

North and North East Lincolnshire Gypsy and Traveller Accommodation Needs Assessment

Final report

Philip Brown, Lisa Hunt and Jenna Condie
Salford Housing & Urban Studies Unit
University of Salford

Ryan Powell and Kesia Reeve
Centre for Regional, Economic and Social Research
Sheffield Hallam University

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About the Authors

Philip Brown and Lisa Hunt are Research Fellows and in the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford. Jenna Condie is a Research Assistant in the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford.

Ryan Powell and Kesia Reeve are Research Fellows in the Centre for Regional, Economic and Social Research (CRESR) at Sheffield Hallam University.

The Salford Housing & Urban Studies Unit is a dedicated multi-disciplinary research and consultancy unit providing a range of services relating to housing and urban management to public and private sector clients. The Unit brings together researchers drawn from a range of disciplines including: social policy, housing management, urban geography, environmental management, psychology, social care and social work.

Study Team

Core team members:

Dr Philip Brown
Dr Lisa Hunt
Jenna Condie
Dr Kesia Reeve
Ryan Powell

Community Interviewers:

Sharon Finney
Tracey Finney

Steering Group

Chris Barwell	North Lincolnshire Council
Ron White	North Lincolnshire Council
Neil Laminman	North Lincolnshire Council
Claire Startin	North Lincolnshire Council
Sam England	North East Lincolnshire District Council
Ian King	North East Lincolnshire District Council
Grant Lockett	North East Lincolnshire District Council
Paul Nicholson	North Lincolnshire Council
Elizabeth Pearson	North Lincolnshire Council
Jenny Stephenson	North Lincolnshire Council

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Particular thanks must, of course, go to the many Gypsies and Travellers who found the time to talk to us and answer our questions in a full, honest and patient manner. It is hoped that this report is able to accurately reflect their experiences and needs.

This report is based on research undertaken by the study team and the analysis and comment thereafter does not necessarily reflect the views and opinions of the research commissioning authorities, or any participating stakeholders and agencies. The authors take responsibility for any inaccuracies or omissions in the report.

Executive Summary

The Study

1. Recent legislation and guidance from the government has indicated a commitment to taking steps to resolve some of the long-standing accommodation issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society. As a result, a number of Gypsy and Traveller Accommodation Assessments (GTAAAs) are now being undertaken across the UK, as local authorities respond to these new obligations and requirements.
2. This research was commissioned by North Lincolnshire Council and North East Lincolnshire District Council in August 2007. The study was led by a team of researchers from the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford with support from researchers at the Centre for Regional, Economic and Social Research (CRESR) at Sheffield Hallam University. The study was greatly aided by research support and expertise from members of the Gypsy and Traveller communities. The study was managed by a Steering Group composed of officers representing the commissioning authorities. This report also builds on a previous exploratory study commissioned by the two local authorities in 2005.¹
3. The assessment was undertaken by conducting:
 - A review of available literature, data and secondary sources;
 - A detailed questionnaire completed by housing and planning officers;
 - Consultations with key stakeholders; and
 - A total of 57 interviews with Gypsies and Travellers from a range of tenures and community groups.

Background

4. Following the Housing Act 2004, local authorities have been preparing to develop and implement strategies to respond to the accommodation needs of the Gypsy and Traveller communities living in their areas as part of their wider housing strategies and the Regional Housing Strategy (RHS). Gypsy and Traveller Accommodation Assessments

¹ Powell, R. and Reeve, K. (2006) Gypsies and Travellers in North and North East Lincolnshire: Accommodation Situations, Needs and Preferences. CRESR: Sheffield Hallam University.

(GTAAAs) are designed to provide the evidence needed to inform these strategies. However, as well as presenting evidence and information on accommodation needs at an immediate local level, the evidence collected and analysis produced have a wider regional role. The assessment of accommodation need and pitch requirements are also to be fed into the Regional Planning Body (RPB), in this case the Yorkshire and Humber Regional Assembly (YHRA), for inclusion into the Regional Spatial Strategy (RSS). The RSS then specifies pitch numbers required (but not their location) for each local planning authority (LPA) in light of the GTAAAs conducted and a strategic view of need, supply and demand across the region is taken. The local planning authority's Development Planning Document (DPD) then identifies specific sites to match pitch numbers from the RSS.

Main Findings

Local Gypsies and Travellers and accommodation provision

5. There is no one source of information about the size of the Gypsy and Traveller population in the Study Area. Our best estimate is that there are at least 250 local Gypsies and Travellers.
6. There are currently **no socially rented sites** in the Study Area. A socially rented site used to be provided within Scunthorpe however this was closed due to significant levels of vandalism to the site.
7. There are **4 authorised private sites** in the Study Area, together providing an estimated 57 pitches; 37 of these are residential, 20 are for transit purposes. The provision of authorised pitches is mainly within North Lincolnshire with a single 10 pitch site located within North East Lincolnshire. All respondents on private sites reported access to WC, postal service, rubbish collection, a water supply and an electric supply. Respondents on private sites had, on average, 1.5 caravans per household with the vast majority commenting that this gave them enough space. Respondents on private sites were, generally speaking, satisfied with their accommodation, neighbours, location and management of the site. Broadly speaking, there appeared to be good relations between members of the Gypsy and Traveller community and non-Gypsies/Travellers who resided locally.
8. At the time of the fieldwork there was also a private site in a neighbouring authority (West Lindsey) which was subject to temporary permission, although this was quashed in early 2008. The residents of this site are all believed to be former residents of North Lincolnshire.
9. There are **no unauthorised developments** (land owned by Gypsies and Travellers but developed without planning permission) within the Study Area. There was an unauthorised development situated in a neighbouring authority (West Lindsey) of which most/all residents are

believed to be former residents of North Lincolnshire. Although the site did not fall within the administration of the commissioning authorities a number of site residents were invited to take part in the assessment in order to establish their accommodation needs and aspirations. All but one of these residents wanted to remain on the site, the remaining household specified 'Brigg' as their idea area for accommodation. In general terms, it is believed that 'all' residents are attached to 'Brigg' rather than a specific authority.

10. There are **4 Travelling Showpeople Yards** all located within North Lincolnshire. One yard is socially rented the remaining yards are private and owner-occupied. Interviews took place on the socially rented site. It was clear from the responses of residents that more engagement from the local authority was required on the yard. The need for additional accommodation for Travelling Showpeople was at quite a low level.

Unauthorised encampments

11. The Caravan Count in January 2007 recorded 8 caravans on unauthorised encampments (on land not owned by Gypsies and Travellers). Records kept by the local authorities show that the Study Area experienced around 38 encampments over the previous full calendar year (2006), which was seen by the local authorities as a similar level for previous years. The average encampment size was just over 4 caravans. Most encampments stayed for a relatively short period of time; however, the average length of stay was 26 days (although this is skewed by several long lasting encampments). Most of the encampments occurred in North Lincolnshire.
12. A total of 6 interviews were carried out with people on unauthorised encampments. The average number of caravans owned by households on unauthorised encampments was 1.7, with around 2.5 people living in each caravan. Most households felt that they had enough living space for their needs although for some, both overcrowding and affordability provided a major barrier to achieving more space.
13. Access to facilities was largely restricted for households on unauthorised encampments with just one respondent able to access showers, waste disposal and electricity. No respondent had access to water and WC facilities
14. Just one respondent reported having a base elsewhere – this was described as a local authority site in the London area.

Gypsies and Travellers in bricks and mortar housing

15. Both authorities make specific reference to Gypsies and Travellers in their local authority housing strategies. Only North Lincolnshire references Gypsies and Travellers in their homelessness strategy. Neither authority has a BME housing strategy. Neither authority was able to quantify the number of Gypsies and Travellers in social or private bricks and mortar housing. Based on the experiences of the fieldwork team for this assessment, it is suggested that there are at least 20 Gypsy and Traveller households in bricks and mortar housing across the two authorities; however, it is acknowledged that this is probably a significant underestimate.
16. A total of 15 households living in bricks and mortar housing across the Study Area were interviewed. Just over half of Gypsies and Travellers were owner-occupiers of their property, just over a fifth were social housing tenants, and a fifth were private tenants. Nearly two thirds of households still retained a trailer. The vast majority of respondents viewed their property very positively. Most respondents had lived in their accommodation for a number of years – nearly half for 3 years and over, and nearly half for between 1 and 3 years. No one was planning to leave the house in the near future. Over half of households thought they would remain in the house indefinitely. The remainder did not know.
17. In general, family reasons, a lack of sites and being born in housing were all given as major reasons why respondents had lived in a house at some point.
18. Nearly a quarter of all respondents had lived in a house at some point in the past. Most of those who had left housing did not like the experience. Respondents tended to cite marriage, cultural reasons or family reasons as reasons for leaving bricks and mortar housing.

Characteristics of local Gypsies and Travellers

19. The survey of Gypsies and Travellers identified some of the important characteristics of the local population.

Household size is significantly larger than in the settled/non-Traveller population at 3.7 persons across the whole sample.

A significant minority of the sample (13%) were households over 60 years of age.

Young families are the predominant household type in the Study Area as a whole. However, there are small but significant number of older families across the Study Area.

The vast majority of Gypsies and Travellers in trailers and in housing can be seen to belong, in some way, to the Study Area.

The majority of respondents (9 in 10) felt they were 'local' to the area they were residing in. 'Family connections' was the main reason given when respondents were asked why they were living where they were.

The local population includes a range of Gypsy/Traveller groups but is largely dominated by the Romany Gypsy community (8 in every 10). This is followed by Travelling Showpeople (9%); Irish Travellers (4%); Welsh Gypsies/Travellers (2%); and, small numbers of other groups of Travellers.

A significant number of households reported that their children do not regularly attend school or receive home education. Children on unauthorised sites had the poorest attendance levels.

The Gypsy and Traveller population was largely sedentary. However, around half of settled or authorised households still travelled seasonally – with some travelling more often than this. Feeling settled and having children were the main reasons cited for not travelling.

Of those households who still travelled, around a quarter of respondents tended to engage in quite diverse travelling. This included to destinations such as Appleby Horse Fair, Cambridgeshire, Stow, and areas along the route of the A1.

Self-employment was a major source of income for respondents with the type of work people engaged in including gardening/tree work, painting and decorating, building work, and uPVC and guttering.

Gypsies and Travellers and housing-related support

20. North Lincolnshire reported a new service providing support for various BME groups, although it is not clear if this is being received by Gypsies and Travellers in the area. North East Lincolnshire reported no such service.
21. The kind of housing-related services Gypsies and Travellers expressed an interest in receiving assistance with included: accessing health care; filling in forms; accessing legal services; support on planning; accessing training; claiming benefits; and, finding accommodation.
22. Just over a quarter of respondents felt that they had experienced some form of harassment or discrimination as a result of being a Gypsy or Traveller.

Accommodation preferences and aspirations

23. All households were asked whether there was anyone living with them who were likely to want their own accommodation over the next 5 years. Overall, 6 households reported that there was, which equated to 6 individuals who will require their own accommodation by 2012.
24. There was support for the creation of additional long-stay residential sites within the Study Area, with a quarter of respondents interested in moving to a new residential site/pitch – this included households who were currently accommodated on sites within the Study Area. Respondents voiced a preference for sites to be provided within the Brigg area and, to a lesser extent, the Grimsby area.
25. Nearly a fifth of respondents wanted to see the development of more transit/short-stay sites in the Study Area. Interest in such sites was shown from households from all accommodation types. According to the views of Gypsies and Travellers, transit provision should be provided in the form of ‘designated stopping areas’ or as transit pitches on residential private sites. There was no ‘agreed’ common duration which people anticipating using the provision for although a large number of people suggested between 4 and 8 weeks.
26. Respondents were asked to comment on a range of differing accommodation types in order to ascertain their preferences. The clear preference was for a small private site which they/their family owned. Living in a local authority or RSL house was the least favoured option.

Accommodation need and supply

27. Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. The supply of additional authorised accommodation has slowed since 1994, but the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Instead, the way in which Gypsies and Travellers live has changed, with increases in unauthorised accommodation, innovative house dwelling arrangements (living in trailers in the grounds of houses), overcrowding on sites and overcrowding within accommodation units (trailers, houses, chalets, etc.). In order to respond effectively and appropriately to the lack of suitable accommodation to meet the needs of Gypsies and Travellers, the regional planning body (Yorkshire and Humber Regional Assembly) has the role of ensuring that all local authorities contribute to resolving the current shortage of authorised site accommodation in a strategic manner, which helps redress current imbalances in the pattern of provision, and enhances the sustainability of the Gypsy and Traveller site network.

28. The 'models' for assessing the numerical requirement for additional residential pitches have developed significantly over the past few years. The calculation used here is an adaptation of the example provided by the CLG.² The calculation for years 1–5 (2007–2012) takes account of need arising from the following indicators: expiry of temporary planning permissions; household growth; need from unauthorised developments; movement between sites and housing; need from closing sites; and, need from households on unauthorised encampments. On the supply side, the calculation takes account of: pitch vacancies on socially rented sites; unused pitches; and, known/planned developments of sites/pitches. These calculations are estimates based on information drawn from: local authority information; knowledge of key stakeholders; survey findings; and, assumptions based on the professional experience of the study team.
29. Additional requirements beyond 2012 are based on estimated household growth. This follows commonly accepted assumptions as to the growth of the population.³
30. Transit requirements (2007–2012) are calculated by the average number of households on unauthorised encampments seeking a transit/short-stay pitch in the area; an allowance for vacancies is included in order to manage their operation effectively. No further transit provision is estimated to be required beyond 2012 on the assumption that the level of travelling will not increase in the foreseeable future and other surrounding local authorities will also have developed appropriate transit options.
31. Requirements for the additional residential provision for Travelling Showpeople are estimated on the basis of survey findings together with local authority information and information provided by the Showmen's Guild.
32. Because of the historical inequalities in pitch provision, Gypsies and Travellers have constrained choices as to where and how they would choose to live if they had real choice. So while choices for the non-Travelling community are generally much wider, as there is social housing available in every authority in the country, there are no local authority sites in 138 of the 353 local authorities in England, and only in 71 authorities is there more than one site. Some authorities have no authorised private sites. Over time, this has inevitably meant that Gypsies and Travellers have generally moved to areas they see as offering the best life chances, for example: an authority which provides

² CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments – Guidance*. London: HMSO.

³ Household growth rates of 2% and 3% a year were suggested as appropriate in Pat Niner (2003) *Local Authority Gypsy/Traveller Sites in England*, London: ODPM. A 3% growth rate was also used in the recent report from Communities and Local Government (2007) *Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies*, London: HMSO.

a site; an authority which is perceived as having more private authorised sites than others; or, an authority that is attractive in some other way (slower enforcement, transport links, friends and family resident, etc.). Therefore, there is a tendency, when the need for additional accommodation is assessed, for the needs assessment to further compound these inequalities in site provision. For example, authorities which already provide Gypsy and Traveller accommodation (publicly or privately) are assessed as having greater need for additional pitch provision than authorities with little or no pitch provision. This is compounded further the longer-term the assessment is made (i.e. to 2016).

33. As requested in the research brief, Gypsy and Traveller accommodation needs have been identified at a sub-regional and a local level. This has been done on a ‘**need where it is seen to arise**’ basis. However, the results of this apportionment should not necessarily be assumed to imply that those needs should be actually met in that specific locality. This distribution reflects the current uneven distribution of pitch provision and the Gypsy and Traveller population across the Study Area. Decisions about where need should be met should be strategic, taken in partnership with local authorities, the County Councils and the Yorkshire and Humber Regional Assembly – involving consultation with Gypsies and Travellers and other interested parties, which will take into account wider social and economic planning considerations such as equity, choice and sustainability.

34. Table i below presents the ‘needs where they arise’ requirements.

Table i: Accommodation need arising from existing district level Gypsy and Traveller and Travelling Showpeople populations

	Study Area Total	North Lincolnshire	North East Lincolnshire
Current authorised residential provision ⁴ (pitches/plot)	54	44	10
Additional residential need 2007–2012 (pitches/plots)	46	36	10
Additional residential need 2012–2016 (pitches/plots)	13	10	3
Additional suggested transit need 2007–2016 (pitches)	10	10	
Estimated total additional residential pitch/plot need 2007–2016	59	46	13

Note: For pragmatic reasons these figures have been rounded up to the nearest whole pitch

⁴ These are approximations of the provision (public and private) based on information obtained from the authorities during the course of the assessment. This includes Travelling Showpeople sites.

Recommendations

35. The overarching recommendation resulting from this assessment is that the authorities across the Study Area engage proactively to meet the accommodation needs that have been identified as a result of this assessment and that a strategic joined-up approach is taken. More specifically a total of 34 recommendations have been made for the Partner Authorities – all of which can be found in the main report. These recommendations include the need:

- to establish an internal working group within each authority to better co-ordinate the response and approach on Gypsy and Traveller issues.
- for a co-ordination group on Gypsy and Traveller issues comprised of local authorities and partners to be established to assist the authorities in developing a meaningful and co-ordinated approach to Gypsy and Traveller accommodation and related issues.
- to ensure that all relevant policies are sensitive to the different cultural and support needs of Gypsies and Travellers.
- to ensure that the level of accommodation provision across the authorities (but also linked with neighbouring authorities) remain under constant monitoring/review.
- to engage in efforts to raise cultural awareness issues and dispel some of the persistent myths around Gypsies and Travellers.

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Glossary

The following terms are used in this report and may need some clarification. It is noted that a number of the terms below are often contested and debated. It is not the intention of the authors to present these terms as absolute definitions, rather the explanations provided are those the authors used in this assessment as their frames of reference.

Term	Explanation
Amenity block/shed	On most residential Gypsy/Travellers sites these are buildings where basic plumbing amenities (bath/shower, WC and sink) are provided at the rate of one building per pitch.
Authorised local authority site/Registered Social Landlord site	An authorised site owned by either the local authority or a Registered Social Landlord.
Authorised Private site	An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller). These sites can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Bricks and mortar	Permanent mainstream housing
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Chalet	In the absence of a specific definition the term 'chalet' is used here to refer to single storey residential units which resemble mobile homes.
Country People/Buffers	Term used by Irish Travellers to refer to settled people/non-Travellers.
Development Plan Documents (DPDs)	Documents which outline the key development goals of the Local Development Framework
Doubling-up	To share a pitch on an authorised site
Gaujo/Gorger	Literal translation indicates someone who is not of the Romany Gypsy race. Romany word used mainly, but not exclusively, by Romany Gypsies to refer to members of the settled community/non-Gypsy/Travellers
Green Belt	A policy or land use designation used to retain areas of largely undeveloped, wild, or agricultural land surrounding or neighbouring urban areas.
Gypsy	Members of Gypsy or Traveller communities. Usually used to describe Romany (English) Gypsies originating from India. This term is not acceptable to all Travellers
Gypsies and Travellers (as used in this assessment)	Consistent with the Housing Act 2004, inclusive of: all Gypsies, Irish Travellers, New Travellers, Show People, Circus People and Gypsies and Travellers in bricks and mortar accommodation. Can also include Roma and boat dwellers if there is evidence of a need, suppressed or otherwise, for pitch accommodation.

Local Plan/Local Development Framework (LDF)	A set of documents which a Local Planning Authority creates to describe their strategy for development and use of land in their area of authority.
Mobile home	Legally classified as a caravan but not usually moveable without dismantling/or lorry
Pitch/plot	Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan occupancy levels. Often also referred to as a plot, particularly in relation to Travelling Showpeople. There is no agreed definition as to the size of a pitch/plot.
Pulling-up	To park a trailer/caravan
Settled community/people	Reference to non-Travellers (those that live in houses)
Site	An authorised area of land on which Gypsies and Travellers are accommodated in trailers/chalets/vehicles. Can contain one or multiple pitches.
Stopping place	Locations frequented by Gypsies and Travellers, usually for short periods of time.
Supporting People	A funding programme which provides grants in order to assist in the provision of housing related support to develop and sustain an individuals capacity to live independently in their accommodation.
Suppressed/concealed household	Households, living within other 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 one.
Trailer	Term commonly used by Gypsies and Travellers to refer to a moveable caravan
Transit site	Site intended for short stays. Such sites are usually permanent, but there is a limit on the length of time residents can stay.
Travelling Showpeople	Commonly referred to as Showmen, these are a group of occupational Travellers who work on travelling shows and Fairs across the UK and abroad
Unauthorised Development	This refers to a caravan/trailer or group of caravans/trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission
Unauthorised Encampment	Stopping on private/public land without permission (e.g. at the side of the road)
Yard	Term used by Travelling Showpeople to refer to a site

List of Acronyms

CLG	Communities and Local Government
CJPOA	Criminal Justice and Public Order Act 1994
CRE	Commission for Racial Equality
CRESR	Centre for Regional, Economic and Social Research
DPD	Development Plan Document
GTAA	Gypsy and Traveller Accommodation Assessment
LDF	Local Development Framework
LGA	Local Government Association
LPA	Local Planning Authority
ODPM	Office of the Deputy Prime Minister
RHB	Regional Housing Board
RHS	Regional Housing Strategy
RPB	Regional Planning Body
RSL	Registered Social Landlord
RSS	Regional Spatial Strategy
SHUSU	Salford Housing & Urban Studies Unit
TES	Traveller Education Service
YHRA	Yorkshire and the Humber Regional Assembly

Note: Over the last few years the main Governmental department largely responsible for Gypsy and Traveller related issues (in particular regarding housing and planning) has been subject to certain degree of reform. This can cause confusion. The main changes are summarised below.

Until 2001 the **Department for Environment, Transport and the Regions (DETR)** was the responsible department for these issues. In 2001 responsibility was passed to the **Department for Transport, Local Government and the Regions (DTLR)**. In 2002 the **Office of the Deputy Prime Minister (ODPM)** took control of these issues (within which the Gypsy and Traveller Unit was founded) with this being replaced by the **Department for Communities and Local Government (CLG)** in 2006.

1. Overview

- 1.1 This report presents the findings of an assessment of the accommodation needs of Gypsies and Travellers across North and North East Lincolnshire. The research and report were commissioned by the two unitary authorities (North Lincolnshire Council and North East Lincolnshire District Council⁵) in August 2007. The study was led by a team of researchers from the Salford Housing & Urban Studies Unit (SHUSU) at the University of Salford with support from researchers at the Centre for Regional, Economic and Social Research (CRESR) at Sheffield Hallam University. The study was greatly aided by research support and expertise from members of the Gypsy and Traveller communities. The study was managed by a Steering Group composed of officers representing the commissioning authorities.
- 1.2 This report also builds on a previous exploratory study commissioned by the two local authorities in 2005.⁶ This was a qualitative assessment of the accommodation situations and experiences of Gypsies and Travellers in the Study Area and was carried out by a team from CRESR between November 2005 and March 2006. Where relevant, this previous study is referred to throughout the document as the 2006 CRESR study.

Background and study brief

- 1.3 Enshrined within the Caravan Sites Act 1968 was a duty upon local authorities to provide sites to Gypsies and Travellers residing in and resorting to their boroughs. As a result of the measures contained within the Criminal Justice and Public Order Act 1994, this duty was removed. Over the subsequent years, coupled with continued migration, travelling patterns and household formation, this has meant that the numbers of Gypsies and Travellers requiring authorised places to live/stop far exceed the number of authorised pitches available. In addition to the lack of available authorised pitches, Gypsies and Travellers have also found gaining planning permission a major obstacle to providing sites for themselves and their families. Those Gypsies and Travellers who can afford to buy land are frequently in breach of planning laws when they attempt to develop that land for residential use. Subsequently, they find themselves subject to enforcement action and often evicted, frequently resorting to the use of further unauthorised land/accommodation.

⁵ For ease, these are referred to only by the borough or city name throughout this document

⁶ Powell, R. and Reeve, K. (2006) Gypsies and Travellers in North and North East Lincolnshire: Accommodation Situations, Needs and Preferences. CRESR: Sheffield Hallam University.

- 1.4 Under Section 8 of the Housing Act 1985, local authorities are required to consider the various accommodation needs of the local population and to carry out periodic reviews in order to provide relevant and appropriate provision to meet these needs. Recent legislation (Housing Act 2004 and Planning and Compulsory Purchase Act 2004) and guidance (Circulars 01/2006; 04/2007) from the government indicate a commitment to taking steps to resolve some of these long standing issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society.
- 1.5 Following the Housing Act 2004, local authorities have been preparing to develop and implement strategies to respond to the accommodation needs of the Gypsy and Traveller communities living in their areas as part of their wider housing strategies and the Regional Housing Strategy (RHS). Gypsy and Traveller Accommodation Assessments (GTAAAs) are designed to provide the evidence needed to inform these strategies. However, as well as presenting evidence and information on accommodation needs at an immediate local level the evidence collected and analyses produced have a wider regional role. The assessment of accommodation need and pitch requirements are also to be fed into the Regional Planning Body (RPB), in this case the Yorkshire and the Humber Regional Assembly (YHRA), for inclusion into the Regional Spatial Strategy (RSS). The RSS then specifies pitch numbers required (but not their location) for each local planning authority (LPA) in light of the GTAAAs produced and a strategic view of need, supply and demand across the region. The local planning authority's Development Planning Document (DPD) then identifies specific sites to match pitch numbers from the RSS.
- 1.6 Each DPD is subject to examination in public, and one of the tests of soundness will be whether it is founded on robust and credible evidence: data received from GTAAAs are fundamental in providing such an evidence base for the RHS and RSS processes.
- 1.7 The regional dimension is intended to ensure that all local authorities contribute to resolving the current shortage of authorised site accommodation in a strategic manner, which helps redress current imbalances in the pattern of provision, and enhances the sustainability of the Gypsy and Traveller site network. Such a strategic approach will contribute to meeting the Government's objective that "Gypsies and Travellers and the settled community should live together peacefully"⁷, and to the greater social inclusion of Gypsies and Travellers who are amongst the most deprived groups in the population.

⁷ ODPM (2006) *Local authorities and Gypsies and Travellers: Guide to responsibilities and powers*, ODPM, p. 5,
http://www.communities.gov.uk/pub/400/LocalAuthoritiesandGypsiesandTravellersGuidetoresponsibilitiesandpowersPDF223KB_id1163400.pdf

- 1.8 In order to comply with the CLGs increasing emphasis on taking regional strategic approaches, and also recognising the diverse characteristics of the Gypsy and Traveller populations, it is considered good practice for authorities to commission such work jointly. Thus, for the commissioning authorities, this study aims to generate a robust sub-regional understanding of the current provision, gaps and accommodation needs of Gypsies and Travellers across the Study Area.

Aims of the assessment

- 1.9 The main aim of the assessment was to produce an accommodation needs assessment capable of disaggregation to district level, with a comprehensive assessment of existing and future accommodation and wider service needs within each area. Within this broad aim there were a number of objectives:
1. To assess the current need for different types of accommodation available to the Gypsy and Travelling communities across the Study Area.
 2. To assess the mobility patterns and the drivers of mobility within communities.
 3. To generate an understanding of the demographic profile of the Gypsy and Traveller communities, household formation within them, routes into accommodation, and housing and wider support needs.

A note on terminology

Gypsies and Travellers

- 1.10 Defining Gypsies and Travellers is not straightforward. Different definitions are used for a variety of purposes. At a very broad level the term 'Gypsies and Travellers' is used by non-Gypsies and Travellers to encompass a variety of groups and individuals who have a tradition or practice of nomadism in common. More narrowly, both Romany Gypsies and Irish Travellers are recognised minority ethnic groupings.
- 1.11 At the same time Gypsies and Travellers have been defined for accommodation and planning purposes. The statutory definition of Gypsies and Travellers for Gypsy and Traveller Accommodation Assessment required by the Housing Act 2004 is:
- (a) *persons with a cultural tradition of nomadism or of living in a caravan; and*
 - (b) *all other persons of a nomadic habit of life, whatever their race or origin, including:*

- (i) *such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and*
- (ii) *members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).*

1.12 There is a separate definition for planning purposes as specified in ODPM Circular 01/2006, which offers a narrower definition and excludes Travelling Showpeople.

1.13 This assessment has adopted the Housing Act 2004 definition and has sought to be inclusive in the Gypsy and Traveller groupings. More specifically we sought to include all Gypsies and Travellers (including New Travellers) living in caravan based accommodation or bricks and mortar housing. As the Housing Act 2004 definition indicates, we have also sought to include Travelling Showpeople living on their permanent base within the Study Area.

Housing/accommodation need

1.14 Crucially, for Gypsies and Travellers, the definition of housing need is varied slightly to acknowledge the different contexts in which members of these communities live. The general definition of housing need is "households who are unable to access suitable housing without some financial assistance", with housing demand defined as "the quantity of housing that households are willing and able to buy or rent."⁸

1.15 In recognising that in many cases these definitions are inappropriate for Gypsies and Travellers, the guidance on Gypsy and Traveller Accommodation Assessments refers to distinctive requirements that necessitate moving beyond the limitations of the definition for both caravan dwellers and those in bricks and mortar housing⁹. For caravan dwelling households, need may take the form of those:

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

⁸ODPM (2006) Definition of the term 'Gypsies and Travellers' for the purposes of the Housing Act 2004. Consultation Paper, February, London: HMSO.

⁹ CLG (2007) *Gypsy and Traveller Accommodation Needs Assessments – Guidance*. London: HMSO.

- 1.16 In the context of bricks and mortar dwelling households, need may take the form of:
- those whose existing accommodation is overcrowded or unsuitable (including unsuitability by virtue of psychological aversion to bricks and mortar accommodation).
- 1.17 This assessment has used a definition of accommodation need which encompasses all the circumstances detailed above.

Outline of the report

- 1.18 Gypsy and Traveller Accommodation Assessments (GTAAAs) are a relatively new tool to assist local authorities and stakeholders to understand and gain knowledge on the needs, experiences and context of a collection of individuals who have usually not featured, or have only featured on the margins, of other similar assessments. The information available pertaining to Gypsies and Travellers is often spread across a wide range of issues and held by a diverse group of departments and agencies. Thus, the collection and collation of this information entails a systematic process and this is reflected in the structure of this report.

Chapter 1 has set the background to the needs assessment, the aims of the assessment and a comment on the terms 'Gypsy and Traveller' and 'Housing/accommodation need'.

Chapter 2 presents details of the methodological process and research methods involved in the assessment as well as a commentary on the sampling strategy and sampling issues.

Chapter 3 sets the legislative and policy context for the assessment at a national, regional and local level.

Chapters 4 and 5 provide some detailed analysis of the local Gypsy and Traveller population by looking at the bi-annual Caravan Count for the area and the characteristics of the sample involved in the assessment.

Chapter 6 looks at the findings relating to authorised social and private Gypsy and Traveller sites in relation to management information, geographical location and resident views.

Chapter 7 examines the findings relating to planning and the unauthorised development of Gypsy and Travellers sites.

Chapter 8 provides an analysis of unauthorised encampments, including a detailed exploration of the views of households on unauthorised encampments.

Chapter 9 looks at Gypsies and Travellers in private and social bricks and mortar housing, with a particular focus on local authority policies relating to Gypsies and Travellers in housing, numbers in housing and views from the housed Gypsy and Traveller population about their accommodation.

Chapter 10 brings together a range of findings to explore housing/related services and how they are provided for, experienced and viewed by Gypsies and Travellers.

Chapter 11 explores education, employment and health issues.

Chapters 12 and 13 examine the accommodation histories and aspirations of the Gypsy and Traveller population.

Chapter 14 looks at the specific findings in relation to Travelling Showpeople.

Chapters 15 – 18 bring together data on the supply of, and need for, Gypsy and Traveller residential and transit pitches, and pitches for Travelling Showpeople. These chapters comment on the type, level and broad location of the accommodation needed.

Finally, Chapter 19 sets out some recommendations based on the assessment for future work on site provision, housing policy and other policy and practice areas.

2. The Assessment Methodology

2.1 Draft practice guidance for local authorities undertaking Gypsy and Traveller Accommodation Assessments was released by the ODP (now CLG) in February 2006 with final guidance released in October 2007. Specialised guidance on assessments was felt to be required as many local authority housing needs assessments were failing to assess or identify the needs of Gypsies and Travellers. The Guidance explains why assessments are needed, how authorities might go about conducting an assessment, and the issues to consider. The Guidance is non-prescriptive in terms of methods, but suggests that Gypsy and Traveller Accommodation Assessments incorporate a number of components. Such components include existing data sources; the experiences and knowledge of key stakeholders; and, the living conditions and views of Gypsies and Travellers.

2.2 This assessment was undertaken in three distinct stages:

- Stage one – collation and review of existing secondary information
- Stage two – consultation with service providers and other stakeholders
- Stage three – survey with Gypsies and Travellers across the Study Area.

2.3 Each of these stages is described in more detail below.

Stage One: Collation and review of existing secondary information

2.4 This first stage comprised a review of the available literature and secondary sources obtained from government (central and local), regional, community and academic bodies. This provided an historical, social and political overview of the situation of Gypsies and Travellers in the Study Area. More specifically this included the collection, review and synthesis of:

- The bi-annual Count of Gypsy and Traveller caravans.
- Local plans, Regional and Core Strategy documents and other literature relevant to Local Development Frameworks. Housing Strategies, Homelessness Strategies and Supporting People Strategies were analysed, as were local authority allocation and monitoring procedures.
- Various records and data maintained and provided by the local authorities. Information was obtained on: socially rented sites; resident demographics; waiting lists; unauthorised sites (developments and encampments); housing; and, planning applications.

- 2.5 Much of this information was collected via an extensive self-completion questionnaire sent to both authorities, and joint-working between housing, planning, health and education was required in order to provide a completed questionnaire.

Stage Two: Consultation with service providers and other stakeholders

- 2.6 The second stage involved gathering the views of various service providers and other stakeholders and drew on their experience and perceptions of the main issues for Gypsies and Travellers in the Study Area. This stage was a vital way in which initial findings could be checked and set in context by the qualitative experience of stakeholders working with the community on a day-to-day basis. Given the paucity of existing information and the lack of official datasets pertaining to the Gypsy and Traveller population, local knowledge can be a crucial means of contextualising and corroborating information gathered from a range of disparate sources.
- 2.7 A number of one-to-one consultations were held with a variety of stakeholders. This included people who were recommended to the research team the Steering Group, as well as people the research team identified during the course of the assessment.
- 2.8 These discussions were largely structured around three broad issues:
- The particular experiences that certain professionals have in relation to the accommodation and related needs of Gypsies and Travellers across North and North East Lincolnshire;
 - The current working practices of different professionals in relation to Gypsies and Travellers across North and North East Lincolnshire; and,
 - Stakeholder perspectives on what the priority needs are for Gypsies and Travellers across North and North East Lincolnshire.
- 2.9 Where required, these discussions were more focused upon clarifying information provided during Stage One.
- 2.10 A letter to all Parish and Town councils was issued to seek views on three broad areas; these were:
1. Their assessment of relations locally between settled residents and Gypsy and Traveller site residents;
 2. Any issues which have arisen locally in relation to Gypsy and Traveller sites; and,

3. Good practice in encouraging good relations and integration between Gypsy and Traveller site residents and the settled community.
- 2.11 We received 9 responses to this call, 3 of which gave a more in-depth response. The 3 in-depth responses were from: Brigg Town Council (who provided extensive views, which were aired during a special meeting to discuss the study and the three questions); East Butterwick Parish Council; and, a response from a local resident from Brigg. The relevant content from these responses are included throughout the report in the appropriate section.

Stage Three: Survey with Gypsies and Travellers

- 2.12 One of the most important aspects of the assessment was consulting with local Gypsies and Travellers. The survey took place between August 2007 and January 2008.
- 2.13 In all cases consultations took the form of face-to-face interviews in order to gather information about their characteristics, experiences, accommodation and related needs and aspirations. The survey with Gypsies and Travellers is discussed below under three sections: sampling strategy and response rates; questionnaire design; and, fieldwork and interviewers.

Sampling and response rates

- 2.14 Sampling Gypsy and Traveller households for Gypsy and Traveller Accommodation Assessments is always problematic given the absence of accurate information concerning the size and location of the communities. As such, the sampling technique for the assessment was purposive rather than strictly random and differed depending upon the particular accommodation type currently inhabited by Gypsies and Travellers in North and North East Lincolnshire.
 - For households on authorised private sites, we compiled a sample frame from information provided by the local authorities about all known sites within North and North East Lincolnshire. A quota was set for interviews of at least 50% of the occupied pitches. Repeat visits were made to locations in order to achieve interviews if households were away from the site, it was not convenient for the household in question, or the fieldworkers ran out of time. Households on private sites occasionally proved difficult to engage with; however, visits were made to sites by both members of the core team and Community Interviewers in order to attract participation in the study.

- For households on unauthorised encampments, local authority officers from all authorities were encouraged to inform the fieldwork team when and where encampments occurred during the fieldwork period. We also contacted various organisations working within the Study Area to inform us about the presence of unauthorised encampments and encouraged our Community Interviewers to use their networks in order to link with households on unauthorised encampments. We received excellent updates from the local authorities' officers when unauthorised encampments occurred, as well as useful information about the composition of households on encampments, number of trailers, etc.
- Information from the local authority indicated that there was only one socially rented site currently provided in the Study Area. This was site provision for Travelling Showpeople and our intention was to interview as many people as was possible on the site in order to illuminate the experiences and needs of this community.
- As the population of Gypsies and Travellers in bricks and mortar housing is relatively hidden from official records there was no sample frame from which to identify people. Therefore, in order to engage with housed Gypsies and Travellers, the fieldwork team relied on two main methods: introductions through organisations working with Gypsies and Travellers; and, contacts of the Gypsy and Traveller Community Interviewers. The fieldwork team employed professional judgement in order to achieve a sample from bricks and mortar housing informed by what information was available from a variety of stakeholders about their concentrations.
- The Steering Group also wanted to explore the settlement and accommodation needs of households who were living on two sites (one authorised and one unauthorised) which bordered the North Lincolnshire boundary. Households residing on these sites were approached by members of the fieldwork team for participation in the study.

2.15 A total of 49 Gypsy and Traveller households were involved in the assessment within the boundaries of the authorities comprising the North and North East Lincolnshire Study Area; an additional 8 households took part in neighbouring West Lindsey District Council – we therefore interviewed a total of **57** households. The West Lindsey households were included as they were residing just over the district boundary and some residents had previously resided within North Lincolnshire.

2.16 Table 1 below shows the target and achieved household interviews for each accommodation type. As can be seen almost all targets were achieved. In general, the discrepancy between the initial target and achieving this target tends to be a reflection of the difficulty in setting initial quotas for interviews in the current climate of information paucity on Gypsies and Travellers. In terms of unauthorised encampments, the fieldwork team were at pains to ensure we interviewed all encampments as they appeared during the course of the assessment period. Where this is not the case this was due to non-compliance on behalf of the encamped household. There were no households on unauthorised developments within the Study Area at the time of the study – this excludes households on the Westrum Lane site within West Lindsey. The socially rented site for Travelling Showpeople is referred to, more explicitly, as ‘Travelling Showpeople’.

Table 1: Achieved household interviews by target

Type of accommodation	Target (No.)	Achieved (No.)	%
Socially rented sites	0	0	N/A
Private authorised sites	29	26 ¹⁰	90
Unauthorised developments	0	5 ¹¹	N/A
Unauthorised encampments	6	6	100
Housed	20	15	75
Travelling Showpeople	5	5	100
Total	55	57	104

2.17 Table 2 below illustrates how the assessment sample relates to the known number of pitches and estimated population by accommodation type. As can be seen, almost half of the pitches on the private sites are represented; this is brought down by one site whose residents opted not to take part.

¹⁰ Includes a small number of households interviewed on the private site (Kettleby) in West Lindsey.

¹¹ Households on Westrum Lane.

Table 2: Sample in relation to local Gypsy and Traveller population

Type of accommodation	No. of sites			No. of pitches/households		
	Total	Sample	%	Total	Sample	%
Socially rented sites	0	0	N/A	0	0	N/A
Private authorised sites	3	2 ¹²	67	57	26	46
Unauthorised developments	0	0	N/A	0	5	N/A
Unauthorised encampments	N/A	N/A	N/A	6 ¹³	6	100
Housed	N/A	N/A	N/A	20 ¹⁴	15	75
Travelling Showpeople	1	1	100	11	5	83

2.18 Table 3 below shows this response rate by local authority area. Most of the interviews were carried out in North Lincolnshire. It seems accurate to suggest that the spread of the sample reflects the actual concentrations of the Gypsy and Traveller population. However, it is worth noting that each district has Gypsies and Travellers living within their administration in some form of accommodation.

Table 3: Number of achieved interviews by local authority area

Type of accommodation	Local authority area			Total
	N Lincolnshire	N E Lincolnshire	West Lindsey ¹⁵	
Socially rented sites	0	0	N/A	0
Private authorised sites	18	5	3	26
Unauthorised developments	0	0	5	5
Unauthorised encampments	4	2	N/A	6
Housed	11	4	N/A	15
Travelling Showpeople	5	0	N/A	5
Total	38	11	8	57

2.19 In terms of the gender split between interviewees, we spoke to 50 women (86%) and 7 men (14%). The greater presence of women in the sample reflects a general finding from Gypsy and Traveller Accommodation Assessments, which seem to imply that women are more likely to speak to researchers/interviewers.

¹² Residents on the third site were approached for an interview but as the site owner was away when the fieldworker was there the residents reported not feeling comfortable about taking part.

¹³ This target was based on information about the average number of unauthorised encampments from the Caravan Count from July 2005 to July 2007. This showed an average of 10 caravans (approx 6 households) within the Study Area in one calendar year.

¹⁴ This is based on the operational experiences of the fieldwork team and community interviewers who were aware of a number of bricks and mortar households who lived in the Study Area – it is likely however that this is an underestimate.

¹⁵ The inclusion of selected sites in West Lindsey reflects the desire by the Steering Group to ascertain potential movement between the local authority areas and the use of services within the Study Area – as it is acknowledged that many of the residents on these sites are the ex-residents of sites within North Lincolnshire.

2.20 Overall, we believe that the findings for the assessment are based on reliable and reflective response rates from accommodation types and geographical areas within the North and North East Lincolnshire Study Area, with the exception of a relatively low representation from households on unauthorised encampments.

Questionnaire design

2.21 All interviews with Gypsy and Traveller households utilised a structured questionnaire with a mixture of tick-box answers and open-ended questions. This mixed approach enabled us to gather quantifiable information, but also allowed for contextualisation and qualification by the more narrative responses. There were three questionnaires: one for site accommodation; one for bricks and mortar accommodation; and, a separate questionnaire for Travelling Showpeople. Each survey contained the following sections:

- Current accommodation/site/encampment;
- Experience of travelling;
- Housing and site experiences;
- Household details;
- Services; and,
- Future accommodation preferences/aspirations.

2.22 Following consultation with Gypsies and Travellers and experience of previous GTAAs, questions around income and benefits were excluded as these were seen to potentially jeopardise the ability to achieve interviews in the Study Area due to the alienation that such questions can cause with the communities.

2.23 The questionnaires used in the assessment are available in a separate document entitled 'Survey Instruments'.

Fieldwork and interviewers

2.24 In addition to SHUSU fieldwork staff, and of crucial importance to engaging as effectively as possible with the Gypsy and Traveller population, was the involvement of Gypsy and Traveller Community Interviewers. In total, two members of the Gypsy and Traveller community were involved in the assessment as Community Interviewers. Both were from outside the Study Area, but had excellent links with the Gypsy and Traveller community across the Study Area, due to family connections. Both of the interviewers had worked with the study team on previous assessments so were experienced interviewers familiar with the interviewing process.

- 2.25 In order to standardise our fieldwork approach, each interviewer has undergone an intensive training course on interviewer skills, and is provided with support from the core study team members during their interviewing activity. Each questionnaire that was returned to us was subject to quality control and appropriate feedback was given to the interviewers.
- 2.26 As well as the Community Interviewers, members of the Study Team also engaged with Gypsies and Travellers. By taking this dual approach we found we were able to access a range of people that would otherwise have not been included in the assessment, such as 'hidden' members of the community (older people or people living in bricks and mortar housing), those people who were uncomfortable talking to non-Travellers as well as those people who wanted to speak to people from outside their own community.
- 2.27 Broadly speaking, SHUSU staff had particular success interviewing Travelling Showpeople, people on unauthorised encampments and some private sites, whereas the Community Interviewers had much better access to households in bricks and mortar accommodation.

3. National, Regional and Local Policy Context

3.1 For the most part Gypsies and Travellers are affected by legislation in much the same way as members of the non-Travelling communities. However, it is the policy areas of housing and planning that have particular implications for Gypsies and Travellers. In recognising that there is a significant lack of accommodation options for the various Gypsy and Traveller groups, a plethora of documents have been published over the last 18 months, which directly affect specific policies towards Gypsies and Travellers. This section looks at the relevant national, regional and local planning policies affecting Gypsies and Travellers at the time of the assessment.

National policy

3.2 The main document detailing the broad aims of the currently policy towards the accommodation and planning objectives for Gypsies and Travellers is Circular 01/06. In particular, this specifies that the aims of the legislation and policy developments are to:

- ensure that Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision;
- reduce the number of unauthorised encampments;
- increase the number of sites and address under-provision over the next 3-5 years;
- protect the traditional travelling way of life of Gypsies and Travellers;
- underline the importance of assessing accommodation need at different geographical scales;
- promote private site provision; and,
- avoid Gypsies and Travellers becoming homeless, where eviction from unauthorised sites occurs and where there is no alternative accommodation.

3.3 An overview of the process and system for ensuring adequate provision is implemented for Gypsies and Travellers was detailed in Chapter 1 of this report.

3.4 In September 2007, revised planning guidance in relation to the specific planning requirements of Travelling Showpeople was released in Circular 04/07. This replaces Circular 22/91 and aims to ensure that

the system for pitch assessment, identification and allocation as introduced for Gypsies and Travellers is also applied to Travelling Showpeople.

- 3.5 The Gypsy and Traveller Sites Grant provides capital funding for improving and increasing Gypsy and Traveller site/pitch provision by local authorities and Registered Social Landlords. From 2006-08 a national total of £56m has been made available, managed by the Regional Housing Boards or equivalents. In the Yorkshire and Humber region, a total of £2.6m has been agreed over the 2006-08 period. In addition, a total of £97m has been made available for the 2008-11 period with the Yorkshire and Humber proposed allocated being £6m. Since 2006, Registered Social Landlords (RSLs) have been able to set up and manage Gypsy and Traveller sites. Both local authorities and RSLs are eligible for funding under the Gypsy and Traveller Sites Grant.
- 3.6 Since the introduction of the Housing Act 2004, it has been made clear that Gypsy and Traveller accommodation need and requirements should feature in local authority Housing and Homelessness¹⁶ Strategies. Authorities have been informed that, in line with their obligations under the Human Rights Act 1998, the needs and way of life of Gypsies and Travellers must be considered when considering accommodation applications.
- 3.7 The Government is also planning two Bills for the next session of Parliament which could impact upon Gypsies and Travellers - the Housing and Regeneration Bill and the Planning Reform Bill. Both of these Bills could offer significant amendments to how accommodation for Gypsies and Travellers is provided.¹⁷

Regional policy

- 3.8 In terms of regional planning policy, the draft Yorkshire and Humber Plan (the draft regional spatial strategy) was submitted for examination in public in 2006. Within Section 13 'Housing', it was noted that, 'Enabling the Region to make additional provision to meet the housing needs of Gypsies and travellers' was one of the "headlines of the RSS approach". Similarly Policy H5 of the Plan states:

'The Region needs to make additional provision to meet the housing needs of Gypsies and Travellers. Local Authorities should carry out an assessment of the housing needs of Gypsies and Travellers and use their Local Development Frameworks, housing investment programmes, and the

¹⁶ See Homelessness & Housing Support Directorate (2006) *Homelessness Code of Guidance for Local Authorities*, CLG.

¹⁷ See the Traveller Law Reform Project for more specific issues and concerns <http://www.travellerslaw.org.uk/pdfs/housingregeneration.pdf>

granting of planning consents to ensure there is an adequate provision of sites for Gypsies and Travellers. Assessments of needs will require collaboration between authorities, as described in the explanatory text, in order to more fully understand the patterns of need and the adequacy of current provision. In parts of North Yorkshire, the East Riding and North Lincolnshire, it may be appropriate to promote rural exceptions sites to deliver additional provision.'

- 3.9 The section deals reasonably comprehensively with outlining Gypsy and Traveller issues and the section concludes with the statement that, *'By 2021 the Plan should have made an important contribution to ensuring sufficient provision has been made for Gypsies and Travellers.'*
- 3.10 In 2007 the Examination in Public Panel submitted its report to the Secretary of State setting out the main findings and recommendations of the Panel following the public testing of the Draft Plan. The Panel Report from the Examination in Public (held in September/October 2006) was published in May 2007. The Panel's recommendations, along with all of the representations about the draft Yorkshire and Humber Plan (the draft revised Regional Spatial Strategy) were, at the time of writing, being considered by Government Office for Yorkshire and the Humber (GOYH). The Secretary of State published "Proposed Changes" to the draft Yorkshire and Humber Plan in September 2007 for public consultation.
- 3.11 In recognising that each sub-region was working under different time scales to produce GTAAs the Yorkshire and Humber Regional Assembly commissioned a regionally focused GTAA.¹⁸ The regional assessment represents the first step of the accommodation assessment process feeding into the RSS. The main purpose was to increase knowledge of the Gypsy and Traveller population within the region and establish the current picture. The Report stresses the importance of monitoring and updating pitch requirements in light of the findings from more detailed, local GTAAs. Table 4 below shows the estimated sub-regional pitch requirements from this GTAA.

Table 4: Summary of Residential Pitch Requirements: Yorkshire and Humber Region and Sub-regions: 2006 to 2010 Area Estimated requirement

Area	Estimated pitch requirement
The Humber	34
North Yorkshire	57
South Yorkshire	78
West Yorkshire	86
Regional total	257

¹⁸ Powell, R, (2006) Identifying Gypsy & Traveller Accommodation Needs in Yorkshire and The Humber, CRESR: Sheffield Hallam University.

- 3.12 The regional study stipulates that the sub-regional pitch estimates presented and included within the Yorkshire and Humber Draft Plan are likely to be under-estimates of need given the difficulties in quantifying net movements from bricks and mortar housing to sites. The problem of scale in terms of a robust sample at the regional level is also highlighted and consequently the Report recommends the revision of requirements once more robust local assessments (such as this one) are forthcoming. Though the Report does not disaggregate figures down to local authority level it does state that there is a need for additional provision, to some extent, in every local authority area in the region.
- 3.13 As the regional study used assumptions and trends identified at a much broader level the findings presented in this GTAA will be used to update the RSS figures in the Humber sub-region and this GTAA should be seen as the most reliable source on pitch requirements for the Study Area.

Local plans¹⁹

- 3.14 The Local Plan for North East Lincolnshire's contains Policy H16 which states:²⁰

'Development proposals for permanent gypsy caravan sites will be permitted provided that:-

- (i) the residential standards and amenities of the gypsy occupants of the chosen site would not be unduly adversely affected by the availability of services and the proximity to schools and other community facilities;*
- (ii) the occupants of any nearby properties would not be unduly adversely affected by the site and/or its use;*
- (iii) the amenities of nearby uses would not be unduly adversely affected; and,*
- (iv) appropriate planning obligations regarding site management can be negotiated.'*

- 3.15 Work to produce Core Strategies is currently underway for both authorities. The North East Lincolnshire Core Strategy Preferred Options document states:²¹

¹⁹ The North Lincolnshire Local Plan Policy has not been saved. An application was made on 13 April 2007 for a direction under paragraph 1 (13) of schedule 8 to the planning and compulsory purchase act in respect of policies in the North Lincolnshire Local Plan. The Secretary of states Direction states that those policies not listed expired on 27th September 2007. This included Policy H17: Sites for travellers.

²⁰ See http://www.nelincs.gov.uk/localplan/text/06_hous.htm#h16

²¹ See <http://www.nelincs.gov.uk/NR/rdonlyres/602D0612-64BD-472C-BC00-B985AC50AA14/0/ldfcorestrategypoJune2007.pdf>

‘On a Sub-regional Basis additional provision to address the housing needs of Gypsies and Travellers will be made adopting a criteria based approach to be set out in the Housing and Employment development Plan Document. This will be determined on the basis of a sub-regional assessment of the patterns of need and adequacy of current provision.’

- 3.16 The Core Strategy Preferred Options document for North Lincolnshire is, at the time of writing, significantly more specific with regard to Gypsies and Travellers. Policy CS14 states that:²²

‘The need for additional sites for Gypsies and Travellers will be assessed and kept up to date. Where possible sites will be allocated to meet any identified unmet need in the Generic Development Control DPD. However, if specific sites cannot be located the suitability of sites will be tested against a criteria based policy. Preference will be given to:

- *Locations in or near Scunthorpe Urban Area, the Market Towns, or Rural Service Centres, ensuring they have access to adequate services;*
- *Previously developed land;*
- *Small extensions to well managed existing sites;*
- *Proposals that respect the scale of the nearest settlement;*
- *Proposals with no demonstrable harm to the built or natural heritage (including trees, hedgerows and woodlands), to local amenity infrastructure or agricultural interests, to risk of flooding or increase the risk of flooding to other properties, and the impact on the highway network;*
- *Proposals with sufficient space for plots to meet the needs identified, commercial vehicles, children’s play space, amenity blocks and the safe circulation of vehicles; and*
- *Sites where there is no conflict with other LDF policies.’*

- 3.17 North Lincolnshire Council reported that they are currently considering the allocation of sites for Gypsy and Traveller development as part of its Housing and Employment land allocations DPD. At the Issues and Options stage, the Council invited the submission of sites for Gypsy and Traveller Accommodation. The Council reported that, based on previous consultation and analysis of land owned by public bodies, the Preferred Options will consider suitable sites/locations and include them within the DPD for consultation. North East Lincolnshire reported that they were not currently considering any sites as suitable for Gypsy and Traveller site development.

²² See

<http://www.planning.northlincs.gov.uk/PlanningReports/CoreStrategy/CoreStrategyPreferredOptionsOctober2009.pdf>

4. Gypsies and Travellers in North and North East Lincolnshire: The Current Picture

4.1 This chapter looks at the bi-annual Gypsy and Traveller Caravan Count in order to present what is known about Gypsies and Travellers within the Study Area. In particular, this section presents information on the size and spatial distribution of the Gypsy and Traveller population.

Caravan numbers and trends from the Caravan Count

4.2 The Caravan Count is far from perfect, but at present it remains the only official source of information on the size and distribution of a population that remains relatively unknown. Although a number of local authorities are able to provide very accurate information for the Count, generally speaking the Count needs to be treated with caution, but when tempered by locally held knowledge it can be extremely useful as a broad guide. Furthermore, it provides a vital starting point in the attempts of local authorities to ascertain levels of need given the general absence of increased provision since 1994.

4.3 According to the most recent Caravan Count (July 2007), there were a reported total of 62 caravans across the Study Area all of which were located within North Lincolnshire.²³

4.4 Table 5 summarises caravan numbers for the Study Area by type of site for January and July in 1997 and 2007.²⁴

Table 5: Study Area summary of caravan numbers 1997 and 2007

Type of site	January			July		
	1997	2007	% change	1997	2007	% change
Social Rented	8	8	No change	0	0	N/A
Private	30	30	No change	59	62	+5%
Unauthorised – all	11	8	-27%	9	19	111%
Total	49	46	-6%	68	81	+19%

4.5 In terms of the Caravan Count comparison over time, there is an indication that:

- Overall caravan numbers have decreased slightly between 1997 and 2007 in the January Count and increased by almost a quarter in the July Count.

²³ According to the Caravan Count on the CLG website the information presented there was an estimate as it was recorded that no information was submitted to CLG by North Lincolnshire. The data presented here uses the data recorded by North Lincolnshire which they assert was submitted.

²⁴ A time period from 1994 is usually used as the benchmark to compare changes in numbers over time. However, as both North Lincolnshire and North East Lincolnshire were created as distinct administrations only in 1996 the subsequent full calendar year of 1997 has been used as an alternative baseline.

- There has been an increase in caravans on private sites.
- There has been an increase in the number of caravans on unauthorised encampments during the Summer Count and a decrease during the Winter period.

4.6 Looking at the figures for January, which is thought to more accurately indicate the local 'base' population, the decrease over time appears minimal. This may therefore reflect seasonal travelling rather than an exodus of caravan numbers from the area.

Geographical Patterns

4.7 Table 6 shows the distribution of caravans between local authorities in January 1997.²⁵

Table 6: Distribution of caravans by local authority (January 1997)

Type of site	Local authority	
	North Lincolnshire	North East Lincolnshire
Social Rented	8	0
Private	30	0
Unauthorised (all land)	6	5
Total	44	5

4.8 Looking at how the provision appeared in 1997 shows that North Lincolnshire was the authority experiencing the highest caravan numbers. There were just 5 caravans located on unauthorised sites in North East Lincolnshire at the time; while North Lincolnshire experienced caravans on all types of site.

4.9 Table 7 shows the distribution of caravans between the local authorities in January 2007.

Table 7: Distribution of caravans by local authority (January 2007)

Type of site	Local authority	
	North Lincolnshire	North East Lincolnshire
Social Rented	0	0
Private	59	0
Unauthorised Gypsy-owned land	0	0
Unauthorised – other land	9	0
Total	68	0

4.10 As Table 7 shows, North Lincolnshire was the only authority to count caravans at the time of the January Count. North East Lincolnshire did not record any caravans on any type of site.

²⁵ January is used because it is thought to indicate the base population better than the summer period (July).

5. Size and Characteristics of the Local Gypsy and Traveller Population

- 5.1 This chapter aims to provide some information on the demographics of the sample involved in this accommodation assessment, and uses this to make some indication of the overall size and composition of the Gypsy and Traveller population in the Study Area.

Demographic and household characteristics

- 5.2 Characteristics of Gypsy and Traveller communities are often hidden or not widely known. Gypsy and Traveller Accommodation Assessments present an ideal opportunity to get to know more about the community at large, particularly in terms of living circumstances, age, Gypsy and Traveller groups and household composition. The following aims to provide some information about the composition of Gypsy and Traveller households in the sample. This includes all Gypsies and Travellers who took part in the study, inclusive of those households currently accommodated in West Lindsey.

Age of interviewees

- 5.3 The age profile of the sample can be seen from Table 8. The 25-39 age group were the most consulted during the assessment, forming 35% of the total sample. This was followed by the 40-49 age group (30%) and the 16-25 age group (14%).

Table 8: Age of interviewees

Age Group	No.	%
16-24	8	14
25-39	20	35
40-49	17	30
50-59	5	9
60-74	5	9
75-84	1	2
85+	1	2
Total	57	

Household size

- 5.4 In total, the survey sample accounts for 212 members of the Gypsy and Traveller community in the North and North East Lincolnshire Study Area. The average household size for the whole sample is 3.7 persons – significantly larger than the household size of the non-Traveller population. However, this hides a range of household sizes as indicated in Table 9 below.

Table 9: Household size distribution

Household Size	No.	%
1 Person	4	7
2 Persons	8	14
3 Persons	12	21
4 Persons	20	35
5 Persons	6	11
6 Persons	4	7
7 Persons	2	4
8 Persons	1	2
Total	57	

5.5 There were also significant differences in the size of households in relation to their current accommodation type. As can be seen from Table 10, respondents from the unauthorised sites tended to have larger households than those who were living in authorised or 'housed' accommodation. Households on the unauthorised development had the largest households (5.0) followed by households living on unauthorised encampments (4.2). Travelling Showpeople had the smallest households with 2.4 persons.

Table 10: Average household size by accommodation type

Accommodation type	Average household size
Unauthorised encampments	4.2
Unauthorised development	5.0
Residential private sites	3.6
Bricks and Mortar	3.8

Household type

5.6 Table 11 shows the household type by type of accommodation. Families have been classified as follows:

Family type	Definition
Single person	- 1 adult
Couple	- 2 adults, no children or young adults
Young family	- 1 or 2 adults, 1 or more children aged up to 16 years; no young adults
Older family	- All adult family with 1 or more children classified as 'young adults' (over 16 years but living within another household)
Mixed family	- Family with children under and over 16 years
Other	- 3 or more adults, none classified as young adults

Table 11: Household type by type of accommodation

Household type	Unauthorised Encampment	Unauthorised Development (Westrum Lane)	Travelling Showpeople	Residential Private Site	Bricks and mortar	Total
Number in sample	6	5	5	26	15	57
	%	%	%	%	%	%
Single	0	0	20	4	13	7
Couple	17	0	40	19	0	14
Young family	50	80	17	54	60	54
Older family	17	0	0	19	13	14
Mixed family	17	20	17	4	13	9

5.7 Table 11 shows that:

- Young families are currently the predominant household type in the Study Area.
- The household type characteristics are similar for all accommodation types in the Study Area.
- Older and mixed families live in the area which may suggest some demand for separate accommodation from concealed households.

Marital status

5.8 In total, 89% of the interviewees were married while the remainder described their marital status as either single (2%), widowed (5%) or divorced (4%).

Table 12: Marital status of the interview sample

Marital status	No.	%
Married	51	89
Single	1	2
Living with partner	0	0
Widowed	3	5
Divorced	2	4
Total	57	

Local connections to the Study Area

5.9 When asked, 88% considered themselves local to the area where they were currently accommodated. See Table 13 for a breakdown by current accommodation type.

Table 13: Local to the area?

Accommodation type	No. households local	% of total sample
Unauthorised encampments	5	83
Unauthorised developments	4	80
Travelling Showpeople	5	100
Private sites	21	93
Bricks and Mortar	13	87

5.10 As Table 13 shows, the majority of households from private sites considered themselves 'locals', as did nearly 9 in 10 households in bricks and mortar housing, and 8 in 10 on unauthorised encampments. All the yard based Travelling Showpeople considered themselves local to the area. A total of 50% of households on the sites in West Lindsey also considered themselves as local to the area – although it is understood this may mean the general Study Area or Brigg area rather than the more specific 'West Lindsey'.

Table 14: Reasons for residing in the Study Area (figures in % of sample)

Reason	Current Accommodation type					Total
	Unauthorised encampment	Unauthorised Development	Travelling Showpeople	Private	B&M	
Family lives here	100	100	60	92	93	52
Work	67	40	40	42	40	25
Schooling	0	40	0	35	47	18
Place of birth	17	40	80	38	27	21
Only place I could find	17	0	0	23	0	7
Family/ community event	0	0	0	4	13	3
Holiday	0	0	0	0	0	0
Other	17	0	0	4	7	3

5.11 The presence of family in the Study Area was the major reason why households were residing where they were, reflecting the importance of family networks in location choices. This was the case across all accommodation types, which is broadly consistent with findings from other GTAAs. Nearly half of all the people we spoke to also reported being in the area as a result of potential work opportunities – this was more an issue for households on unauthorised encampments (although the relatively small sample size would need to be taken into account here). Just over a fifth of respondents were actually born in the area.

5.12 Thus, from these findings, the majority of Gypsies and Travellers on sites and in housing can be seen to 'belong', in some way, to the Study Area.

5.13 The 2006 CRESR study also reported a historical connection to the Study Area, particularly with regards to the Romany Gypsy population. Historically, seasonal agricultural work provided employment opportunities for many Romany Gypsy households, though the report states that these opportunities are scarcer than they once were as a result of farm mechanisation and competition from students and migrant workers. Yet, even in the absence of such work it appears that many families still hold a particular attachment to the area.

Gypsy and Traveller groups

5.14 The largest single group in the sample were Romany Gypsies (English), who formed 81% of the entire sample. This was followed by Travelling Showpeople (9%) and then Irish Travellers (4%).

Table 15: Interviewees by Gypsy and Traveller group

Gypsy and Traveller groups	No. of households	%
Romany/Gypsy (English)	46	81
Travelling Showpeople	5	9
Irish Traveller	2	4
Welsh Gypsy/Traveller	1	2
Traveller (not specified)	1	2
Other	1	2
Missing info	1	2
Total	57	

The size of the local Gypsy and Traveller community

5.15 For most minority ethnic communities, presenting data about the size of the community in question is usually relatively straightforward (with the exception of communities who have large numbers of irregular migrants and migrant workers, etc. amongst them). However, for Gypsies and Travellers, one of the most difficult issues is providing accurate information on this population (see Chapter 4). As a result, we have used information provided by the local authorities and others, together with our survey findings, in order to provide a best estimate as to the size of the local Gypsy and Traveller population at the time of the assessment (see Table 16). Due to their mobility levels this estimate does not include households on unauthorised encampments.

Table 16: Estimated Residential Study Area Gypsy and Traveller population

Type of accommodation	Families/Households (based on 1 pitch = 1 household)	Individuals	Derivation
Socially rented sites	0	0	Actual number from local authority records.
Private sites	37	133	Number of residential pitches in the Study Area multiplied by average household size from the survey (3.6)
Housing	20	76	Number of families involved in the survey multiplied by average household size from the survey (3.8)
Travelling Showpeople	17	41	Number of residential pitches in the Study Area multiplied by average household size from the survey (2.4)
Total	74	250	

5.16 We estimate that there are at least 250 Gypsies and Travellers within the boundaries of the Study Area, although the number of housed Gypsies and Travellers is likely to be a significant underestimate. In addition, this number would also increase if the number of people living on both Westrum Lane (the unauthorised development in West Lindsey) and Kettleby Lane (private site in West Lindsey) were taken into account.

6. Authorised Site Provision – Findings

- 6.1 A certain degree of caution needs to be taken when extrapolating the characteristics, trends and needs of the Gypsy and Traveller population from the Caravan Count and other such data alone. In order to provide more specific information on the local Gypsy and Traveller population, this chapter draws upon the survey completed by local authorities on site provision, stakeholder views and knowledge, and the views of Gypsies and Travellers who occupy these sites.

Socially rented provision

- 6.2 There is currently no socially rented (local authority) provision available for Gypsies and Travellers in the Study Area – although there was socially rented accommodation provided for Travelling Showpeople (see Chapter 14 for more information on this). North Lincolnshire used to operate a socially rented transit site but this was closed in the mid 1990s as a result of vandalism. The site was run by members of the Gypsy and Traveller community and was reportedly ‘trashed’ and subsequently closed due to the extent of damage incurred. It was felt by one officer that inappropriate management of the site led to its eventual disrepair.
- 6.3 According to stakeholders we consulted, the site was some distance from local services (approx 2 miles from the town centre) and situated on reclaimed land near a refuse/recycling centre. It had a long access road which had to be used in order to get to the site. The site had amenity blocks and an office but since the closure of the site it is believed that these have fallen into further disrepair and theft has occurred of some components.
- 6.4 North Lincolnshire reported that there were plans to re-open the site for short-stay purposes and emergency stopping – the authority were clear that this is not considered as an appropriate long-term resolution but a mechanism which might provide added stability to households who are currently accommodated on unauthorised encampments. Consultations with the Police revealed that they would appreciate some involvement in a consultative role into how this site is best utilised in the short term for community safety reasons.
- 6.5 One of the Parish Councils, which provided views to the Study Team, felt that with a degree of refurbishment the site in Scunthorpe could be used to accommodate Gypsies and Travellers:

“In our opinion this is an ideal spot as it is away from other properties, is within easy reach of the town centre for the Travellers to have access to shopping, schools, medical treatment etc., has a good road network and would cater for most of their needs without causing problems in more densely populated areas.”

- 6.6 However, this view appears contrary to others. One local authority officer commented that if this site were to open on a permanent basis, *'people may not want to go on the Scunthorpe site due to its reputation'*. According to the same officer, the site was not seen to offer a particularly attractive option for Gypsies and Travellers:

'Its in the wrong place, people won't go on it unless they are desperate, it's surrounded by industry and there are no facilities, it is isolated'

- 6.7 Similar perceptions were also reported in the 2006 CRESR study, which stated: "There appears to be universal acknowledgement that [the Scunthorpe site] is wholly inappropriate in terms of its location, amenities, and conditions...near a rubbish tip and does not provide adequate facilities" (p.33).

Plans for socially rented provision

- 6.8 The absence of socially rented accommodation for Gypsies and Travellers raises issues in terms of affordability for the more deprived households within the Study Area. Though private rented accommodation is the dominant tenure, this is beyond the reach of many households and it is possible that the current reliance upon a single form of site based tenure may be leading to the exclusion of certain individuals/families. Such a finding was evident in the 2006 CRESR report.
- 6.9 North Lincolnshire stated that although no sites have been identified by the Council, as part of the consultation for the Housing and Employment Land Allocations Issues and Options DPD they have requested sites to be put forward for consideration. It was additionally stated that any acceptable proposals may be taken forward within this DPD.
- 6.10 One of the Parish Councils, which provided advice to the Study Team, indicated that they acknowledged that there was a need for the additional provision of sites/pitches in North Lincolnshire for Gypsies and Travellers – in line with the appropriate planning guidance/policies.

Private Gypsy and Traveller sites

- 6.11 In light of the lack of socially rented provision authorised private accommodation is the sole form of authorised provision in the Study Area.
- 6.12 There are a total of 4 private sites, together providing an estimated 57 pitches; 37 of these pitches are residential and 20 are for transit use (see Table 17 below).

Table 17: Private sites within the Study Area

Site	Local authority	Pitches	Planning status
Mill Park, Habrough	North East Lincolnshire	10 (res)	Personal permission
Mill View, Mill Lane, Brigg	North Lincolnshire	25 (res) 10 (trans)	Permanent
Kirton in Lindsey	North Lincolnshire	1 (res) 10 (trans)	Permanent residential
The Paddock, Mill Lane, Brigg	North Lincolnshire	1 (res)	Permanent residential

- 6.13 The number of private sites/pitches had increased since 2001 in North Lincolnshire by 3 sites and 10 pitches. The numbers of sites and pitches has remained static in North East Lincolnshire. Only North Lincolnshire expected the number of authorised private sites to increase over the next 5 years; North East Lincolnshire did not give an answer.
- 6.14 North Lincolnshire commented that the planning conditions for Mill Lane (site 2 in the above table) stipulates that a maximum of 15 pitches may be occupied by persons other than Gypsies or Travellers on the site at any one time. This requirement was increased in 2006 from a maximum of 8 pitches being able to be occupied by non-Gypsies/Travellers after a request from the owner due to an increase in enquiries for caravan accommodation from non-Gypsy/Traveller households.
- 6.15 Brigg Town Council suggested that this reduction in spaces for the sole use of Gypsies and Travellers on Mill View, Mill Lane had resulted in the unauthorised development of a site on Westrum Lane (West Lindsey). It would therefore appear that there was a demand for pitches on the Mill Lane site prior to the pitch reduction.
- 6.16 Correspondence received from a local resident to the Mill View site in North Lincolnshire indicated that the site was viewed in a positive light. This resident added that the local community does not appear to show any animosity towards the Mill View residents.
- 6.17 In comparison to socially rented sites, where they exist, where there is often good access to management information via local authority records; it proved difficult to gain any clear idea about occupancy levels and vacancies on private sites. As a result we have assumed all developed sites were at capacity during the assessment period. Therefore, the base figure used in the assessment for private sites is 37 residential pitches and 20 transit pitches. This assumption is supported by the 2006 CRESR study, which reported a general consensus amongst Gypsies and Travellers, as well as some local

stakeholders, that there was “a significant deficit between the number of sites available and the number of Gypsies and Travellers requiring or wanting accommodation in the districts” (p.33). The CRESR study also found that the existing private sites were “full to capacity most of the time” (p.34).

- 6.18 There is also a site, close to the border of North Lincolnshire, situated within West Lindsey, which had recently been granted temporary planning permission. It was thought that this site has the capacity for approximately 16 pitches – this was not full at the time of the assessment and there was approximately 10 households accommodated on the site. At the request of the Steering Group interviews were also conducted on this site in order to determine whether residents on the site constitute deflected demand from the North Lincolnshire area.

Residents’ views:

- 6.19 All respondents on the private sites provided details about how many living units (caravans/trailers) they had. Fifteen respondents (58%) had 1 trailer, 10 respondents had 2 trailers (38%), and 1 respondent had 5 trailers. The average number of living units per household was 1.5 trailers.
- 6.20 The vast majority of households (92%) thought they had enough space for their needs. For those households (2 households) who felt that they did not have enough space, this was attributed to requiring either more or bigger caravans. These two households were currently renting their pitch.
- 6.21 Site residents of private sites were asked, on a five-point scale from very good to very poor, what they thought about a number of aspects of their site including: size of pitch; design of site; neighbours on site; location; facilities on site; and, management. The vast majority of respondents viewed these issues positively (see Table 18). Owner-occupiers were more likely to view these issues as ‘very good’, whereas residents who rented pitches were more likely to rate them as ‘good’.

Table 18: Views on the site (in %)

Issue	Very good	Good	Neutral	Poor	Very Poor
Size of pitch	42	46	8	4	0
Design of site	42	42	12	4	0
Neighbours on site	46	50	4	0	0
Location of site	50	46	4	0	0
Facilities on site	46	38	12	4	0
Management	46	54	0	0	0

6.22 Experiences around access to basic facilities were sought from those we spoke to on all private sites (see Table 19 below). As can be seen, most households had access to the services we enquired about. Access to services was also similar across the different tenures.

Table 19: Access to facilities on private sites

Facilities	% of sample have access
WC	100
Postal service	100
Rubbish collection	100
Water	100
Electricity supply	100
Fire precautions	100
Shed (%heated)	100 (35)
Children's play area	73
Kitchen facilities	54
Laundry	50
Shower	35
Eating/sitting space	38
Bath	38

6.23 Just one household on a private site mentioned concerns they had around health and safety. This concern surrounded cleanliness of the site:

"It's very dirty and there's many dogs on here. I don't like to let the kids out to play"

6.24 Just 2 households on private sites (8%) said that they had an additional base elsewhere. Both bases were in the East of England, one in Norfolk and the other in Cambridgeshire, and both were private sites. These households were clearly 'in transit' and staying on one of the sites for a short-period only.

6.25 All residents on the site in West Lindsey commented that they were content with the site and wanted to remain there.

6.26 The correspondence received from Brigg Town Council indicated that relations between the Gypsy and Traveller community and the non-Travelling community were, broadly speaking, good; with the exception of issues around the development of sites without planning permission.

7. Planning and the Unauthorised Development of Sites – Findings

- 7.1 Unauthorised developments are a major source of tension between Gypsies and Travellers and the settled population. The new planning system is intended to create conditions where there is no need for unauthorised developments because land will be allocated for authorised site development. This chapter looks in depth at the experience of the local authorities of receiving planning applications to develop Gypsy and Traveller sites and of Gypsies and Travellers making applications to develop such sites. In addition, this chapter focuses upon the development of Gypsy and Traveller sites without planning permission.

Planning applications

- 7.2 North Lincolnshire indicated that there had been one application for a 10 pitch transit site in 2001. There were no other details of planning applications received, granted, refused and granted on appeal since 2001. North Lincolnshire provided details of one application which had been submitted for a site in a neighbouring authority (West Lindsey), which was close to Brigg. This application was retrospective for 4 residential and 12 transit pitches – the application was granted but subject to time restrictions. At the time of writing, the planning permission for the site had been quashed due to a challenge by judicial review and a new application has been submitted – this is due to be heard at the relevant planning committee in April 2008.

Unauthorised development of Gypsy and Traveller caravan sites

- 7.3 There is currently no unauthorised development of Gypsy and Traveller sites across the Study Area. Only North Lincolnshire reported that they had experienced the unauthorised development of sites, since 2001. Both authorities indicated that they had not taken any planning enforcement action in relation to the unauthorised development of sites since 2001. North Lincolnshire reported that they expected an increase in unauthorised sites occurring over the next five years unless authorised provision was made.
- 7.4 There was, however, at the time of the assessment, an unauthorised development within the district of West Lindsey (known locally as Westrum Lane), which borders North Lincolnshire. This was a significant local issue, with a local residents' group providing a co-ordinated local objection to the development. The belief from various stakeholders, including officers from West Lindsey District Council, was that the residents of this unauthorised development were ex-residents of the Mill Lane site in North Lincolnshire. As a result, the

Steering Group for the assessment requested that a number of consultations be carried out with residents of the Westrum Lane site in order to develop a clearer picture of the situation.

Westrum Lane information and views from residents

- 7.5 During the course of the assessment the Study Team managed to consult with five of the current residents of the Westrum Lane development. At the time of the assessment, the site appeared partially developed with residents having access to hard-standings, electricity, water and WC facilities. There was a postal service and the local authority was collecting refuse. All residents were thought to be Romany Gypsy. It was estimated that the site consisted of 10 pitches/10 households with around 3 caravans per pitch (i.e. 30 caravans in total). From informal discussions with residents it was estimated that around 9 of the 10 households were former residents of Mill Lane in North Lincolnshire. Each family owns their individual pitch which cost around £6k-£7k. The children were all reportedly attending local schools. We spoke to around half of the households resident on the site.
- 7.6 When we asked the respondents from Westrum Lane why they had left Mill Lane, we received a number of responses. Two people cited over-crowding on the site, another respondent commented that:
- “The site is run by a non-Gypsy and there’s more non-Gypsy families on it than Gypsy families now”.*
- 7.7 This indicates that access to current authorised sites is not only dependent upon perceived compatibility (see previous Chapter) but also dependent upon the perception that site provision is run like a business rather than as a mechanism to accommodate those without a permanent residence. Two other respondents simply added that they wanted to own their own pitch rather than rent.
- 7.8 When asked where they would like to live (i.e. which site/area) all but one household said they did not want to live anywhere else and that they were happy on Westrum Lane. One expanded further by saying:
- “We’re just waiting for planning permission now in order to develop the site better”*
- 7.9 The remaining household commented that they were looking for a site ‘ideally’ in the Brigg area of North Lincolnshire.
- 7.10 It appeared from our consultation that there was some significant deflected demand for sites within North Lincolnshire from residents of the unauthorised development at Westrum Lane. It must be noted, however, that for residents of Westrum Lane the administrative boundaries of the local authorities may be a less significant issue as the sites are a little over one mile from one another.

Planning issues

The experience of Gypsies and Travellers in relation to planning

- 7.11 We were keen to explore, with Gypsies and Travellers, their experience of buying land and/or going through the planning process.
- 7.12 We asked all respondents who took part in the assessment if they had ever purchased their own land; 14 respondents had, at some time in the past, bought their own land, 11 of these applied for planning permission. It is unclear from the findings where in the UK this occurred. One of these households were on an unauthorised encampment, all five respondents from Westrum Lane had, three households were on the private sites, and five households were now accommodated in bricks and mortar housing.
- 7.13 We asked respondents to elaborate on their experiences of the planning system in order to gain some insight into the process from their perspective. Comments from households on the Westrum Lane development included:

“We’re currently going through planning. There’s two people at the bottom of the lane who have issues with Gypsies but there’s never any trouble. If they don’t give planning permission though there will be 30 caravans needing somewhere to go.”

“We’ve just bought our own land and we don’t know what to do because people keep telling me to pull on then put in for planning and then they say apply for planning before pulling on.”

- 7.14 Comments from other households included:

“We got the planning permission we applied for”

“We had to fight for it a few people said they didn’t want us there but not too many people really”

“We got permission to build with no problems at all”

8. Unauthorised Encampments – Findings

- 8.1 The presence and incidence of unauthorised encampments is a significant issue impacting upon local authorities, landowners, Gypsies and Travellers, the settled population and the public purse. Just as unauthorised developments are often cited as a major source of tension, unauthorised encampments are often the type of accommodation which has become synonymous with Gypsies and Travellers and is often a further source of tension with the wider community.
- 8.2 Due to the nature of unauthorised encampments (i.e. unpredictability, seasonal fluctuations, etc.), it is very difficult to grasp a comprehensive picture of need for residential and/or transit accommodation without considering a range of interconnected issues. This section, however, seeks to look at the 'known' prevalence of unauthorised encampments and views of households on such encampments in order to draw some tentative indication as to the level and nature of need for authorised provision.

Policies on managing unauthorised encampments

- 8.3 Both authorities reported having formal written policies for managing unauthorised encampments.
- 8.4 Only North Lincolnshire was party to a joint agreement or protocols with other agencies for managing unauthorised encampments; this was with the Police.
- 8.5 Humberside Police took part in the consultation process of the assessment and reported that they had concerns at the lack of an appropriate joined-up partnership and policy in order to deal with unauthorised encampments effectively. It was indicated that liaison between the Police and the local authorities occurs, but this was felt to be generally uncoordinated and that an improved joined-up approach was required.
- 8.6 In both cases, first contact with Gypsies and Travellers on unauthorised encampments is usually made by a Council officer. North Lincolnshire also indicated that a Police officer and/or an officer from Doncaster Metropolitan Borough Council (DMBC) can also be the first contact.²⁶

Geographical patterns and incidence of unauthorised encampments

- 8.7 When asked whether or not they keep records of encampments, both authorities reported that they log all known encampments.

²⁶ North Lincolnshire contracts the management of unauthorised encampments out to DMBC.

- 8.8 North Lincolnshire recorded 33 separate encampments, with normally 4 encampments in the area at any one time. North East Lincolnshire recorded 5 separate encampments, with normally none in the area at any one time.
- 8.9 It was clear from reviewing the data supplied by North Lincolnshire that the 33 encampments were not separate groups, rather a number of the encampments involved the same family/household/individual. Table 20 below shows this in relation to the family/individual, how many sites and the broad location of sites. This shows that 6 families/individuals²⁷ accounted for 79% of encampments across North Lincolnshire.

Table 20: Repeat encampments by number of sites and general area

Family	No. of sites incurred	General area
Family 1	2	Scunthorpe and Brigg
Family 2	8	Scunthorpe
Family 3	3	Brigg
Family 4	5	Barton
Family 5	5	Barton
Family 6	3	Barton

- 8.10 It is clear from the information collected by the authorities that that the Caravan Count does not provide a reliable indication as to the presence of households on unauthorised encampments in the Study Area.
- 8.11 Details of location, number of caravans, duration and action taken were provided for encampments within North Lincolnshire. From the information provided, the average encampment size was just over 4 caravans (range 1 to 15).
- 8.12 In terms of the information provided by North Lincolnshire for encampments during 2006, the average was just over 26 days (range 1 day to 7 months). It is recognised that this is skewed by several long lasting encampments. Only 7 encampments lasted a week or less.
- 8.13 In terms of action taken; 26 had no action with the remainder resolved by formal evictions.
- 8.14 Concern was raised by one key stakeholder around the effect upon the health and emotional well-being that living on the 'roadside' had on the entire household, but particularly children. The view expressed by this stakeholder was that the current policy and practice was *"just sticking a plaster on the problem"* and that there needs to be a thorough and robust approach to providing a better service for both Gypsies and Travellers and local residents.

²⁷ These have been anonymised to protect the privacy of the families concerned.

Trends in unauthorised encampments

- 8.15 The authorities were asked how the number of unauthorised encampments has changed over the past 5 years; both authorities reported that numbers had remained broadly the same.
- 8.16 In terms of size of group, again, both authorities reported that numbers had remained broadly the same size over the past 5 years.
- 8.17 North Lincolnshire reported that due to Brigg Horse Fair they saw a rise in numbers over the period of the Fair (early August).
- 8.18 North East Lincolnshire said that most unauthorised encampments were people who were 'in transit', while North Lincolnshire believed that encampments were more 'local'.
- 8.19 When asked how they expected the number of encampments to change over the next 5 years, North Lincolnshire expected the numbers to increase, while North East Lincolnshire thought that numbers would remain broadly the same.
- 8.20 However, it is worth noting that a perceived absence of demand can sometimes be misleading and may reflect the complexities of accommodation and location choices in the context of a lack of provision and a history of enforcement action. As the 2006 CRESR study noted: "There are households outside the districts which would settle in, travel in, or stay for longer periods of time in North or North East Lincolnshire if more sites were available" (p.iii).

Living on unauthorised encampments – views from Gypsies and Travellers

- 8.21 Although we managed to consult with our target number of unauthorised encampment households (6 households), it is unclear if our sample reflects the 6 main families who encamped during 2006 (see Table 20). The views of households on unauthorised encampments are discussed as real cases rather than as indicative percentages.
- 8.22 Four of the six encampments involved Romany Gypsies with 2 encampments involving Irish Traveller families.
- 8.23 All households interviewed on unauthorised encampments provided details about how many living units they had; 2 households had 1 trailer and 4 households had 2 trailers. No household had more than 2 trailers. The average number of living units was 1.7 trailers per household.

- 8.24 When the average household size for encampments (4.2) is divided by the average number of trailers households possess, this provides us with an average of 2.5 people in each trailer on unauthorised encampments.
- 8.25 Four in six households felt that this provided them with enough space with the remaining 2 commenting that more space was needed. A lack of space was attributed to both a desire for bigger or more caravans, as well as overcrowding problems.
- 8.26 Two of those interviewed had been on the encampment for less than a week at the time of interview, 2 had been there for between 2 and 4 weeks and 2 had been there for between 1 month and 3. In terms of intention of staying on the encampment; the 2 households who had been there for a week anticipated staying for only a few more days – a possible indication of transit need. The 2 households who had been there for between 2-4 weeks did not know how much longer they would be there. The 2 households who had been on the encampment for the longest anticipated staying on the encampment for up to a further 3 months.
- 8.27 Respondents were asked the reasons why they were leaving the encampment. One respondent commented, *"We're going back to London, just here visiting family"* with another respondent commenting, *"to keep travelling with the family"*. The only other respondent to provide a reason commented *"We'll be moved on soon, you can't stay long in one place in Grimsby"*. This respondent had particular experience of encampments within the Study Area.
- 8.28 Of the six respondents on unauthorised encampments, all indicated that they would have liked to stay in the area. In terms of which specific area they would have liked to stay in, 3 would have liked to have stayed in Brigg; 1 respondent preferred Grimsby; while 1 respondent preferring either Grimsby or Cleethorpes. One respondent did not provide a specific answer. In terms of the accommodation they were looking for, 4 households wanted a pitch on an authorised local authority site with 2 households looking for accommodation on private sites (either for rental or owner occupation). Respondents were permitted to provide more than one answer to this question and all but one respondent additionally said they would also consider moving into 'housed' accommodation. When asked why they thought they were not currently in their first choice of accommodation the 3 respondents who answered all commented that there are no pitches available.

8.29 For those households currently living on unauthorised encampments, access to facilities was a major issue (see Table 21 below). Most of the very basic facilities were inaccessible to the people consulted. Only 1 household had access to a water supply and this was felt to be a major problem. The following comments are reflective of some of the views from respondents on unauthorised encampments on accessing basic services:

“We go to garages for water and to use the toilet. We have generators for electric”

“Use the leisure centres for showers and go to Tesco for toilets and gas bottles”

“There are standpipes by factories for water, we have a gas fire, use the toilets in Tesco and go to the leisure centre for showers”

Table 21: Access to basic facilities on unauthorised encampments

Type of facility	Have access
Showers	1
Waste disposal/collection	1
Electricity supply	1
Water	0
WC/Toilet	0

8.30 All but one household on an unauthorised encampment reported that they could not access waste disposal facilities. From consultations undertaken as part of this study this was repeatedly reported as a main issue of tension within the settled community, as Gypsies and Travellers in many villages, towns and local areas become synonymous with fly-tipping.

8.31 Just one respondent on an unauthorised encampment reported having a base elsewhere, which was a local authority site in the London area.

9. Gypsies and Travellers in Social and Private Bricks and Mortar Accommodation - Findings

- 9.1 The number of Gypsies and Travellers currently accommodated within bricks and mortar accommodation is unknown, but potentially large. Movement to and from housing is a major concern if the strategic approach, policies and working practices of local authorities are to remain effective. One of the main issues of the consultation revolved around the role that housing services do, should and could play in the accommodation of Gypsies and Travellers within the Study Area.
- 9.2 This chapter looks at the information held by the authorities around Gypsies and Travellers and housing and looks at the approaches these authorities take. The chapter then continues with analysing the responses of housed Gypsies and Travellers who took part in the assessment.

Housing policies

- 9.3 Authorities were asked whether specific reference is made to Gypsies and Travellers in various housing strategies:

Current housing strategy	Yes in both authorities but North East Lincolnshire comments that this is 'only briefly' the case.
Current homelessness strategy	Yes in North Lincolnshire but no in North East Lincolnshire.
Current BME housing strategy	Neither authority has a BME housing strategy.

- 9.4 From this information, specific inclusion of Gypsies and Travellers is greater in North Lincolnshire than in North East Lincolnshire.
- 9.5 Both authorities indicated that Gypsies and Travellers are not identified in ethnic records or monitoring of social housing applications and/or allocations.
- 9.6 Authorities were asked to provide details of how Gypsies and Travellers who are homeless are supported through the homelessness process. North Lincolnshire commented that Gypsy and Traveller applications are dealt with in the same way as all other homeless applications:

"Accommodation is secured for those entitled to it and advice and assistance is provided for those where there is no statutory duty to house"

- 9.7 North East Lincolnshire indicated a similar response, stating that a Gypsy/Traveller applicant would receive similar support to that which is provided to any other applicant.
- 9.8 Neither authority commented on whether there were any steps taken to provide Gypsies and Travellers with housing advice and assistance or to help them access social housing.

Gypsies and Travellers in social housing

- 9.9 The authorities were asked if they could quantify the number of allocations and registrations for social housing for Gypsies and Travellers:
- Neither authority was able to quantify the number of Gypsies and Travellers who they had currently registered for social housing, or how many Gypsies and Travellers they had housed in 2006.
 - Neither authority was able to ascertain how many homeless presentations had been made by Gypsies and Travellers in the last 12 months. Only North Lincolnshire could provide reasons for why homeless presentations may have been made. These were: no site being available and a desire for bricks and mortar accommodation.
 - No authority was able to comment on trends in the number of Gypsies and Travellers moving into social rented housing over the past 5 years. Similarly, neither authority was able to comment on how they expected this to change over the next 5 years.
 - Only North Lincolnshire commented on what they thought was the main reason why Gypsies and Travellers move into housing, and this was perceived to be because people wanted to move nearer to family/friends.
 - Neither authority was able to give an estimate of the number of Gypsies and Travellers living in social rented housing in their area.
 - Only North Lincolnshire commented that there were particular concentrations in the numbers of Gypsies and Travellers in particular estates.

Gypsies and Travellers in private housing

- 9.10 As is consistent with other studies, answers to questions about Gypsies and Travellers in other forms of housing were largely uninformative:
- Neither authority could provide any information about the numbers of Gypsies and Travellers in private housing.

- Neither authority was aware of any issues arising in relation to Gypsies and Travellers living in private housing their area.

Living in bricks and mortar housing – views from Gypsies and Travellers

- 9.11 Among the 15 respondents consulted with who lived in bricks and mortar accommodation, 9 (60%) lived in a house; 4 (28%) lived in a bungalow; 1 respondent lived in a flat or maisonette; with 1 respondent reporting that they live in some other form of accommodation – although it was unclear as to what this accommodation was.
- 9.12 In total, over half (53%) of bricks and mortar dwellers were owner-occupiers; 20% were social housing tenants; 20% were private tenants; and, just 1 respondent was the tenant of an RSL.
- 9.13 In terms of the size of the dwelling; one respondent had 1 bedroom; 20% (2 respondents) had 2 bedrooms; and 73% (11 respondents) had 3 bedrooms. All respondents who answered the question thought that their property gave them enough space.
- 9.14 In total, a large number of households in bricks and mortar housing (60% of households), still owned trailers. All of these households had just 1 trailer. When they were asked where these were stored when not in use, respondents reported that they were kept either at their property on the drive/yard or in storage somewhere.
- 9.15 Residents in bricks and mortar accommodation were asked, on a five-point scale from very good to very poor, what they thought about a number of aspects of their accommodation including: size of house; design of accommodation; neighbours; location; facilities; and, condition/state of repair. The vast majority of respondents viewed these issues positively, and to a lesser extent, ambivalently. Respondents were particularly happy about the size, design, condition and facilities of the accommodation. Views on their neighbours generated the most ambivalence from respondents.

Table 22: Views on the accommodation (in %)

Issue	Very good	Good	Neutral	Poor	Very Poor
Size of house	60	33	7	-	-
Design of house	60	40	-	-	-
Neighbours	53	27	20	-	-
Location	53	40	7	-	-
Facilities	60	40	-	-	-
Condition/state of repair	60	33	7	-	-

- 9.16 All respondents had access to all basic facilities we enquired about (i.e. water, WC, electricity, space for children to play).

- 9.17 A significant number of respondents had lived in their accommodation for a relatively long time: 47% for 3 years or more; 47% had been there for between 1 and 3 years. The remainder, one respondent, had been there for between 3 and 6 months.
- 9.18 Generally speaking, when asked how long they were likely to remain in their house, 47% did not know, while 53% thought they would remain indefinitely.
- 9.19 We asked all Gypsies and Travellers about their experience of living in bricks and mortar accommodation. A total of 8 households (17% of the overall sample excluding current bricks and mortar dwellers) had previous experience of bricks and mortar housing.

Table 23: Previous experience of bricks and mortar housing by accommodation type

Current accommodation type	No. previously lived in a house	% sample lived in a house
Unauthorised encampments	-	-
Private sites	5	19
Unauthorised development (Westrum Lane)	3	60
Total	13	18

- 9.20 These previous houses were located in various areas including; Barnsley, Doncaster, London, Scunthorpe and Skipton.
- 9.21 All respondents elaborated on why they had previously lived in bricks and mortar housing: 8 respondents said it was because they moved there with family; 3 respondents commented that there was a lack of sites; and, 2 respondents said they were either born or raised in bricks and mortar housing.
- 9.22 Of particular interest were the reasons given for leaving this accommodation. There were a range of responses, some of which reflect the difficulties faced by Gypsies and Travellers in adjusting to a different way of living. For example, some simply commented that they did not like it, whilst some women talked about how they got married, which meant returning to caravan dwelling:

“Just would rather be in a caravan with my own kind of people”

“I was very lonely, I got married and left home”

- 9.23 Other reasons we received included:

“For a better life for the kids”

“It was just time to move on”

“Because my parents moved back into trailers”

9.24 Just five respondents from the sample would consider moving to a house in the future; this included one household from Westrum Lane and four households from private sites. The reasons given for considering bricks and mortar dwelling included: a lack of sites and a desire for a change. No respondent was currently on a waiting list for a house. Again, this is consistent with the 2006 CRESR study, which found that bricks and mortar was generally not the preferred accommodation situation for most households and moves into housing were more often than not precipitated by a lack of alternative options.

10. Housing-Related Support Services and General Services - Findings

- 10.1 The questionnaire to local authority officers also sought to ascertain and collate the recognition of Gypsies and Travellers in relation to housing-related support services, many of which come under the umbrella of the Supporting People programme.

Housing-related support

- 10.2 When asked about the housing-related support services available for Gypsies and Travellers North Lincolnshire made the following comment:

'[There is a] new service recently provided by Supporting People to provide housing-related support to minority ethnic communities including Gypsies and Travellers. The service has only been up and running one month and the referral process for Gypsies and Travellers is not yet established.'

- 10.3 North East Lincolnshire commented that their Supporting People team are currently assessing the need for such services.
- 10.4 When asked which services Gypsies and Travellers most frequently approach the Council about (with a list of general housing-related support categories provided) only North Lincolnshire was able to answer, simply citing 'health' as the major reason.

Views from Gypsies and Travellers on housing-related support services

- 10.5 It proved extremely difficult to find a suitable method to gain some idea as to the level of experience/need within the Gypsy and Traveller community for housing-related services. The very concept of an outside agency providing services such as support for settling into new accommodation or childcare was often seen as nonsensical because of the reliance upon strong family networks and the support that the extended family have historically provided within Gypsy and Traveller communities. However, we were keen to attempt to gain some idea about the levels of need for a number of services. We consulted with key stakeholders and reviewed key documents²⁸ from elsewhere to produce a list of the kind of services to gain views on.

²⁸ See Supporting People Eastern Regional Cross Authority Group - Gypsy and Traveller Conference, 27th April 2005 <http://www.spkweb.org.uk/NR/rdonlyres/6DA547AB-FCBB-4B4F-AE12-A5DD282B4C34/7895/FinalReportofGypsyandtravellerWorkshopApril2006.doc> and The Housing Support Needs of Gypsies and Travellers in West Yorkshire, North Yorkshire and York, December 2006, <http://www.calderdale.gov.uk/council/consultations/engage/downloaddoc.jsp?id=941>

- 10.6 We asked all Gypsy and Traveller respondents to comment on the likelihood of using a number of services on a scale which covered; 'would never use', 'might use', 'would definitely use' and 'don't know' (see Table 24).

Table 24: Likelihood of using housing-related support services (in %)

Support need (ranked in order of interest)	Would never use	Might use	Would definitely use	Don't know
Accessing a GP	5	46	47	2
Filling in forms	30	30	35	5
Accessing legal services	35	23	28	14
Support on planning	33	25	19	23
Accessing training (for adults)	47	14	25	14
Claiming benefits	47	19	19	14
Finding accommodation	47	14	23	16
Harassment	42	21	16	21
Finding a job	56	12	21	11
Settling into new accommodation	53	8	21	18
Pregnancy	61	14	11	14
Parenting	77	9	5	9
Budgeting	67	7	4	23
Meeting people	81	7	4	9

- 10.7 As can be seen, the majority of respondents were not interested in receiving support with many of the services highlighted above. This may be due to the perception that many of these services are not applicable to Gypsies and Travellers. As a consequence, these findings cannot be seen to provide an illustration as to the definitive need for such services from Gypsy and Traveller communities. However, a careful examination of the results does seem to indicate where the current main areas of concern are for respondents and where the initial focus of services should be. The services for which support would be most welcome, albeit still slight, were (in order of preference): accessing a GP, filling in forms, accessing legal services, support on planning, accessing training (for adults), claiming benefits and finding accommodation.
- 10.8 Table 25 breaks the interest in these services down by accommodation type and the services are ranked in order of collective interest. This shows that those respondents living on the unauthorised development in West Lindsey are those who, generally speaking and in comparison to respondents on private sites and bricks and mortar, are most likely to use a significant number of these services. It may be that their unique accommodation circumstance is acting as a kind of driver of need for such services. Generally speaking, Travelling Showpeople on the socially rented site seemed least interested in accessing such services.

Table 25: Likelihood of using housing-related support services by accommodation type (in %)

Support need (in order of interest)	Unauthorised encampments (% who said they might or would definitely use)	Unauthorised development (% who said they might or would definitely use)	Travelling Showpeople (% who said they might or would definitely use)	Private Sites (% who said they might or would definitely use)	Bricks and mortar (% who said they might or would definitely use)
Accessing a GP	83	100	80	92	100
Accessing legal services	67	100	40	42	47
Finding a job	50	80	0	31	27
Harassment	33	80	20	31	40
Filling in forms	67	80	60	65	60
Claiming benefits	50	80	60	31	27
Finding accommodation	67	80	40	27	27
Settling into new accommodation	67	80	40	19	20
Support on planning	17	100	40	23	60
Parenting	17	60	0	15	0
Pregnancy	17	60	0	31	13
Accessing training (for adults)	50	100	40	23	40
Meeting people	0	60	0	12	0
Budgeting	0	33	0	7	13

Access to local services and amenities

10.9 In order to gain some idea as to the interaction that the Gypsies and Travellers have with various local services, we asked people if they felt that they or their family had sufficient access to certain services and how important these services were to them (see Table 26). As can be seen, for the most part the services that are most important to people seem to be the ones to which Gypsies and Travellers currently had access to. The five most important services were: Local shops, GP/Health Centre, Post office, Banks and A&E. The least important services were: Youth clubs, services for older people, and social workers

Table 26: Access to services and importance of service – ranked by importance

Service	Have access (%)	Very important (%)	Quite important (%)	Not so important (%)	Not important at all (%)	Don't know (%)
Local shops	100	81	19	0	0	0
GP/health centre	90	81	16	2	0	2
Post office	100	72	28	0	0	0
Banks	100	72	28	0	0	0
A&E	91	62	30	0	7	2
Dentist	67	54	25	11	4	5
Sports & leisure services	91	40	35	9	11	4
Nursery schools and children's services	68	30	13	18	33	7
Public transport	76	23	18	18	35	7
Health visitor	54	19	16	16	39	11
Maternity care	51	12	7	14	60	7
Social worker	39	4	5	18	53	21
Services for older people	37	9	2	11	53	26
Youth clubs	35	4	4	11	58	25

10.10 When asked to comment further on what prevented them accessing such services the predominant theme was lack of fixed abode or accurate address, particularly on unauthorised encampments and unauthorised developments. One respondent from an unauthorised development commented that:

“Our address doesn't come up yet so we can't join such things as the library. Couldn't buy a washing machine from Argos the other day, they wouldn't deliver it and wouldn't let me collect it either”

10.11 Another respondent from an unauthorised encampment commented that:

“When travelling its hard to get access to stuff”

10.12 One of the main problems for respondents on unauthorised encampments was getting access to the doctors and dentists:

“I can't get registered at the doctors easily. They can't understand I only need them for a couple of months”

“We cannot get a dentist whatsoever. Some of my children have never seen a dentist”.

10.13 We asked an open question which invited respondents to comment on ways in which these and other services could be improved. A number of respondents talked about a need for people working in the various services to be more aware of issues affecting Gypsies and Travellers. This issue was highlighted in the previous CRESR study, which

reported that services which are insensitive to, or are not made relevant to Gypsies and Travellers will not be accessible or useful to them. We received comments about the need for services to be more sensitive and helpful regarding literacy skills:

“Doctors and dentists could be made aware that some people can’t read and write and be more helpful filling in forms instead of making you feel stupid. Just because I can’t read or write doesn’t mean I am stupid”

10.14 Another suggestion to improve services referred to mobile health cards:

“Some places have health cards that you carry around with you. I think it’s a good thing as we move around a lot”

10.15 We also asked respondents if they ever felt that they had experienced harassment or discrimination because they were a Gypsy or Traveller. A total of 26% of respondents thought that they had. We asked people to expand on the nature of the discrimination/harassment and received a variety of responses, including:

“In a nightclub they won’t serve us because we were Gypsies. So we came out.”

“My son and son-in-law got asked to leave a café the other day. They had paid for their food but the owner didn’t like the look of them”

“The locals think they shouldn’t have to live next to us”

“I just feel very ignored, intimidated maybe.”

“People are ignorant, we get stereotyped, we’ve had the stigma all our lives”

10.16 We also asked respondents about their experiences of the policing in the area. The majority of the respondents reported positive experiences of the policing:

“They treat my family like everyone else. When my children were small and they got into trouble with gorger children they were all treated the same.”

“They seem to be very nice. I do know one local policewoman and she does, from time to time, stop in for a quick coffee”

10.17 One respondent reported having negative experiences:

“My son is always being pulled over. They don’t do him for anything but it’s not right. It was 5 times in one day one time, haven’t they got anything better to do?”

10.18 Some respondents reported treatment by the police being different when they lived in bricks and mortar in comparison to when they were ‘roadside’ or on sites:

“OK now but when we were in the trailer on the side of the road they would keep checking the motor out and keep moving us on all the time”

“Not too bad because we are in a house but they pull up the boys on the site”

11. Employment, Education and Health – Findings

11.1 This section presents findings relating to Gypsies and Travellers in the three main service areas of employment, education and health.

Gypsies and Travellers and work, employment and training

11.2 For this section the survey started with a general question about the kind of work undertaken by respondents and their families. Answers were extremely varied with the most popular broad areas being: gardening/tree work; uPVC windows and guttering; painting and decorating; building work; and, selling goods (for example, cars and vans, flowers, carpets, horses). One respondent was involved in making their own cushions and bedspreads to sell and another indicated that a family member worked in a pub. It was clear that many of the trades were practical and manual and it was not uncommon to find families engaged in multiple trades.

11.3 With regards to where people worked, 18 respondents (32%) worked mostly in the Study Area; 13 respondents (23%) travel for work outside the Study Area; and, 12 respondents (21%) worked both within and outside the Study Area. One person indicated that they worked seasonally only.

11.4 We also asked how many people were self-employed and employed in the households; 37 households had 44 self-employed members. Only one household indicated that they had 1 person who was employed by someone else (this was the person who worked in the pub). Clearly self-employment is a major mode of employment for Gypsies and Travellers and this helps to facilitate - and in some cases necessitates - a travelling way of life. For example, for those involved in traditional trades, moving on may be essential when a particular area has been exhausted of custom (as is the case for some of the respondents below). Thus, the pursuit of employment opportunities serves as a key driver of geographical mobility for many households. A total of 29 respondents did not provide information about whether or not they have self-employed or employed household members; however, only 7 people indicated that they or their household currently did not work. The missing information could be attributed to a reluctance to answer questions regarding work. This is an issue that has been raised in other GTAAs, and people are sometimes sensitive about certain information, particularly with regards to employment and self employment.

11.5 Only 5 households who currently travelled felt that travelling and living as a Gypsy/Traveller had an impact on their work. We asked people to expand on the reasons why this was the case. Comments included:

“My travelling lifestyle is my work, buying and selling horses to and from Travellers.”

“Got to keep moving for work.”

- 11.6 We also asked if people’s work had an impact on their travelling way of life. Again, 5 people indicated that this was the case. One respondent highlighted that:

“Work might influence where we stay and live for the duration of the work”

- 11.7 Two respondents indicated that they do not move around anymore because they have jobs in the Study Area. As one highlighted:

“If we were still travelling he would have to do some other work, like trees or something. Because we don’t have to keep moving he can get work to last a couple of weeks”

- 11.8 The survey also asked whether or not households had any particular ‘site needs’ in relation to their work (i.e. the storage of equipment, etc.). Only 5 households said they did. This included needing parking space for vehicles; storage space for tools and stock; and, an appropriate place for horses.

- 11.9 In terms of training for work, only 7% of the sample (4 respondents) had been on some form of training, through college, for work. One respondent indicated that this had been some form of apprenticeship/on the job training. An additional 7 respondents (12%) wanted to take part in training at some point in the future. People commented further by saying:

“More reading and writing training”

“Would like to be a beautician”

“Would like to be able to use a computer; I can read and write quite well”

- 11.10 The majority of respondents (60%) did not want to take part in any future training, while 28% did not know; however, some of these indicated they would have to wait until their children were older. The relatively low numbers who have taken part in training courses is, to some extent, a reflection of traditional employment practices. Often Gypsy and Traveller children (particularly boys) will follow the path of their Father into traditional trades and the training and skills required to do so tend to be passed down from one generation to the next. Thus, though training does take place it is often not formalised and recognised qualifications are not generally the outcome.

Gypsies and Travellers and education

11.11 There were a total of 70 school age children (between 5yrs and 16yrs) within the Study Area. A total of 25 households said their children regularly attend school, with an additional 5 households reporting that their children receive home education. Seven respondents said their children did not attend school regularly; however, there was no information for 22 households.

11.12 In terms of differences in attendance levels, as would be expected, those on authorised private sites or in bricks and mortar accommodation had higher attendance levels. On the unauthorised encampments, none of the school age children were attending school or receiving home education.

11.13 We asked those respondents with school-age children regularly attending school to rate their children's schools. All 25 households rated their schools as good or very good. When asked to expand upon these views, comments included:

"There's good teachers and children have lots of friends there"

"They are really good if we need to go away to Fairs and things, and allow us to take our son out of school when we need to go. They understand this is our tradition"

"There's a good relationship with other parents and Travellers"

"They're really good when it comes to homework and children reading at home. They help my children more because they know I can't read or write, [but] don't make me feel stupid"

"Kids like it and the teachers are very understanding of our ways"

"Teachers and other parents have made us welcome from day one and they like to hear about our way of life"

11.14 We also asked people how easy or difficult they thought it was to access children's education/schools was in the local area. Over half of the sample (58%) felt that access was either easy or very easy, while 32% did not know. Only 3 respondents (5%) thought access was very difficult in the Study Area and these were all currently living on unauthorised encampments. Thus, as with the previous CRESR study, findings suggest that the lack of site provision is having an adverse affect on access to formal education for some Gypsy and Traveller children.

11.15 Twelve respondents (21%) with school age children had contact with the local Traveller Education Service (TES). A total of 10 respondents thought the service was either very good or good. One respondent thought the service was neither good nor poor, while only one respondent thought the service was very poor. We asked people to expand on what they thought was good about the service, comments received included:

"Always there for my children and myself"

"They give us reading books, we ring them and then two ladies will come and meet you, give you writing paper. The children do the National Curriculum and have a laptop"

"There's home packs for the children."

"They are very good with the children and support me"

11.16 As can be seen, some comments were not only about help around accessing education but also about the support that TES provided to parents as well as children.

11.17 In terms of the respondent who viewed the service as very poor, we received the following comments:

"[They] don't help us enough, just come out with colouring books. [It's] not good enough, [we] want to give the kids a good start in life"

11.18 Finally, we asked each respondent to comment on the level/standard of education that they themselves had obtained. Generally speaking there were very low levels of educational attainment, with only 1 respondent reporting having sat some form of examination or attendance on a course. A large number of people simply stated "none", "can't read or write" or "can read and write a bit". The comments that were made with regards to their own education included:

"Went to primary school, had such a bad time with bullying"

"Went to school, no qualifications. Didn't go to high school, we don't believe in it"

"Went to school, went until I was 11. Was 14 when I went travelling"

11.19 There were 6 people, however, who indicated having a very good level of education. Furthermore, the 5 Showpeople who were interviewed all indicated having a high school education.

Gypsies and Travellers and health

11.20 Identifying households where members have particular health needs for special or adapted accommodation is an important component of housing needs surveys. A growing number of studies show that Gypsies and Travellers experience higher levels of health problems than members of the non-travelling population.

11.21 We asked whether respondents had members of their households who experienced some specific conditions (mobility problems, visual impairment, hearing impairments, mental health problems, learning disabilities or communication problems). As can be seen from Table 27, with the exception of visual impairment, the vast majority of households do not have members with any of these specific conditions.

Table 27: Percentage of households with family members with specific health problems

Type of condition	No one in household	One person in household	Two people in household	Three people in household
Mobility problems	75	9	-	-
Visual impairment	65	18	5	-
Hearing impairment	81	2	-	-
Mental health problems	81	2	-	-
Learning disability	81	2	-	-
Communication problems	82	-	-	-

11.22 A further 22 households (39% of the sample) had someone in their family who experienced some other kind of health problem. Conditions reported included arthritis, asthma, heart problems, high blood pressure and diabetes. One person mentioned eczema and another reported someone in the household having a kidney transplant. In a significant number of cases, these households reported having more than one health problem within the household.

12. Accommodation Histories, Intentions and Travelling – Findings

12.1 This section looks specifically at some of the ways the Gypsies and Travellers we spoke to during the course of the study have lived in the past and how they would like to live in the future.

Accommodation histories

12.2 In order to gain some idea as to the movement between different types of accommodation, this section of the survey looked at a range of different issues including: the sort of accommodation they had immediately prior to their current accommodation; the general location of prior accommodation; reasons for leaving this accommodation; and, the reasons for living in their current accommodation.

12.3 The previous accommodation of those on the private sites and bricks and mortar housing, in order of significance, is shown in Table 28. As can be seen, the main form of accommodation that households on private sites and bricks and mortar housing had prior to their current site was a pitch on a private rented pitch, followed by a pitch on private transit site.

Table 28: Prior accommodation of households on private sites and bricks and mortar housing

Type of prior accommodation	Private sites (% of respondents)	Bricks and mortar (% of respondents)
Private rented pitch	42	40
Private transit site	19	20
Roadside	0	27
Own land	12	0
Bricks and mortar housing	4	7
Socially rented transit site	0	7
Other	5	0
Socially rented site	4	0
Caravan park	4	0
Farm land	4	0

12.4 Three of the households currently on unauthorised encampments in the area had previously been on a socially rented site, two households had been on an unauthorised encampment prior to their current encampment and one household had been on a private site.

12.5 We asked people to tell us what precipitated their move from their previous accommodation (respondents could name multiple reasons). The main reasons provided included: work reasons, health, for schooling, and to travel. There were also a variety of 'other' reasons given for leaving accommodation, which included: *wanting to settle*, *to*

be near family, *'bought some land'* and *'overcrowding'*. A number of respondents were also ex-residents of Mill Lane in North Lincolnshire who commented that they left the site because it was being *"run like a business"*, which referred to the presence of an increasing number of non-Gypsies and Travellers living on the site.

Travelling patterns and experiences

- 12.6 In order to shed some light on the travelling patterns and experiences of Gypsies and Travellers throughout the Study Area, respondents were asked about a range of issues associated with travelling.
- 12.7 One of the most important issues to gain information about was the frequency that households travelled. The vast majority of people reported that they never travelled or travelled seasonally, which generally means for short periods during the summer months. Table 29 breaks this down by accommodation type. There are no real differences between the accommodation types. Predictably, households on unauthorised encampments are the most mobile group with a significant number of those interviewed travelling every week, month or couple of months.

Table 29: Frequency of travelling by current accommodation type

Frequency of travelling	Current accommodation type	
	Private sites (%)	Bricks and mortar (%)
Every week	0	0
Every month	0	0
Every couple of months	4	0
Seasonally	46	53
Once per year	15	13
Never	35	33

- 12.8 We asked those who said they never travelled to tell us why this was the case. Again, we received diverse replies; however, these seemed to hint at the notion of 'being settled' as well as because of children:

"I'm settled here with the kids in school. It's somewhere for the kids to come back to"

"We're settled here, our children grew up here and we can get work here. We just like it."

"We haven't travelled for years now. We're settled on here, all my children are married and I have grandchildren who come and see us from time to time."

- 12.9 Other respondents talked about how travelling depended upon having a male influence and without that influence travelling had ceased:

“The children are in school, I’ve no need to travel, cause I’m no longer with my husband”

“I’m divorced now so I don’t travel”

“I haven’t moved for years since my husband passed away”

- 12.10 For those who did travel, albeit seasonally, we asked them where they liked to go. This was an open question designed to allow respondents to mention three of the places they visit most frequently. One of the most common responses was ‘*anywhere*’ or ‘*all over*’: It was impossible to identify particularly popular destinations from this. A number of respondents mentioned Appleby Fair with a similar number mentioning other Fairs such as Cambridgeshire and Stow. There were diverse replies which included: Doncaster, Newark, Romford, Nottingham, Grantham, Cambridge, London, Manchester, and Lowestoft. However, in terms of the areas people noted, this could be broadly encapsulated by an East coast travelling pattern, along a broadly similar route to the A1.
- 12.11 For those people who still travelled there was a wide variation in how many caravans/trailers they travelled with, from 1 to 6. The average number of caravans people travelled with was 1.8 caravans. It was noted, however, that people can sometimes travel in larger groups both in terms of number of people and the number of trailers.
- 12.12 In total, approximately a quarter of the sample had travelled to some extent over the past 12 months. Households had travelled for a number of reasons including (in order of popularity): to attend a Fair, for work, and to visit relatives.
- 12.13 With regard to what type of accommodation people had used while travelling during the last 12 months, by far the most common was staying with family on private or socially rented sites (residential and transit) with smaller numbers using the ‘roadside’ (unauthorised encampments), transit sites and mainstream caravan parks.
- 12.14 Out of the people who had travelled in the last 12 month period, 5 respondents (10%) had been forced to leave where they were staying; largely as a result of evictions, but also as a result of harassment and the closure of a site. One respondent also commented that the reason why they had been forced to leave a particular site was “*because they did not have our kind of people on the site*”, although it was unclear whether they were referring to being a Gypsy/Traveller in general or from a particular Gypsy/Traveller group/family.

12.15 In order to further understand people’s future travelling patterns, we asked everyone how often they thought they might travel over the next 12 month period (summer 2007 – summer 2008). Half (50%) thought that they would travel about the same as the previous year; 15% thought less; while 4% thought they would travel more (a potential net reduction of around 11%).

12.16 We also asked everyone where they might travel over this period. Around a fifth of people anticipated travelling around areas local to where they were based now (19%) or North and North East Lincolnshire (25%) with the majority intending to travel to other parts of Lincolnshire (21%) or the rest of the UK (48%). Some respondents (15%) were also intending travelling abroad.

12.17 In terms of preference for accommodation when travelling people were asked about the sort of sites/land they would like to use in future (Table 30).

Table 30: Popularity of preferred accommodation

Type preferred accommodation	% of respondents
With family on private sites	64
Public/private transit sites	42
Caravan park	37
With family on socially rented sites	25
Roadside	10
Farmer’s fields	6
Other	4
Hotels	2

12.18 As Table 30 shows, when travelling, people would rather stay with family on private sites or on public or private transit sites. This is followed by more mainstream caravan parks – interestingly the desire to stay on mainstream caravan sites is larger than those who currently do so. Roadside accommodation is one of the least favoured options for the respondents.

13. Household Formation and Accommodation Preferences and Aspirations

Household formation

13.1 A total of 6 households (11% of the sample) reported concealed households and people who were living with them who would require independent accommodation in the next 5 years. This is a total of 6 separate households (2 households from the unauthorised development in West Lindsey) and equivalent to 8% of current authorised residential provision. These were exclusively older children whom lived with them. All of these new households were expected to want to settle in the area where they currently lived and all were thought to want trailer based accommodation.

Accommodation preferences and aspirations

13.2 The final section of the survey with Gypsies and Travellers looked at some of the ways in which they would like to see accommodation options change and what some of their preferences were around accommodation.

Long stay residential sites

13.3 A total of 13 respondents said that they would like to move to either a long-stay residential site or a different residential site. All but one of the households on the unauthorised encampments were interested in this. Five households on the existing private sites were interested (all these households were currently renting their pitches as opposed to owner-occupiers). Two households who were currently in bricks and mortar accommodation would move to a site if they had the opportunity. A total of 20 households did not know what they would do if other sites became available.

13.4 We asked all respondents who expressed an interest in long-stay sites how long they would expect to stay on such a site. The vast majority thought they would stay on a site for 5 years and over, with remainder unable to anticipate a duration.

13.5 It was crucial to ascertain some notion as to where people wanted to live. Respondents were presented with a number of options for areas where they could live. Table 31 shows these options – these are ranked in order of preference with 1 being the most preferred area.

Table 31: Preferred area for a long-stay site – in ranked order

Ranking	Area
1	Brigg area
2	Grimsby area
3=	Cleethorpes area
3=	Within West Lindsey
3=	Scunthorpe area
3=	Within South Yorkshire
3=	Within East Lindsey
3=	Elsewhere in the UK
4=	Around Barton upon Humber area
4=	Immingham area
5	Near Hull or within the East Riding

13.6 As Table 31 shows respondents' preferences indicated the Brigg area foremost, followed reasonably closely by the Grimsby area. The other areas were all very similar. Just one respondent would prefer to live in Hull or within the East Riding

Transit/short-stay sites

13.7 Around 10 respondents said that they would be interested in stopping on short-stay/transit provision (18% of the sample). This was particularly the case with people on authorised sites and in bricks and mortar housing. However, a number of people took this opportunity to reassert to the interviewer that they were more interested in getting residential/permanent accommodation rather than temporary or transit accommodation.

13.8 We asked all respondents who expressed an interest in short-stay sites how long they would expect to stay on such a site. There was no 'agreed' common answer to this but people did appear to opt for a time period of between 4-8 weeks.

13.9 We enquired about the type of short-stay provision people would prefer to use out of a list of possible alternatives (see Table 32).

Table 32: Preferred form of transit provision

Type of provision	% preference
Designated stopping places	38
Transit pitch on a residential private site	24
Private transit site	14
Council transit site	12
Other	7
Transit pitch on a council site	5

13.10 As Table 32 shows, rather than the creation of a separate transit site respondents were far more attracted to the idea of designated stopping places and short-stay accommodation on established private sites.

Incorporated long-stay and short-stay sites

13.11 We also asked people what their thoughts were about sites that incorporated both long-stay pitches and short-stay pitches. Most respondents said they did not know (58%), 32% thought it was a good idea with around 10% viewing it as a bad idea. We asked people to comment on their answer. Comments in favour of such a site included:

"It'd be a good way of meeting new people"

"Because you see different kinds of people from different parts of the country"

"It gives people a place to stay, a winter base for people and family can visit"

"It's a bit like this one and it works well. People pull on and off and the rest can stay"

"It's a good thing, like this site. We stay all the time but we have friends that move on and off. That way we all keep in touch"

"That's the Grantham site should be like then we could all have a week with my Grandad. All sites should be like that"

13.12 More tentative comments included:

"Depends who's on it really"

"If it's well looked after it would be good"

"People don't like it and no-one uses them. The Lincoln site is never full as you can't pull on it as it's too rowdy. We only go on sites with good people"

13.13 Views against such a site included:

"There'd be too much trouble with new people"

"You don't know who would be coming on your permanent home. Could be just general or Irish Travellers and we're Romany"

13.14 Overall, it was clear that the dominant view was that such sites could work well if they were managed appropriately. There were some comments received which talked about the need to make adequate provision on the sites (i.e. refuse disposal) and restrictions on the length of stay. However, a number of people commented that it would be good to have the ability to visit and stay with family who lived on

residential sites. Therefore, where short-stay pitches are made available, on residential sites, some control over transit users may be necessary in order to ensure and maintain feelings of safety and cohesion for the more permanent residents.

Accommodation preferences

13.15 We asked all respondents to comment on their preferences for different forms of accommodation:

- A private site owned and lived on by them or their family
- A site owned by another Gypsy or Traveller
- A site owned by the local council
- A family owned house
- A local authority or housing association owned house
- Travelling around and staying on authorised transit sites
- A 'group housing' type site (mixture of transit/residential/chalet/trailer accommodation)

13.16 The answers were ranked on a scale from 1 to 10; 1 being the worst option for them and 10 being the best option. The mean (average) answers for each scenario are presented in preference order in Table 33 below. This shows that by far the most preferred form of accommodation is a private site owned either by themselves or their family. This is followed by a form of 'group housing' and then by a site which is owned by another Gypsy or Traveller. However, this was followed closely by a family owned house and a site owned by the local authority. Living in socially rented housing was regarded as the least favoured option. From looking at this table, it is suggested that the simple provision of Gypsy and Travellers sites is not enough (particularly if they are in the private rented sector) as ownership and organisation of the site seem particularly important to respondents.

Table 33: Views on type of accommodation preferred

Type of site	Mean answer
A private site owned by them or their family	9.3
'Group housing' ²⁹	7.5
A site owned by another Gypsy or Traveller	6.9
A family owned house	6.2
A site owned by the local council	6.0
A site owned by a private landlord (not a Gypsy/Traveller)	5.9
Travelling around on authorised transit sites	5.9
A local authority or housing association owned house	4.8

²⁹ On the questionnaire this was phrased as 'A site incorporating long stay/permanent plots/housing with short stay/transit facilities'

13.17 This final section looks at some of the qualitative information we obtained about the kind of places people prefer and aspire to living in. We asked all respondents to talk openly about both the best place they had ever lived and the worse place. In terms of the worst place people lived, we received a variety of responses. Some people spoke about particular issues they had with 'locals' or members of the Gypsy and Traveller community:

"A council site somewhere the people on there don't like anyone new pulling on. They became very nasty towards us, so we moved"

"It was in High Wycombe, couldn't find work and the locals weren't very friendly. A lot of the shops wouldn't let my children in although they had nothing wrong."

"I can't remember the actual name of the place but it was London way. It was a Fair for Travellers. We were only there for one day because Irish travellers came and started a lot of trouble. They had guns and machetes. A lot of people got hurt and had to go to A&E. Everyone had to be escorted off the place with their caravans. Was very frightening, I'd never go there again."

"In Lincoln, on the side of the road. The gorgers kept throwing stones at the trailers so we had to move. Then we went on the site there and it was rubbish, very run down"

13.18 Other respondents talked about specific sites they had been to:

"Lazy Acres, private site in Grantham. I didn't know anyone and it was hard to find work"

"Mill Lane, there was no showers, 2 toilets, 3 taps for everyone. Weren't allowed to wash the caravan on there because of the water rates. Caravans so close you can't open the windows."

"We moved to London once and I didn't like it at all. The council site was very dirty, close to the main road. No good for people with kids"

"We pulled onto a private site at Crewe once and I didn't like it. Had no friends or family on there and people kept themselves to themselves. Glad when we moved off."

13.19 One respondent commented generally on the size of sites:

"Big council sites, there's always too many on them and you can't control them"

13.20 In terms of the best places people had lived, respondents were quite specific. Encouragingly for the authorities, a very common answer was simply 'here'. Some respondents elaborated on this:

"This has always been lovely, Granny's on here, its very pleasant, I like all the neighbours"

"Here I suppose because I'm with my family"

"Here is what I like. We have all we want and all my family around me"

"Here, as soon as it gets planning permission so we can develop it properly. We'll then have security and a future, as well as a home for the children. At the minute if they married they would have to leave the area and find somewhere to live"

"Here, we built our bungalow here and all the plots. It's my families place, all my children have their own piece of land with their things on it"

13.21 Other respondents recalled particular places:

"A Council site at Ipswich. I really liked it there but we had to move because a bad family pulled on."

"A private site near Blackpool. Its a very nice site. The people there are friends, we stay on there a lot"

"In Manchester on a Council site. It was very nice. We were on there for a long time until some bad people pulled on and we moved off. That's the only thing with council sites, you don't know who they let on, it's just money to them and wanting to get them off the road"

"Brigg. Quiet community, know everyone in Brigg and that's how I like it. My son is disabled, nearly blind. I can let him go off by himself in Brigg as it's safe"

"Carlisle on a private site as a lot of my family are on it. The site is very clean and well run."

"Chester with my mam, dad and brothers. The site is very nice".

"Newark on Trent, which was similar to here. The Council gave permission for day rooms. They are absolutely fantastic. It's like a mini village, Travellers in their own community."

13.22 It was clear a number of these places were associated with their family in some way. Some talked about places where they found it easy to access work:

“Coalville, liked the people and we got plenty of work there”

“I do like staying in Spalding because we have good friends there and we can usually get temporary field work there”

13.23 Two people reminisced about previous years:

“Years ago we used to stop at Kent. We used to go hop picking. Travellers from all over would stay the same place.”

“Years ago we used to stop on a private site in Worksop. The site was close to the town and we had friends on there.”

13.24 Finally, one person commented that:

“Anywhere we can stay is good for me, just so we don't have to move every other day”

14. Travelling Showpeople

- 14.1 Travelling Showpeople occupy an unusual position in planning terms and a separate planning Circular, detailing the particular planning needs of Travelling Showpeople, has recently been produced; Circular 04/07. As well as detailing the requirements for pitch/plot identification and allocation for Travelling Showpeople, Circular 04/07 also requires that the accommodation needs of Travelling Showpeople are included within GTAAs.
- 14.2 Though the accommodation needs of Travelling Showpeople are fundamentally similar to other Gypsy and Traveller groups there are some key distinctions which necessitate different requirements. Firstly, the majority of Travelling Showpeople are affiliated to the Showmen's Guild and as such are a more organised and self-regulated group. For instance, Guild regulations prohibit 'pulling on' unauthorised encampments and members doing so can be penalised. The Guild negotiate and make arrangements with local authorities for temporary sites for the duration of Fairs and tend to have a settled base during the winter months. Other studies suggest that these patterns are changing with more households settled at a permanent base and opting to commute to Fairs with minimal travelling.
- 14.3 The nature of work for Travelling Showpeople also means that they require larger yards to store Fair equipment and stalls. As such, Showpeople households do not tend to resort to residential council sites but often state a preference for a pitch on a privately owned yard, in most cases owned, or at least run, by other Showpeople.

Information from local authorities

- 14.4 According to the information we have received from both the local authorities and Showmen's Guild, only North Lincolnshire has yards for Travelling Showpeople within their administration. This provision has reportedly increased since 2001.
- 14.5 Neither authority has a policy towards yards for Travelling Showpeople in their development plan.
- 14.6 There had been no planning applications received for Showpeople yards since 2001 and there had been no instances of the unauthorised development of yards by Showpeople since 2001.
- 14.7 There are currently 4 yards for Travelling Showpeople within North Lincolnshire: one socially rented and three private. Together these yards accommodate an estimated 17 Travelling Showpeople households (see Table 34).

Table 34: Yards for Travelling Showpeople in North Lincolnshire

Location	Tenure	Details
Ashby, Scunthorpe	Socially rented	Accommodates an estimated 11 households
Eastoft, Scunthorpe	Private	Accommodates an estimated 3 households
Crowle, Scunthorpe	Private	House with a yard. Accommodates an estimated 2 households. One household live in the house and another in a trailer in the yard
Barton-upon-Humber	Private	House with a yard. Estimated to accommodate a single household.

14.8 As can be seen, two yards were originally houses where the owners have applied for planning permission due to the size of land available at the property. From consultations with members of the Showmen’s Guild, it was thought that this method of securing accommodation was being used by a number of Travelling Showpeople families as an innovative method of overcoming the difficulties of locating specific yards/land for Travelling Showpeople in the area/in general.

Views from Travelling Showpeople

14.9 In total, 5 interviews were achieved on the socially rented site (yard) in Scunthorpe. As a result of the relatively low number of interviews, the views of residents are discussed as real cases rather than as indicative percentages.³⁰

14.10 All households provided details about how many living units and vehicles they possessed. Four households had one living unit and one household had two living units. All households had one static chalet-style living unit rather than smaller trailers/tourers. The number of vehicles owned by each household varied from 1 to 5 vehicles. The average number of vehicles per household was 2.8. Only two of the five households interviewed were still operating as Travelling Showpeople. Three households were retired, representing the occupational status of the majority of residents living on the site. All households reported having a sufficient amount of room for their living quarters. In addition all households reported having enough space for vehicles; however, a number of residents expressed concerns about how the vehicles are parked on the site:

“There’s just enough space. Sometimes stuff is parked all over the place resulting in heated conversation”.

³⁰ The whereabouts of the 3 private yards did not emerge until the fieldwork was completed. As a result, households on these yards were not actively consulted with; these yards were also not factored into our quota for interviews.

“The younger ones on here park everywhere, which shouldn’t be allowed”.

- 14.11 All respondents viewed the location of the site as good or very good. The facilities and management of site were viewed negatively. One respondent wasn’t connected to the main drainage system. The majority of respondents felt that the site wasn’t being managed:

“Nobody from the council comes down, they don’t know about us here. The road sweeper and grass cutter stop when they get to the entrance of the site”

- 14.12 Many of the residents of the yard are now retired and older. Some residents are still active Showpeople, although due to the changing nature of their work many are now moving into the catering trade to work at other events. However, the respondents still want to live in the traditional way in trailers; only one respondent would consider living in a house in the near future.

- 14.13 All of the respondents had concerns over safety expressing a need for some security for the site. In addition the future of the site was a major concern to all individuals interviewed.

“There’s lots of elderly on here...what will happen when they all die? They [the council] will get rid of the site, it’s a problem for them”

“They have been building houses nearby so it makes us worried. We want to stay here till the end of our lives. We don’t want to be uprooted after 25 years”.

- 14.14 Because so little is known about the way Travelling Showpeople live and want to live, rather than confine respondents to tick-box answers, we wanted to provide respondents with as much chance to talk to us about their needs as was possible. It was clear that Travelling Showpeople were keen for the local authorities to offer them greater acknowledgement and help with the yard.

- 14.15 Broadly speaking there were two main messages arising from the consultations with Travelling Showpeople on the yard. Firstly, the respondents who were still working wanted the opportunity to buy their own land and not be confined to living on the socially rented site. Secondly the retired residents wanted the yard to be brought up to standard and managed effectively.

15. An Assessment of need for Residential Pitches

- 15.1 Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Indeed, population characteristics emerging from research around Gypsy and Traveller accommodation agree that the formation of new households is inevitable.³¹ Although the supply of authorised accommodation has declined since 1994, the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Rather, the way in which Gypsies and Travellers live has changed, including an increase in the use of unauthorised sites; innovative house dwelling arrangements (i.e. living in trailers in the grounds of houses); overcrowding on sites; and, overcrowding within accommodation units (trailers, houses, chalets, etc.).
- 15.2 From an analysis of the data presented throughout this report there is every indication that North Lincolnshire and North East Lincolnshire will share, to some extent, in this national growth, as a result of its long-standing Gypsy and Traveller community; key transport links; and, attractive localities. In turn, this survey has indicated that in many Gypsy and Traveller families, older children will want to form new households, preferably near their families within the Study Area.
- 15.3 Given the presence of unauthorised encampments, nearby unauthorised sites, and future household formation, the current supply of appropriate accommodation appears to be significantly less than the 'need' identified. It is the conclusion of the project team that there is a need for more site accommodation for Gypsies and Travellers within the North and North East Lincolnshire area. The following sections look in depth at this issue, considering residential and transit pitch need for Gypsies and Travellers, specific pitch needs for Travelling Showpeople and needs relating to bricks and mortar accommodation.

Calculating accommodation supply and need

- 15.4 The methods of assessing and calculating the accommodation needs of Gypsies and Travellers are still developing. In 2003 a crude estimation of additional pitch provision was made at a national level based predominantly on information contained within the Caravan Count.³² The Guidance on Gypsy and Traveller Accommodation Assessments also contains an illustration of how need for Gypsy and Traveller accommodation might best be calculated.³³ In addition, guidance for Regional Planning Bodies has been produced, which outlines a systematic checklist for helping to ensure that GTAAs are accurate in their estimation of accommodation need based upon a

³¹ Niner, P. (2003) Local Authority Gypsy/Traveller Sites in England, London: ODPM.

³² Niner, P. (2003) Local Authority Gypsy/Traveller Sites in England, London: ODPM.

³³ CLG (2007) Gypsy and Traveller Accommodation Assessments, Guidance.

range of factors.³⁴ It is from combining these guides that our estimation of supply and need is drawn. In particular, residential accommodation need is considered by carefully exploring the following factors:

Current residential supply

- Socially rented pitches
- Private authorised pitches

Residential need 2007-2012

- Temporary planning permissions, which will end over the assessment period.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised developments.
- Allowance for net movement over the assessment period between sites and housing.
- Allowance for potential closure of existing sites.
- Potential need for residential pitches in the area from families on unauthorised encampments.

Pitch supply 2007-2012

- Vacant pitches over the assessment period.
- Unused pitches, which are to be brought back into use over the assessment period.
- Known planned site developments.

15.5 Each one of these factors is taken in turn, and illustrated at a Study Area level initially. This is then applied to each district and broken-down by local authority.

15.6 Within the guidance for producing GTAAs there is also the consideration of 'new households likely to arrive from elsewhere'. It remains unclear from the findings if movement between the Study Area and elsewhere will affect the numbers of Gypsies and Travellers requiring residential accommodation across the Study Area. As this accommodation assessment (in line with other accommodation assessments) only included Gypsies and Travellers within the boundaries of the Study Area, it is impossible to present a reliable estimation on the need for accommodation for Gypsies and Travellers currently living elsewhere. It is felt that those Gypsies and Travellers who arrive from elsewhere will probably be balanced by those Gypsies and Travellers who move on from the area and leave vacancies. For simplicity, both elements (new households and private site vacancies) are omitted.

³⁴http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings_id1508209.pdf

- 15.7 The issue of demand from outside the Study Area is of particular relevance given the location of the unauthorised development on Westrum Lane, which sits on the border between North Lincolnshire and West Lindsey. Although the site is technically in West Lindsey, it would perhaps seem appropriate for the local authorities to work in partnership in addressing this demand, particularly as some/most of the households have located there from the authorised site in Brigg. Our findings suggest that the vast majority of households are happy where they are and content living in the Brigg area. For residents on this site it is immaterial whether the site is located in West Lindsey what is most important is that the site is in Brigg. Our findings suggest that it is likely that households on this development would take up a pitch on an authorised site across the border in North Lincolnshire, as long as it is in the Brigg area, if one was available. As such, these households have been included in the pitch requirement calculations.
- 15.8 It should be noted that this is a relatively novel situation and one which we have not encountered in previous GTAA's. Though planning authorities and the planning system is predicated on bounded jurisdictions, Gypsies and Travellers do not tend to think in terms of local authority boundaries. Therefore, there is a need to be both pragmatic and innovative in terms of the response to this particular unauthorised development. Moreover, there are obvious benefits to this in terms of cost-saving for the two local authorities involved.
- 15.9 The assessment period referred to above relates to the 2007-2012 period with an alternative approach taken to making estimates beyond this point for 2012-2016. As a result of the impact that the creation of more authorised pitches may have on the Gypsy and Traveller community (in terms of households' characteristics, travelling patterns, settlement patterns) it is unwise to consider each of the above factors beyond the initial assessment period. Instead we use a simple estimate of family/household growth to illustrate likely natural increase in the Gypsy and Traveller population. This is applied to both a Study Area and local authority level.

A cautionary note on local authority pitch allocation

- 15.10 Because of the historical inequalities in pitch provision, Gypsies and Travellers have constrained choices as to where and how they would choose to live if they had real choice. So while choices for the non-Travelling community are generally much wider, as there is social housing available in every authority in the country, there are no local authority sites in 138 of the 353 local authorities in England, and only in 71 authorities is there more than one site. Some authorities have no authorised private sites. Over time, this has inevitably meant that Gypsies and Travellers have generally moved to areas they see as offering the best life chances; for example, an authority which provides a site; an authority which is perceived as having more private authorised sites than others; or, an authority that is attractive in some

other way (slower enforcement, transport links, friends and family resident, etc.). Therefore, there is a tendency, when the need for additional accommodation is assessed, for the assessment to further compound these inequalities in site provision. For example, authorities which already provide Gypsy and Traveller accommodation (publicly or privately) are assessed as having greater need for additional pitch provision than authorities with little or no pitch provision. This is compounded further the longer-term the assessment is made (i.e. to 2016).

- 15.11 As requested in the research brief, we have identified Gypsy and Traveller accommodation needs at a sub-regional and a local level. This has been done on a **'need where it is seen to arise'** basis. However, the results of this apportionment should not necessarily be assumed to imply that those needs should be actually met in that specific locality. This distribution reflects the current uneven distribution of pitch provision and the Gypsy and Traveller population across the Study Area. Decisions about where need should be met should be strategic, taken in partnership with local authorities, and the Regional Assembly – involving consultation with Gypsies and Travellers and other interested parties – which will take into account wider social and economic planning considerations such as equity, choice and sustainability.

Additional residential pitch requirements

- 15.12 Table 35 below summarises the model for residential pitch requirements for North Lincolnshire and North East Lincolnshire between 2007-2012. Each requirement is expanded upon below.

Table 35: Summary of estimated need for residential pitches at a Study Area level
2007-2012

Element of supply and need		Study Area Total	North Lincolnshire	North East Lincolnshire
	Current residential supply			
1	Socially rented pitches	0	0	0
2	Private authorised pitches	37	27	10
3	Total authorised pitches	37	27	10
	Residential pitch need 2007-2012			
4	End of temporary planning permissions	0	0	0
5	New household formation	4	3	1
6	Unauthorised developments	10	10	0
7	Movement between sites and housing	1	1	0
8	Closure of sites	0	0	0
9	Unauthorised encampments	29	20	9
10	Additional residential need	44	34	10
	Additional supply 2007-2012			
11	Pitches currently closed but re-entering use	0	0	0
12	Pitches with permission but not developed	0	0	0
13	New sites planned	0	0	0
14	Vacancies on socially rented sites	0	0	0
15	Supply 2007-2012	0	0	0
16	Requirement for extra residential pitches (2007-2012)	44	34	10
17.	Suggested requirement for extra transit pitches (2007-2012)	10	10	
18.	Requirement for plots for Travelling Showpeople (2007-2012)	0	2	0

Element of supply and need 1 - 16

1. The number of pitches on socially rented sites provided by local authority information.
2. The number of pitches on private authorised sites provided by local authority information
3. Sum of 1 + 2
4. There are no temporary planning permissions of sites due to end during the assessment period within the Study Area. However, within the neighbouring authority of West Lindsey the Kettleby Lane site consists mainly of ex-residents of North Lincolnshire who live on this private site. This site currently has an unstable planning situation³⁵ and if this site is refused permanently the residents on the site may require accommodation

³⁵ The site had temporary permission for a number of years but this was recently quashed due to the intervention of a judicial review. At the time of writing the site is, strictly speaking, an unauthorised development.

within North Lincolnshire. This would mean an additional need for 16 households/pitches within North Lincolnshire. Due to this need not arising within the Study Area this element has been excluded from this assessment; however, it may be appropriate to develop contingency plans for additional need above what is identified here.³⁶

5. The number of new pitches required from new household formation. This requires estimates of:
 - a. The number of new households likely to form;
 - b. The proportion likely to require a pitch; and,
 - c. The proportion likely to remain within the Study Area.

Household formation findings from sites and houses are presented separately. This element includes households who are currently concealed/over-crowded and households expected to require independent accommodation over the next 5 years (i.e. young people who are currently in their mid-late teens).

New households forming on sites

Finding: The analysis of the survey showed that the number of individuals requiring their own accommodation in the next 5 years from authorised sites was the equivalent of 8% of respondents.

Assumptions: because of the size of the population in the Study Area treating all individuals as requiring separate accommodation is probably accurate considering that any future formation of households will be done with members of the community outside the Study Area. This number also appears realistic as the area has a significant number of young families as opposed to older or mixed families. As a result no adjustment to this figure has been made.

Calculation: 8% grossed to total current population on sites = 8% of 37 = 3 households/pitches.

³⁶ This is further complicated as the Lincolnshire wide GTAA (Outside, August 2007, *Lincolnshire Gypsy and Traveller Accommodation Assessment*) implicitly accepts the Kettleby Lane site as a regular site within the district of West Lindsey. There is no mention within this GTAA of Kettleby Lane being a site with temporary permission and the requirements which emerge from the GTAA include a future household growth rate arising from the site.

New households forming in housing

Finding: The analysis of the survey showed that there were no households expected to form in bricks and mortar over the period.

Assumptions:

- it is thought that the sample of bricks and mortar households was quite low and may not reflect the actual population living in housing in the two local authority areas. As such we suggest that a nominal 5% growth in households may account to some extent for any possible understatement of need.
- We assume there are a minimum of 15 households within North Lincolnshire and 5 households in North East Lincolnshire.
- We assume all require pitch accommodation – based on an analysis of responses from the survey.

Calculation: 5% of estimated minimum housed population (20 households) = 1 household.

Total pitch need from household formation on authorised sites and bricks and mortar housing = **4 pitches**

6. We have included the households currently accommodated on the unauthorised development in West Lindsey who all/most appear to be ex-residents of North Lincolnshire. This amounts to a need for accommodation for **10 households/pitches**.
7. This is the net figure of estimation of the flow from sites to houses and vice versa.

Finding: No respondents on authorised sites expressed an interest in moving to a house in the Study Area (i.e. were registered on a waiting list for housing).

Assumptions:

- It was unclear from local authority information how many allocations there were for housing for Gypsies and Travellers in the past.
- There was some indication that some individuals from private sites (equivalent to 15% of residents) would look to housing as a potential form of future accommodation. However, as the reason for most of these respondents to looking towards housed accommodation was 'a lack of sites' this is thought to be at an over-statement of the actual demand for bricks and mortar from site based households.
- Suggest a nominal 5% of site based residents would move into housing.

Calculation: 5% grossed to population = 5% of 37 = 2 families/households

Finding: 10% of families/households in bricks and mortar families expressed an interest in a site place in the Study Area

Assumption:

- 13% of families equates to two household involved in the survey
- 13% may be quite low and expressed in a climate of under-provision in the Study Area
- The Study Team was unable to consult with all 'housed' Gypsies and Travellers
-
- Assume from what seems likely that 15% of the estimated housed population would move to a site if pitches were created

Calculation: 15% of estimated bricks and mortar population = 3 families/households

The net movement from housing to sites and sites to housing is **1 family** requiring site based accommodation over the assessment period.

8. Zero – there are no plans to close existing sites which the Study Team are aware of.
9. This factor takes into account households involved in unauthorised encampments that require a residential pitch in the Study Area. The calculation of need for residential accommodation requires estimates of the number of households involved in unauthorised encampments, and of how many of these need a residential pitch in the Study Area.

Families involved in unauthorised encampments

Findings: The recent Caravan Counts shows low numbers of unauthorised encampments for the Study Area as a whole. Survey information from the local authorities indicates that in 2006 there were estimated 38 separate encampments. This is broadly reflective of previous years although it is noted that not all encampments were created by separate families each time.

Assumptions:

- Information from officers indicated that the vast majority of encampments were thought to be groups moving between areas within the Study Area. For North Lincolnshire we therefore assume there to be 11 separate encampments and 5 in North East Lincolnshire.
- The average encampment size during 2006 was around 4 caravans. The survey showed an average of 1.7 caravans per household. There was an average of 2.4 families on each encampment.

Calculation: Number of separate encampments during 2006 multiplied by number of households on each encampment = 16 times 2.4 = 38 households.

Need for residential pitches from unauthorised encampments

Finding: According to the survey 83% of households on unauthorised encampments were interested in moving to a residential pitch in the Study Area.

Assumptions:

- 83% is based on the findings of just 6 interviews with unauthorised encamped households and may over state need
- Based upon what seems reasonable from other GTAAs, the local nature of the families who stay on unauthorised encampments and the experience of officers and stakeholders – we assume that 75% of encampments require authorised residential accommodation.
- This is treated as a single year element rather than a 'flow' of new families each year. Other households on unauthorised encampments should be incorporated into other GTAAs.

Calculation: 75% of households involved in unauthorised encampment = 75% of 38 = 29 households/pitches

10. Sum of elements 4, 5, 6, 7, 8 and 9.

11. Zero – there are no pitches which are currently closed due to enter re-use.

12. Zero – there are no pitches for which planning permissions have been granted but which are not yet developed

13. Zero – there were no plans reported to develop new socially rented sites.

14. Vacancies on socially rented sites are estimated on the basis of an average of 1 pitch being re-let in each year on each site - 2 times 5 = 10 pitches

15. Sum of elements 11, 12, 13 & 14

16. Row 10 minus Row 15 = total residential pitches required for the Study Area.³⁷

Permanent residential accommodation need over the next period 2012-2016

The current shortage of sites and pitches for Gypsies and Travellers means that it is difficult to predict trends in living arrangements once GTAAs across the country have been implemented in the form of nationally increased site/pitch provision. There is no means of knowing how Gypsies and Travellers will decide to live in the next decade. There may be an increase in

³⁷ This excludes any potential need which may arise from Kettleby Lane within West Lindsey.

smaller households, moves into bricks and mortar housing may be more common or household formation may happen at a later age. However, in order to take a strategic view, it is important to be able to plan for the longer-term. Therefore, in order to balance the complexity of issues with a need to plan for the longer term we have used an assumed rate of household growth of 3% a year compound as applied to the projected number of pitches which should be available by 2012.³⁸ This figure is also quoted in the recent CLG report.³⁹ All households on sites are assumed to require pitches. It is assumed there will be no unauthorised developments over the next period and that any households on unauthorised encampments will not require permanent residential accommodation in the Study Area.

The total requirement for the Study Area over the period **2012-2016** is approximately an additional **11 residential pitches**.⁴⁰

Total additional residential pitch need 2007-2016 = 54 pitches

³⁸ Household growth rates of 2% and 3% a year were suggested as appropriate in Niner, P. (2003) *Local Authority Gypsy/Traveller Sites in England*, London: ODPM. In the Republic of Ireland a report noted that the 4% family growth rate assumed by the Task Force on the Travelling Community had proved very accurate between 1997 and 2004 (*Review of the Operation of the Housing (Traveller Accommodation) Act 1998*, Report by the National Traveller Accommodation Consultative Committee to the Minister for Housing and Urban Renewal, 2004).

³⁹ http://www.communities.gov.uk/pub/209/PreparingRegionalSpatialStrategyreviewsonGypsiesandTravellersbyregionalplannings_id1508209.pdf

⁴⁰ In order to make sense at a local level this is rounded up to the nearest whole pitch.

16. An Assessment of Need for Transit Pitches

- 16.1 Although nomadism and travelling is currently restricted to a certain extent, this remains an important feature of Gypsy and Traveller identity and way of life, even if only to visit Fairs or visit family. Some Gypsies and Travellers are still highly mobile without a permanent base, and others travel for significant parts of the year from a winter base. More Gypsies and Travellers might travel if it were possible to find places to stop without the threat of constant eviction. Currently the worst living conditions are commonly experienced by Gypsies and Travellers living on unauthorised encampments, who do not have easy access to water or toilet facilities, as well as difficulties in accessing education and health services.
- 16.2 National policy is clear that there should be provision in order for Gypsies and Travellers who chose to travel to do so without resorting to stopping illegally or inappropriately. During the course of this assessment we have found clear evidence as to the need for authorities to make provision for Gypsies and Travellers in transit. This is shown by:
- The records of local authorities and the information in Caravan Counts, both of which show, historically, a number of encampments within the Study Area;
 - The views and experiences of officers and stakeholders who encounter families on unauthorised encampments; and,
 - The level of interest in the provision of transit sites/stopping places in the area by households on authorised sites (i.e. for family members to visit).

Assessing the need for transit pitches

- 16.3 The assessment of need for transit provision uses the need for regularisation as evidenced by unauthorised encampments; as a result, the methodology for calculating the need for transit provision is similar to that for calculating the need for residential provision from unauthorised encampments.

Families involved in unauthorised encampments

Findings: The recent Caravan Count's shows low numbers of unauthorised encampments for the Study Area as a whole. Survey information from the local authorities indicates that in 2006 there were estimated 38 separate encampments. This is broadly reflective of previous years although it is noted that not all encampments were created by separate families each time.

Assumptions:

- Information from officers indicated that the vast majority of encampments were thought to be groups moving between areas within the Study Area. For North Lincolnshire we therefore assume there to be 11 separate encampments and 5 in North East Lincolnshire.
- The average encampment size during 2006 was around 4 caravans. The survey showed an average of 1.7 caravans per household. There was an average of 2.4 families on each encampment.

Calculation: Number of separate encampments during 2006 multiplied by number of households on each encampment = 16 times 2.4 = 38 households.

Need for transit provision

Finding: From an analysis of the responses by households on unauthorised encampments just 2 of the households we spoke to would like to stay on some form of transit provision.

Assumptions:

- Two households was the equivalent of 33% of the survey
- 33% need seems high based upon how many people requested permanent accommodation
- Adjust figures to 25% of encampment based upon what seems realistic and from the findings of other GTAA's

Calculation: 33% of households involved in unauthorised encampment = 33% of 38 = 10 households/pitches.

16.4 This indicates that the authorities can expect to see an estimated 10 households require short-stay accommodation during one calendar year.

16.5 By taking into account that the main travelling months are, generally speaking, between April-October it seems reasonable to assume that the vast majority of this travelling will be done within this 6 month period. If a transit pitch has an upper time limit of stay of 4 weeks this means that 10 pitches would, during the summer, have the capacity to

cater for around 60 households. This should allow for an appropriate number of vacancies to allow for turnover, cleaning and maintenance.

Total additional need for transit pitches = 10 pitches

- 16.6 It is clear that travelling and resulting unauthorised encampments are complex phenomena. In order to assist Gypsies and Travellers in maintaining their cultural practices, the development of sites need to accommodate the diversity of travelling. It is important to note that the provision of an inappropriate form of transit accommodation may fail to reduce unauthorised encampment.
- 16.7 Because of this complexity, and because many households would prefer 'softer' transit provision in the form of designated stopping places, transit need has not been specified on a district level. Two things are clear from the findings from the study. Firstly, the Study Area, particularly North Lincolnshire is a major draw for people who require short stay accommodation, from both people visiting resident family members and households looking for employment potential. Secondly, where populations of Gypsies and Travellers live or where good transport routes exist, unauthorised encampments will tend to occur. This has implications for both local authorities in the Study Area and transit provision may need to be implemented in both areas. This might be in the form of 'hard' provision (i.e. transit sites, transit pitches on existing sites) or 'softer' provision (i.e. designated stopping places).
- 16.8 Although Brigg, Grimsby and Cleethorpes are clearly major draws for households on unauthorised encampments, at a partnership level, a single transit site makes little sense. The partner authorities are in an ideal position in order to plan, devise and implement a network of short-stay accommodation between the local authorities. Furthermore, the provision of transit accommodation is an area of opportunity where local authorities and sub-regional partnerships can work with adjoining regions and authorities to pool information and to ensure that proposals make sense in the wider context.
- 16.9 It is therefore important that flexibility is built into the provision of transit accommodation. There are two fundamental aspects here:
1. Larger pitches on residential sites provide the potential to meet the needs of short-term visitors.
 2. A variety in transit provision is needed to cater for the variety of needs. This might include formal transit sites; less-equipped stopping places used on a regular basis; or, temporary sites with temporary facilities available during an event or for part of the year.

17. Travelling Showpeople Accommodation Need

- 17.1 The survey of Travelling Showpeople revealed that there was no need identified for additional Travelling Showpeople within the sub-region. This, however, was based upon consultation with the single known yard for Travelling Showpeople at the time of the survey. After the conclusion of the survey, an additional three yards were located, involving an additional 6 households. On a pragmatic level it seems reasonable to suggest that there will be some need arising from household formation over the assessment period.
- 17.2 In the absence of data on household formation rates from the survey we have used an assumed rate of household growth of 2% a year compound as applied to the number of 'known' households who currently reside in the Study Area.⁴¹ It is therefore suggested that:
- Between 2007-2012 there will be a need for an **additional 2 households**.
 - Between 2012-2016 there will be a need to an **additional 2 households**.
 - Total need for additional plots for Travelling Showpeople 2007-2016 will be **4 additional plots**.
- 17.3 It should be noted that this identification of Travelling Showpeople pitch need is, similar to the identification of pitch need for other Gypsy and Traveller groups, based on a 'need where it is seen to arise' approach. Therefore, this need is based on where people live at the moment (i.e. North Lincolnshire).
- 17.4 From our wider consultation with members of the Showmen's Guild, and from the information on accommodation need produced by the Guild⁴², it would appear many Travelling Showpeople work in different areas but currently live in other sub-regions due to a reported lack of appropriate accommodation options in other areas.
- 17.5 Consultations with Travelling Showpeople indicated a strong desire for some households to live in and around the areas which offer them the greatest opportunities to work.⁴³ As a result there is a need to address the needs of Travelling Showpeople in each sub-region by an informed understanding of the circuit of Fairs and working patterns.⁴⁴

⁴¹ Although household growth rates of 3% a year are typically used for Gypsies and Travellers 2% has been used here to account for the smaller families of Travelling Showpeople in comparison to Gypsies and Travellers.

⁴² The Accommodation Situation of Showmen in the Northwest, The Showmen's Guild, Lancashire Section, April 2007.

⁴³ Such areas will be heavily influenced by the location of Fairs within the Study Area.

⁴⁴ The Showmen's Guild will provide effective partners in order to assist the Regional Assembly and local authorities with this.

17.6 In light of this, in meeting the needs of Travelling Showpeople, just as with other Gypsy and Traveller groups, sub-regions can not be viewed in isolation from one another.

18. Recommendations

- 18.1 This final chapter provides some recommendations, based on the findings of the study, for the Partner Authorities, as well as stakeholders, for how a number of areas might progress.
- 18.2 The over-arching recommendation from the study is that the authorities involved aim to work in a proactive fashion to meet the accommodation needs which have been identified as a result of this Gypsy and Traveller Accommodation Assessment.
- 18.3 Each authority has a significant amount of work to do in order to create greater synergy between the current situation of the Gypsy and Traveller population and situation enjoyed by the vast majority of the non-Traveller communities. The following aims to provide the authorities concerned with conclusions and recommendations, emerging during the course of this assessment, as to how the need identified can be best met. There are six broad headings: overall strategy, systems and policy framework; accommodating transient Gypsies and Travellers; communication and engagement; developing accommodation; health and housing-related support issues; and, Travelling Showpeople accommodation.
- 18.4 Although there is a general theme of joined-up working in these recommendations, it must be remembered that each of the authorities will need to develop their own responses to this need in order to provide locally intelligent accommodation options for resident Gypsy and Traveller households. A number of the recommendations, and variations thereof, have been made within other GTAAs that the authors have been involved in. We have brought our experience of practice (both good and bad) to this assessment in order to make these recommendations. We believe it is important that local authorities begin to take a common approach to embedding Gypsy and Traveller issues into their plans and good practice sharing - this should happen both within and across areas. It is acknowledged that some of these recommendations are quite generic; therefore, those authorities who are not already implementing these recommendations should begin, and those authorities already engaged in such work should continue to do so.

Strategy, systems and policy framework

- 18.5 Both North and North East Lincolnshire have important, strategic and facilitating roles to play in order to support each other in developing pitch provision for Gypsies and Travellers. It is important that partnerships between the authorities are maintained after the assessment of need and this is linked into work of neighbouring authorities, in particular West Lindsey and Doncaster.

Recommendation 1: Both authorities should ensure an internal working group exists within each authority, which cuts across service areas, in order to better co-ordinate the response and approach on Gypsy and Traveller issues and avoid potential duplication of work.

Recommendation 2: A co-ordination group on Gypsy and Traveller issues comprised of local authorities and partners should be established to assist the authorities in developing a meaningful and co-ordinated approach to Gypsy and Traveller accommodation and related issues. The Steering Group for this GTAA would provide an excellent foundation for this to happen.

- 18.6 There is an urgent need to ensure that each authority improves information collection around the make-up of the local Gypsy and Traveller communities. The information collected by Doncaster MBC for North Lincolnshire is comprehensive for unauthorised encampments; however, this is not the same for North East Lincolnshire.

Recommendation 3: North East Lincolnshire should ensure that there is a standardised and centralised method of recording occurrences of unauthorised encampments and the needs of households on these encampments. Both authorities should ensure they are party to effective joint protocols (including agencies such as the Police) in order to respond effectively, fairly and in a co-ordinated manner towards unauthorised encampments.

Recommendation 4: In order to adhere to the Race Relations (Amendment) Act 2000, and to ensure the high quality of on-going monitoring, authorities should ensure that Gypsies and Travellers are recognised as separate categories (i.e. Romany Gypsy and Irish Traveller) in all their ethnic monitoring forms, most urgently in relation to housing and planning applications. There should also be a separate category of Travelling Showperson.

- 18.7 With an increase in the provision of pitches and sites for Gypsies and Travellers, there will be a need to ensure that access to these sites embrace transparency and equality. It should be noted that Gypsies and Travellers are one of the most diverse groupings in UK society. This diversity can at times lead to potential conflict.

Recommendation 5: If the authorities decide to create socially rented accommodation it is pertinent to ensure that residential and transit site waiting lists are:

- Accessible to all resident Gypsies and Travellers
- Available to be accessed in advance and outside the area via telephone or ICT systems
- Clear and transparent in terms of allocation policies
- Formalised
- Centralised
- Standardised

Recommendation 6: Both authorities should ensure that principles of equality, in relation to Gypsies and Travellers, are embedded in the wide range of services provided by both them and key partners. In particular this includes:

- Housing policies
- Homelessness policies
- Harassment
- Communication and engagement
- Statement of Community Involvement
- Site management
- Housing-related support
- Choice-Based Lettings
- Allocation policies
- Planning policies
- Absence policies
- Equality Impact Assessments

Recommendation 7: Both authorities should ensure that their policies are sensitive to the different cultural and support needs of Gypsies and Travellers who may present as homeless and those who may require local authority accommodation.

Recommendation 8: Both authorities should ensure they take a common approach to the Welfare Needs Assessment. This should be grounded in good practice and be pro-active in meeting the needs of Gypsies and Travellers.

Recommendation 9: Housing officers and other relevant personnel should liaise to ensure that advice on allocation policies and procedures is always up-to-date and that the relevant liaison staff can assist people through the system.

- 18.8 One of the issues that seemingly make socially rented provision less desirable than other forms of tenure revolves around the lack of ownership and security that individuals have.

Recommendation 10: If socially rented sites are developed within the Study Area, the respective authority should explore ways to ensure householders have increased security of tenure. The replacement of licenses with formal tenancies may be one way in which this is achieved.

- 18.9 Although there are currently no socially rented sites in the area the experience of socially rented provision in North Lincolnshire has demonstrated that inappropriate management can foster and encourage a perception of partisanship and divisiveness, doing little to build social cohesion on sites and lessen social exclusion for members of the Gypsy and Traveller communities.

Recommendation 11: If socially rented sites are created within the Study Area the authorities should:

- Implement the principles contained within the emerging guidance for site management published by the CLG.
- Evaluate the management of sites at regular intervals

Accommodating transient Gypsies and Travellers

- 18.10 It is clear that travelling and any resulting unauthorised encampment are complex phenomena. In order to assist Gypsies and Travellers in maintaining their cultural practices, the development of sites need to accommodate the diversity of travelling. Provision of an inappropriate form of transit accommodation may fail to reduce unauthorised encampments (i.e. a mixture of residential and transit provision may not work in all cases because of possible community tension between 'settled' and 'highly mobile' Gypsies and Travellers, or varying reasons for travelling).

- 18.11 Although an estimation of need for short-stay accommodation has been produced, such travelling is difficult to quantify in terms of pitch provision. It is recommended that the authorities develop a range of appropriate strategies to meet this often unpredictable need and are able to respond flexibly until it is clearer what kind of provision is required in the longer term.

- 18.12 It is therefore important that flexibility is built into the provision of transit accommodation. There are three fundamental recommendations here:

Recommendation 12: There needs to be variety in transit provision in order to cater for the variety of needs. This might range from formal transit pitches, through less-equipped stopping places used on a regular basis to temporary sites with temporary facilities available during an event or for part of the year;

Recommendation 13: There is a need to work across districts, with private landowners and key Gypsy and Traveller groups in order to provide feasible and appropriate options for mass gatherings, should they occur.

Recommendation 14: The level of accommodation provision across the authorities (but also linked with neighbouring authorities) should remain under constant monitoring/review.

Communication and engagement

18.13 Communication with local Gypsy and Traveller households will be imperative during the coming years of change and upheaval caused by an increase in accommodation provision (both locally and nationally). Such communication will require co-ordination and sensitivity. The process of developing pitches for Gypsies and Travellers provides an opportunity to begin a clear and transparent dialogue with members of the 'settled community', including local residents and parish and district councillors, local authorities and Gypsies and Travellers

Recommendation 15: The authorities should engage in efforts to raise cultural awareness issues and dispel some of the persistent myths around Gypsies and Travellers.

Recommendation 16: Authorities should develop their communication and engagement strategies already in place for consultation with non-Travelling communities and tailor these, in an appropriate manner, to Gypsy and Traveller community members.

18.14 As not all pitches identified here need to be met through socially rented provision, and a general aspiration of the community is to be owner-occupiers, there is a need to develop a constructive dialogue between Gypsies and Travellers seeking to develop private sites and local planning authorities. Initial and appropriate discussions with the planning authority could avoid the economic fallout which occurs when land is developed and planning permission is later refused.

Recommendation 17: Planning departments should offer appropriate advice and support to Gypsies and Travellers on the workings of the planning system and the criteria to be considered in applications.

18.15 Our experience of collecting data about the Gypsy and Traveller community across each authority has highlighted that North Lincolnshire Council appeared more involved in Gypsy and Traveller issues than North East Lincolnshire District Council. However, it was clear that for both authorities the responsibility for Gypsy and Traveller issues went to an officer(s) who had shown an interest in the past.

Recommendation 18: Both authorities should identify a clear lead officer who manages each authority's response to Gypsies and Traveller issues.

Developing accommodation

18.16 Clearly the process of developing accommodation to meet the need identified here will require significant funding, much of which will be directed at the Gypsy and Traveller Site Grant held by Communities and Local Government. A number of stakeholders noted that until the need for residential accommodation was satisfied it will be challenging to develop transit accommodation/sites/places without them turning into residential sites by default.

Recommendation 19: Those officers and agencies leading the planning, design and development of Gypsy and Traveller accommodation should involve the target Gypsy and Traveller population in all stages. In turn site (both residential and transit) and design should be approached in a creative and innovative manner. Preferences and aspirations of Gypsies and Travellers should be taken into consideration. Important things to consider include:

- Location to local services and transport networks
- Pitch size
- Amenities
- Sheds
- Management
- Mixture of accommodation (chalet, trailer, etc.)
- Utility of outside space (driveways, gardens, etc.)
- Homes for life principles
- Health and related support issues
- Tenure Mix
- Space for short-term visitors

Recommendation 20: Until the number of unauthorised sites have ceased/decreased significantly there should be no further reduction in pitches available for the sole use of Gypsies and Travellers on the Mill View, Mill Lane site in North Lincolnshire.

Recommendation 21: Authorities should ensure that existing statutory guidelines and emerging good practice are used in relation to residential and transit site design, management and health and safety issues.

18.17 Although we did not monitor income levels during the study, households clearly had varying income levels. Discounted for sale, shared ownership and trailer rental are just three of the methods which may help increase the economic mobility and engender a greater sense of belonging for Gypsy and Traveller households.

Recommendation 22: The principles and methods used by authorities and RSLs of promoting affordable accommodation to members of the non-Traveller communities should be adapted to the accommodation used by members of Gypsy and Traveller communities.

Health and housing-related support Issues

18.18 The indications are that although the sample for this study generally experienced few incidences of ill health and disability, when this was not the case the suggestions are that health needs are a significant factor in influencing accommodation need. This affects decisions to continue to reside on 'sites', which, without support were seen as difficult to do so, or houses where adaptations were easier to accommodate. There were a number of issues which emerged during the assessment that would improve the life of a number of Gypsies and Travellers and provide different sections of the communities with independence.

Recommendation 23: It will be an important component, in order to produce sustainable solutions for Gypsy and Traveller accommodation provision, for all relevant statutory departments to engage with Gypsy and Traveller needs. Supporting People teams should be embedded in the strategic planning and delivery of services. Any specific training needs should be met where needed.

18.19 There is clearly a need for a range of housing-related support services to be provided for Gypsies and Travellers to access within the Study Area. It appears that few, if any, Gypsies and Travellers are currently accessing the support which Supporting People teams currently provide. It may therefore be necessary to provide specific support packages for Gypsies and Travellers, particularly in the short term, which can account for their difference in service needs with a view to mainstreaming this support in the longer term.

Recommendation 24: Authorities should work with Supporting People to create additional floating Gypsy and Traveller housing support workers within their existing provision to BME groups more generally. Such officers could offer support and assistance to enable those people wishing to remain in bricks and mortar accommodation or live on sites, to do so.

Recommendation 25: Supporting People teams should network with Supporting People teams locally, regionally and nationally in order to share and disseminate good practice on meeting the housing-related support needs of Gypsy and Traveller community members.

Recommendation 26: The profile of Home Improvement Agencies (HIAs) should be raised in relation to Gypsies and Travellers who wish to remain in their own homes. It is important that such agencies are able to engage with people living on private sites as well as those living in bricks and mortar accommodation.

Recommendation 27: Housing-related support should continue to be flexible in order to offer support when it is needed (i.e. settlement on a site/in a house), with scope to withdraw it on a phased basis or continue as required.

Recommendation 28: Supporting People teams should develop appropriate strategies to respond to the key areas of support required, identified in this study.

18.20 A major source of recurring tension within the non-Traveller community is around the abandonment of household and occupational waste on areas which have been encamped upon. Gypsies and Travellers, however, often only have vans and light haulage vehicles as their means of transport. Such transport often prohibits the use of local recycling centres without a charge being paid. Although some Gypsies and Travellers do discard such waste on land which they have used/encamped upon, it has also been known for non Gypsies and Travellers to use such sites as fly-tipping areas in order to deflect blame from themselves to transient Gypsies and Travellers.

Recommendation 29: Options should be devised by each authority for Gypsies and Travellers on unauthorised sites who have no means to dispose of their household waste to do so.

Recommendation 30: The authorities need to develop ways in which to deal with households who leave occupational waste in areas where encampments have happened rather than discard this at the appropriate recycling centre.

Travelling Showpeople accommodation

18.21 Authorities should consider the above recommendations as applying to all Gypsy and Traveller groups, inclusive of Travelling Showpeople. However, because of the unique position afforded to Travelling Showpeople in the planning guidance, coupled with a changing labour market and living arrangements for Travelling Showpeople households, accommodating Travelling Showpeople poses particular challenges.

18.22 In terms of the single socially rented yard in the Study Area:

Recommendation 31 North Lincolnshire should review the management arrangements of the Travelling Showpeople site and work to improve the site and the well-being of its residents.

18.23 In order to plan for the future and a changing demographic of the Travelling Showpeople population, it is important that local authorities are prepared and can support neighbouring sub-regions.

Recommendation 32 Authorities should consult with the local branch of the Showmen's Guild to discuss plans to increase and develop the accommodation provision for Travelling Showpeople.

Recommendation 33 Authorities should be aware of and implement the guidance issued by the CLG around planning and Travelling Showpeople sites.

Recommendation 34 Both authorities should identify and allocate land suitable for development by Travelling Showpeople.

