plots	Bricks and mortar accommodation
Total 2016-21	16	5	6
Total 2021-26	5	1	4
Total 2026-31	5	1	4
Total 2031-36	6	2	5
Total 2016-2036	32	9	19

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table S.1b: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2016-36

Period	Residential pitches	Travelling Showpeople plots	Bricks and mortar accommodation
Total 2016-21	8	4	2
Total 2021-26	1	2	1
Total 2026-31	2	2	1
Total 2031-36	2	2	1
Total 2016-2036	13	10	5

Source: South Kesteven & Rutland GTAA 2016

Conclusions

S34. As well as quantifying accommodation need, the study also makes recommendations on key issues. The main ones are as follows:

- Developing a holistic vision for their work on Gypsies and Travellers, and embedding it in Community and Homelessness Strategies, Local Development Frameworks and planning and reporting obligations under the Equality Act 2010.
- Reviewing all policies on accommodation for Gypsies and Travellers.
- Supporting the training of elected members and officers using courses such as those developed by the Local Government Association (LGA).
- Advising Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
- Developing an internal policy on how to deal with racist representations in the planning approval process.
- Develop criteria and process for determining suitability of Gypsy and Traveller sites, as indicated above.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- Design a policy to set up negotiated stopping arrangements to address unauthorised encampments for set periods of time.
- To design policy to enable each Council to negotiate with families on sites in their authority to enable visiting families and friends to stop on their respective sites and pitches where appropriate when visiting for agreed periods of time.
- Identify locations for new provision.
- Local housing authorities should include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community.
- Regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller community.

- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every five to seven years.

1. Introduction

Study context

- 1.1 In November 2015, South Kesteven District Council and Rutland County Council commissioned *RRR Consultancy* to undertake a Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Romany Gypsies, Irish and Scottish Travellers, New-Age Travellers and Travelling Showpeople in terms of residential and transit sites /negotiated stopping arrangements, and bricks and mortar accommodation for the period 2016-2036. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.2 It is important to note, that previous and current guidance documents are useful in helping guide the GTAA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis followed practice guidance set out by Communities and Local Government (CLG) in recent draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007), obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- 1.3 To achieve the study aims, the research drew on a number of data sources including:
- Review of secondary information: including a literature review and secondary data analysis
 - Consultation with organisations involved with Gypsy and Traveller issues
 - Face-to-face surveys of Gypsies and Travellers

Geographical context of the study area authorities

South Kesteven

- 1.4 According to the authority's Core Strategy², South Kesteven covers some 365 square miles in the south western corner of the county. The latest mid-year population estimates (2014) show it as having a population of around 138,000. The District borders Leicestershire, Rutland and Nottinghamshire to the west and Northamptonshire and Peterborough to the south and east. South Kesteven prides itself on the wealth of open spaces within the market towns, and the attractive countryside that surrounds all settlements within the District. South Kesteven is predominantly rural, with large areas of open farmland, and is

²South Kesteven District Council, Core Strategy, Adopted 5 July 2010.

well wooded containing over 2,000 hectares of ancient woodland and a number of registered parks and gardens.

- 1.5 In addition to the main town and administration centre of Grantham, the District has three other market towns, Stamford, Bourne and The Deepings and over 100 villages and hamlets. In total, approximately 60% of the population lives in the District's market towns: the other 40% residing in the villages and countryside.
- 1.6 The town of Grantham is the largest town in south west Lincolnshire. Grantham had a population estimated at just over 41,000 in 2013³ with over 60,000 people residing in Grantham's travel to work area. The three smaller market towns within South Kesteven District are Stamford, Bourne and The Deepings. Each of these towns has an important role providing key services for the surrounding rural hinterlands.
- 1.7 Traditional industries such as manufacturing and construction still have a good base in the District. These, together with the distribution and hospitality sectors, employ approximately half of the District's workforce. The majority of local employment-generating development is located in the four towns.
- 1.8 Transport accessibility is generally good within the District: Grantham is linked to the north and south by the East Coast Mainline railway which provides a fast link to London. Trains also travel east to the coast. Stamford's rail service travels between Peterborough and Leicester. East Midlands Airport is 35 miles from Grantham, and the ports of Boston, Hull, Harwich and Felixstowe are all accessible from the District. Both Grantham and Stamford have direct access to the A1.

Rutland

- 1.9 Rutland is approximately 390 km² and latest mid-year population estimates (2014) show it as having a population of 38,000 or 37,100 in 2016 from the 2012 based Subnational Population Projections. This is projected to rise substantially to 39,100 by 2026 and to 40,200 by 2033 and 40,600 in 2036, the end of the study period. The density of population is low with less than one person per hectare. Rutland has been classed as the most rural county or unitary authority in England and Wales with a high proportion of land in agricultural use.
- 1.10 Rutland's towns and villages have a large number of buildings listed of historic and architectural interest (approximately 1,700) and a large number (34) of designated conservation areas providing a built environment with a historic and distinctive character. The county has 31 scheduled ancient monuments and 2 registered parks and gardens.

³ South Kesteven District Council (2013) *Grantham – A Town Going Places*

- 1.11 The environmental quality of Rutland's landscape is high and the character of the landscape is varied with five different landscape character types. These range from high plateau landscapes across large areas of the north east and south west to lowland valleys in the centre and north west and on the county's southern border along Welland Valley.
- 1.12 Rutland has 21 sites of special scientific interest (SSSIs) including Rutland Water which is an internationally designated wetland site with importance for wintering and passage wildfowl. There are 190 local wildlife sites⁴ and important areas of calcareous grassland and ancient and broadleaved woodland in the county.
- 1.13 Oakham is the larger of the two market towns with a population of about 10,000 and a range of education, community, health and leisure facilities, employment, shopping, a twice weekly market, a railway station and bus services to the surrounding area. Uppingham has a population of about 4,000 with a more limited range of facilities, employment and shopping, a weekly market and bus services to the surrounding area.
- 1.14 Rutland has 52 villages ranging in size from small hamlets with a few houses and no facilities to larger villages with facilities such as a school, a convenience store, a post office, general medical practice, employment opportunities, community and leisure facilities and bus links to the towns and neighbouring villages. The six largest villages each have a population of more than 1,000 and account for about 25% of Rutland's population.
- 1.15 Beyond Rutland's borders, Stamford lies just outside the county boundary, providing a range of community facilities, shopping, education, health services and acting as a service centre to some of the villages on the eastern side of Rutland. Corby lies approximately 3 miles south of Rutland and is planned to double in size between 2011 and 2031 including new housing, leisure and shopping facilities⁵.
- 1.16 The A1 passes through the eastern part of Rutland providing good north-south road links. East-west connections are less good, although the A47, which traverses the southern part of Rutland, and A606 Stamford-Nottingham road provide east-west road links. Oakham has direct rail links to the east coast main line and Stansted Airport and Birmingham to the west. A direct rail link to London via Corby commenced in 2009. A number of long-distance footpaths pass through Rutland.
- 1.17 Locations for growth need to be identified for new housing, employment and other development to meet the aspirations of the local community. The need for new development will need to be balanced against the need to protect Rutland's character.

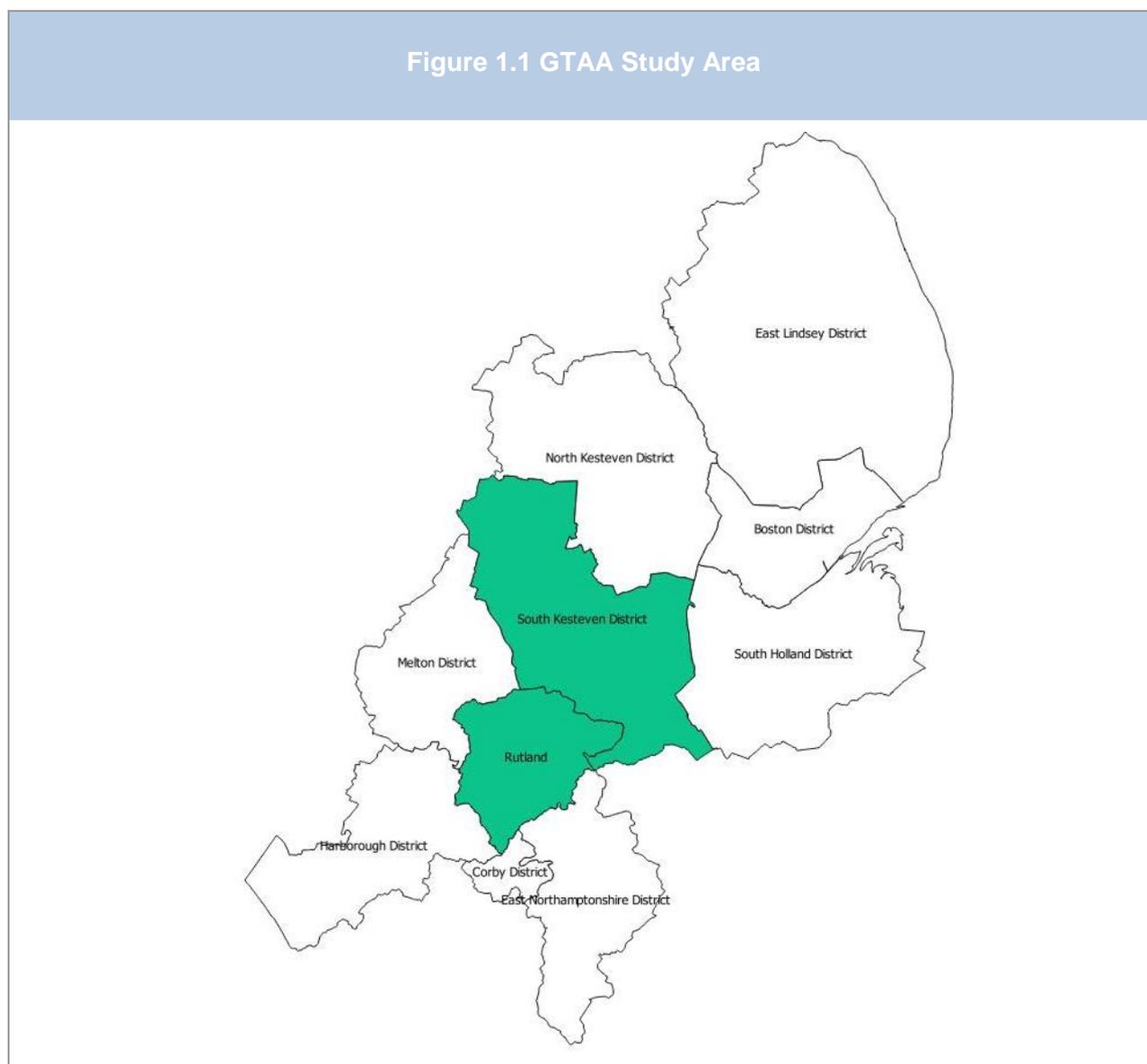
⁴ Rutland County Council, *Core Strategy*, Adopted July 2011 p. 7

⁵ Rutland County Council, *Core Strategy*, Adopted July 2011 p. 5

1.18 While Oakham and Uppingham are likely to be the most sustainable locations for new development, the needs of the rural areas also need to be met and there may be circumstances where a limited amount of development in some villages may help to maintain or enhance their vitality and meet local needs⁶. The Council is currently reviewing its Local Plan. A number of Neighbourhood Plans have also been made or are in the course of preparation.

GTAA study area

1.19 A map of the GTAA study area (shaded in Green) is shown in in Figure 1.1 below.



Source: ONS 2016

⁶ Rutland County Council, Core Strategy Development Plan Document, Adopted July 2011

Policy context

- 1.20 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. In particular, it stated that in assembling the evidence base necessary to support their planning approach, local authorities should:
- effectively engage with both settled and traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 1.21 The Government stated that the new planning policy would encourage plan-making by councils and communities, by giving them a greater say in how they meet their development needs. It also gave communities, developers and investors more certainty about the types of applications that are likely to be approved. This will help to speed up the planning process.
- 1.22 According to the Government, the new planning policy gave councils 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. It sits within a broader package of reforms such as the abolition of the Labour Government's Regional Strategies and a return of planning powers to councils and communities.
- 1.23 Also, the Government stated that new planning policy means that Green Belts and countryside have more robust protection, local councils more discretion, and local planning authorities a stronger hand in supporting appropriate development. Central guidance to councils on compulsorily purchasing land for travellers' sites has been removed and top-down Whitehall planning rules, which Ministers believe were counterproductive, were abolished.
- 1.24 In March 2016 CLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:
- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation

- who contain suppressed households who are unable to set up separate family units and
- who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

1.25 The CLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

1.26 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources

1.27 Finally, the CLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

How does the GTAA define Gypsies and Travellers?

1.28 To ensure it is following CLG guidance, the GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the CLG 'Planning Policy for Traveller Sites' (August 2015). It states that for the purposes of planning policy "gypsies and travellers" means:

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

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

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

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

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

Summary

1.31 The policy context may have changed since the Housing Act 2004 introduced a compulsory requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers. However, the 2015 Planning Policy for Traveller Sites reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers. This is particularly important since the abolition of the regional plans which contained the Gypsy and Traveller accommodation targets.

1.32 As such, the purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in the study area between 2016 and 2036. This is in terms of residential and transit sites /negotiated stopping arrangements, and bricks and mortar accommodation. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.

1.33 Although the 2015 planning policy emphasised a more localist way of providing sites, this does not preclude local authorities identifying accommodation need, and considering how to meet need.

SECTION A: CONTEXT OF THE STUDY

This first section of the South Kesteven & Rutland Gypsy and Traveller Accommodation Assessment (GTAA) contains results from analysis of secondary data. The chapters draw on a range of secondary data:

- Current plans and strategies relating to Gypsies and Travellers
- CLG Traveller Caravan Count data and County Council data on population levels and accommodation patterns

These are considered in turn. Section A starts by describing the national policy context in which Gypsies' and Travellers' accommodation needs should be addressed.

2. Literature review

Introduction

- 2.1 This section examines previous literature and research relating to Gypsies and Travellers⁷. It examines a number of key themes including legal definitions relating to the Gypsy and Traveller community and issues relating to current site provision. The aim is to provide the reader with a background on Gypsy and Traveller issues and the policy context in which this Gypsy and Traveller Accommodation Assessment (GTAA) is situated.

Legal Definitions

- 2.2 It is essential to clarify legal definitions relating to the Gypsy and Traveller population to ensure that their legal rights are recognised and that discrimination does not take place. However, there is no comprehensive source of information about the number or characteristics of Gypsies and Travellers in England.
- 2.3 According to Niner⁸, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 2.4 However, one key issue relates to whether it is possible for one definition to be agreed for both planning and housing purposes. In August 2015 the CLG amended its definition of 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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

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

⁷ Please note that throughout this report the term ‘Gypsies’ is used to refer to Romany and English Gypsies and the term ‘Travellers’ is used to refer to Irish, Welsh and Scottish Travellers. New-Age Travellers and Travelling Showpeople, are referred to specifically when the section of the report relates to them.

⁸ Pat Niner (2004), op cit.

- 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.

2.6 Importantly, Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites⁹.

2.7 However, unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority¹⁰.

2.8 According to CLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.*¹¹

2.9 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAAs), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006, and the draft guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats) (March 2016). It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAA¹².

⁹ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

¹⁰ CLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

¹¹ CLG, *Planning Policy for Traveller Sites*, August 2015.

¹² CLG, *Planning Policy for Traveller Sites*, August 2015 and CLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

Current provision of Gypsy and Traveller accommodation

Types of sites

2.10 There are six different types of site accommodation in use by Gypsies and Travellers: local authority sites, privately owned commercial sites, family owned sites, Gypsy-owned land without planning permission, unauthorised encampments and transit accommodation¹³:

i. Local Authority Sites

2.11 According to Niner¹⁴, the great majority of local authority sites are designed for permanent residential use. In July 2015 only 339 (6%) pitches were intended for transit or short-stay use in England (and not all of these are actually used for transit purposes). The latest Traveller Caravan Count undertaken in July 2015 suggests that there are 5,410 permanent and transit pitches capable of housing 8,808 caravans.

ii. Privately Owned Commercial Sites

2.12 The majority of privately owned commercial sites are Gypsy and Traveller owned and managed. Most are probably used for long-term residence, but there is also an element (extent unknown) of transit use. The July 2015 Traveller Caravan Count suggests that there are 11,478 caravans occupying private caravan sites in England.

iii. A Family Owner Occupied Gypsy Site

2.13 As Niner states, family sites are seen as the ideal by many Gypsies and Travellers in England.¹⁵ They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

iv. Gypsy-Owned Land without Planning Permission

2.14 In July 2015, 3,133 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,267 'tolerated' and 1,866 'not tolerated' by local authorities in England.

¹³ This section draws extensively on research undertaken by Pat Niner in 2003 on behalf of the then Office of the Deputy Prime Minister (ODPM) on the provision of Gypsy and Traveller sites in England and later incorporated into her paper on *Accommodating Nomadism? An Examination of Accommodation Options for Gypsies and Travellers in England* (2004), op cit.

¹⁴ Pat Niner (2004), op cit.

¹⁵ Ibid. Page 146-7.

v. An Unauthorised Encampment

2.15 In May 2006 the CLG published local authority guidelines for dealing with unauthorised encampments. Whilst much of the discourse of this document refers to legislative powers local authorities hold in order to remove unauthorised campers, it nonetheless recognises that such unauthorised camping is at least partly the consequence of too few permanent sites. This again was acknowledged by the CLG¹⁶ who underlined the view that enforcement against unauthorised sites can only be used successfully if there is sufficient provision of authorised sites. The July 2015 Traveller Caravan Count suggests that there were 3,133 caravans on unauthorised encampments in England. In August 2013 and March 2015 the CLG published a summary of powers that local authorities can use in response to unauthorised encampments and unauthorised developments. These included new Temporary Stop Notices which can be issued without an enforcement notice¹⁷.

vi. 'Transit' Accommodation

2.16 This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation. As stated above, there are only 339 authorised transit pitches (not all used for short-term purposes) in England. At present unauthorised encampments 'accommodate' the great majority of 'transit' mobility in an almost totally unplanned manner. No national record is kept of the number of actual 'sites' affected, but extrapolation from local records in different areas suggests that it must be thousands each year.

2.17 To summarise the figures noted above:

- In July 2015, data from CLG for the number of caravans show that there are 20,834 caravans on both authorised and unauthorised sites in England
- 17,951 or 85% of these are on authorised sites (6,473 on local authority sites and 11,478 on authorised private sites).
- 3,133 or 15% are on unauthorised developments or encampments
- Between July 2013 and July 2015 the total number of Gypsy and Traveller caravans in England recorded increased from 20,834 to 21,084 including an increase in the number of caravans on authorised private sites of 1,779 caravans, and a decrease in the number of 'tolerated' unauthorised caravans of 1,209.

2.18 However, although the biannual Traveller Caravan Counts are useful in enabling local authorities to estimate total numbers twice yearly, they are not immune from critique. According to research undertaken by Niner on behalf of the ODPM¹⁸, it is likely that the

¹⁶ CLG, *Gypsy and Traveller Task Group on Site Provision and Enforcement: Interim Report to Ministers*, March 2007.

¹⁷ CLG, *Dealing with illegal and unauthorised encampments: a summary of available powers*, August 2013 and March 2015

¹⁸ Niner, Pat, *Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System*, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>.

biannual Traveller Caravan Count seriously underestimates the Gypsy and Traveller population for a number of reasons.

2.19 Research undertaken by the ODPM (2004) concluded that some local authority officers have serious reservations about the count due to:

- officer knowledge of 'guesstimates' or errors in their own authority's count
- anecdotes of poor practice elsewhere
- discrepancies between personal knowledge/observation and the count; and
- internal inconsistencies in published figures suggesting entries in the wrong cell etc.

2.20 Nonetheless, the biannual Traveller caravan count remains the primary source of comparative national data on Gypsies and Travellers.

2.21 Research undertaken by the Commission for Racial Equality (2006) shows that over two-thirds (67%) of local authorities say they have had to deal with tensions between Gypsies and Travellers and other members of the public. Councils and other registered providers can apply to the Home and Communities Agency to use the funding. In April 2011 the Government passed legislation that applies the Mobile Homes Act (1983) to local authority traveller sites. This means that people living on local authority traveller sites are treated the same as people living on other sorts of council-owned caravan sites.

2.22 Finally, the CLG's document *Planning Policy for Traveller Sites* (August 2015) states that local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities. Local planning authorities should, in producing their Local Plan:

- a) identify and update annually, a supply of specific deliverable sites⁷ sufficient to provide five years' worth of sites against their locally set targets
- b) identify a supply of specific, developable sites, or broad locations for growth, for years six to ten and, where possible, for years 11-15
- 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 and
- e) protect local amenity and environment.

Health, education and employment

Introduction

2.23 Although there are many facets of the Gypsy and Traveller lifestyle that may impact on the life-chances of individuals, it is arguable that health, education and employment remain three of the most important. Despite relatively scarce research being undertaken on the Gypsy and Traveller lifestyle, existing research points to poor health, educational and employment opportunities.

Health

2.24 According to Cemlyn et al¹⁹, although statistical data is not currently collected within the National Health Service about the needs of Gypsies and Travellers, studies have found that the health status of Gypsies and Travellers is much poorer than the general population. Parry et al (2004) found that, even after controlling for socio-economic status and comparing them to other marginalised groups, Gypsies and Travellers have worse health than others: 38% of a sample of 260 Gypsies and Travellers had a long-term illness, compared with 26% of age and sex-matched comparators.

2.25 Significantly more Gypsies and Travellers reported having arthritis, asthma, or chest pain/discomfort than in the comparison group (22%, 22% and 34%, compared with 10%, 5% and 22% respectively). An outreach project in Wrexham noted that when compared to a control group of residents from a deprived local area, Gypsies and Travellers had lower levels of exercise, a significantly poorer diet (particularly in respect of fresh fruit and vegetables), and had far higher rates of self-reported anxiety and depression (Roberts et al, 2007). It also found that the risk of premature death from cardiac disease was particularly high for Gypsy and Traveller men.

2.26 In response, there is growing evidence that outreach services is one means by which health inequalities within the Gypsy and Traveller community can be tackled. The NHS Improvement Plan²⁰ suggested that there was a need for the Government to engage fully with patients and the public in order to deliver better health outcomes for the poorest in our communities and ease pressures and costs for the NHS in the long run.

2.27 The Plan recommended that models of outreach and community engagement would need to be built into mainstream services nationally, once evaluation had demonstrated their real value. However, although there is evidence that outreach services are effective in tackling health inequalities in the Gypsy and Traveller community, there is yet no evidence on the cost-effectiveness of such programmes.

¹⁹ Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experienced by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

²⁰ NHS, *The NHS Improvement Plan: Putting People at the Heart of Public Services*, June 2004.

- 2.28 Research by Matthews²¹ suggests that some outreach services such as health visitors can go some way to plugging the gaps for advice or preventative services e.g. immunisation, but cannot offer full services for those who are ill. If Travellers are moved rapidly, it can be difficult even for outreach workers to see Travellers that quickly, and so they are never offered any care.
- 2.29 The research cites anecdotal evidence which suggests that women are more likely to access services if supported by outreach workers, some of whom are from Gypsy and Traveller communities. They found that among Gypsy and Traveller women, there is support for offering specialist training in basic midwifery to members of their communities to enable them to support mothers in a culturally appropriate manner while assisting them in accessing appropriate care from qualified midwives.
- 2.30 Newark and Sherwood NHS have embedded participatory principles in *GypsyLife*, a community-based organisation dedicated to improving the life-chances of Gypsies and Travellers. The organisation now undertakes a range of health-related activities throughout the county including training; health promotion and prevention; education and literacy; information, advice and guidance; advocacy, liaison and campaigning; and reducing crime, offending and social exclusion. *GypsyLife* has been successful in training more than 1,000 individuals, undertaking community education and health promotion events involving more than 2,200 individuals, and completed over 5,000 health needs assessments²². Importantly, the organisation is run on a purely voluntary basis with work being undertaken by community-based 'Health Ambassadors'.

Mental health

- 2.31 Mental health constitutes a key health issue. Gypsies and Travellers have been found to be nearly three times more likely to be anxious than others, and just over twice as likely to be depressed, with women twice as likely as men to experience mental health problems²³. A range of factors may contribute to this, including the stresses caused by accommodation problems, unemployment, racism and discrimination by services and the wider public, and bereavement.
- 2.32 Numerous GTAAs have reported Gypsies and Travellers in housing experiencing hostility from neighbours, and it is likely that the constant exposure to racism and discrimination has a negative impact on mental health²⁴. For women, long-term mental health difficulties can

²¹ Matthews, Zoe, *The Health of Gypsies and Travellers in the UK*, A Race Equality Foundation Briefing Paper, November 2008.

²² GypsyLife Annual Report April 2013 located at: <http://www.newarkandsherwood.nhs.uk/innovationzone/traveller-health-ambassador>

²³ Parry et al (2004) *The Health Status of Gypsies and Travellers in England*, University of Sheffield located at: http://www.shf.ac.uk/polopoly_fs/1.437131/file/GT-report-summary.pdf

²⁴ Cemlyn et al (2009) *Inequalities Experienced by Gypsy and Traveller Communities' Review*, Equality and Human Rights Commission

result from feeling trapped on a site where no-one would want to live²⁵. Moving into housing is associated with depression and anxiety, and may be reflective of loss of community and experiences of racism and discrimination.

- 2.33 Greenfields²⁶ found that, where New Travellers moved into housing to escape violence or because of family law cases which impacted on their ability to live on a site, respondents reported depression and anxiety in a similar manner to Gypsies and other Travellers. In response to the consultation, Shelter noted that research is needed into mental health issues among housed Travellers, while a specialist Traveller team referred to 'Travellers psychological aversion to housing and how housing can impact on Travellers' mental and physical health'.
- 2.34 Parry et al²⁷ found that the health impacts of residence in housing were profound, with travelling acting as a protective factor in terms of both physical and mental health. Gypsies and Travellers living in housing who travelled rarely had the worst health status of all Gypsy and Traveller groups and reported the highest levels of anxiety. Conversely, isolation from relatives and community structures has a profoundly negative impact on well-being, social functioning and mental health.
- 2.35 Although there are fewer studies specifically relating to Travelling Showpeople, the CLG acknowledge that, as many of the issues facing this group are the same as those facing Gypsies and Travellers, it can reasonably be assumed that conclusions relating to the health of this group can be extended to cover Travelling Showpeople.

Education

- 2.36 Statistics published by the Department for Education suggests that within Lincolnshire and Rutland there are a total of 75 Gypsy and Traveller children attending primary schools, and 27 Gypsy and Traveller children attending secondary schools²⁸. Research found that poor attendance exacerbated by lack of support meant that Gypsy and Traveller children were consistently under-achieving compared with national education standards.²⁹ In response the Government published *Aiming High: Raising the Achievement of Gypsy and Traveller Pupils: A Guide to Good Practice* in 2003. This guide offers practical advice and guidance to schools on how to develop effective policies and practices to help raise the achievement of Gypsy and Traveller pupils.

²⁵ Appleton, L. et al. (2003) Smalls's contribution to understanding the needs of the socially excluded: the case of Gypsy Traveller Women. *Clinical Psychology*, (24), pp.40-6.

²⁶ Greenfields, M. (2002) *The impact of Section 8 Children Act Applications on Travelling Families*. PhD (unpublished). Bath: University of Bath.

²⁷ Ibid.

²⁸ Department for Education, *Schools, pupils and their characteristics*, January 2015 located at: <https://www.gov.uk/government/publications/schools-pupils-and-their-characteristics-january-2015>

²⁹ See Levinson, Martin P. & Sparkes, Andrew C. (2003), *Gypsy Masculinities and the School–Home Interface: exploring contradictions and tensions*, British Journal of Sociology of Education, Vol. 24, No. 5.

- 2.37 However, research undertaken by the National Federation for Educational Research (NFER) (2005) on the education of Gypsy and Traveller children in Wales confirmed assumptions that educational attainment is lower than national averages. They found that attainment of Gypsy Traveller children was lower than non-Gypsy and Traveller children at Key Stages 2, 3 and 4, whilst the level of additional educational needs was greater than those of non-Gypsy and Traveller children.
- 2.38 The mobility of Gypsies and Travellers is affected by the availability of sites. Forced mobility leads to interrupted education and poses a challenge to local authority staff attempting to engage with the families. In response, NFER argue for the need for additional funding to support the education of Gypsies and Travellers because of the additional educational needs of this group, their lack of attainment, and the cultural influences which impact on their engagement in education. This funding could be used to increase schools' and teachers' awareness of these factors and develop strategies to engage and retain Gypsies and Travellers in education.
- 2.39 Over the last decade, new technology has been increasingly used for supporting the continued learning of Gypsy and Traveller pupils in more engaging and imaginative ways. The E-Learning and Mobility Project (E-Lamp) has developed interactive learning approaches to support students' work with their distance learning packs (Marks, 2004). This method is now being developed to support excluded pupils too.
- 2.40 The EHRC states that the Government in England has given considerable attention to the education of Gypsies and Travellers, although Ofsted's clarion call in 2003 that 'the alarm bells rung in earlier reports have yet to be heeded', remains relevant today. One of the findings to emerge is that despite relevant policy guidance and the impressive development of good practice in a number of areas, other aspects of policy contradict these efforts.
- 2.41 There is concern that government austerity policies may have adversely impacted on Traveller education schemes. An article published in *The Independent* (2011) (based on research undertaken by the Irish Traveller Movement) suggested that nearly half of 127 authorities had either abolished their Traveller education service or drastically cut staff levels. Of 127 authorities 24 had planned to scrap their traveller education support team while a further 34 were cutting more than a third of staff. The situation was expected to be even worse during 2012, with 20 councils refusing to reveal projected staffing levels as they were "under review", "undecided", "unknown" or being "restructured".
- 2.42 Within the study area, the Rutland Traveller Service and Lincolnshire Traveller Initiative provide educational support to Gypsies and Travellers. The Lincolnshire Traveller Initiative is a charity organisation partly funded by Lincolnshire County Council which provides lifelong learning to the Traveller communities by facilitating access to a range of courses from different providers as well as developing their own courses for on-site provision.

- 2.43 Its aims are to transform the lives of Gypsies and Travellers in terms of communication, education, information, and all the other benefits that housed communities enjoy. Having families gain confidence by trying new courses, its aim is for them to try the next step of entering into some form of education or training. It believes that this should, in time, give better opportunities to gain employment, resulting in improved economic well-being.
- 2.44 The Travellers Initiative recently completed an oral history project. One of the key aims of the project was to engage with and train young members of the Traveller community to collect the oral histories of their elders including grandparents, parents, aunts and uncles who are resident in Lincolnshire, but also to capture the reminiscences of elders who have moved away from the county. They recently produced a Gypsy and Traveller awareness and education pack for local schools.
- 2.45 In Rutland, the Traveller Service helps Gypsy, Traveller, Fairground and Circus parents with getting their children into school. The Traveller Service has teachers and home/school support staff who help with attendance issues and supporting Gypsy and Traveller children whilst they are in schools. The Service also supports schools by giving advice and guidance and offering training for schools working with Gypsy and Traveller children. It also provides home and school support by developing partnerships with Gypsy and Traveller parents. The Traveller Service is run in partnership with Leicestershire County Council

Employment

- 2.46 There is evidence that Gypsies and Travellers experience inequalities in relation to employment market participation. For example, research undertaken by the Joseph Rowntree Foundation (JRF) (2013) indicates that White Gypsy or Irish Travellers are particularly disadvantaged with very low rates of economic activity (67% for men and 41% for women), and very high rates of unemployment (16% for men and 19% for women)³⁰.
- 2.47 The EHRC (2009) suggest that few of the general programmes set up to tackle unemployment have initiatives or schemes developed specifically for Gypsies and Travellers, who need training in practical skills as well as opportunities to obtain qualifications for skills they already have.
- 2.48 Whilst full-time employment amongst Gypsies and Travellers is relatively low, self-employment is relatively high (36% compared with 18% for all ethnic groups). Gypsies and Travellers often work in family groups and undertake employment such as gardening, scrapping metal, building and market trading. However, the introduction of new legislation

³⁰ JRF, *Ethnic inequalities in labour market participation*, September 2013 located at: <http://www.ethnicity.ac.uk/medialibrary/briefingsupdated/Ethnic%20inequalities%20in%20labour%20market%20participation.pdf>

in 2013³¹ which requires scrap-metal dealers to be licenced has restricted opportunities in this area of employment. A further issue which impacts on Gypsies and Travellers resident on sites, is the prevalence of regulations precluding the storage of work materials or ability to work from sites (even where owner-occupied), which have a negative impact on work opportunities

- 2.49 According to the EHRC (2009) women have until relatively recently traditionally been involved in harvesting work, making holly wreaths or other traditional seasonal 'female' crafts, although there has been a sharp decline in such work in recent years with greater numbers of organised migrant field labourers from Eastern Europe undertaking such work and limited outlets for craft work when raw materials are expensive or access to market stalls may be difficult to justify if financial returns are low.
- 2.50 Gypsies and Travellers who are unemployed and seeking work can encounter barriers including literacy and numeracy barriers, requirements for qualifications, evidence of former addresses (perhaps dating back over the past three years), or requirements for references from former employers. Again, it reported that one of the biggest and growing problems was not having a permanent address, or having a site address, given banks' and insurance companies' increasing insistence on evidence of a stable address as part of their identity checks.

Gypsy and Traveller Group Housing Schemes

- 2.51 One recent development of good practice in relation to Gypsy and Traveller accommodation provision is group housing schemes – residential housing developments with additional facilities and amenities specifically designed to accommodate extended families of Travellers on a permanent basis. These may include houses with sufficient bedrooms to accommodate larger families, sufficient space to park occupants' and visiting families' vehicles such as caravans, and consideration of safety issues related to increased vehicle traffic.
- 2.52 In 2005 the Northern Ireland Housing Executive evaluated four group housing schemes – two in Belfast and two in rural areas (Omagh and Toome). While the evaluation focused mainly on the partnerships and processes involved in instigating and developing this new form of accommodation, it also elicited some views on the suitability of the housing for the needs of its occupants.
- 2.53 The Traveller families in both schemes responded very positively to the question of whether the aims of group housing had been met and they reported noticeable improvements to

³¹ HM Government, *The Scrap Metal Dealers Act 2013 (Prescribed Relevant Offences and Relevant Enforcement Action) Regulations 2013* located at: <http://www.legislation.gov.uk/ukxi/2013/2258/contents/made>

their standards of living. The main improvements cited by both families were in terms of security, comfort, heating, electricity and sanitation:

'We've always lived here and now we're set here. We don't have anybody coming and telling us what to do. I've no complaints about the scheme. We have all the space that we need. We have the comfort thing as well'³².

- 2.54 A similar scheme is Clúid Housing Association's Castlebrook Group Housing Scheme for Travellers in Newcastle, Co. Dublin. The scheme consists of seven houses built for an extended family. The scheme design considered the views of stakeholders including Travellers. An evaluation concluded that the scheme has resulted in high-quality, long-term local authority/housing association accommodation. Also, it suggests that that given a similar stakeholder approach, this development project could be replicated³³. Generally, evaluations of Group Housing Schemes³⁴ found that families in schemes reported noticeable improvements to their standards of living and social wellbeing, although it was also noted that future allocations, relets and house sales were likely to be problematic.

Community development and community cohesion

- 2.55 The Equality and Human Rights Commission (EHRC)³⁵ recognise that community development can both empower Gypsy and Traveller communities and lead to improved community cohesion.
- 2.56 Some voluntary and non-governmental bodies have also taken significant initiatives in providing community development support. Devon Racial Equality Council reported in its consultation response to the EHRC research that they had had a dedicated community development worker post for Gypsies and Travellers for three and half years, which had supported a range of projects by the community. These included a myth-busting leaflet written by Romany women, an information pack, a DVD and a project where Romany women gave talks in schools.
- 2.57 One further consideration may be the establishment of Gypsy and Traveller tenant and resident associations (TRAs). As Ryder (2012)³⁶ suggests, TRAs provide a collective voice for people who live in the same area, or who have the same landlord. Members work

³² Chartered Institute of Housing and University of Ulster: *Outlining Minimum Standards for Traveller Accommodation*, March 2009 located at: <http://www.equalityni.org/archive/pdf/travguideSDSHWeb100409.pdf>

³³ Clúid Housing Association, *Review of Castlebrook: A Traveller Housing Project*, located at: http://www.cluid.ie/_fileupload/Castlebrook%20Traveller%20Report.pdf

³⁴ Northern Ireland Housing Executive (2005) *Evaluation of Traveller Grouped Housing* located at: http://www.nihe.gov.uk/evaluation_of_the_travellers_grouped_housing_schemes_2005.pdf

³⁵ Cemlyn et al (2009) *ibid*

³⁶ Ryder, A. (2012), *Hearing the voices of Gypsies and Travellers: the history, development and challenges of Gypsy and Traveller tenants and residents' associations*, Third Sector Research Centre Working Paper 84 located at: <http://www.tsrc.ac.uk/LinkClick.aspx?fileticket=INqGXFbAe8E%3d&tabid=500>

together to improve housing and the environment in their neighbourhood and to build a sense of community.

2.58 Ryder (2012) cites a number of good practice examples of Gypsy and Traveller TRAs including one set up in 2003 at the Eleanor Street Site in Tower Hamlets, London. Site residents sought assistance from the London Gypsy and Traveller Unit (LGTU) to improve local authority management of their site. Subsequently a tenants' association was established and the LGTU provided training to facilitate the work of tenants to coordinate the group. As a consequence, site management by the local authority has improved.

2.59 Similarly, in 2008 residents of the Stable Way site, west London, established a TRA which aimed to:

- improve the quality of life of Travellers living in the borough
- improve the voice and participation of Travellers in the policies and decisions affecting them
- enable access to debt and legal advice
- provide a place for children, young people and adults to come together to learn and have fun together
- work for and with, and to represent, Travellers living on Stable Way.

2.60 Since its creation, Stable Way TRA has had success strengthening the community's relationships with the police, health services and the borough council, as well as helping to improve residents' education and cutting crime. Police call-outs dropped by almost half and primary school attendance reached 100%. All families are now registered with GPs and dentists. When a measles outbreak hit the wider Traveller community only two children were affected on Stable Way, due to the success of an immunisation programme arranged through the TRA³⁷.

2.61 In relation to community cohesion, as the EHRC (2009) report suggests community cohesion issues may negatively impact on Gypsy and Traveller communities. Opposition from members of the settled community to new Gypsy and Traveller sites as well as negative media attention can sometimes increase tensions between the nomadic and settled communities. The community development work and the potential for tenants and resident Associations (TRAs) discussed in this section may help reduce such tensions.

2.62 However, it must be acknowledged that tensions can also exist between different travelling groups. As such, in terms of the implementation of planning policy and new site provision this means acknowledging that households from different families may not want to occupy

³⁷ The Guardian, *Pioneering Traveller community stands proud against cuts*, Tuesday 25 September 2012 located at: <http://www.theguardian.com/society/2012/sep/25/pioneering-traveller-community-proud-against-cuts>

the same site. Again, the establishment of TRAs and the implementation of conflict resolution mechanisms may help reduce tensions between the different communities.

- 2.63 According to the Commission for Racial Equality (CRE) (2006), local authorities can play an important role in improving relationships between Gypsies, Travellers and the settled community. This will require positive steps to deal vigorously with the root causes of community tension, and the myths and stereotypes on all sides, and to publicise the authority's positive initiatives. Local authorities can make it possible for Gypsies and Irish Travellers to do this by providing or helping to develop suitable authorised sites.
- 2.64 The CRE suggests that local authorities will have to create opportunities for contact and interaction between Gypsies and Irish Travellers and others in the community, so that they can build relationships around common interests. The location and design of sites will be crucial to this. Easy access to local services, and to social contact with other residents in the community, should foster a sense of a single community with shared interests. Public sites that are designed to include communal areas will help to create a sense of the site as a community, and allow it to be used for consultations and events in the wider community

Summary

- 2.65 It is not possible for a brief discussion, as in this section, to adequately encapsulate all research relating to such complex and diverse social groups as Gypsies and Travellers. Nonetheless, it is possible to identify a number of key themes.
- 2.66 Although much legislation implemented since the 1960s has negatively impacted on the Gypsy and Traveller community, it is arguable that the 2004 Housing Act and subsequent legislation has sought to address this imbalance. Also, whilst there is still some debate as to what constitutes an adequate definition of 'Gypsy and Traveller', the Equality Act 2010 has gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.
- 2.67 The research discussed above suggests that education, health and employment remain key issues for the Gypsy and Traveller community. There is evidence of good practice within the study area with the Rutland Traveller Service and Lincolnshire Traveller Initiative offering advice and support to schools on issues relating to the inclusion of Gypsy, Roma and Traveller children in schools and other settings.
- 2.68 There is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower communities
- 2.69 However, it is apparent from the research discussed above that the most pressing issue nationally remains that of inadequate permanent and transit site provision. With around one fifth of Gypsies and Travellers nationally residing in unauthorised developments or encampments, the Government responded with increased funding for site provision.

- 2.70 Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments. Unauthorised encampments are comparatively less problematic within the study area compared with nationally. Nonetheless, there is a need for local authorities to consider how issues around unauthorised encampments can be resolved, including considering the 'negotiated stopping' model.
- 2.71 Lastly, the need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need to undertake regular assessments.

3. The policy context in the study area

Introduction

- 3.1 The abolition of Regional Spatial Strategies (RSS) means that previous RSS Gypsy and Traveller accommodation targets no longer apply. Instead, the Localism Act 2011 set out that local authorities and local communities should be involved in setting Gypsy and Traveller accommodation targets.
- 3.2 Nonetheless, there remains a need for robust evidence in determining Gypsy and Traveller accommodation targets. As such, the South Kesteven and Rutland Gypsy and Traveller Accommodation Assessment (GTAA) will provide a sound policy basis for the two councils to establish the required level of provision. To assess the current state of play, existing documents have been examined to determine what reference is made to Gypsy and Traveller issues.
- 3.3 The intention is to highlight areas of effective practice in the study area, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Travellers.

Local Planning Policies

South Kesteven DC Core Strategy 2010

- 3.4 Policy H4 of the Core Strategy states that in relation to Gypsies and Travellers, where evidence from the most up to date Gypsy and Traveller Accommodation Assessment identifies the need for additional accommodation planning permission may be granted or sites allocated to meet this need where:
- the proposed site provides an acceptable living environment for its residents;
 - the site has good access to the highway network and will not cause traffic congestion or safety problems;
 - the site is near or adjoining a residential area;
 - the site is accessible to shops, schools and health facilities by public transport, on foot or by bicycle;
 - the site is not identified as an area at risk of flooding in the SFRA;
 - the site will not over dominate the residential (settled) community and not place undue pressure on the local infrastructure.

3.5 In relation to Travelling Showpeople, Policy H5 of the Core Strategy (2010) states that proposals for sites must be justified by a demonstration of need. Where such need is demonstrated planning permission may be granted for sites to meet this need where:

- the site has good access to the highway network and will not cause traffic congestion or safety problems;
- the site includes sufficient space for storage and maintenance of equipment and the parking and manoeuvring of all vehicles associated with the occupiers;
- the site should respect the scale of the nearest settled community and not place undue pressure on the local infrastructure;
- the site is not identified as an area at risk of flooding in the SFRA;
- the site is accessible to shops, schools and health facilities by public transport, on foot or by bicycle.

Rutland Core Strategy Development Plan Document 2011

3.6 The Core Strategy (2011) sets out criteria to guide the location of sites for Gypsies, Travellers and Showpeople that will help to ensure that sites are suitable for the use proposed with an acceptable impact on the environment. The exact locations of any sites will be determined through the planning application process or the Local Plan Review. Neighbourhood Plans may also be relevant. When allocating sites, consideration will be given to sites in or close to the existing settlements particularly within or on the edge of Oakham and Uppingham in accordance with government guidance on sites for gypsies and travellers and consultation responses. Policy CS12 of the Core Strategy states that in determining suitable sites the following considerations will be taken into account:

- a. in the case of permanent sites, there should be reasonable and convenient access to schools, medical services, shops and other community facilities;
- b. the site should be well located and provide safe and convenient vehicular, pedestrian and cycle access and adequate parking, and not result in a level of traffic generation which is inappropriate for roads in the area;
- c. the impact on landscape character and/or sites/areas of nature conservation value including the internationally designated nature conservation site of Rutland Water;
- d. the site must provide adequate on-site facilities for parking, storage, play and residential amenity (including basic essential services);
- e. the site should not be unacceptably visually intrusive nor detrimental to amenities of adjacent occupiers;
- f. adequate levels of privacy and residential amenity for occupiers should be provided.

Duty to cooperate and cross-border issues

Introduction

- 3.7 The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 3.8 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.
- 3.9 The two study area local councils liaise with each other as well as with bordering and neighbouring Local Authorities to ensure a coordinated approach to Gypsy and Traveller issues. Lincolnshire, Nottinghamshire, Northamptonshire and Leicestershire all contain local and county authorities bordering the study area. The unitary authority of Peterborough also borders the study area.

Cross border issues and liaison

- 3.10 All the local authorities noted above are working to liaise more closely in order to coordinate responses to the needs of Gypsy and Traveller families. However, Gypsy and Traveller liaison officers working for local authorities who share borders appear to be more likely to liaise regarding responses to the needs of Gypsies and Travellers.
- 3.11 Members of the National Association of Gypsy and Traveller Officers (NAGTO) spoke about the regional dimension to cross-border working on Gypsy and Traveller issues. The Gypsy and Traveller liaison officers from Derbyshire, Nottinghamshire, Lincolnshire, Leicestershire and Northamptonshire meet and communicate on a regular basis. However, NAGTO tends to meet on an ad hoc, informal basis and involves liaison officers. They recommended that the process of collaboration needs to be broadened to include all relevant planning, housing officers etc. and for the process to be embedded into policies and practices.
- 3.12 Nottinghamshire has a Gypsy and Traveller Partnership system where representatives from key agencies working with Gypsies and Travellers share information and data and work together. It has been set up to address problems caused by local authorities previously not coordinating work.

- 3.13 Stakeholders spoke about how local authorities can be insular and only those authorities with shared borders tend to work together. Even then, there is a tendency for local authorities to liaise only with neighbouring authorities within the same county. Also, cooperation tends to be on an informal basis.
- 3.14 Some local authorities such as those in Leicestershire have established a Multi-Agency Travellers Unit (MATU) which coordinates responses to Gypsy and Traveller issues and has links with Rutland County Council. Interviewees working for local authorities in the neighbouring authorities spoke about the need for different local authority departments and agencies to work more closely together to address issues concerning Gypsies and Travellers.
- 3.15 A representative of MATU emphasised how the multi-agency approach is more effective than agencies working alone. There was previously limited collaboration on Gypsy and Traveller issues between agencies throughout the County. Now, agencies are able to pool expertise and resources in order to resolve e.g. Gypsy and Traveller housing, education or health issues. It was recommended that such collaboration takes place at least at County level.
- 3.16 It was suggested that not only are responses to the needs of Gypsy and Traveller families across boundaries fragmented and require better communication and coordination between local authorities and agencies, but also within local authorities and between departments. This would involve local authority housing and planning officers as well representatives from e.g. the police, education departments, health service providers or social workers. It was argued that not coordinating responses between and within local authorities ultimately leads to higher costs.
- 3.17 There were some comments regarding the role of GTAAs. It was suggested that too much emphasis is sometimes placed on needs figures and too little attention given to qualitative findings.
- 3.18 Finally, some spoke of the importance of local authority officers having a good working relationship and the importance of officers knowing who they can and need to contact.

Gypsy and Traveller Accommodation Assessments (GTAAs)

Lincolnshire GTAA 2007

- 3.19 South Kesteven District Council is currently basing policy on the 2007 Lincolnshire GTAA which determined accommodation need until 2017. Most liaison regarding Gypsy and Traveller issues is with the County Traveller Liaison officer rather than with other Lincolnshire district authorities. However, they stated that the updating of the GTAA will lead to further liaison and cooperation between the local authority and neighbouring authorities.

- 3.20 In 2007 the Countywide GTAA reported 12 pitches at the Local Authority site in South Kesteven, and a combination of unauthorised developments and encampments. It estimated a need in South Kesteven of 21-33 pitches up to 2012. To assess future provision beyond 2012, a standard rate of 3% compound growth per year for household formation was used. Over five years this would require an additional 5 permanent pitches giving a total minimum of 26 permanent pitches between 2012-2017.

Leicestershire, Leicester and Rutland GTAA 2013

- 3.21 The Leicestershire, Leicester and Rutland authorities updated the GTAA in 2013 (Rutland Council and Hinckley and Bosworth Borough Council undertook their own separate GTAA studies and were not included in the report). The GTAA found a need for 119 pitches across the Leicestershire and Leicester study area for the period 2012 to 2017, 71 for the period 2017-22, 87 for the period 2022-27, and 81 for the period 2027-31. The GTAA also recommends a total of 75 transit pitches and 67 Travelling Showpeople plots for the period 2012-2031.
- 3.22 The GTAA found that there is a pattern of wider cross-county travel. They also found that there are several areas where counties meet and some unauthorised encampments in neighbouring counties serve to illustrate the need for collaboration. An unauthorised site near Sawley Marina, Nottinghamshire was attended by Leicestershire staff who had to liaise with Nottinghamshire staff for housing, and someone from Derbyshire for school places, because the area is on the border of those three counties.

Rutland GTAA 2012

- 3.23 According to the GTAA, the estimated extra provision required for Gypsies and Travellers in Rutland is two private sites capable of accommodating four and one families respectively. This requirement was for families who would see their temporary planning permissions expire in 2014. In both cases the families are likely to wish to remain at their current site. For one of these sites, it is also likely that adult children will be seeking their own accommodation in the near future. The most likely preferred location would be to increase the caravan capacity of the existing site, but if this is not possible then a new site may be required.
- 3.24 A further conclusion is that there is no evidence of a requirement for a public site in Rutland. The Gypsies and Travellers living in the area have often moved to the area to have their own site, and do not wish to share with other families. The study also found no evidence of any deficiencies in service provision for any of the Gypsy and Traveller families. While unauthorised encampments do arise in Rutland, there is no clear evidence of sufficient travelling through the area to justify the development of a permanent transit site. Officers in neighbouring Councils have confirmed that they do not feel that there are cross-boundary issues requiring help from Rutland to address.

Nottinghamshire GTAA (in progress)

- 3.25 The Nottinghamshire GTAA is currently being updated by individual local authorities using a shared methodology. Newark and Sherwood District Council also undertook consultation on its Gypsy and Traveller DPD Issues Paper. As part of the Nottinghamshire GTAA update process Bassetlaw District Council and Newark and Sherwood District Council jointly held a stakeholder event in November 2013 involving local authority representatives from Nottinghamshire, Derbyshire, Lincolnshire and Yorkshire. In terms of cross-border issues, representatives at the stakeholder event suggested that there is some movement of Gypsy and Traveller communities between the Chesterfield and Newark areas.
- 3.26 Bassetlaw District and Newark and Sherwood District Councils acknowledge that it is important for all local authorities to work together to both determine and respond to the accommodation needs of Gypsies and Travellers. As such, both are working with neighbouring authorities across Nottinghamshire to determine how accommodation needs and provision impact on one another. They stated that there is a good working relationship across all Nottinghamshire local authorities.

Central Lincolnshire GTAA 2013

- 3.27 The Central Lincolnshire GTAA was undertaken by *RRR Consultancy Ltd* on behalf of the Central Lincolnshire Joint Strategic Planning Committee representing Lincoln City Council, West Lindsey District Council and North Kesteven District Council. It found that within the study area there is a need for 72 residential pitches, 4 emergency stopping places and 1 Travelling Showpeople yard over the period 2013-33.
- 3.28 Key Central Lincolnshire planning documents and strategies acknowledge that there is a shortage of authorised Gypsy and Traveller sites in Central Lincolnshire. The Central Lincolnshire Local Plan seeks to determine planning responses to the issue. Although to some extent Lincolnshire local authorities already coordinate responses to Gypsy and Traveller issues there is the potential for further liaison and information sharing. This could take a form similar to the multi-agency Gypsy and Traveller Unit set up in Leicestershire or the partnership approach adopted in Nottinghamshire.

East Lindsey GTAA 2012

- 3.29 East Lindsey District Council's Gypsy, Traveller and Showpeople's Housing Needs Assessment was completed in 2012. In terms of need for permanent residential pitches it found that if the privately owned site with planning permission for 11 pitches at Brackenfreya Woods, Brackenborough Road, Louth is not secured then 2 further sites for renting will need to be provided within the 5 year period. Suggested locations for these sites are in the vicinity of Louth in the Toynton/Spilsby area and also Frithville or Stickford and West Keal. An additional single pitch site for owner occupation will also be required in the

Firsby area if planning permission is not granted for the existing unauthorised site. This totals 7 pitches.

- 3.30 The calculation of need for permanent residential plots for Show and Circus People was adjusted to take into account an upgrading of the existing Mablethorpe yard, which would result in the loss of 2 of the 8 existing plots. The adjusted calculation of need was for a 3 plot yard for affordable rent preferably in the vicinity of Mablethorpe
- 3.31 According to the GTAA, the overall calculated need for pitches at stopping places is 20. Stopping places should be of sufficient size to accommodate occupation by extended families, to a maximum of 8 pitches. It suggests that two temporary stopping places of between 5 to 8 pitches are sought in the vicinity of Mablethorpe either off the A52, A1104 or peripheral road around the town and at Skegness off the A158. Further similar stopping places should also be considered in the vicinity of Stickford/Keal Cotes accessed off the A16 and along the main road from Boston to the Coast and a further one or more stopping places to the West of the District, for example in the Horncastle area.
- 3.32 *RRR Consultancy Ltd* are currently (March 2016) undertaking a study to confirm the accommodation needs of Gypsies, Travellers and Travelling Showpeople within the district and to identify suitable locations for new sites.

South Lincolnshire JPU GTAA 2012

- 3.33 Boston Borough Council and South Holland District Council coordinate planning policy through the South Lincolnshire Joint Planning Unit (JPU). The updated 2012 GTAA shows that there is a need for 35 new permanent pitches during the first five year period. Gypsy and Traveller families tend to arrive within the local area from Norfolk. There is also a need for a transit site close to Sutton Bridge.
- 3.34 South Lincolnshire and neighbouring local authorities sometimes liaise although it tends to be on an informal basis regarding issues such as housing and flooding rather than the accommodation needs of Gypsies and Travellers. There was also acknowledgment that need which arises in the South Lincolnshire JPU area should be met by its constituent rather than neighbouring local authorities.

West Northamptonshire GTAA 2013

- 3.35 The West Northamptonshire GTAA was undertaken by *RRR Consultancy Ltd* on behalf of the West Northamptonshire Joint Planning Unit (JPU) representing Daventry District Council, Northampton Borough Council and South Northamptonshire Council. It identifies a need for 81 residential pitches, 2 Travelling Showpeople plots and 3 emergency stopping places for the period 2012-32.

- 3.36 Northamptonshire employs a countywide Gypsy and Traveller Policy. The CTU policy takes into account recent national Government policy, Human Rights and race relations legislation, and practical implementation issues. Recent national policy has been reflected in the region with more responsibility moving to local rather than regional planning authorities, through Local Development Frameworks, Local Housing Strategies, and Local Development Plan Documents.

North Northamptonshire GTAA Update 2011

- 3.37 In October 2011 *RRR Consultancy Ltd* published the North Northamptonshire Gypsy and Traveller Accommodation Assessment Update 2011. The GTAA assessed the Gypsy and Traveller accommodation needs for the period 2012 to 2022 on behalf of four North Northamptonshire local authorities including Corby Borough Council, East Northamptonshire Council, Kettering Borough Council and Wellingborough Borough Council. The update considered a range of Gypsy and Traveller groups residing in North Northamptonshire including English Gypsies, Irish Travellers, New Travellers and Travelling Showpeople across different tenure types. The GTAA update concluded that there is a need for 30 residential pitches and 4 transit pitch in the study area during the period 2012-22.

Peterborough GTAA

- 3.38 Peterborough City Council is currently in the process of updating their GTAA. In 2011, the Cambridgeshire Sub Region (comprising of Cambridge City, East Cambridgeshire, Fenland, Forest Heath, Huntingdonshire, King's Lynn and West Norfolk, Peterborough, South Cambridgeshire and St Edmundsbury) carried out a joint Gypsy and Traveller Accommodation Needs Assessment (GTANA) in partnership with nine participating local authorities. The 2011 assessment identified a need of 53 additional pitches between 2011 and 2031 including 10 pitches in the first five years. It also identified a need of 5 Showpeople plots in the first five years.

Summary

- 3.39 Recent national policy has been reflected within the region with more responsibility moving to local rather than regional planning authorities, through local Housing Strategies and new style Local Plans. Some localities also have Neighbourhood Plans.
- 3.40 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation need throughout the East Midlands region.

4. Trends in the population levels of Gypsies and Travellers

Introduction

- 4.1 This section examines Gypsy and Traveller numbers in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers in England as a whole is the CLG Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice yearly count for the CLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 4.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments.
- 4.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three. It is also important to note that both South Kesteven BC and Rutland CC have concerns about differences between figures recovered on their system and that published on the CLG data system.
- 4.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 4.5 Additional data on unauthorised encampments has been gathered by South Kesteven District Council and Rutland County Council for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches and providing a good overview of the numbers of unauthorised caravans in the past three years in the study area.
- 4.6 This data has been used in conjunction with the CLG Traveller Caravan Count figures. It is worth noting that since this monitoring tends to be more comprehensive than many local authorities the relative number of unauthorised caravans counted in the study area as compared to other counties and regions may be higher although more accurate.

4.7 The CLG Count includes data concerning both Gypsies and Travellers sites³⁸. It distinguishes between socially rented authorised, private authorised, and unauthorised. Unauthorised sites and plots are broken down as to whether they are tolerated by the council or are subject to enforcement action. The analysis in this chapter includes data from July 2013 to July 2015. It distinguishes between socially rented and private authorised sites, and unauthorised.

Population

4.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000³⁹ (1994) to 300,000⁴⁰ (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the CLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.

4.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the CLG. The July 2015 Count (the most recent figures available) indicated a total of 20,834 caravans. Applying an assumed three person per caravan⁴¹ multiplier would give a population of over 62,500.

4.10 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,⁴² gives a total population of around 125,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.

4.11 For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. The 2011 Census suggests there are 136 Gypsies and Travellers living in the study area representing around 0.08% of the usual resident population.⁴³

4.12 Figure 4.1 shows South Kesteven's and Rutland's Traveller Caravan Count in the context of nearby authorities. As the chart below shows, both South Kesteven and Rutland are

³⁸ . Data regarding Travelling Showpeople is published separately by the CLG as 'experimental statistics'.

³⁹ J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

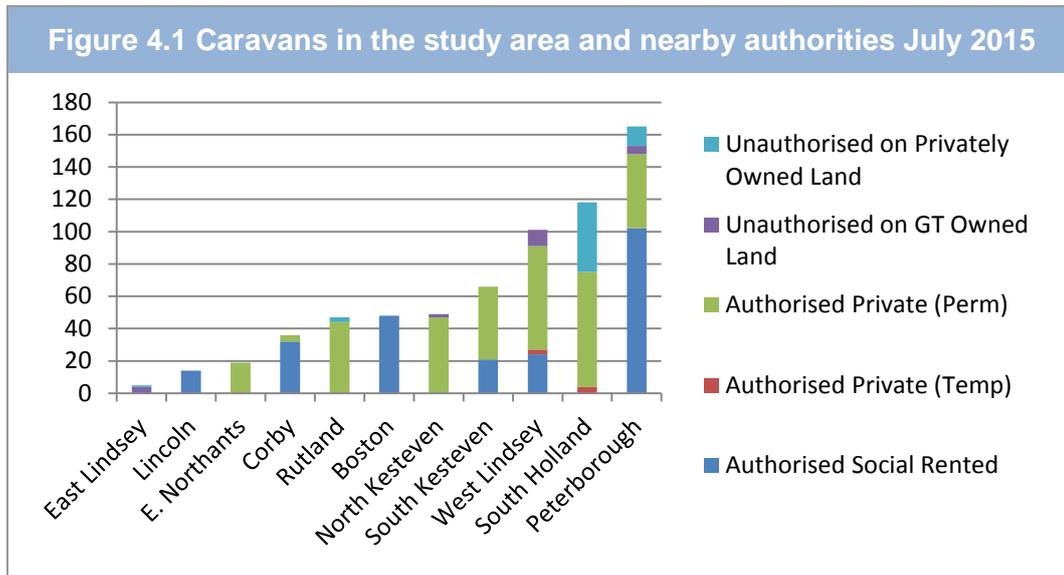
⁴⁰ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

⁴¹ Pat Niner (2003), op. cit.

⁴² Ibid.

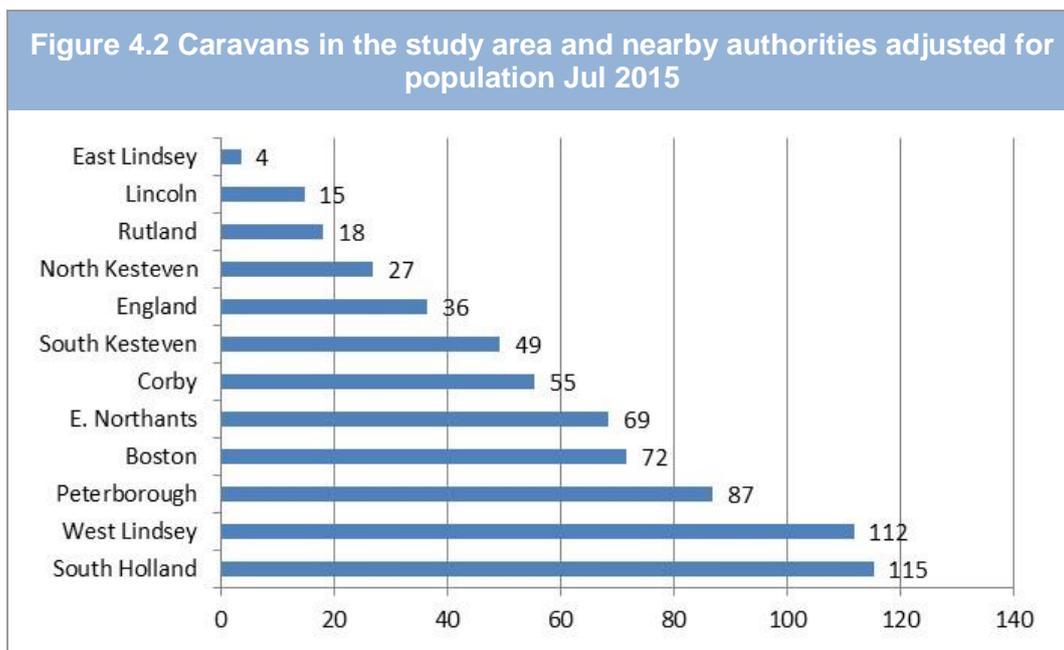
⁴³ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

around the average in terms of number of caravans compared to nearby authorities, and lower numbers compared with West Lindsey, South Holland and Peterborough.



Source: CLG Traveller Caravan Count, July 2015

4.13 Similarly, Figure 4.2 shows that when the population is taken into account the density of caravans varies widely. South Holland has the highest density of Gypsy and Traveller caravans at 115 per 100,000 population, South Kesteven has around the average density at 49 caravans per 100,000 population compared to an average of 55 caravans for all areas shown in Figure 4.2, whilst Rutland has a much lower count at 18 caravans per 100,000 population.



Source: CLG Traveller Caravan Count, July 2015

4.14 Table 4.1 shows that the total number of caravans recorded by nearby authorities has remained fairly consistent over the period July 2013 to July 2015. The number of caravans

recorded in the study area has varied with those located in South Kesteven ranging from 66 to 78 caravans, whilst in Rutland they ranged from 7 to 27 caravans.

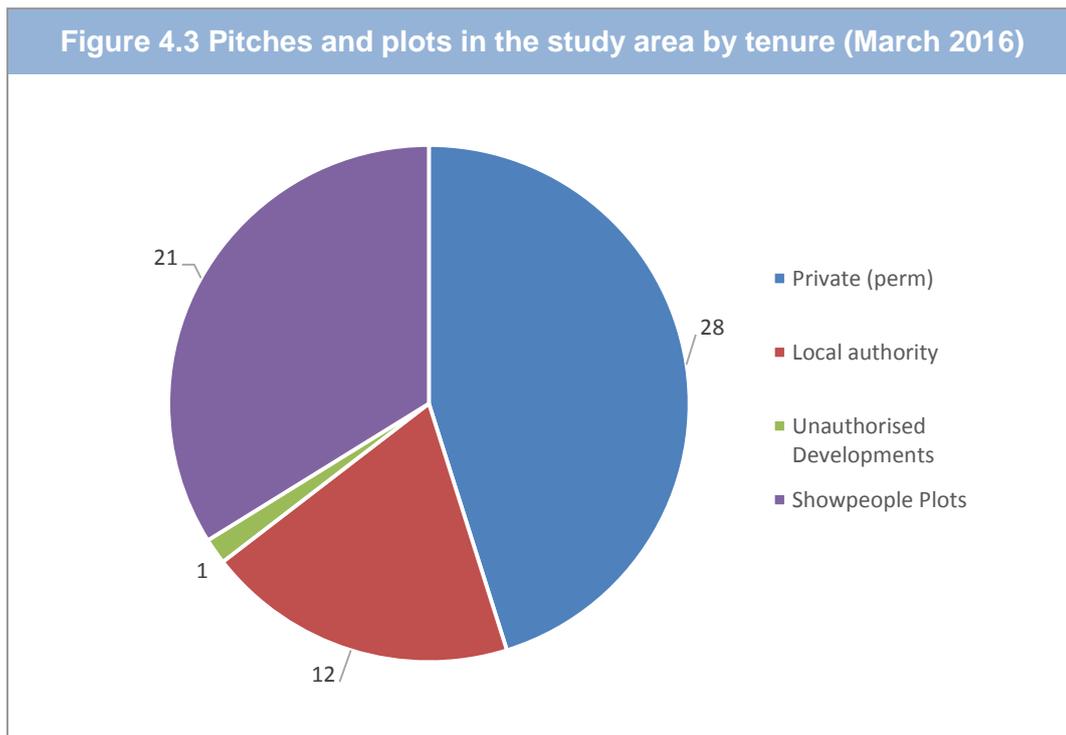
Table 4.1: CLG Traveller Caravan Count Jul 2013-Jul 2015					
Authority	Jul 2013	Jan 2014	Jul 2014	Jan 2015	Jul 2015
Boston	48	48	48	48	48
Corby	40	37	27	37	36
East Lindsey	5	5	5	5	5
East Northants	56	61	69	61	61
Lincoln	31	9	9	14	14
North Kesteven	30	30	30	30	49
Peterborough	186	181	187	185	165
Rutland	⁴⁴ 7	14	27	7	7
South Holland	83	101	99	119	118
South Kesteven	77	77	78	68	66
West Lindsey	77	99	90	103	101
Total	640	662	669	717	710

Source: CLG Traveller Caravan Count, July 2015

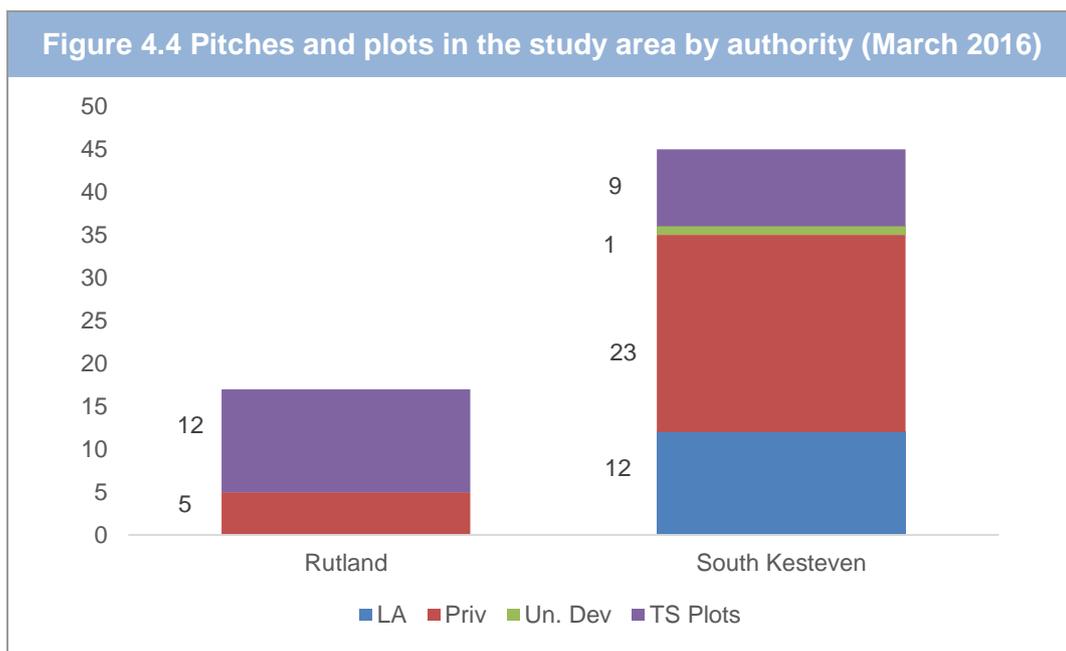
Pitches and plots in the study area

4.15 The following charts are based on data provided for each district in the study area. Figure 4.3 shows a total provision of 61 permanent pitches and plots across the study area including 28 privately owned pitches, 12 local authority pitches, and 21 Travelling Showpeople plots. The study area also contains 1 unauthorised development pitch located in South Kesteven. There are no transit pitches or pitches with temporary planning permission in the study area.

⁴⁴ Please note that the July 2013 Caravan Count for Rutland may reflect only a partial count and that actual figures may be higher.



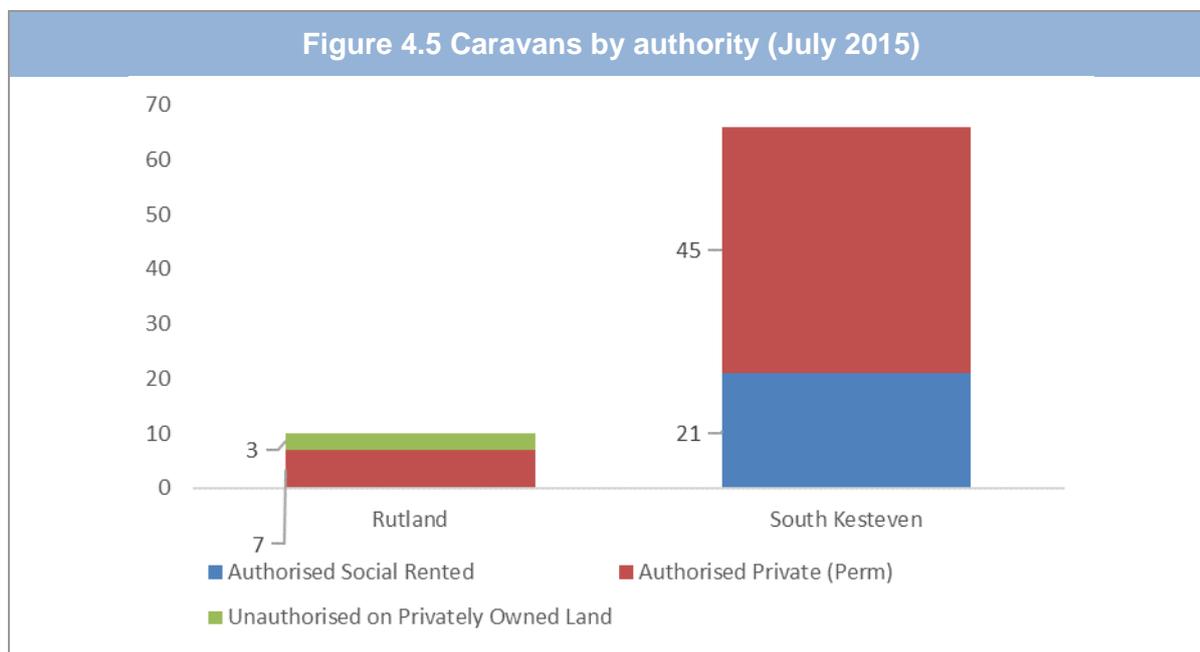
Source: South Kesteven & Rutland GTAA 2016



Source: South Kesteven & Rutland GTAA 2016

4.16 The Traveller Caravan Count data for the study area shows a slightly different composition, primarily because it is based on numbers of caravans rather than numbers of pitches. As noted in Chapter 2, there are issues regarding the accuracy of the Traveller caravan count, although it remains the primary source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published Traveller caravan count took place in July 2015.

4.17 As seen in the chart below, the CLG Traveller caravan count generally reflects the number of pitches in the study area. However, the findings appear to indicate that there are some variations in the numbers of caravans per pitch in the study area.



Source: CLG Traveller Caravan Count, July 2015

CLG data on unauthorised sites

4.18 The CLG count records the number of caravans situated on unauthorised sites within the study area. The CLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends. The numbers are broken down by district below and include unauthorised caravans on both gypsy-owned and non-gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated. The number of unauthorised caravans throughout the study area and nearby authorities remained fairly constant over the period July 2013 to July 2015 (Table 4.2).

Table 4.2: Caravans on unauthorised sites by authority Jul 2013-Jul 2015

Authority	Jul 2013	Jan 2014	Jul 2014	Jan 2015	Jul 2015
Boston	0	0	0	0	0
Corby	0	0	0	0	0
East Lindsey	5	5	5	5	5
East Northants	4	3	1	0	0
Lincoln	0	0	0	0	0
North Kesteven	2	2	2	2	2
Peterborough	2	15	8	7	17
Rutland	2	3	1	1	3
South Holland	33	43	45	49	43
South Kesteven ⁴⁵	4	3	14	2	0
West Lindsey	13	13	9	15	10
Total	65	87	85	81	75

Source: CLG Traveller Caravan Count, July 2015

Local authority data on unauthorised encampments

4.19 As previously noted, the CLG data on unauthorised encampments is of limited accuracy, although it may indicate general trends. South Kesteven District Council and Rutland County Council keep more detailed records of unauthorised encampments. According South Kesteven DC five unauthorised encampments in the district occurred between November 2013 and September 2014 at five different locations. The number of vehicles involved in the encampments or length of stay were not recorded. In all five instances stop notices led to the families leaving the encampments. Rutland Council's historic data estimates that there may be around 4-5 brief visits per year in addition to two family groups who fairly regularly visited the area, primarily in North West Rutland.

Travelling Showpeople

4.20 Data is also available in the study area from planning data showing provision for Travelling Showpeople. Rutland contains 12 plots whilst South Kesteven contains 9 plots. The cultural practice of Travelling Showpeople is to live on a plot in a yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is usually kept on the same plot.

4.21 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather

⁴⁵ Please note that the figures for South Kesteven reflect the counts recorded by the local authority rather than the figures published by the CLG (July 2015) Traveller Count.

than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. The accommodation needs of Travelling Showpeople are discussed in more detail in Chapter 8.

Summary

- 4.22 There are two major sources of data on Gypsy and Traveller numbers in the study area – the national CLG Traveller Caravan Count, and local authority and County Council data. The CLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAA which provides more reliable and robust data.
- 4.23 Both South Kesteven and Rutland around the average number of caravans compared to nearby authorities, and lower numbers compared with North Lincolnshire, West Lindsey and South Holland. When population is taken into account the density of caravans varies widely. South Kesteven has around the average density at 49 caravans per 100,000 population compared to an average of 55 caravans, whilst Rutland has one of the lowest at 18 per 100,000 population. The number of caravans recorded in the study area during the period July 2013 to July 2015 varied slightly with those located in South Kesteven ranging from 66 to 77 caravans, whilst in Rutland they ranged from 7 to 27 caravans.
- 4.24 The data indicates a total provision of 61 permanent pitches and plots across the study area including 28 permanent private pitches, 12 local authority pitches, and 21 Travelling Showpeople plots. The study area also contains 1 unauthorised development. There are no transit pitches or pitches with temporary planning permission in the study area.
- 4.25 The number of caravans on unauthorised sites throughout the study area recorded by the CLG Traveller caravan count was fairly low. South Kesteven District Council and Rutland County Council keep more detailed records of unauthorised encampments. During the last three years South Kesteven DC recorded five unauthorised encampments within the district whilst Rutland County Council recorded only one.

5. Stakeholder consultation

Introduction

- 5.1 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the duty to cooperate, an online survey was undertaken with stakeholders and representatives from the study area local authorities and neighbouring local authorities including: District council officers with responsibility for Gypsy and Traveller issues; planning policy officers; planning officers; housing strategy officers; education officers, enforcement officers, and a representative of the National Federation of Gypsies and Travellers. In total, there were 12 respondents to the online survey.
- 5.2 Themes covered in the interviews included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the online survey and highlights the main points that were raised.

Accommodation

- 5.3 It was generally acknowledged that there is a lack of permanent accommodation provision throughout the study area and surrounding areas. One issue is that some pitches on private sites are occupied by non-Gypsy and Traveller families limiting availability. There is a lack of suitable private and social rented pitches for families unable to develop sites. It was suggested that most Gypsies and Travellers would prefer to occupy family-sized sites consisting of three or four pitches with additional space for visiting friends or families.
- 5.4 The quality of facilities on Gypsy and Traveller sites vary widely with families appearing to prefer personal day rooms rather than shared facilities. Lack of access to public services and facilities was regarded as impacting on families' quality of life.
- 5.5 In terms of barriers to new accommodation provision, one issue mentioned by several respondents was a lack of land. It was suggested that it can be difficult for families wanting to develop sites to find and purchase suitable land. A lack of affordable private land means that public land is often used for the development of new sites. However, it is difficult for local authorities to obtain funding for new sites and there is a need to balance affordability and sustainability.
- 5.6 Also, it can be difficult and expensive for families to gain planning permission for new sites. Planning permission is often only granted to families on appeal. There can be strong political opposition at both national and local level to the development of new sites whilst some local communities display 'nimby' attitudes. According to some respondents the stigma associated with Gypsy and Traveller families mean that some land owners are reluctant to sell to them. Similarly, some local communities attempt to prevent the sale of land to Gypsies and Travellers for new sites.

- 5.7 In terms of overcoming barriers to new accommodation provision it was suggested that local authorities should take a more proactive role in identifying suitable land for new sites. This could include more information on the planning process, better support for Gypsy and Traveller families applying for planning permission for new sites, and the use of S106 agreements to create sites as part of new residential developments. Planning authorities could be more proactive in identifying suitable land for sites and obtaining the permitted use before it goes on the open market.
- 5.8 Also, it is important for local authorities to help improve the relationship between Gypsy and Traveller families and local communities. This would include better education and openness on both sides to help remove myths regarding the Gypsy and Traveller community. Better information would help reduce the opposition of some Parish Councils to applications for new sites. More work needs to be done with both members and local communities on understanding the accommodation needs of Travellers and myth busting some of the perceived issues of having Traveller sites close to communities.

Travelling patterns

- 5.9 Respondents commented on the travelling patterns of Gypsies and Travellers throughout the study area and nearby authorities. Generally, respondents stated that it is difficult to determine routes as local authorities tend not to discuss families when crossing borders. According to some respondents families frequently use the A1 and temporarily stay at places such as Grantham, Stamford or Gonerby Moor. Grantham is particularly attractive for transiting families as it contains a couple of sites suitable for temporary stops between journeys. However, a lack of space on existing sites in Grantham mean that visiting families often stay on industrial estates or nearby green lanes.
- 5.10 One respondent stated that families often travel between Lincolnshire and Norfolk. The good transport corridor which runs through South Kesteven means that families often transit throughout the district. There is limited evidence of families setting up unauthorised encampments on Council owned land within South Kesteven although they are usually swiftly moved on. Another respondent stated that in their local authority area mainly Irish transiting families often arrive in groups and park unlawfully on leisure centre land etc. According to one respondent, there are two groups of families who reside on authorised sites who spend long periods during the summer away from the site. They are often visited by extended family at the beginning of December through to the end January each year. Finally, it was suggested that many families residing on authorised sites travel only on occasions.
- 5.11 The main reasons for travelling cited by respondents included for work, leisure, to visit friends and family, and for cultural reasons or tradition. Key events attracting families into an area may include christenings, weddings and funerals or merely because the family are holidaying. According to one respondent families travel according to circumstances. For example, English Romany Gypsies tend to travel through an area for work, to visit family or for cultural reasons. However, some families travel due to being moved on from a

neighbouring area. Travelling Showpeople tend to travel for work reasons or to access winter quarters. Irish Travellers tend to be more transient, travelling in larger numbers for work reasons. They tend to pass through the area using the A1 as a main travelling route, or stay temporarily because they have been moved on by a neighbouring authority.

- 5.12 Respondents considered the extent of unauthorised encampments in the study area and neighbouring areas. Most respondents stated that there had not been a significant increase in unauthorised encampments in their local area over recent years. According to one respondent there has been no increase, just a few opportunistic stops if car park barriers are left up and field gates left open, whilst another stated that there has been a slight increase in numbers particularly amongst Irish Traveller groups.
- 5.13 Respondents considered the impact of the revised CLG (August 2015) definition of Gypsies and Travellers on travelling patterns. One respondent described the impact on families as 'devastating'. It was suggested that the new definition would most likely impact on older people and single mothers (who are least likely to travel). Several respondents stated that the new definition may encourage families to travel more as they seek to prove their ethnic identity. This would include families who are settled on permanent sites but have not travelled in recent years. Some commented on how a lack of transit provision could lead to an increase in unauthorised encampments. More travelling would mean that children are less likely to access education or for young people to gain skills. Some families may be reluctant to speak to outsiders about travelling in case it impacts on their status. It was stated that the change on definition might impact on the composition of sites but was unlikely to impact much on Gypsy and Traveller families residing in bricks and mortar as accommodation numbers are low.
- 5.14 Respondents commented on the need for additional transit provision within the study area and surrounding local authorities. According to one respondent there should be some form of transit provision in all authorities. Another commented that there is currently no existing transit provision in either South Kesteven or Rutland. Transit families can be directed to transit provision and, as such, reduce the number of unauthorised encampments. Alternatively, it was suggested that the low numbers of unauthorised encampments within South Kesteven and Rutland over recent years means that there is no immediate need for transit provision. Also, it was suggested that additional permanent rather than transit provision would help reduce numbers of unauthorised encampments. However, any new transit provision should be in the form of negotiated stopping arrangements.

Gypsies, Travellers and the settled community

- 5.15 Respondents were asked about the relationship between Gypsies and Travellers and the settled community. There were mixed responses. Some respondents stated that there are 'difficult' or 'poor' relations between Gypsy and Traveller families and the settled community. Members of the settled community often have a fear and dislike of the Gypsy and Traveller community due to negative images portrayed by the media. However, there is sometimes a sense of injustice among the settled community when planning permission is granted for

new accommodation provision in areas deemed not suitable for residential use. There is also a misconception that siting new Gypsy and Traveller accommodation close to the settled community could devalue house prices. Relationships may be particularly poor in areas which have experienced large unauthorised encampments. Also, Gypsy and Traveller families may be reluctant to communicate with the settled community and may feel persecuted by authorities. Barriers can be difficult to break down. Also, relations can be strained when there are thefts from local businesses or land and the main suspicion falls on the Gypsy or Traveller community.

- 5.16 In contrast, some respondents described the relationship between Gypsies, Travellers and the settled community as 'good', 'okay', or 'improving'. This is particularly the case in relation to existing sites which have established good relationships with the settled community over time. It sometimes takes time for relationships with families on new sites to improve after initial reluctance from the settled community. This becomes easier once Gypsies and Travellers are accepted as people. According to one respondent, relations are generally good although there remains more opposition from the settled community to new Gypsy and Traveller accommodation compared with the provision of new general housing. This is despite the impact of new Gypsy and Traveller accommodation on settled communities being much less compared with bricks and mortar accommodation. One respondent described the improving relationship between Gypsies and Travellers and the local settled community. Local people were initially opposed to the presence of Gypsies and Travellers but relations improved once they became involved in local community activities. Whilst some Gypsy and Traveller children do not always attend school or take part in local social events, relationships with the local community improve when they do.
- 5.17 There were various respondent suggestions as to how relations between the Gypsy and Traveller and settled community could be improved. It is important to educate the general public about Gypsy and Traveller lifestyles and beliefs. However, the respect should be mutual with Gypsies and Travellers equally seeking to understand the needs of the settled community. This would lead to better integration between the two communities.
- 5.18 There are already locations around the country where relations between the two communities are good. However, one respondent stated that changing attitudes is the biggest barrier to improving relationships. Bringing the communities together through mediation or 'get-togethers' or setting up liaison groups with which to discuss and resolve issues might help. This could involve using shared community facilities. Improving education by incorporating cultural awareness of the Gypsy and Traveller lifestyle into the school curriculum or using Gypsies and Travellers themselves to promote awareness could help improve relations. It was suggested that siting new Gypsy and Traveller sites within settled communities (rather than on the edge) would help promote better understanding of each community.

Health, education and other service needs of Gypsies and Travellers

- 5.19 Generally, respondents stated that Gypsies and Travellers residing on permanent sites have no specific health, education or other types of need. It was noted that transiting families may have difficulty accessing services. According to one respondent most Gypsies and Travellers on the road will always have some problems accessing services. It was suggested that service providers need a better understanding of how lifestyles, beliefs, culture etc. can impact on families' willingness to access services. Families who have good access to health and education services may be less likely to travel.
- 5.20 A respondent stated that transiting families often have difficulty accessing health services. This could partly be due to families being unaware of how to access services although it could also be due to the attitude of service providers. Home or online education may be the preferable options for some Gypsy and Traveller families. Low literacy levels can be a barrier to families accessing housing.

Summary

- 5.21 The online survey of key stakeholders offered important insights into the main issues faced by Gypsies and Travellers within the area. It was generally acknowledged that there is a lack of permanent accommodation provision throughout the study area and surrounding areas. There is a need to ensure that accommodation provision is situated close to services and facilities but not too close to the settled community.
- 5.22 It can be difficult for families wanting to develop sites to find and purchase suitable land. Also, it can be difficult and expensive for families to gain planning permission for new sites. In terms of overcoming barriers to new accommodation provision it was suggested that local authorities should take a more proactive role in identifying suitable land for new sites. Local authorities should take a more proactive role in identifying suitable land for new sites. This could include more information on the planning process, better support for Gypsy and Traveller families applying for planning permission for new sites, and the use of S106 agreements to create sites as part of new residential developments.
- 5.23 In relation to transiting families, it is difficult to determine routes as local authorities tend not to discuss families when crossing borders. According to some respondents families frequently use the A1 and temporarily stay at places such as Grantham, Stamford or Gonerby Moor. Also, families often travel between Lincolnshire and Norfolk. There has not been a significant increase in unauthorised encampments in their local area over recent years. However, some stakeholders commented on how the revised CLG (August 2015) definition of Gypsies and Travellers could lead for an increase in unauthorised encampments as families seek to reinforce their status. The new definition is likely to mostly impact on older people and single mothers (who are least likely to travel). Some commented on how local authorities could consider adopting the 'negotiated stopping' model as developed by Leeds City Council as an alternative to setting up transit sties.

5.24 To summarise, the online survey provided a wealth of qualitative data on the accommodation needs of Gypsy and Traveller families. There is evidence that permanent accommodation need within the area has not yet been fully met and that there was agreement for small family sites.

SECTION B: NEED ASSESSMENTS

The second section of this report contains the accommodation need assessments. Chapter 5 presents key findings drawn from analysis of the surveys undertaken with Gypsy and Traveller families living on sites. Chapter 6 discusses the accommodation needs of Travelling Showpeople. Chapter 8 contains the assessments for Gypsies and Travellers, and outlines need in terms of residential pitches, transit pitches / negotiated stopping arrangements and bricks and mortar accommodation. Chapter 9 draws conclusions on the research findings.

6. Gypsies and Travellers living on sites

Introduction

6.1 This chapter examines the key findings derived from the consultation with Gypsy and Traveller families. It is based on a survey of 31 households⁴⁶ living on sites in South Kesteven and Rutland between January 2016 and February 2016.

Table 6.1 Breakdown of sample						
	Authorised		Unauthorised		Total	
	No.	%	No.	%	No.	%
South Kesteven	25	%	2	100%	27	%
Rutland	4	%	0	0%	4	%
Total	29	100%	2	100%	31	100%

Source: South Kesteven & Rutland GTAA 2016

6.2 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the number of occupied authorised pitches to the number of completed surveys. For example, there are 5 occupied, authorised permanent pitches in Rutland. 4 of the 5 pitches were represented in the consultation, representing 80% of the population. Weighting is applied using the following formula:

- 5 Occupied authorised permanent pitches in Rutland
Divided by:
- 4 surveys undertaken with families residing on authorised permanent pitches = weighting of 1.250

6.3 The weighting applied to each local authority area is shown below:

Table 6.2 Sample weighting				
	Pitches	Sample	%	Weight
South Kesteven	32	25	77.42%	1.280
Rutland	5	4	80.00%	1.250

Source: South Kesteven & Rutland GTAA 2016

⁴⁶ The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

Population Characteristics

- 6.4 The survey consultation recorded 165 Gypsies and Travellers living on authorised and unauthorised developments and encampments. Interestingly, this compares with figures derived from the 2011 Census which suggests there are 136 Gypsies and Travellers living in the study area⁴⁷. However, whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation, they perhaps may not record all those living on sites. The average size of families living on the survey sites is 4.1 Gypsies or Travellers compared to a 2011 UK average of 2.4. All respondents described themselves as members of the Romany Gypsy community.
- 6.5 There was a fairly even distribution of respondent household sizes with a fifth (20%) of households containing 6 or more people. However, the households represented by the survey contained high proportions of younger people with nearly half (48%) of all respondent household members aged 20 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under. In terms of the gender composition of household members, there are slightly more females (55%) than males (45%).

Table 6.3 Number of people in household		
	Number	Percentage
1 person	8	20%
2 people	5	13%
3 people	7	18%
4 people	5	13%
5 people	6	16%
6-10 people	4	10%
11 + people	4	10%
Total	39	100%

Source: South Kesteven & Rutland GTAA 2016

⁴⁷ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 6.4 Age of household members		
	Number	Percentage
0-15 years	55	36%
16-20 years	18	12%
21-30 years	16	10%
31-40 years	15	9%
41-50 years	27	18%
51-60 years	11	7%
61-70 years	8	5%
71+	4	3%
Total	154	100%

Source: South Kesteven & Rutland GTAA 2016

Table 6.5 Gender of household members		
	Number	Percentage
Male	70	45%
Female	84	55%
Total	154	100%

Source: South Kesteven & Rutland GTAA 2016

Services and experiences

- 6.6 The preferred method of gaining information about services was through word of mouth and the internet. Respondents commented on how Gypsies and Travellers have always had a very effective network system, of sharing information and support. Some commented on how more and more people have access to the internet via mobile phones and more people are signed up to network groups such as Facebook. Those respondents on a site with a warden commented on how their warden keeps them informed.
- 6.7 Most families had experienced discrimination. Some stated that it was ‘part of life for us’. The main reasons for not reporting it to the police included wanting to deal with such problems themselves, wanting to ignore it, or believing that reporting incidences to authorities would be ineffective. Some families commented on services such as taxi drivers refusing to drop them off, or collect them from their respective site, and one spoke of people on their site having problems getting take-away food delivered to the site. They also commented on how some people on the site have faced problems when looking for work once they said where they live.
- 6.8 Some families experienced greater harassment and discrimination after applying for planning permission for new sites. They spoke of having experienced racist comments, both verbally and through social media in response to their planning applications. However, some respondents commented on how things have recently improved: “now that a number of years have passed, we have a much better relationship with the local community”.

- 6.9 Generally, people saw access to services, such as shops, post offices, health services and schools (both primary and secondary) as being 'okay'. Respondents residing on the local authority site spoke of services being within walking distance. Others spoke about being able to walk to services although bus or car access made it easier: "as most Gypsies and Travellers have cars, it's not really a problem for us." Some respondents suggested it would be useful if bus routes were situated closer to sites.
- 6.10 In relation to accessing health services some families initially experienced problems when registering with health centres. One respondent stated that the registration was going fine until she stated her address as the site. All families were registered with a local doctor and once hurdles when registering were overcome regarded health services as good. Health issues primarily included asthma, sensory impairment, long-term health such as diabetes and kidney problems, and physical disabilities not due to age or other types of medical conditions e.g. anxiety or depression.

Table 6.6 Registered with a GP		
	Number	Percentage
Permanent	39	100%
Temporary	0	0%
No	0	0%
Total	39	100%

Source: South Kesteven & Rutland GTAA 2016

- 6.11 The survey asked how many households included school age children and whether children attended school and/or were home tutored. Some families contained both children who attend school and children who receive home tutoring. Education was regarded by households as very important. Some respondents commented on how it was important for children and grandchildren to receive an education as they did not have the same opportunity. Some families with pre-school children recognised the importance of education and planned to send children to nursery once old enough.
- 6.12 Some respondents commented on how traditional employment opportunities for Gypsies and Travellers are less available. This is why education is becoming more important. Although Gypsy and Traveller children do not traditionally do so, more families are ensuring that children gain qualifications either by attending secondary school or college or undertaking home tutoring. Some families spoke of how well their children were doing in terms of education either by attending school or college or undertaking home tutoring.
- 6.13 The employment status of respondents varied including self-employment (mainly male), part-time employment (mainly female), housewife or retired.

Table 6.7 School age children in family		
	Number	Percentage
Yes	20	51%
No	19	49%
Total	39	100%

Source: South Kesteven & Rutland GTAA 2016

Table 6.8 School age children who attend school		
	Number	Percentage
Yes, all	9	45%
Yes, some	11	55%
Total	20	100%

Source: South Kesteven & Rutland GTAA 2016

Table 6.9 Children receive home tutoring		
	Number	Percentage
Yes, all	0	0%
Yes, some	9	82%
No	2	18%
Total	11	100%

Travelling

- 6.14 In terms of main travelling routes, respondent households were likely to state ‘anywhere’ or ‘all over’ rather than state specific routes. However, some did state that the type of vehicles they drive can determine routes. For example, with the exception of one family, they were less likely to use traditional forms of transport such as horse-drawn caravans and more likely to use larger vehicles such as motorhomes.
- 6.15 Families also spoke about how they sometimes made arrangements to stay with family and friends living on sites in other areas. However, even if allowed, sites tend to limit both the number and length of time caravans can temporarily stay. Also, a lack of transit accommodation means that they sometimes have to use unauthorised roadside encampments when visiting events or travelling long distances.
- 6.16 Importantly, the survey asked about the extent to which families had travelled during the last 12 months. Perhaps reflecting the length of residency characteristics discussed below, about half of respondents had not travelled with caravans during the last 12 months. Some respondents stated that although the whole family might not travel, some members of the households may travel, particularly for work purposes. Culture, work, and meeting up with family and friends were cited as common reasons for travelling.
- 6.17 Although about half of respondents had not travelled during the last year, only two had stopped travelling on the basis of health grounds. One respondent stated that stopping was “not out of choice” and would travel if they could. Importantly, Gypsies and Travellers stated travelling remained an essential component of their cultural identity. Reasons for limiting travel included either their own or family members’ health issues, not being able to afford to travel as much as they would like, lack of places to stop, and children’s education.

Table 6.10 Will stop travelling		
	Number	Percentage
Yes	0	0%
No	37	95%
Already stopped	2	5%
Total	39	100%

Source: South Kesteven & Rutland GTAA 2016

Accommodation Provision

- 6.18 The commitment of families to remaining on existing sites is reflected in the fact that most families have lived on respective sites for more than 5 years and do not intend to move in the future. Only 2 respondents were not sure how long they intended to stay, but had every intention of staying in the local area. Almost all families regarded their current accommodation as their main home. The exception was the family residing on the unauthorised encampment who stated they prefer to travel. Families were either satisfied or very satisfied with the condition and location of current sites.

- 6.19 Reflecting the importance of maintaining familial relations to the Gypsy and Traveller community, when asked why they live in their local area most respondents stated that it is because they wanted to live close to family members. Other reasons included because they had always lived in an area, or because their children attend local schools.
- 6.20 Similarly, 'being close to family' and 'it's home' were the most common reasons for satisfaction with the site they live on. Respondents cited living close to facilities, 'living in a close community', and living in a peaceful area as reasons for satisfaction of both site and location.
- 6.21 In terms of what they did not like about their current site or its location, some stated 'nothing' whilst some stated that they need more space. Some respondents residing on privately owned pitches stated they would like to improve conditions and facilities but are unable to do so at present.
- 6.22 Respondent households resided on a range of different: 15 resided on privately owned and occupied pitches; 12 resided on a local authority site; 10 resided on private rented pitches; 1 on an unauthorised encampment; and 1 on an unauthorised development.

Table 6.11 Tenure		
	Number	Percentage
Own pitch	15	38%
Council site	12	31%
Private rent	10	26%
Other	2	5%
Total	39	100%

Source: South Kesteven & Rutland GTAA 2016

- 6.23 South Kesteven contains three known authorised sites, one long-term tolerated unauthorised development, and one long-term tolerated unauthorised encampment. One is an authorised site owned by Lincolnshire County Council and managed by South Kesteven District Council. It contains 12 pitches (three of which are double pitches). The second South Kesteven authorised site is owned by a Gypsy and Traveller family who reside on the site. It has permission for 27 caravans. They rent out 10 of the pitches to members of the Gypsy and Traveller community. The site owners also live on a pitch on the site in a bungalow and manage the site as wardens. They have plans to upgrade facilities and provide every pitch with its own utility block and more space. They are also looking for more land to develop another rental site. The third South Kesteven authorised site consists of 12 individually owned pitches. 9 of the 12 pitches are currently occupied whilst 3 are in the process of being developed for future occupancy.
- 6.24 The unauthorised encampment is listed by the Council as tolerated. The family is on private land with the owner's permission and are not looking for a permanent pitch. The

unauthorised development is also listed by the Council as tolerated. This is an extended family who have been living on the same stretch of land for over 15 years.

- 6.25 Rutland contains two privately owned authorised sites. One site consists of a single pitch accommodating one family. It accommodates a static caravan and has space for cars and tourer caravans. The second Rutland privately owned authorised site consists of four pitches occupied by four generations of the same extended family. The families hope to address overcrowding on the site by gaining planning permission to expand current pitches.

Accommodation Need

- 6.26 Households were asked if there are enough spaces for Gypsies and Travellers in the local area. Most respondents stated that there is need for more permanent pitches. They said that it is very difficult for families to stay together as there are not enough spaces on sites for families and some have to move away. Some said that it is not simply about space, but more the planning permission that is needed. For example, some families stated that they have sufficient space but current planning permission limits the number of vehicles on site.
- 6.27 Most respondents were unsure about the need for transit and/or emergency stopping places in the study area as not many families stay. However, some respondents stated it would be helpful if there was somewhere visiting families could stay. Some families spoke of how land at the Travellers Rest site used to be used by visiting families, but has since been closed off. The transit provision was useful for visiting families as current pitches are too small. To avoid eviction or contravening current planning conditions it would be useful for the council to agree the length of time visiting families could stay.
- 6.28 According to respondents there are very few unauthorised encampments in local areas. As such, it might be better to consider negotiated stopping arrangements rather than transit sites for transiting families. Families would need to agree with relevant authorities as to how long they could stay and where they could stay. This would reduce the number of unauthorised encampments and lead to better relations with the settled community.
- 6.29 In terms of where future households would like to reside, the main concern was being close to the family – either remaining on the same site their family currently occupy or nearby. Extended family residing together on a site owned by the family is regarded as ideal. However, as one respondent stated there is a need for local authority or privately owned pitches for families unable to develop their own site.
- 6.30 According to survey responses 6 pitches (3 in Rutland and 3 in South Kesteven) are currently overcrowded. This was determined by either the number of people occupying current accommodation provision and/or the amount of space on site for accommodating vehicles. The overcrowded families were making best use of limited space. Some respondents stated that some family members often had to move off their pitch and move onto the roadside due to lack of space or because current planning permission did not allow more vehicles.

- 6.31 The survey asked if households contained any people who may require separate accommodation within the next 5 years. This question helps to determine the extent of future accommodation needs deriving from existing households. 14 (36%) of families stated that they contain someone who needs separate accommodation in the next five years.
- 6.32 All families wanted to stay together on the same site as their existing family. As discussed above, some families spoke about how their accommodation need could be addressed by increasing the number of caravans allowed on pitches or by granting planning permission.

Table 6.12 People in household need separate accommodation in the next 5 years?

	Number	Percentage
Yes	14	36%
No	25	64%
Total	39	100%

Source: South Kesteven & Rutland GTAA 2016

Table 6.13 How many separate homes will be needed?

	Number	Total	Percentage
1	9	9	38%
2	1	2	8%
3	3	9	38%
4	1	4	16%
Total	14	24	100%

Source: South Kesteven & Rutland GTAA 2016

Table 6.14 When need separate accommodation in the next 5 years?

	Number	Percentage
Now	11	46%
Within 1 year	2	8%
1-2 years	1	4%
3-5 years	10	42%
Total	24	100%

Source: South Kesteven & Rutland GTAA 2016

Table 6.15 Where would they want to be?

	Number	Percentage
In South Kesteven	16	67%
In Rutland	8	33%
Total	24	100%

Source: South Kesteven & Rutland GTAA 2016

Summary

- 6.33 This Chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on Gypsy and Traveller sites. The majority of respondents described themselves as Romany Gypsies. Reflecting national trends, it is apparent that respondent Gypsy and Traveller households tend to be larger and contain a younger age composition compared with families in the settled community.
- 6.34 Importantly, the survey suggested longevity of tenure with most of the families having lived on site for more than five years, and most not intending to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. A key reason for families living in specific locations was because they wanted to live close to family members.
- 6.35 Access to services such as shops, post offices, health services, and primary and secondary schools is not an issue for respondent households, although some have experienced problems accessing health care services in the local area. Most households have experienced discrimination with almost none reporting incidents to the police. This suggests that despite the Equality Act 2010 Gypsy and Traveller families may still experience discrimination – a factor which can impact on community cohesion within the study area.
- 6.36 Importantly, in relation to the assessment of accommodation needs around a third of respondents contained household members who require separate accommodation, with all wanting to be close to, if not with, their family. This reflects the cultural desire of Gypsies and Travellers to stay close to family.

7. Travelling Showpeople

Introduction

- 7.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Current (CLG 2015) and previous (CLG 2007, 2012) Government guidance indicates that local authorities should consider the accommodation needs of Travelling Showpeople families.
- 7.2 In response to Government guidance, and given that Travelling Showpeople in the study area face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development), they have been included in this report. South Kesteven and Rutland contain permanent Travelling Showpeople accommodation consisting of 21 plots on 4 yards.
- 7.3 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the number of occupied authorised plots to the number of completed surveys. For example, there are 12 occupied, authorised permanent plots in Rutland. 10 of the 12 plots were represented in the consultation, representing 83% of the population. Weighting is applied using the following formula e.g.:
- 12 Occupied authorised permanent plots in Rutland divided by:
 - 10 surveys undertaken with families residing on authorised permanent plots = weighting of 1.200
- 7.4 The weighting applied to each local authority area is shown below:

Table 7.1 Travelling Showpeople Plots				
	Plots	Sample	%	Weight
South Kesteven	9	7	77.78%	1.286
Rutland	12	10	83.33%	1.200

Source: South Kesteven & Rutland GTAA 2016

Population Characteristics

- 7.5 The consultation recorded 82 Travelling Showpeople living on permanent plots. The 2011 Census does not record Travelling Showpeople as a separate ethnic category, so it is not possible to make a comparison with Census results. The average size of Travelling Showpeople families living on the survey yards is 4.6 people compared to a 2011 UK average of 2.4.

7.6 There was a fairly even distribution of respondent household sizes with only 3 (14%) households containing 6 or more people. However, the households represented by the survey contained high proportions of younger people with over a third (35%) of all respondent household members aged 20 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under. In terms of the gender composition of household members, there are more males (57%) than females (43%).

Table 7.2 Number of people in household		
	Number	Percentage
1 person	4	18%
2 people	2	10%
3 people	2	10%
4 people	5	24%
5 people	5	24%
6-10 persons	3	14%
Total households	21	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.3 Age of household members		
	Number	Percentage
0-15 years	24	30%
16-20 years	5	6%
21-30 years	15	18%
31-40 years	5	6%
41-50 years	14	17%
51-60 years	9	11%
61-70 years	8	10%
71+	2	2%
Total	82	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.4 Gender of household members		
	Number	Percentage
Male	47	57%
Female	35	43%
Total	82	100%

Source: South Kesteven & Rutland GTAA 2016

Services and Experiences

7.7 The preferred method of gaining information about services was through word of mouth and the internet. Respondents commented on how, like Gypsies and Travellers, Travelling Showpeople have always had a very effective network system, of sharing information and support. Some commented on how more people have access to the internet via mobile

phones and more people are signed up to network groups such as Facebook. Members of groups such as the Showmen's Guild receive information through media such as magazines.

- 7.8 Most families had experienced discrimination. Similar to Gypsies and Travellers, some stated that it was 'part of life for us'. The main reasons for not reporting it to the police included wanting to deal with such problems themselves, wanting to ignore it, or believing that reporting incidences to authorities would be ineffective. Most commented on how people often confuse Travelling Showpeople with Gypsies and Travellers and, as such, are subject to similar types of abuse. Again, similar to the Gypsies and Travellers, some Travelling Showpeople families experienced greater harassment and discrimination after applying for planning permission for new yards. They also spoke of having experienced racist comments.
- 7.9 Generally, families saw access to services, such as shops, post offices, health services and schools (both primary and secondary) as being 'okay', but only with a car, otherwise it is difficult. However, they stated they would not necessarily want to live too close to services and prefer to live outside built up areas. Some families stated it would be helpful for bus services which go into town to operate closer to yard entrances. Also, a lack of footpaths close to yards makes walking into town difficult.
- 7.10 All families were registered with a local doctor and regarded the health services as good. Respondents were asked if they, or anyone else in their household, experienced health issues. Compared with Gypsies and Travellers, fewer Travelling Showpeople spoke of health issues. Some spoke of health problems due to old age, physical health issues, and long-term health issues requiring ongoing monitoring.

Table 7.5 Registered with a GP		
	Number	Percentage
Permanent	21	100%
Temporary	0	0%
No	0	0%
Total	21	100%

Source: South Kesteven & Rutland GTAA 2016

- 7.11 The survey asked households if they contain school-age children and whether they attend school and/or were home tutored. All children of school age attended school. The families spoke of having strong belief in the importance of children attending school and receiving a full education. They stated it is increasingly important that children receive a good education and gain good qualifications. Families are unable to rely solely on the Travelling Show business to make ends meet. As well as running fairground or circus businesses, so many families now contain family members employed in different professions.

Table 7.6 School age children in family		
	Number	Percentage
None	13	62%
1 child	4	19%
2 children	3	14%
3 children	1	5%
Total	21	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.7 School age children who attend school		
	Number	Percentage
Yes, all	8	100%
Yes, some	0	0%
No	0	0%
Total	8	100%

Source: South Kesteven & Rutland GTAA 2016

7.12 In relation to employment status, all households had some form of Travelling Showpeople related business, such as a family circus or fairground rides. In most cases the businesses had been in families for generations. Some families commented on how some members of the household had other jobs, particularly during the months they were not travelling with their respective show. Additional employment included lorry driving jobs, cleaning, secretarial work, retail, hairdressing and care work, and some had other businesses.

Travelling

7.13 The survey asked households the extent to which they had travelled during the last 12 months. All had travelled during the last 12 months whilst most had travelled over 10 times during the past year. Respondents were asked reasons for travelling (they could state more than one reason) with the main reason being for work. Other reasons included 'it's our way of life' and to visit family or friends.

7.14 Respondent Travelling Showpeople families tend to travel all year around but with more travelling between Easter and Christmas, and slightly fewer travelling during the winter. When travelling, families primarily stay at the event ground where the fair or circus event was taking place. In terms of main travelling routes, respondent households were likely to state 'anywhere' or 'all over' rather than state specific routes. Some families work across the whole country and Europe, some in the south of England, and some just locally. Some families spoke of how expensive it is for them to travel and how they have to be more selective as to which jobs they take. One spoke of how they have to ensure the job justifies the cost of fuel getting to the venue and to the next venue.

7.15 None of the families stated that they would ever stop travelling.

Table 7.8 Will stop travelling		
	Number	Percentage
Yes	0	0%
No	21	100%
Total	21	100%

Source: South Kesteven & Rutland GTAA 2016

Accommodation Provision

7.16 Respondents were asked the tenure of their current plot. Almost all own the plot they currently occupy. All respondents (100%) had lived on the yard for more than five years. The commitment of families to remain on existing yards is reflected in the fact that all (100%) stated that they did not intend to move in the future.

7.17 Reflecting the importance of maintaining familial relations, when asked why they live in their local area most respondents stated that it is because they wanted to live close to family members. Other reasons included good access to the motorway so very convenient for work, it is peaceful, the yard is in a good location, and is close to travelling routes.

7.18 Similarly, 'being close to family' and 'it's home' were the most popular reasons for satisfaction with the yard they live on. Respondents cited living close to facilities, 'living in a close community', family and living in a peaceful area as reasons for satisfaction of both the yard and its location.

7.19 In terms of what they didn't like, some stated 'nothing'. However, some stated that they need more space, whilst others commented on a lack of foot paths leading to yards, street lighting, and lack of bus services close to the yards. Families on one yard commented on concerns they had about non-Travelling Showpeople living on their yard.

Table 7.9 Tenure		
	Number	Percentage
Private rented plot	1	5%
Own plot	20	95%
Total	21	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.10 Is there enough space on your plot?		
	Number	Percentage
Yes	4	19%
No	16	76%
Don't know	1	5%
Total	21	100%

Source: South Kesteven & Rutland GTAA 2016

- 7.20 South Kesteven contains two authorised Travelling Showpeople yards. The first yard consists of 4 plots and is owned and occupied by an extended family. The second yard is partly used as winter quarters for a circus family when not touring, and partly for families who permanently reside on 5 plots.
- 7.21 Rutland contains 3 authorised privately owned Travelling Showpeople yards. The first yard consists of 16 privately owned plots, 10 of which are currently occupied for accommodation by Travelling Showpeople families. The second yard consists of 1 plot which is currently being developed located close to the first yard. The third yard is family owned and consists of 2 plots.

Accommodation need

- 7.22 Households were asked if there are enough spaces for Travelling Showpeople in the area. Perhaps unsurprisingly, none felt that there were enough spaces. However, no respondents stated that there is a need for any transit plots or emergency stopping places within the study area. Families stated that this is because transit provision tends to be insecure and is not suitable for storing equipment. Most stated that family sized yards would be preferred if new accommodation for Travelling Showpeople was developed within the study area. One family stated that yards may need to accommodate up to four generations at any given time, as Travelling Showpeople families tend to live and work together for generations.
- 7.23 At the time of the survey, 4 plots (3 in Rutland and 1 in South Kesteven) were overcrowded. This was due to too many people and/or vehicles being accommodated on the plots. Overcrowded families made the best of facilities but were struggling. Some families spoke about how they struggle without sufficient space for accommodation and storage. This becomes more difficult as children get older and have their own families.
- 7.24 7 households stated that they contain one or more household member(s) who require separate accommodation in the next five years (including 4 overcrowded households). Out of the 7 households, there are 12 new households requiring separate accommodation now, 1 within 1-2 years, and 2 within 3-5 years. 10 future families want to remain on the current yard whilst 5 want to develop a new yard. All future households would prefer to reside in the local area.

Table 7.11 People in household need separate accommodation in the next 5 years?		
	Number	Percentage
Yes	7	33%
No	14	67%
Total	21	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.12 How many separate homes will be needed?

	Number	Total	Percentage
1	2	2	13%
2	3	6	40%
3	1	3	20%
4	1	4	27%
5	0	0	0%
Total	7	15	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.13 When need separate accommodation in the next 5 years?

	Number	Percentage
Now	12	80%
Within a year	0	0%
1-2 years	1	7%
3-5 years	2	13%
Total	15	100%

Source: South Kesteven & Rutland GTAA 2016

Table 7.14 Where would they like to live?

	Number	Percentage
South Kesteven	5	33%
Rutland	10	67%
Total	15	100%

Source: South Kesteven & Rutland GTAA 2016

Summary

- 7.25 Similar to Gypsy and Traveller families residing on yards, there is a long history of Travelling Showpeople both living and working within the study area. Travelling Showpeople families tend to be larger than families in the settled community, although the age composition of respondent families was fairly young with a third of respondents aged 20 years or under.
- 7.26 Almost all (95%) respondents own the plot they currently occupy with one 1 (5%) renting privately. Satisfaction with current yards and locations is generally high with no families intending to move within the next 5 years. However, whilst families were satisfied with the facilities on yards, around a third stated that there is insufficient space to store equipment.
- 7.27 Similar to Gypsy and Traveller families living on sites, Travelling Showpeople tend not to lack access to services such as shops, post offices, health services, and primary and secondary schools. However, they were almost as likely to state that they had suffered discrimination when accessing services, or been a victim of racism or bullying.

- 7.28 Travelling remains important to the Travelling Showpeople families, for either work or cultural reasons, with all having travelled at least once during the previous year. None of the families have stopped travelling due to old age or health and support needs.
- 7.29 A lack of suitable accommodation is apparent with no households stating that there is a sufficient number of plots within the study area. However, no families stated that there is a need for transit provision mainly due to concerns about security. Also, relatively few households stated that one or more family members had moved out of the local area due to a lack of provision. Families would prefer new accommodation to be in the form of small, family sized yards. Only one family stated that they would like to develop their own yard but were not financially able to do so. Importantly, in relation to the assessment of accommodation needs 7 families stated that they contain household members who require separate accommodation within the next 5 years.

8. Gypsy and Traveller accommodation need

Introduction

- 8.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller needs assessment. The model used is based on the example given in the CLG Guidance. General comments on the findings are contained in Chapter 9.
- 8.2 The chapter contains the following sections:
- Requirements for residential pitches 2016-2021: summary
 - Requirement for residential pitches 2016-2021: steps of the calculation
 - Requirements for transit pitches /negotiated stopping arrangements: 2016-2036
 - Requirement for housing 2016-2021: summary
 - Requirement for housing 2016-2021: steps of the calculation
 - Requirement for residential pitches and housing 2021-2026: summary
 - Requirement for residential plots 2016-2021: summary
 - Requirements for residential plots 2016-2021: steps of the calculation
 - Requirements for residential plots 2021-2036
- 8.3 It should be noted that the first year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

Requirement for residential pitches 2016-2021: summary⁴⁸

- 8.4 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in CLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in the Tables 8.1a and 8.1b below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The overall need is for 16 additional pitches (3.2 per annum) in South Kesteven and 8 (1.7 per annum) in Rutland.

⁴⁸ Please note that due to rounding column totals may differ slightly from row totals

South Kesteven

Table 8.1a Estimate of the need for permanent residential site pitches, 2016-2021	
1) Current occupied permanent residential site pitches	32
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	0.9
4) Number of family units on sites expected to leave the study area in next 5 years	0.0
5) Number of family units on sites expected to move into housing in next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	3.0
7) Additional supply generated by movement within the stock	0.0
8) Less pitches with temporary planning permission	0.0
Total Supply	3.9
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those counted as moving due to overcrowding in step 12	0.0
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	1.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	3.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	12.4
Total Need	16.4
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	3.2
Total Need	19.6
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	15.7 → 16
Annualised Additional Pitch Requirement	3.2

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.1b Estimate of the need for permanent residential site pitches, 2016-2021	
1) Current occupied permanent residential site pitches	5
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2016-2021	0.1
4) Number of family units on sites expected to leave the study area in next 5 years	0.0
5) Number of family units on sites expected to move into housing in next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2016-2021	0.0
7) Additional supply generated by movement within the stock	0.0
8) Less pitches with temporary planning permission	0.0
Total Supply	0.1
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2016-2021, excluding those counted as moving due to overcrowding in step 12	0.0
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	3.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	5.0
Total Need	8.0
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	0.5
Total Need	8.5
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	8.4 → 8
Annualised Additional Pitch Requirement	1.7

Source: South Kesteven & Rutland GTAA 2016

Requirement for residential pitches, 2016-2021: steps of the calculation

8.5 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the study area. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)

- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches
- The number of transit pitches

Table 8.2 Base data used for Gypsy and Traveller need calculations (2016)

	Housed G&Ts	Authorised Pitches	Unauth Encamp	Unauth Dev	Vacant Pitches	Transit Pitches	Potential Pitches	Temp Pitches
S Kesteven	32	32	1	1	0	0	3	0
Rutland	5	5	0	0	0	0	0	0
Total	37	37	1	1	0	0	3	0

Source: South Kesteven & Rutland GTAA 2016

- 8.6 The subsequent calculations described below are dependent on a combination of results obtained through the 2016 GTAA survey and existing research or data on Gypsies and Travellers. For example, the proportion of family units currently overcrowded on pitches seeking residential pitches in the study area was determined by the survey to be 9.38% in South Kesteven and 60% in Rutland.

South Kesteven:

- Existing pitches: 32
- Proportion of overcrowded pitches: 9.38%
- $32 \times 9.38\% = 3$

Rutland:

- Existing pitches: 5
- Proportion of overcrowded pitches: 60%
- $5 \times 60\% = 3$

- 8.7 The remainder of this chapter describes both the process and results of the Gypsy and Traveller needs calculations.

Supply of pitches 2016-2021**Step 1: Current permanent residential site pitches**

- 8.8 Based on information provided by the respective Councils and corroborated by information from site surveys. There are currently 32 authorised Gypsy and Traveller pitches in the South Kesteven and 5 in Rutland. These pitches are owned by local authorities (12 in South Kesteven) or privately (20 in South Kesteven and 5 in Rutland).

Step 2: Number of unused residential pitches available

- 8.9 According to the survey data there are currently no vacant pitches on authorised sites in the study area.

Step 3: Number of existing pitches expected to become vacant, 2016-2021

8.10 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.⁴⁹

Step 4: Number of family units in site accommodation expressing a desire to leave the study area

8.11 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 4) or due to overcrowding (step 12) – would generally be able to do so.

In total, given the low level of interest in leaving the study area, this resulted in the supply of 0 pitches on South Kesteven and 0 in Rutland.

Step 5: Number of family units in site accommodation expressing a desire to live in housing

8.12 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 12), would be able to do so. This excluded those planning to move due to site management issues, since it was assumed that these could be resolved in response to the findings of this study.

8.13 A supply of 0 pitches in South Kesteven and 0 in Rutland were expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 6: Residential pitches planned to be built or brought back into use, 2016-2021

8.14 This is determined by local authority data. There are 3 new pitches in South Kesteven and 0 in Rutland are expected to be built or brought back into use in the study area during the period 2016-2021.

Step 7: Additional supply generated by movement within the stock

8.15 This figure, although not included in the CLG model, allows for the fact that movement of families from pitches onto different pitches (steps 9 and 12) not only generates demand/need but also supply. Pitches vacated by moves out of the study area or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 0 pitches in South Kesteven and 0 in Rutland.

⁴⁹ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

- 8.16 It is recognised that of course those moving from overcrowded pitches will not release pitches large enough for every family. However, there are many smaller newly forming family units within the total households generating need.

Step 8: Pitches with temporary planning permission

- 8.17 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. There are currently 0 pitches with temporary planning permission located in either South Kesteven or Rutland.

Need for pitches 2016-2021

Step 9: Family units on pitches seeking residential pitches in the study area 2016-2021

- 8.18 This was determined by survey data. The guidance suggests that those moving from pitch to pitch should be included in the need section. The supply also generated by this is taken into account in step 7. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.

- 8.19 This category of need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 0 pitches in South Kesteven and 0 in Rutland.

Step 10: Family units on unauthorised encampments seeking residential pitches in the area

- 8.20 Guidance (CLG 2007) indicates that it should be considered whether alternative accommodation is required for families living on unauthorised encampments. Using survey data, it has been calculated how many families on unauthorised encampments (including long term ones tolerated by councils) want residential pitches in the study area. They generate a need for 0 pitches in South Kesteven and 0 in Rutland (please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations).

Step 11: Family units on unauthorised developments seeking residential pitches in the area

- 8.21 This was determined by survey data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. A need of 1 pitch in South Kesteven and 0 in Rutland currently arises from unauthorised developments within the study area.

Step 12: Family units on overcrowded pitches seeking residential pitches in the area

8.22 This was determined by survey data. Guidance indicates that those on overcrowded pitches should be provided with pitches of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 14) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 3 pitches in South Kesteven and 3 in Rutland to resolve overcrowding over the period 2016-2021. This can be addressed over the plan period, either through new pitches or met by larger existing pitches subject to planning permission.

Step 13: New family units expected to arrive from elsewhere

8.23 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to an inflow of 0 units in South Kesteven and 0 in Rutland.

Step 14: New family formations expected to arise from within existing family units on sites

8.24 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 12.4 new households requiring residential pitches during the 2016-2021 period in South Kesteven and 5 in Rutland.

Step 15: Family units in housing with a psychological aversion to housed accommodation

8.25 This was determined firstly by estimating the number of houses occupied by Gypsies and Travellers, (estimated ratio of 1:1 i.e. one family residing on a site equating to one family residing in bricks and mortar accommodation). This is then followed by estimating the proportion of which suffer from psychological aversion to housed accommodation (10%).

8.26 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing. This leads to an estimated supply of 3.2 accommodation units in South Kesteven and 0.5 in Rutland.

Balance of Need and Supply

8.27 From the above the Total Additional Pitch Requirement is calculated by deducting the supply from the need.

South Kesteven:

- Total Supply (not including existing occupied provision) = 3.9
- Total Need (including psychological aversion) = 21.2
- Total Additional Pitch Requirement = $21.2 - 3.9 = 17.3$
(rounded down to 17)

Rutland:

- Total Supply (not including existing occupied provision) = 0.1
- Total Need (including psychological aversion) = 8.5
- Total Additional Pitch Requirement = $8.5 - 0.1 = 8.4$
(rounded down to 8)

Requirements for transit pitches /negotiated stopping arrangements: 2016-2036

8.28 As noted in previous chapters there is a low level of unauthorised encampments in the study area. Also, when families do stop in the area, they usually only stop for short periods of time. Subsequently there is minimum demand for transit sites, but as there are occasional unauthorised encampments, there is need for negotiated stopping arrangements in both South Kesteven and Rutland. This relates to an arrangement made between the Council and the Gypsy or Traveller family / individual residing temporarily in the area to be able to stop at an agreed location for an agreed period of time.

Requirement for housing 2016-2021: summary

- 8.29 The need for housing generated by Gypsies and Travellers in the study area is assessed according to a process, based upon the inputs and outputs to the pitch requirements model above (which itself is based upon CLG Guidance). The results of this analysis are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of the figures for each step.
- 8.30 Table 8.3 shows 6 additional family units requiring bricks and mortar accommodation in South Kesteven and 2 in Rutland

South Kesteven

Table 8.3a Estimate of the need for bricks and mortar dwellings, 2016-2021

<i>Dwellings currently occupied by Gypsies and Travellers</i>	
1) Dwellings occupied by Gypsies and Travellers	32.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Number of dwellings expected to become vacant through mortality 2016-2021	0.9
3) Vacated by those with a psychological aversion to housing moving onto sites	4.8
4) Number of family units in dwellings expected to leave study area in the next 5 years	0.0
5) Dwellings vacated by movement within the stock (steps 6 and 8 below)	0.0
Total Supply	5.7
<i>Current need for dwellings</i>	
6) Family units (currently in housing) seeking new accommodation without psychological aversion to housing and therefore not moving onto a site, 2016-2021	0.0
7) Family units on unauthorised pitches seeking housing in the study area	0.0
8) Family units in overcrowded housing without a psychological aversion to housing	0.0
9) Households moving into the study area (100% of outflow)	0.0
10) Newly forming family units	12.0
11) Households moving into housing from sites	0.0
Total Need	12.0
<i>Additional Need</i>	
Total Additional Housing likely to be occupied by Gypsies and Travellers	6.3 (6)
Annualised Additional Housing	1.3

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.3b Estimate of the need for bricks and mortar dwellings, 2016-2021	
<i>Dwellings currently occupied by Gypsies and Travellers</i>	
1) Dwellings occupied by Gypsies and Travellers	5.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Number of dwellings expected to become vacant through mortality 2016-2021	0.1
3) Vacated by those with a psychological aversion to housing moving onto sites	0.5
4) Number of family units in dwellings expected to leave study area in the next 5 years	0.0
5) Dwellings vacated by movement within the stock (steps 6 and 8 below)	0.0
Total Supply	0.6
<i>Current need for dwellings</i>	
6) Family units (currently in housing) seeking new accommodation without psychological aversion to housing and therefore not moving onto a site, 2016-2021	0.0
7) Family units on unauthorised pitches seeking housing in the study area	0.0
8) Family units in overcrowded housing without a psychological aversion to housing	0.0
9) Households moving into the study area (100% of outflow)	0.0
10) Newly forming family units	2.2
11) Households moving into housing from sites	0.0
Total Need	2.2
<i>Additional Need</i>	
Total Additional Housing likely to be occupied by Gypsies and Travellers	1.5 (2)
Annualised Additional Housing	0.3

Source: South Kesteven & Rutland GTAA 2016

Requirement for housing 2016-2021: steps of the calculation***Supply of housing 2016-2021******Step 1: Current numbers of dwellings occupied by Gypsies and Travellers***

8.31 Estimates suggest that at least 50% of Gypsy and Traveller families are now living in bricks and mortar accommodation. As such, the GTAA uses an estimated ratio of 1:1 (one family residing on a site equating to one family residing in bricks and mortar accommodation). It was estimated that there are a total of 32 Gypsy and Traveller households living in bricks and mortar accommodation in the South Kesteven and 5 in Rutland.

Step 2: Number of existing houses expected to become vacant, 2016-2021

8.32 This is calculated using a modified mortality rate of 2.83% based on lower life expectancy of Gypsies and Travellers. This results in a supply of 0.9 pitches in South Kesteven and 0.1 pitches in Rutland.

Step 3: Number of dwellings vacated by those with a psychological aversion to housing

8.33 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing, as detailed in step 15 of the assessment of pitch

requirements. This leads to an estimated supply of 3.2 accommodation units in South Kesteven and 0.5 in Rutland.

Step 4: Number of family units in site accommodation expected to leave the study area in the next 5 years

8.34 It is assumed in this study that all those planning to move out of the study area would be able to do so. The components of this are the outflow from the study area associated with psychological aversion to housing (step 15 of the assessment of pitch requirements), families seeking new housed accommodation outside the study area (step 6 of this assessment), and families needing to move due to overcrowding preferring to move out of the study area (step 8 of this assessment).

8.35 In total, given the low level of interest in leaving the study area, this resulted in no additional supply of housing.

Step 5: Dwellings vacated by movement within the stock

8.36 This figure, although not included in the CLG model, allows for the fact that movement of families from one house into another (steps 6 and 8) not only generates demand/need but also supply. Dwellings vacated by moves out of the study area and by those with a psychological aversion to housing are excluded, to prevent overlap with the supply counted in steps 3 and 4 above.

8.37 It is recognised that those moving from overcrowded dwellings will not release dwellings large enough for every family; however, there are many newly forming family units within the total households generating demand, which are likely to be seeking smaller units.

Demand for housing 2016-2021

Step 6: Family units seeking new accommodation (without a psychological aversion to housing and therefore not moving onto a site)

8.38 It is assumed in this model that only the need will be met, rather than demand. Therefore, any household not determined to have a psychological aversion to housing but declaring that they 'need or are likely to move' in the next five years is considered to be likely to generate a need for a house.

8.39 The calculation provides the total number moving into bricks and mortar dwellings from this source. Deductions are made to avoid overlap with those moving for reasons of overcrowding or psychological aversion to housing.

Step 7: Family units on unauthorised pitches seeking housing in the area

8.40 When need arising from unauthorised pitches was considered in the assessment of pitch requirements, no family units were identified as wanting to move into housing.

Step 8: Family units in overcrowded housing (without a psychological aversion to housing and therefore not moving onto a site)

8.41 Many family units living in overcrowded housing do not have a psychological aversion to housing and therefore generate a need for a house rather than a pitch. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves their accommodation will no longer be overcrowded.

Step 9: New family units expected to arrive from elsewhere

8.42 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, movement into the area was expected to equal movement out of the area, both from existing and emerging households, in this case zero.

Step 10: New family formations expected to arise from within existing family units in housing

8.43 The number of individuals needing to leave bricks and mortar dwellings to create new family units was estimated over the next five years. Allowing for those planning to leave the study area and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 12 new households during the 2016-2021 period in South Kesteven and 2.2 in Rutland.

8.44 This showed that 0 households located on a pitch need or expect to move into housing in the next five years in South Kesteven and 0 in Rutland.

Requirement for residential pitches and housing 2021-2026: summary

8.45 Looking further into the future, with all those with a psychological aversion assumed to be already moved onto sites, only natural increase, mortality, and movement into and out of the area need be taken into account. Since movement within the stock is largely neutral in terms of pitches or dwellings released, this is not taken into account. The base figures for this calculation are shown below.

Table 8.4 Base figures for pitches as at 2021 assuming all need is met for 2016-2021			
	2016 Base	Change 2016-2021	2021 Base
S. Kesteven	32	16	48
Rutland	5	8	13

Source: South Kesteven & Rutland GTAA 2016

8.46 Analysis of the GTAA (2016) survey data which considers a range of factors such as birth rates, mortality rates, and marriage rates suggests that an average annual family growth rate of 2.47% (equating to 13% over a five-year period) is appropriate. Currently, the rate of new family unit formation will vary between sites and housing, probably due to differing household types found in each. However, due to the projected movements between these accommodation types in 2016-2021 it was considered more realistic to use the same rate

as given above. It is suggested that these rates are likely to continue in the period 2021-2036.

- 8.47 Mortality rates are projected to be the same as in 2016-2021, although due to the changing size of population, the absolute numbers of pitches and houses freed will vary. Movement into and out of the study area is also assumed to continue at the 2016-2021 rate (0%). Tables 8.5a and 8.5b show the estimated need for residential pitches for the period 2021-26, whilst Table 8.7 summarises pitch need for the period 2021-2036.

South Kesteven

Table 8.5a Estimate of the need for residential pitches 2021-2026	
<i>Pitches as at 2021</i>	
1) Estimated pitches occupied by Gypsies and Travellers	48.0
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2021-2026	1.4
3) Number of family units on pitches expected to move out of the study area 2021-2026	0.0
Total Supply	1.4
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0.0
5) Newly forming family units	6.4
Total Need	6.4
<i>Additional Need</i>	
Total additional pitch requirement, 2021-2026	5.0
Annualised additional pitch requirement	1.0

Source: South Kesteven & Rutland GTAA 2016

Table 8.6a Estimate of the need for bricks and mortar dwellings 2021-2026	
<i>Estimated dwellings occupied by Gypsies and Travellers</i>	
1) Estimated dwellings occupied by Gypsies and Travellers	38.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Dwellings expected to become vacant due to mortality 2021-2026	1.1
3) Number of family units in housing expected to move out of the study area 2021-2026	0.0
Total Supply	1.1
<i>Need for dwellings</i>	
4) Households moving into the study area (100% of outflow)	0.0
5) Newly forming family units	4.9
Total Need	4.9
<i>Additional Need</i>	
Total additional housing likely to be occupied by Gypsies and Travellers	3.9 (4)
Annualised additional housing	0.8

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.5b Estimate of the need for residential pitches 2021-2026	
<i>Pitches as at 2021</i>	
1) Estimated pitches occupied by Gypsies and Travellers	13.0
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2021-2026	0.4
3) Number of family units on pitches expected to move out of the study area 2021-2026	0.0
Total Supply	0.4
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0.0
5) Newly forming family units	1.7
Total Need	1.7
<i>Additional Need</i>	
Total additional pitch requirement, 2021-2026	1.3 (1)
Annualised additional pitch requirement	0.3

Source: South Kesteven & Rutland GTAA 2016

Table 8.6b Estimate of the need for bricks and mortar dwellings 2021-2026	
<i>Estimated dwellings occupied by Gypsies and Travellers</i>	
1) Estimated dwellings occupied by Gypsies and Travellers	7.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Dwellings expected to become vacant due to mortality 2021-2026	0.2
3) Number of family units in housing expected to move out of the study area 2021-2026	0.0
Total Supply	0.2
<i>Need for dwellings</i>	
4) Households moving into the study area (100% of outflow)	0.0
5) Newly forming family units	0.9
Total Need	0.9
<i>Additional Need</i>	
Total additional housing likely to be occupied by Gypsies and Travellers	0.7
Annualised additional housing	0.1

Source: South Kesteven & Rutland GTAA 2016

Table 8.7: Summary of Gypsy and Traveller and pitch needs 2021-36		
Period	South Kesteven	Rutland
Total 2021-26	1	1
Total 2026-31	2	1
Total 2031-36	2	1
Total 2021-2036	5	3

Travelling Showpeople Accommodation Needs

Requirement for residential plots 2016-2021: summary

8.48 The need for residential plots in the study area is assessed according to a 14-step process, based on the model suggested in CLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in the Tables below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step. The overall need is for 5 additional plots (1 per annum) in South Kesteven and 4 (0.7 per annum) in Rutland.

South Kesteven

Table 8.8a Estimate of the need for Travelling Showpeople plots 2016-2021	
1) Current occupied permanent residential yard plots	9
<i>Current residential supply</i>	
2) Number of unused residential plots available	0.0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0.3
4) Number of family units on yards expected to leave the study area in next 5 years	0.0
5) Number of family units on yards expected to move into housing in next 5 years	0.0
6) Residential plots planned to be built or to be brought back into use 2016-2021	0.0
7) Additional supply generated by movement within the stock	0.0
8) Less plots with temporary planning permission	0.0
Total Supply	0.3
<i>Current residential need: Plots</i>	
9) Family units (on plots) seeking residential plots in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0.0
10) Family units on unauthorised encampments requiring residential plots in the area	0.0
11) Family units on unauthorised developments requiring residential plots in the area	0.0
12) Family units currently overcrowded on plots seeking residential plots in the area, excluding those containing an emerging family unit	1.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on yards	4.0
Total Need	5.0
<i>Balance of Need and Supply</i>	
Total Additional Plots Requirement	4.7 → 5
Annualised Additional Plots Requirement	0.9

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.8b Estimate of the need for Travelling Showpeople plots 2016-2021	
1) Current occupied permanent residential yard plots	12
<i>Current residential supply</i>	
2) Number of unused residential plots available	0.0
3) Number of existing plots expected to become vacant through mortality 2016-2021	0.3
4) Number of family units on yards expected to leave the study area in next 5 years	0.0
5) Number of family units on yards expected to move into housing in next 5 years	0.0
6) Residential plots planned to be built or to be brought back into use 2016-2021	6.0
7) Additional supply generated by movement within the stock	0.0
8) Less plots with temporary planning permission	0.0
Total Supply	6.3
<i>Current residential need: Plots</i>	
9) Family units (on plots) seeking residential plots in the area, 2016-2021, excluding those already counted as moving due to overcrowding in step 12	0.0
10) Family units on unauthorised encampments requiring residential plots in the area	0.0
11) Family units on unauthorised developments requiring residential plots in the area	0.0
12) Family units currently overcrowded on plots seeking residential plots in the area, excluding those containing an emerging family unit	3.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on yards	7.0
Total Need	10.0
<i>Balance of Need and Supply</i>	
Total Additional Plots Requirement	3.7 →4
Annualised Additional Plots Requirement	0.7

Source: South Kesteven & Rutland GTAA 2016

Requirement for residential plots 2016-2021: steps of the calculation

8.49 Determining the accommodation needs of Travelling Showpeople uses the same process as determining the accommodation needs of Gypsies and Travellers (although population sizes are much smaller). The following sections show the steps of the Travelling Showpeople accommodation needs calculations.

Supply of plots 2016-2021**Step 1: Current permanent residential yard plots**

8.50 Based on information provided by the Showman's Guild and corroborated by information from the GTAA surveys, there are currently 9 authorised Travelling Showpeople plots in South Kesteven and 12 in Rutland. These plots are owned by occupying families or privately rented.

Step 2: Number of unused residential plots available

8.51 According to the survey data there are currently no vacant plots on authorised yards in the study area, but some plots are for sale, some are being used for storage of equipment and one is occupied by non-Showpeople.

Step 3: Number of existing plots expected to become vacant, 2016-2021

8.52 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. The figures for mortality, however, have been increased in line with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population. The table below shows the relevant calculation.

South Kesteven

Table 8.7a Number of existing plots expected to become vacant 2016-2021	
<i>From Authorised Plots</i>	
Current supply of occupied permanent residential plots	9
Plots released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of plots)	0.254
Expected plots released 2016-2021	0.254 → 0.3

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.7b Number of existing plots expected to become vacant 2016-2021	
<i>From Authorised Plots</i>	
Current supply of occupied permanent residential plots	12
Plots released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of plots)	0.339
Expected plots released 2016-2021	0.339 → 0.3

Source: South Kesteven & Rutland GTAA 2016

Step 4: Number of family units in yard accommodation expressing a desire to leave the study area

8.53 This was determined by survey data. It was assumed, given that development of yards is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on yards expecting to leave the area permanently in the next five years – out of choice (step 9) or due to overcrowding (step 12) - would generally be able to do so.

8.54 In total, given the low level of interest in leaving the study area, this resulted in the supply of nil plots.

Step 5: Number of family units in yard accommodation expressing a desire to live in housing

8.55 This was determined by survey data. It was assumed that all those currently living on yards planning to move into housing in the next five years (step 5), or preferring to move into

housing from an overcrowded plot (step 12), would be able to do so. A supply of nil plots was expected from this source.

Step 6: Residential plots planned to be built or brought back into use, 2016-2021

8.56 This is determined by local authority data. 0 in South Kesteven and 6 in Rutland plots are expected to be brought back into use in the study area during the period 2016-2021. There is also the possibility of one plot currently occupied by non-Travelling Showpeople being made available for Showpeople. However, this is not included in the calculations, but if it was, it would result in the Rutland County Council accommodation need being reduced by 1 from 10 to 9 plots during the period 2016-2036.

Step 7: Additional supply generated by movement within the stock

8.57 This figure, although not included in the CLG model, allows for the fact that movement of families from plots onto different plots (steps 9 and 12) not only generates demand/need but also supply. Plots vacated by moves out of the study area or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 0 plots in South Kesteven and 0 in Rutland.

8.58 It is recognised that of course those moving from overcrowded plots will not release plots large enough for every family. However, there are many smaller newly forming family units within the total households generating need.

Step 8: Plots with temporary planning permission

8.59 This is determined by local authority data. It is assumed families living on plots whose planning permission expires within the period 2016-2021 will still require accommodation within the study area. There are currently no plots with temporary planning permission.

Need for plots 2016-2021

Step 9: Family units on plots seeking residential plots in the study area 2016-2021

8.60 This was determined by survey data. The guidance suggests that those moving from plot to plot should be included in the need section. The supply also generated by this is taken into account in step 7. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised yard, or that they were currently seeking accommodation.

8.61 This category of need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need from this source of 0 plots.

Step 10: Family units on unauthorised encampments seeking residential plots in the area

8.62 This was determined by survey data. Guidance indicates that all those living on unauthorised encampments must be provided with alternative accommodation. Using survey data, it has been calculated how many families on unauthorised encampments

(including long term ones tolerated by councils) want residential plots in the study area. They generate a need for no residential plots (please note that only Travelling Showpeople requiring permanent accommodation within the study area have been included in this calculation).

Step 11: Family units on unauthorised developments requiring residential plots in the area

8.63 This was determined by survey data. The guidance also indicates that all those living on unauthorised developments must be provided with alternative accommodation. Regularising families living on their land without planning permission would reduce the overall level of need by the number of plots given planning permission. A need of nil plots currently arises from unauthorised developments within the study area.

Step 12: Family units on overcrowded plots seeking residential plots in the area

8.64 This was determined by survey data. Guidance indicates that those on overcrowded plots should be provided with plots of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 14) their accommodation will no longer be overcrowded. The calculations suggest that there is 1 plot needed to resolve overcrowding over the period 2016-2021 in South Kesteven and 3 in Rutland.

Step 13: New family units expected to arrive from elsewhere

8.65 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of Travelling Showpeople into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to an inflow of 0 family units in South Kesteven and 0 in Rutland.

Step 14: New family formations expected to arise from within existing family units on yards

8.66 This was determined by survey data. The number of individuals needing to leave plots to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Travelling Showpeople and non-Travelling Showpeople, it is thought that this will result in the formation of 4 new households requiring residential plots during the 2016-2021 period in South Kesteven and 7 in Rutland.

Requirements for residential plots 2021-2036

8.67 Similar to estimating future pitch need, the GTAA estimates the future Travelling Showpeople plot provision for the period 2021-2036. The same factors used to determine the future accommodation needs of Gypsies and Travellers is applied to Travelling Showpeople including an average annual family growth rate of 2.47% (equating to 13% over a five-year period). Mortality rates are projected to be the same as in 2016-2021. Movement into and out of the study area is also assumed to continue at the 2016-2021 rate

(0%). Tables 8.8a and 8.8b show the estimated need for residential plots for the period 2021-26, whilst Table 8.9 summarises plot needs for the period 2021-2036.

South Kesteven

Table 8.8a Estimate of the need for residential plots 2021-2026	
<i>Pitches as at 2021</i>	
1) Estimated plots occupied by Travelling Showpeople	14.0
<i>Supply of pitches</i>	
2) Plots expected to become vacant due to mortality 2021-2026	0.4
3) Number of family units on pitches expected to move out of the study area 2021-2026	0.0
Total Supply	0.4
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0.0
5) Newly forming family units	1.8
Total Need	1.8
<i>Additional Need</i>	
Total additional plot requirement, 2021-2026	1.4
Annualised additional plot requirement	0.3

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.8b Estimate of the need for residential plots 2021-2026	
<i>Estimated dwellings occupied by Gypsies and Travellers</i>	
1) Estimated plots occupied by Travelling Showpeople	22.0
<i>Supply of pitches</i>	
2) Plots expected to become vacant due to mortality 2021-2026	0.6
3) Number of family units on pitches expected to move out of the study area 2021-2026	0.0
Total Supply	0.6
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0.0
5) Newly forming family units	2.9
Total Need	2.9
<i>Additional Need</i>	
Total additional plot requirement, 2021-2026	2.3
Annualised additional plot requirement	0.4

Source: South Kesteven & Rutland GTAA 2016

Table 8.9: Summary of Travelling Showpeople plot needs 2021-36		
Period	South Kesteven	Rutland
Total 2021-26	1	2
Total 2026-31	1	2
Total 2031-36	2	2
Total 2021-2036	4	6

Summary

8.68 Table 8.10 summarises the number of residential, transit pitches/temporary stopping places, and bricks and mortar accommodation required over the period 2016-36. It shows that a further 32 Gypsy and Traveller pitches and 9 Travelling Showpeople plots are needed over twenty years in South Kesteven, and 13 Gypsy and Traveller pitches and 10 Travelling Showpeople plots in Rutland. A total of 19 bricks and mortar accommodation units are required for period 2016-36 in South Kesteven and 5 in Rutland. This need can be met from existing stock, but it is important for local authorities to be aware that 19 housing units will be required by members of the Gypsy and Traveller communities.

South Kesteven

Table 8.10a: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2016-36

Period	Residential pitches	Travelling Showpeople plots	Bricks and mortar accommodation
Total 2016-21	16	5	6
Total 2021-26	5	1	4
Total 2026-31	5	1	4
Total 2031-36	6	2	5
Total 2016-2036	32	9	19

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.10b: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2016-36

Period	Residential pitches	Travelling Showpeople plots	Bricks and mortar accommodation
Total 2016-19	8	4	2
Total 2019-24	1	2	1
Total 2024-29	2	2	1
Total 2029-36	2	2	1
Total 2016-2036	13	10	5

Source: South Kesteven & Rutland GTAA 2016

9. Conclusions on the evidence

Introduction

- 9.1 This final chapter draws conclusions from the evidence. The main source of this is the quantitative analysis in Chapter 6 on Gypsies and Travellers, and Chapter 7 on Travelling Showpeople, although reference is also made to qualitative findings.
- 9.2 Due to the complexity of any attempt to calculate the need for this type of accommodation, it is necessary to specify quite narrowly what is measured and what is not. As such, this chapter will summarise some of the earlier discussion in Chapters 1 and 2. It then makes a series of recommendations relating to meeting the identified need for new pitches, site management and facilities, and recording and monitoring processes.

Accommodation measurement issues

- 9.3 Calculating levels of need for Gypsies and Travellers is a complex process, due to the number of factors involved. Firstly, Gypsy and Traveller Accommodation Needs Assessments (GTAAAs) differ significantly from conventional models for assessing housing need. As recognised in the CLG guidance, accommodation need goes beyond standard categories of suitability and affordability to encompass Gypsies' and Travellers' need to maintain their way of life by living in caravans. The need is not simply for accommodation, but for accommodation which acknowledges their cultural identity based on a mobile lifestyle.
- 9.4 Secondly there is an issue of data gathering. GTAAAs do not possess such large sample sizes as conventional housing need surveys. Nor is it culturally feasible to collect the detailed financial data which is conventionally achieved in mainstream surveys of housing need. The sample sizes required by conventional studies are never achieved in GTAAAs. The 2016 South Kesteven & Rutland GTAA has a large sample size comparable to others carried out so far in England, but is still too small for conventional housing needs analysis. As such, the analysis has to include qualitative data rather than solely quantitative.
- 9.5 It is far harder to make such a distinction in a GTAA. The traditional method of identifying need by considering the ability to afford the required accommodation on the open market cannot be applied to Gypsies and Travellers: firstly, since the barriers to accessing pitches are not always cost-related, and secondly, because gathering reliable financial and employment information from Gypsies and Travellers, due to cultural barriers, can be difficult.
- 9.6 This background provides the basis for the definition of need given in the guidance (CLG August 2015, March 2016) and used in this report (see Chapter 1). This goes beyond the definition used for the settled community based on financial constraints and the standard

categories of unsuitability; it also includes accommodation made unsuitable due to the psychological effects brought about by giving up the traditional, caravan-based life.

Policy Changes

- 9.7 As noted in Chapter 1, in 2012 the Coalition Government brought about new statutory guidance regarding Gypsy and Traveller accommodation. This emphasised a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 9.8 The new planning policy gave councils the freedom and responsibility to determine the right level of Gypsy and Traveller site provision in their area, in consultation with local communities and based on sound evidence such as GTAAs, while ensuring fairness in the planning system. It sat within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and the return of planning powers to councils and communities.
- 9.9 To ensure it followed the CLG guidance, the GTAA adhered to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the CLG 'Planning Policy for Traveller Sites' (August 2015). It states that for the purposes of planning policy "gypsies and travellers" means:

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

- 9.10 In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- a) whether they previously led a nomadic habit of life
 - b) the reasons for ceasing their nomadic habit of life
 - c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
- 9.11 For the purposes of planning policy, "travelling showpeople" means:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have

ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.

New pitch and plot provision

9.12 Tables 9.1a and 9.1b summarise the results from Chapter 8. It should be noted that the first 5-year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

South Kesteven

Table 9.1a: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2016-36

Period	Residential pitches	Travelling Showpeople plots	Bricks and mortar accommodation
Total 2016-21	16	5	6
Total 2021-26	5	1	4
Total 2026-31	5	1	4
Total 2031-36	6	2	5
Total 2016-2036	32	9	19

Source: South Kesteven & Rutland GTAA 2016

Rutland

Table 8.9: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2016-36

Period	Residential pitches	Travelling Showpeople plots	Bricks and mortar accommodation
Total 2016-19	8	4	2
Total 2019-24	1	2	1
Total 2024-29	2	2	1
Total 2029-36	2	2	1
Total 2016-2036	13	10	5

Source: South Kesteven & Rutland GTAA 2016

9.13 The main drivers of need are from newly forming families on authorised sites, families living on unauthorised encampments, families living on unauthorised developments, overcrowding and psychological aversion of households living in bricks and mortar accommodation.

9.14 New housing provision for Gypsies and Travellers may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.

Facilitating new sites

- 9.15 A key issue remains the facilitation of new sites. Over the last 10 years most new provision within the study area consisted of privately owned sites. Analysis of current provision (see Chapter 4) suggests that the majority of current authorised, permanent provision within the study area is privately owned whilst there is only 1 publically owned site. As discussed in Chapter 6, most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites. However, only five respondents said that they could afford to buy land in order to develop their own site.
- 9.16 The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 5) the development process including the acquisition of land is too expensive and complex for most Gypsy and Traveller families. Another factor is that there has been a lack of finance for the development of publically owned sites for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change in coming years.
- 9.17 Some accommodation need can be addressed by expanding existing sites and yards. Families surveyed on existing privately owned sites have expressed desire in the future to expand existing sites with further pitch provision. Further need could be met by considering granting planning permission to occupiers residing on unauthorised developments. It is also important to potentially reconsider conditional planning permissions which restrict occupation to a named occupier.
- 9.18 The local authorities should also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve the families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. Local authorities should jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) to identify suitable locations.
- 9.19 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options.
- 9.20 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as site acquisition funds; loans for private site

provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community⁵⁰.

The location of new sites

- 9.21 Based on survey responses, most Gypsies and Travellers living in the study area would prefer small, family sized sites. Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller households.
- 9.22 Ongoing monitoring of site provision and vacant pitches and plots should be undertaken by the local authorities alongside discussions with Gypsies, Travellers and Travelling Showpeople to ensure that any additional need that may arise is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies, Travellers and Travelling Showpeople to ensure the extra provision meets their needs.
- 9.23 Ensuring that new sites are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites should also be involved in the consultation from an early stage. There may be scope for expanding existing sites to meet some arising need. However, the preference is for smaller sites which tend to be easier to manage.
- 9.24 It is recommended that as there is little unauthorised encampments in both authorities that rather than the development of formal transit sites, Rutland and South Kesteven each design a policy enabling them to set up negotiated stopping arrangements for when they have unauthorised encampments in their respective authority. In designing this policy, it might be worth taking into account where unauthorised encampments have previously occurred. According to some respondents, families frequently use the A1 and temporarily stay at places such as Grantham, Stamford or Gonerby Moor. Also, families often travel between Lincolnshire and Norfolk.
- 9.25 In terms of identifying broad locations for new permanent sites, there are a number of factors which could be considered including:

Costs

- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of services – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- Can good drainage be ensured on the new site?

⁵⁰ *A Big or Divided Society?* Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.

Social

- Does the proposed location of the new site lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc

Availability

- Who owns the land and are they willing to sell?
- Is access easy or will easements across other land be needed both for residents and services/utilities?
- Are utilities close enough to service the site at realistic prices?

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use?
- Are there likely to be objections to the location of the proposed site?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed site?
- Can highways connect to the proposed site?

9.26 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the study area are:

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new sites are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new sites to existing sites i.e. whether social tensions might arise if new sites are located too close to existing sites
- The sustainability of new sites i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

9.27 Gypsies and Travellers undertaking the survey suggested that it is important that new sites are located close to amenities such as shops, schools and health facilities and have good transport links. Also, there was concern by residents of some sites that new sites have paved access and good lighting as they currently have to walk alongside busy traffic.

9.28 CLG (2015) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities

should ensure that sites in rural areas do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

- 9.29 It also states that when considering applications, local planning authorities should attach weight to the following matters:
- a. effective use of previously developed (brownfield), untidy or derelict land
 - b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
 - c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
 - d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community
- 9.30 By considering the guidance outlined above as well as the results of the Gypsy and Traveller survey and stakeholder consultation, it is possible to identify broad locations for the provision of new sites in relation to the study area.
- 9.31 There are families within the study area who would like to increase the number of pitches and plots and/or number of caravans allowed per pitch or plot on existing sites/yards. The consideration of expansion of sites with adequate space would contribute towards meeting existing need.
- 9.32 Similarly, the unauthorised development located in South Kesteven. Again, authorisation of the site with provision of 5 pitches could contribute towards meeting accommodation need.

The size of new pitches

- 9.33 CLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.)), parking space for two vehicles and a small garden area.
- 9.34 Based on previous and current CLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:
- Hard standing for 1 touring/mobile caravan and 1 static caravan

- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

9.35 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.

Summary

9.36 There is an overall shortfall in the study area over the next twenty years of some 32 residential pitches in South Kesteven and 13 in Rutland, and 9 plots for Travelling Showpeople in South Kesteven and 10 in Rutland. The policy process that follows on from this research will also need to consider how Gypsies, Travellers and Travelling Showpeople can be helped through the planning process to find suitable sites. The study also highlighted a number of issues relating to the management and condition of sites i.e. that publically owned sites should undertake that maintenance issues are swiftly resolved and that smaller sites are easier to manage.

9.37 Finally, this report recommends:

- Developing a holistic vision for their work on Gypsies and Travellers, and embedding it in Community and Homelessness Strategies, Local Development Frameworks and planning and reporting obligations under the Equality Act 2010.
- Reviewing all policies on accommodation for Gypsies and Travellers.
- Supporting the training of elected members and officers using courses such as those developed by the Local Government Association (LGA).
- Advising Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
- Developing an internal policy on how to deal with racist representations in the planning approval process.
- Develop criteria and process for determining suitability of Gypsy and Traveller sites, as indicated above.
- Review existing provision for opportunities for expansion where suitable and appropriate.
- Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Consider a position that enables each council to negotiate with families on sites in their authority to enable visiting families and friends to stop on their respective sites and pitches when visiting for agreed periods of time.
- Identify locations for new provision.

- Local housing authorities should include Gypsy and Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community.
- Regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller community.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every five to seven years.

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