

**North Yorkshire**

**Gypsy, Traveller and Showmen**

**Accommodation Assessments**

- Gypsy and Traveller Accommodation Assessment North Yorkshire  
Sub-region – 2007/8 Executive Summary
- Gypsy and Traveller Accommodation Assessment North Yorkshire  
Sub-region – 2007/8
- North Yorkshire Accommodation Requirements of Showmen DRAFT  
Final Report November 2009

# **Gypsy and Traveller Accommodation Assessment North Yorkshire Sub-region – 2007/8**

## **EXECUTIVE SUMMARY**

### **Introduction**

1. This research has been commissioned by local authorities in the North Yorkshire Sub-region to inform the development of a Gypsy and Traveller Accommodation Strategy at a sub-regional level which in turn will inform Local Housing and Homelessness Strategies, Supporting People Strategies and Local Development Frameworks. The research has been carried out by arc4 in partnership with the Northern Network of Travelling People.

### **Methodology**

2. The research methodology has comprised:
  - A comprehensive survey of Gypsies, Travellers and Showpeople across the sub-region;
  - Desktop analysis of existing documents and data;
  - A Key Stakeholder Forum with key professionals who have direct contact with local Gypsy and Traveller communities;
  - Consultation with Gypsies and Travellers, the Northern Network of Travelling People and the Showmen's Guild through focus groups and correspondence

### **Documentary Review**

3. Some of the key themes to emerge from the review of relevant literature include:
  - Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice, discrimination and legislative change have increasingly marginalised this distinctive ethnic group;
  - A recognised shortage of pitches on Gypsy and Traveller sites;
  - The importance of understanding Gypsy and Traveller issues in the context of housing and planning policy development at national, regional, sub-regional and local levels;
  - Recognition that Gypsies and Travellers are the most socially excluded group in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation;
  - Recognition of the considerable prejudice and discrimination faced by Gypsy and Traveller communities - "The last acceptable form of racism" as Trevor Phillips put it as Chair of the Commission for Racial Equality.

- A need for better communication and improved understanding between and within Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

## Estimated Population

4. In total it has been estimated that there are 888 Gypsy and Traveller households in the sub region. This mainly comprises English Gypsy (Romany) households but there is a small Irish Traveller Community and a smaller population of Showpeople. This figure has been disaggregated by local authority on the basis of Traveller Education records. Estimates derived in this way suggest concentrations in the York, Hambleton and Selby local authority areas.

## Existing Accommodation

5. There are 11 local authority owned and 4 private authorised Gypsy and Traveller sites in the sub-region providing a total of 196 pitches. The three local authority sites in York are managed by the authority while elsewhere the management had been contracted out.
6. Most of the remaining Gypsy and Traveller households live in conventional housing although there are some unauthorised developments and periodically there are unauthorised encampments in the sub-region. This often occurs on the way to and back from fairs but there was a high level of homelessness reported by those encamped unofficially.

## Site Amenities and Conditions

7. Local authority and authorised private sites show some significant differences in the facilities provided on pitches or elsewhere on the site. While the pitches on local authority owned sites normally included dedicated facilities the tendency on private sites was for shared amenities. Site satisfaction appears to have been better for local authority sites, especially in York.
8. Draft Guidance from CLG suggests among other things that there must be amenity building on each pitch and that this must include, as a minimum: hot and cold water supply; electricity supply; a separate toilet; a bath/shower room; a kitchen and dining area.
9. The most often cited improvement issue on authorised sites was the need for more space on pitches. Beyond this issue LA site residents highlighted the need for improvements to their amenity blocks (sheds).
10. North Yorkshire County Council are undertaking a survey of their sites which were put out to independent management about six years ago. The seven sites require upgrading from their original design and do not meet the present design brief from CLG.

11. Compared with private tenants, LA site respondents were more than four times as likely to report their home as overcrowded. However, overcrowding was not seen as a problem by a very high overall percentage of respondents.
12. Overall there is a low level of shared facilities. However, the incidence of shared use for toilets and bathrooms is relatively high on private sites where there are fewer amenity blocks (sheds) attached to the individual pitches.
13. The condition on one of the County's sites along with the high charges for electricity, it has been suggested, has led to most residents moving off the site.

### Cost of accommodation

14. The cost of accommodation on sites varies widely. The cheapest accommodation is on private sites and the most expensive on local authority sites. Most households are paying in excess of £55 per week excluding the cost of utilities.

### Unauthorised Developments

15. A number of unauthorised developments were reported across the sub-region. In some cases planning applications were in process and in others action was being taken to prevent occupation of the sites.

### Conventional Housing

16. Nearly one third of those interviewed in houses expressed a preference for living in trailers or wagons. There is a strong probability that many Gypsies and Travellers are living in houses because they have either limited or no alternatives available to them.

### Pitch Requirements

#### Current shortfall

17. Using the CLG-approved model for calculating pitch requirements, the research has demonstrated that across the North Yorkshire Sub-region, there is a current shortfall of 113 pitches. Table ES1 shows how this figure is broken down by individual district

**Table ES1** Current shortfall across the North Yorkshire Sub-region

	Existing Pitch Supply	Current Need	Vacant	Current Shortfall
Craven	10	17	0	7
Hambleton	34	61	13	14
Harrogate	40	54	0	14
Richmond	20	23	0	3
Ryedale	13	22	0	9
Scarborough	0	3	0	3
Selby	24	50	0	26
York	54	90	0	36
Total	195	321	13	113

18. In addition to this, there is some suggestion from the survey of Showpeople that a small of new provision is required in the Selby and York local authority areas.

### Projected need

19. The likely growth in households on sites is unlikely to outstrip the turnover of sites if the current trend of households moving off sites continues. However, it should be carefully noted that much of this movement may be attributed to the existing condition on sites – especially those not directly managed by local authorities – and no account has been taken of the strong preference of Gypsy and Traveller households in conventional housing to move onto sites.

### New Provision

20. Well over half (56.8) of respondents wanting to live in a trailer or chalet on a site for their permanent/winter base indicated that they would prefer to own this land. For those who wished to rent a pitch, the preferred option was to rent from the Council rather than privately.

### Travelling practices

21. Around half of Gypsy and Traveller respondents and 91% of Showpeople reported travelling for some time every year.
22. A distinction should be made between unofficial encampments that are established as part of the cultural practice of travelling and unofficial encampments which are a consequence of being homeless through not having a permanent base.
23. Of those interviewed on unofficial encampments 90% indicated that they were homeless as they did not have a permanent or winter base and 19% of Gypsy and Traveller participants indicated that they (or a member of their household) had been homeless in the past five years.

24. Respondents were asked to rank where they thought it was most important to locate transit sites in the different authorities. The main priorities for transit sites were the Harrogate, Scarborough, Selby and York local authority areas.
25. The closing of traditional stopping places, the behaviour of enforcement officers and the behaviour of other Travellers were identified as problems by survey respondents.

### **Wider service and supporting people needs**

26. Gypsies, Travellers and Showpeople reported few support or wider service needs although there were significant references to their lack of access to doctors and dentists.
27. Few points were made by respondents about education but the views expressed at the Key Stakeholder forum suggest that transport is a key issue for Gypsy and Traveller children living on sites.
28. Of some concern is the high level of Gypsies and Travellers reporting mental health issues. Over one third reported experiencing stress or getting down.

**Gypsy and Traveller  
Accommodation Assessment  
North Yorkshire Sub-region – 2007/8**

arc<sup>4</sup>  
Studio 2C  
Beehive Mills  
Jersey Street  
Ancoats  
Manchester  
M4 6JG  
T: 0161 228 1689  
F: 0161 228 6514  
Email: [contact@arc4.co.uk](mailto:contact@arc4.co.uk)  
Website: [www.arc4.co.uk](http://www.arc4.co.uk)

**TABLE OF CONTENTS**

**EXECUTIVE SUMMARY ..... 6**

Introduction ..... 6

Methodology ..... 6

Documentary Review ..... 6

Estimated Population..... 7

Existing Accommodation ..... 7

    Site Amenities and conditions ..... 7

    Cost of accommodation ..... 8

    Unauthorised Developments ..... 8

    Conventional Housing ..... 8

Pitch Requirements ..... 8

New Provision..... 9

Travelling practices..... 9

Wider service and supporting people needs ..... 9

**1.0 INTRODUCTION ..... 11**

Introductory comments and research objectives ..... 11

Geography ..... 12

Report structure ..... 12

**2.0 ASSESSMENT METHODOLOGY ..... 14**

**3.0 LEGISLATIVE AND POLICY CONTEXT ..... 16**

Legislative background ..... 16

Policy background ..... 16



<b>4.0</b>	<b>THE CURRENT PICTURE: POPULATION AND PITCH AVAILABILITY.....</b>	<b>19</b>
	Population Estimates.....	19
	Caravan Counts and Authorised Pitches .....	21
<b>5.0</b>	<b>CURRENT ACCOMMODATION POSITION .....</b>	<b>25</b>
	Authorised Sites - Current Provision .....	25
	Tenure .....	25
	Facilities provided on pitches (authorised sites) .....	25
	<b>Amenities provided elsewhere on site (authorised sites).....</b>	<b>26</b>
	CLG Design Guidance.....	27
	<b>Repairs and improvements (authorised sites).....</b>	<b>27</b>
	<b>Space Requirements.....</b>	<b>28</b>
	<b>State of repair .....</b>	<b>28</b>
	<b>Satisfaction with warden/landlord.....</b>	<b>29</b>
	Overcrowding .....	30
	<b>Facilities shared with other households .....</b>	<b>30</b>
	<b>Cost of accommodation .....</b>	<b>30</b>
	<b>Cost of services.....</b>	<b>31</b>
	<b>Feelings about neighbourhood, safety and security.....</b>	<b>32</b>
	Gypsies and Travellers in Houses.....	32
	<b>Preference for living in a trailer .....</b>	<b>34</b>
<b>6.0</b>	<b>PITCH REQUIREMENTS.....</b>	<b>35</b>
	Calculation of Gypsy and Traveller Sites - Pitch Requirements.....	35
	A. Demographic.....	39
	Number of Households .....	39
	Authorised pitches.....	39
	Estimate in houses .....	39
	B. Drivers of Pitch Need/Demand.....	40
	Concealed households from survey.....	40
	Site requirements from concealed based on preferences .....	40
	Unauthorised Encampments and Developments.....	40
	Household formation 2008 - 2015 (based on CLG model) .....	41

<b>C. Pitch Supply .....</b>	<b>Error! Bookmark not defined.</b>
D. Current Shortfall (Pitches).....	41
E. Projected Need 2008 - 2015 (pitches) - allowing for household formation.....	<b>Error! Bookmark not defined.</b>
<a href="#">Additional</a> need.....	<b>Error! Bookmark not defined.</b>
Geographical distribution of existing households .....	41
Type of new provision.....	43
Showpeople Requirements .....	44
<b>7.0 TRAVELLING PRACTICES AND EXPERIENCES.....</b>	<b>45</b>
<b>Travelling behaviour .....</b>	<b>45</b>
Why people travel.....	45
Travelling Routes .....	46
<b>Homelessness and unauthorised encampments .....</b>	<b>46</b>
<b>Transit sites and designated stopping places .....</b>	<b>46</b>
<b>Need for transit sites – preference by local authority area .....</b>	<b>47</b>
Stop-over Yards for Showpeople .....	48
<b>Problems experienced while travelling.....</b>	<b>49</b>
Planning and the unauthorised development of sites .....	50
Unauthorised Developments .....	50
Planning .....	50
<b>8.0 WIDER SERVICE AND SUPPORT NEEDS.....</b>	<b>53</b>
Health and supporting people issues .....	53
<b>Services used in the last year .....</b>	<b>53</b>
<b>Long-term illness or disability .....</b>	<b>55</b>
<b>Support needs .....</b>	<b>55</b>
<b>Supporting People strategies .....</b>	<b>56</b>
<b>Education .....</b>	<b>57</b>
Community Involvement.....	58
<b>9.0 CONCLUSIONS.....</b>	<b>59</b>
Assessment Findings .....	59

Current Conditions .....	59
Pitch Requirements .....	59
Travelling Practices and Requirements .....	61
Wider service needs.....	61
Health .....	61
Strategic Response .....	61
<b>APPENDIX A LEGISLATIVE BACKGROUND .....</b>	<b>63</b>
<b>APPENDIX B POLICY AND GUIDANCE.....</b>	<b>66</b>
The Provision and Condition of Local Authority Gypsy / Traveller Sites in England, Niner, ODPM, 2002	66
Glossary Of Terms .....	80

**Acknowledgements:** Our thanks to the Northern Network of Travelling People and representatives of the Gypsy and Traveller Communities who have organised and carried out the fieldwork to underpin this study. Our thanks also to the ongoing assistance and support from the project steering group

**Publishing Date:** 12 May 2008

# **Gypsy and Traveller Accommodation Assessment North Yorkshire Sub-region – 2007/8**

## **EXECUTIVE SUMMARY**

### **Introduction**

1. This research has been commissioned by local authorities in the North Yorkshire Sub-region to inform the development of a Gypsy and Traveller Accommodation Strategy at a sub-regional level which in turn will inform Local Housing and Homelessness Strategies, Supporting People Strategies and Local Development Frameworks. The research has been carried out by arc4 in partnership with the Northern Network of Travelling People.

### **Methodology**

2. The research methodology has comprised:
  - A comprehensive survey of Gypsies, Travellers and Showpeople across the sub-region;
  - Desktop analysis of existing documents and data;
  - A Key Stakeholder Forum with key professionals who have direct contact with local Gypsy and Traveller communities;
  - Consultation with Gypsies and Travellers, the Northern Network of Travelling People and the Showmen's Guild through focus groups and correspondence

### **Documentary Review**

3. Some of the key themes to emerge from the review of relevant literature include:
  - Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice, discrimination and legislative change have increasingly marginalised this distinctive ethnic group;
  - A recognised shortage of pitches on Gypsy and Traveller sites;
  - The importance of understanding Gypsy and Traveller issues in the context of housing and planning policy development at national, regional, sub-regional and local levels;
  - Recognition that Gypsies and Travellers are the most socially excluded group in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation;
  - Recognition of the considerable prejudice and discrimination faced by Gypsy and Traveller communities - "The last acceptable form of racism" as Trevor Phillips put it as Chair of the Commission for Racial Equality.
  - A need for better communication and improved understanding between and within Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

## Estimated Population

4. In total it has been estimated that there are 888 Gypsy and Traveller households in the sub region. This mainly comprises English Gypsy (Romany) households but there is a small Irish Traveller Community and a smaller population of Showpeople. This figure has been disaggregated by local authority on the basis of Traveller Education records. Estimates derived in this way suggest concentrations in the York, Hambleton and Selby local authority areas.

## Existing Accommodation

5. There are 11 local authority owned and 4 private authorised Gypsy and Traveller sites in the sub-region providing a total of 196 pitches. The three local authority sites in York are managed by the authority while elsewhere the management had been contracted out.
6. Most of the remaining Gypsy and Traveller households live in conventional housing although there are some unauthorised developments and periodically there are unauthorised encampments in the sub-region. This often occurs on the way to and back from fairs but there was a high level of homelessness reported by those encamped unofficially.

## Site Amenities and Conditions

7. Local authority and authorised private sites show some significant differences in the facilities provided on pitches or elsewhere on the site. While the pitches on local authority owned sites normally included dedicated facilities the tendency on private sites was for shared amenities. Site satisfaction appears to have been better for local authority sites, especially in York.
8. Draft Guidance from CLG suggests among other things that there must be an amenity building on each pitch and that this must include, as a minimum: hot and cold water supply; electricity supply; a separate toilet; a bath/shower room; a kitchen and dining area.
9. The most often cited improvement issue on authorised sites was the need for more space on pitches. Beyond this issue LA site residents highlighted the need for improvements to their amenity blocks (sheds).
10. North Yorkshire County Council are undertaking a survey of their sites which were put out to independent management about six years ago. The seven sites require upgrading from their original design and do not meet the present design brief from CLG.
11. Compared with private tenants, LA site respondents were more than four times as likely to report their home as overcrowded. However, overcrowding was not seen as a problem by a very high overall percentage of respondents.
12. Overall there is a low level of shared facilities. However, the incidence of shared use for toilets and bathrooms is relatively high on private sites where there are fewer amenity blocks (sheds) attached to the individual pitches.

13. The condition on one of the County's sites along with the high charges for electricity, it has been suggested, has led to most residents moving off the site.

### Cost of accommodation

14. The cost of accommodation on sites varies widely. The cheapest accommodation is on private sites and the most expensive on local authority sites. Most households are paying in excess of £55 per week excluding the cost of utilities.

### Unauthorised Developments

15. A number of unauthorised developments were reported across the sub-region. In some cases planning applications were in process and in others action was being taken to prevent occupation of the sites.

### Conventional Housing

16. Nearly one third of those interviewed in houses expressed a preference for living in trailers or wagons. There is a strong probability that many Gypsies and Travellers are living in houses because they have either limited or no alternatives available to them.

### Pitch Requirements

#### Current shortfall

17. Using the CLG-approved model for calculating pitch requirements, the research has demonstrated that across the North Yorkshire Sub-region, there is a current shortfall of 113 pitches. Table ES1 shows how this figure is broken down by individual district

**Table ES1** Current shortfall across the North Yorkshire Sub-region

	Existing Pitch Supply	Current Need	Vacant	Current Shortfall
Craven	10	17	0	7
Hambleton	34	61	13	14
Harrogate	40	54	0	14
Richmondshire	20	23	0	3
Ryedale	13	22	0	9
Scarborough	0	3	0	3
Selby	24	50	0	26
York	54	90	0	36
<b>Total</b>	<b>195</b>	<b>321</b>	<b>13</b>	<b>113</b>

18. In addition to this, there is some suggestion from the survey of Showpeople that a small of new provision is required in the Selby and York local authority areas.

## Projected need

19. The likely growth in households on sites is unlikely to outstrip the turnover of sites if the current trend of households moving off sites continues. However, it should be carefully noted that much of this movement may be attributed to the existing condition on sites – especially those not directly managed by local authorities – and no account has been taken of the strong preference of Gypsy and Traveller households in conventional housing to move onto sites.

## New Provision

20. Well over half (56.8) of respondents wanting to live in a trailer or chalet on a site for their permanent/winter base indicated that they would prefer to own this land. For those who wished to rent a pitch, the preferred option was to rent from the Council rather than privately.

## Travelling practices

21. Around half of Gypsy and Traveller respondents and 91% of Showpeople reported travelling for some time every year.
22. A distinction should be made between unofficial encampments that are established as part of the cultural practice of travelling and unofficial encampments which are a consequence of being homeless through not having a permanent base.
23. Of those interviewed on unofficial encampments 90% indicated that they were homeless as they did not have a permanent or winter base and 19% of Gypsy and Traveller participants indicated that they (or a member of their household) had been homeless in the past five years.
24. Respondents were asked to rank where they thought it was most important to locate transit sites in the different authorities. The main priorities for transit sites were the Harrogate, Scarborough, Selby and York local authority areas.
25. The closing of traditional stopping places, the behaviour of enforcement officers and the behaviour of other Travellers were identified as problems by survey respondents.

## Wider service and supporting people needs

26. Gypsies, Travellers and Showpeople reported few support or wider service needs although there were significant references to their lack of access to doctors and dentists.
27. Few points were made by respondents about education but the views expressed at the Key Stakeholder forum suggest that transport is a key issue for Gypsy and Traveller children living on sites.

28. Of some concern is the high level of Gypsies and Travellers reporting mental health issues. Over one third reported experiencing stress or getting down.



## 1.0 INTRODUCTION

### Introductory comments and research objectives

- 1.1 Arc4 (formerly DCHR and abra) in partnership with the Northern Network of Travelling People was commissioned in May 2007 to undertake a comprehensive assessment of the accommodation and wider service needs of Gypsies and Travellers in North Yorkshire and the City of York.
- 1.2 The overall objective of the research is to inform the development of a Gypsy and Traveller Accommodation Strategy at sub-regional level which in turn will inform Local Housing and Homelessness Strategies, Supporting People Strategies and Local Development Frameworks across the North Yorkshire Sub-region. The research will also provide intelligence to a wider range of stakeholders in the sub-region.
- 1.3 The following key outputs, identified in the brief, have been produced for the sub-region and for each local authority :
  - The type of accommodation needed;
  - The demand for permanent sites;
  - The demand for alternative housing options;
  - The need for expansion and/or improvement of existing sites (including management arrangements);
  - The need for transit sites to meet seasonal, commercial and irregular demand;
  - The geographical gaps in provision, linked to migration patterns and patterns within and outside of the sub-area and in particular extending into East Riding;
  - The affordability of existing and proposed accommodation options;
  - An assessment of support needs, both housing-related support and health education and social care unmet;
  - address issues of physical or sensory impairment.
- 1.4 CLG Guidance (2007) suggests that the following definition of Gypsies and Travellers should be adopted for the purposes of the assessment:
  - (a) Persons with a cultural tradition of nomadism or living in a caravan;  
and
  - (b) all other persons of a nomadic habit of life, whatever their race or origin,
  - (c) 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).
- 1.5 This definition is specified in 'The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006 '.

## Geography

- 1.6 The study area (see Map 1.1) comprises the following local authorities:
- Craven
  - Hambleton
  - Harrogate
  - Richmondshire
  - Ryedale
  - Scarborough
  - Selby
  - City of York

## Report structure

- 1.7 This report is structured as follows:
- Chapter 2 provides an overview of the research methodology;
- Chapter 3 presents reviews the legislative and policy context of the research;
- Chapter 4 reviews estimates of the Gypsy and Traveller population in the North Yorkshire Sub-region and the scale of existing site provision;
- Chapter 5 provides a review of the current accommodation situation of Gypsies and Travellers across the North Yorkshire Sub-region and issues arising;
- Chapter 6 focuses on current and future pitch requirements. The chapter includes a detailed assessment of drivers of demand, pitch supply and current shortfalls by local authority district;
- Chapter 7 discusses travelling patterns and experiences, highlighting issues relating to transit sites;

Chapter 8 considers the wider service and support needs of Gypsies and Travellers including health and education;

Chapter 9 concludes the research by summarising key outputs, recommendations for future monitoring and action points for local authorities and other stakeholders.

1.8 The report is supplemented by two Appendices:

- Appendix A provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers; and
- Appendix B provides a review of policy and guidance documents which have helped to shape this research and the outputs required

## 2.0 ASSESSMENT METHODOLOGY

- 2.1 The primary fieldwork for this study comprised survey work with Gypsies and Travellers. This work was managed by the Northern Network of Travelling People (NNTP) and undertaken by Gypsy and Traveller fieldworkers and the Showmen's Guild of Great Britain (Yorkshire and Northern Sections). NNTP, the Showmen's Guild and other community representatives were involved in the design of questionnaires and in the recruitment of fieldworkers. A total of 308 interviews were secured through a process of quota sampling which divided the sample by local authority district, ethnicity (Gypsy, Irish Traveller, Showmen) and place of residence (on sites, on unofficial encampments and in bricks and mortar accommodation) .
- 2.2 Overall, the sample secured is one of the highest in studies of this nature, making this one of the most statistically robust Gypsy and Traveller surveys undertaken to date. The pitch analysis provides a specific breakdown of current shortfalls and future requirements by individual local authority.

**Table 2.1** The range of responses achieved by ethnicity and local authority district.

Local Authority Area	Ethnicity					TOTAL
	English Gypsy/Romany	Irish Traveller	New Traveller	Showperson	Other	
Craven	17	9	0	14	0	40
Hambleton	19	6	0	21	0	46
Harrogate	20	10	0	5	0	35
Richmondshire	15	13	0	1	0	29
Ryedale	28	9	0	3	0	40
Scarborough	14	9	3	2	0	28
Selby	27	7	0	2	0	36
York	26	8	0	8	1	43
Elsewhere	0	0	0	11	0	11
<b>TOTAL</b>	166	71	3	67	1	308

Note: Respondents were not necessarily interviewed in their normal place of residence

- 2.3 Beyond this, a range of complementary research methods have been used in the study to support the survey work and permit the triangulation of results. This included:
- Desktop analysis of existing documents and data;
  - Development of databases of authorised and unauthorised sites;
  - A Key Stakeholder Forum with key professionals who have direct contact with local Gypsy and Traveller communities;
  - Consultation with Gypsies and Travellers, the Northern Network of Travelling People and the Showmen's Guild through focus groups and correspondence.
- 2.4 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by using interviewers from Gypsy,

Traveller and Travelling Showpeople communities to conduct the interviews, by engaging with Gypsy and Traveller groups, and by using local resources and workers to make links, working closely with officers who have already established a good relationship.

2.5 We have also used the following sources of information:

- The bi-annual caravan count for CLG
- Records of local authority managed sites
- Historical information about unauthorised encampments and developments
- Traveller Education records

2.6 The assessment of pitch requirements has been calculated by utilising secondary source information and the results of the sample survey. The overall population has been calculated through secondary sources but current and anticipated behaviour has been assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in section 6.

## 3.0 LEGISLATIVE AND POLICY CONTEXT

3.1 This research is grounded in an understanding of how the national legislative and policy context has affected Gypsy and Traveller communities to date.

### Legislative background

3.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers

- Caravan Sites and Control of Development Act 1960;
- Caravan Sites Act 1968 (Part II); and the
- Criminal Justice and Public Order Act 1994

3.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.

3.4 Since the 1994 Act, the only places where Gypsies and Travellers can legally park their trailers and vehicles are:

- Council Gypsy caravan sites;
- Privately owned land with appropriate planning permission;
- Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers

3.5 The 1994 Act resulted in increased pressure on available sites. It eventually resulted in further reviews of law and policy, culminating in the Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.

3.6 More detail on the legislation affecting Gypsies and Travellers can be found at Appendix A.

### Policy background

3.7 As part of this research we have carried out a comprehensive literature review which is detailed in Appendix B. A considerable range of guidance documents has been prepared by Central Government to assist local authority's discharge their strategic housing and planning functions, and numerous research and guidance documents have been published by other agencies. This review examines influential guidance and research which either relate specifically to

Gypsies and Travellers or makes reference to them. The documents reviewed are:

- The Provision and Condition of Local Authority Gypsy / Traveller Sites in England, Niner, ODPM, 2002
- At What Cost, Clements and Morris, 2002
- Gypsies and Travellers 2004-2007 Strategy, Commission for Racial Equality, 2004
- Consultation Paper on a New Planning Policy Statement 3 (PPS3) - Housing, ODPM, December 2005
- Planning Policy Guidance Note No. 3: Housing Update, DETR January 2005
- A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006
- Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments, ODPM, 2006
- Submission to the Good Childhood Inquiry, Commission for Racial Equality, 2006
- Gypsy and Traveller Unit - Gypsy and Traveller Accommodation Assessments Draft Practice Guidance, ODPM, 2006
- Circular 01/2006 - Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006
- Local Authorities and Gypsy & Travellers Guide to responsibilities and Powers, ODPM, 2006
- Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006
- Report of the LGA Gypsy and Traveller Task Group - May 2006
- Local Authorities and Gypsies and Travellers: A Guide to Responsibilities and Powers, DCLG, 2007
- Out in the Open - Providing Accommodation, Promoting Understanding and Recognising Rights of Gypsies and Travellers, Building and Social Housing Foundation, June 2007
- Planning and Travelling Showpeople Circular, DCLG, August 2007

- Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007

3.8 Overall, this range of statutory documentation, advisory and guidance notes along with accepted good practice has helped set a broad context within which this research is positioned.

3.9 Some of the key themes to emerge from the review of relevant literature include:

- Recognising the long-standing role Gypsies and Travellers have played in society and how prejudice, discrimination and legislative change have increasingly marginalised this distinctive ethnic group;
- A recognised shortage of pitches on Gypsy and Traveller sites;
- The importance of understanding Gypsy and Traveller issues in the context of housing and planning policy development at national, regional, sub-regional and local levels;
- Recognition that Gypsies and Travellers are the most socially excluded group in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation;
- Recognition of the considerable prejudice and discrimination faced by Gypsy and Traveller communities - "The last acceptable form of racism" as Trevor Phillips put it as Chair of the Commission for Racial Equality.
- A need for better communication and improved understanding between and within Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.



## 4.0 THE CURRENT PICTURE: POPULATION AND PITCH AVAILABILITY

### Population Estimates

- 4.1 A 2006 report by the Commission for Racial Equality (CRE) suggests that nationally there are around 300,000 Gypsies and Travellers (0.6% of the population) (CRE, 2006). The total number living in trailers is estimated to be between 90,000 and 120,000 with the remainder thought to live in conventional housing. It is not possible to determine how this population is distributed across the country although there are known concentrations of Travelling communities in many parts of the country, including parts of the North Yorkshire Sub-region. Table 4.1 provides a crude estimate of the population across the North Yorkshire Sub-region based on the CRE estimate. The survey results suggest that the average household size for the Gypsy and Traveller population is 3.2 and this has been used to generate an estimate of the number of households.

**Table 4.1** Estimate of Gypsy and Traveller Population (based on CLG, 2007)

District	Total Population (000s) <sup>1</sup>	Estimates of Gypsy and Traveller:	
		Population (0.6%)	Households
Craven	55.3	332	105
Hambleton	87.8	527	166
Harrogate	159.7	958	302
Richmondshire	55.5	333	105
Ryedale	53	318	100
Scarborough	108.8	653	206
Selby	79.6	478	151
York	192.4	1154	364
<b>Total</b>	<b>792.1</b>	<b>4753</b>	<b>1499</b>

- 4.2 As there is no guarantee that the size of the Gypsy and Traveller population reflects the assumed national average nor that the population is equally distributed across the sub-region, an alternative estimate has been derived from the number of Gypsy and Traveller children known to the Traveller Education Services that operate in the North Yorkshire Sub-region. This estimate has been made by inference by adapting the standard ratio of 2.6 pupils per year group to 100 households. As the survey indicates that the average number of children per family is 1.8 times greater than that of the rest of the population the

<sup>1</sup> Source: ONS, Mid Year Population Estimates 2006

ratio has been adjusted to 4.8. Taking ten year groups the calculation assumes 100 households per 48 pupils.

- 4.3 In total it has been estimated that there are 888 Gypsy and Traveller households in the sub region. Table 4.2 provides a breakdown by local authority area.

**Table 4.2** Alternative estimate of Gypsy and Traveller households based on number of children and household size assumptions

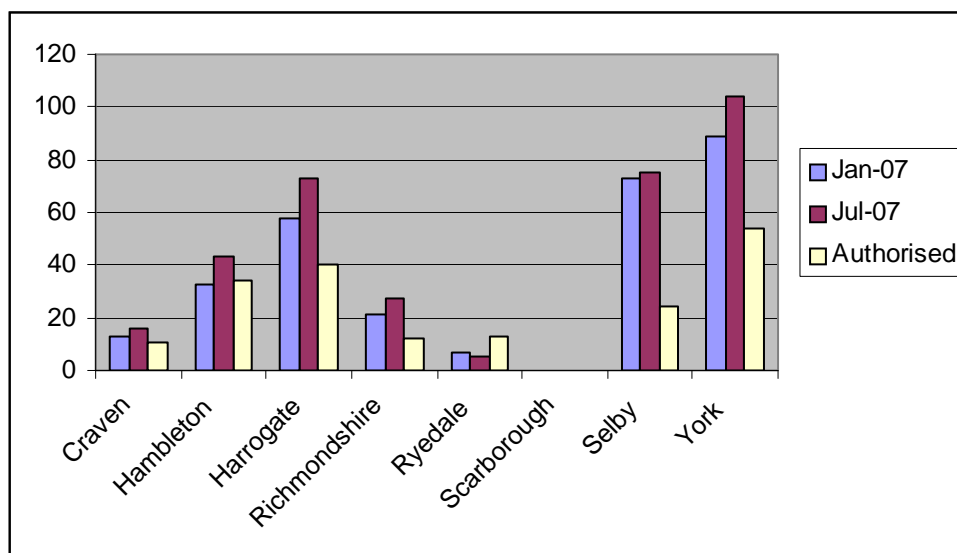
District	Children known to Traveller Education	Estimate of households
Craven	10	21
Hambleton	92	193
Harrogate	29	61
Richmondshire	6	13
Ryedale	42	88
Scarborough	5	10
Selby	82	172
York	157	330
Total	423	888

- 4.4 There is no estimate available for the number of Showpeople households in the region but the difficulties experienced in securing a sample suggest that the number actually living in the sub-region is very small.
- 4.5 Gypsies and Travellers face considerable prejudice and discrimination and there is an understandable reluctance to report cultural identity. The number of Gypsy and Traveller children known to schools is therefore limited so the figures could be an underestimate of numbers. They are, however, arguably more accurate than other population based figures.
- 4.6 These figures compare reasonably with the estimates based on 0.6% of the population for Hambleton, Ryedale, Selby and York but are otherwise widely divergent. As the number of pitches on sites is a known, the main issue is the number of Gypsies and Travellers in housing. It may well be that there are significant numbers of people of Gypsy or Traveller descent living in houses who are unknown to Traveller Education providers. This may reflect low levels of 'self-identification' by parents and/or a lack of communication between schools and Traveller Education personnel. Nevertheless, for the purposes of analysing pitch requirements, it is the figure derived in this way that has been adopted because those in houses who are picked up by Traveller Education, and in the survey fieldwork are, more likely to be practising (or have a desire to practise) a traditional way of life. There is a danger of overestimating need by adopting the 0.6% estimate uncritically.

## Caravan Counts and Authorised Pitches

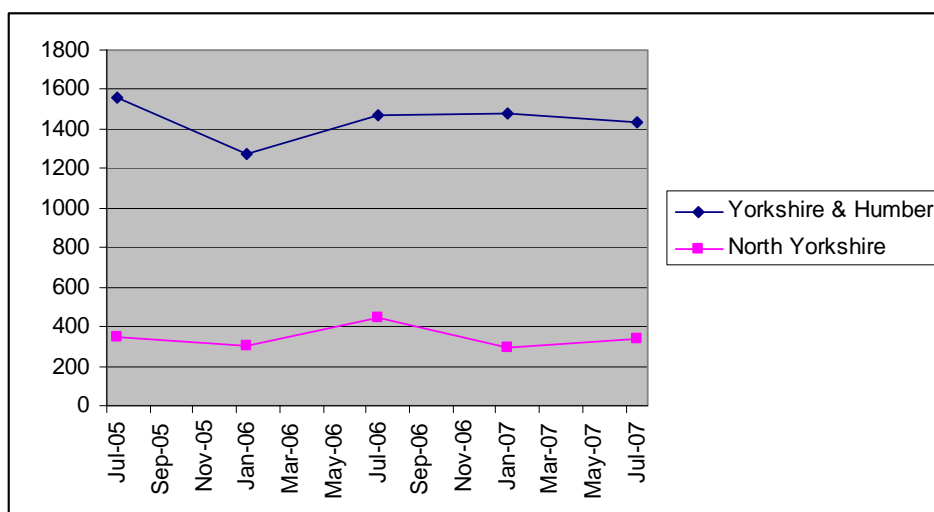
- 4.7 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by Local Authorities on a voluntary basis every January and July. Their accuracy varies between Local Authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts conducted on a single day twice a year is the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches on sites.
- 4.8 A major review of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.
- 4.9 Figure 4.1 shows the reported figures for the study area in January and July 2007, together with the current estimate of authorised pitches provided by each local authority. There may be more than one trailer per pitch, and in the case of households doubling up on pitches there could be several trailers. For obvious reasons Gypsies and Travellers living on sites may not be present on the days in which the counts are conducted.
- 4.10 There has been no systematic attempt to quantify the number of Gypsies and Travellers living in conventional housing and they have not been listed as ethnicities in any census.

**Figure 4.1** Bi-annual Caravan Count and Authorised Pitches



Source: Caravan Count CLG (2007) and local records

**Figure 4.2** Caravan Count in Yorkshire & the Humber and The North Yorkshire Sub-region July 2005 - July 2007



- 4.11 The number of all trailers recorded within the North Yorkshire Sub-region study area in the last five Caravan Counts has varied between 294 and 429, representing between 20% and 30% of those in the Yorkshire and the Humber Region. There has been no clear trend in the count over this period, although summer numbers are higher than winter ones.

**Table 4.3** The North Yorkshire Sub-region and Regional caravan counts

Date of count	Regional caravan count	The North Yorkshire Sub-region caravan count	The North Yorkshire Sub-region as % of Region
July 2005	1278	343	22
Jan 2006	1472	294	24
July 2006	1482	429	29
Jan 2007	1436	302	20
July 2007	1561	352	24

- 4.12 There are 11 local authority owned (3 in York) and 4 private authorised Gypsy and Traveller sites in the sub-region providing a total of 195 pitches. While it has been reported that all of the County's sites were originally designated as transit provision (and one continues to be reported as part permanent and part transit) they are in fact all now operating as permanent sites.

**Table 4.4** Authorised Sites by Local Authority (Pitches)

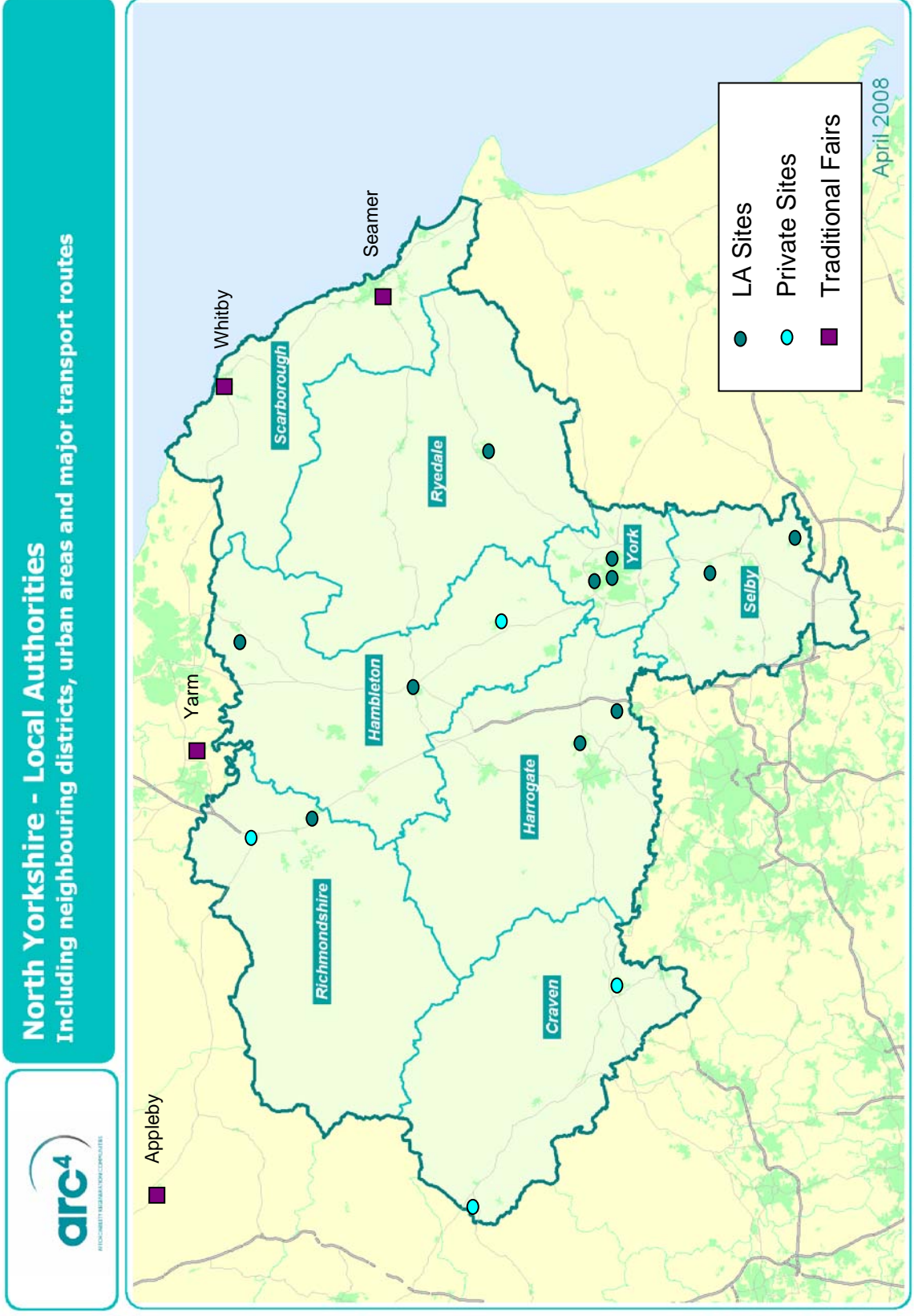
	Private	LA	Total
Craven	10	0	10
Hambleton	2	32	34
Harrogate	0	40	40
Richmondshire	8	12	20
Ryedale	0	13	13
Scarborough	0	0	0
Selby	0	24	24
York	0	54	54
Total	20	175	195

- 4.13 The sites in the City of York are owned and managed by the local authority while on the North Yorkshire County Council sites the management responsibility has been sub-contracted to a leaseholder.
- 4.14 While there are sites in all of the local authority areas except Scarborough current provision is concentrated in the south of the sub region with three sites in York.

**Table 4.5:** Authorised Sites

	Type	Pitches
York (James Street City Traveller Site, James Street, York)	LA	20
York (Osballdwick Caravan Site, Outgang Lane, Osballdwick, York)	LA	11
York (Water Lane Caravan Site, Water Lane, Clifton, York)	LA	23
Hambleton (Thirsk Gypsy Site, Bankside Close, Sowerby)	LA	16
Hambleton (Seamer Gypsy Site, Hillfield Close, Seamer, Stokesley)	LA	16
Hambleton (Ponderosa, Easingwold)	Private	2
Harrogate (Spring Lane Caravan Park, Bickerton, Wetherby)	LA	20
Harrogate (Thistle Hill Caravan Park, Plompton, Knaresborough)	LA	20
Richmondshire (Limekiln Woods Caravan Site, Catterick)	LA	12
Richmondshire (Scotch Corner)	Private	8
Ryedale (Tara Park, York Road, Malton)	LA	13
Selby (Burn Caravan Site, Common Lane, Burn, Selby)	LA	12
Selby (Carlton Caravan Site, Racecourse Lane, Carlton, Goole)	LA	12
Craven (Clay Barn, Burton in Lonsdale)	Private	1
Craven (Bold Venture, Skipton)	Private	9

**Map 1.1** Authorised sites in the North Yorkshire sub-region and locations of traditional fairs



## 5.0 CURRENT ACCOMMODATION POSITION

- 5.1 This chapter reviews the current accommodation circumstances of Gypsies and Travellers across the North Yorkshire Sub-region. It includes a review of authorised sites and issues arising along with a discussion of issues relating to Gypsies and Travellers living in bricks and mortar accommodation.
- 5.2 The survey included respondents drawn from a range of different situations including those living on authorised sites (both private and local authority) but did not capture respondents from the small number of unauthorised developments.

### Authorised Sites - Current Provision

#### Tenure

- 5.3 A total of 83% of the sample were living in rented accommodation. 45.5% were on local authority pitches, 29.5% on privately-owned pitches with planning permission, and 8% (nearly 10% of the renting total) were renting pitches privately without planning permission.
- 5.4 Nearly 11% of respondents were living on their own land, half with and half without planning permission. This is significantly lower than the commonly-quoted national figure of one-third (TLRP, 2007). It also indicates considerable potential for increasing the percentage of Gypsies and Travellers who are able to live with planning permission on their own land, and reinforces the need for local support for Travelling people in submitting planning applications.
- 5.5 Among the Gypsies and Travellers who were interviewed as part of this research, some 43% responded to a question about whether they rent or own their accommodation. Of these, around 55% rent from local authorities, housing associations or private landlords, and some 44% own their own homes.
- 5.6 It was suggested in the Key Stakeholders' Forum that most Gypsies and Travellers prefer sites run by Local Authorities rather than sites managed by others or privately run sites. Registered social landlords were suggested as a possible way forward, and it was reported that within the City of York Council area 95% of York Travellers want the local authority to continue to manage the sites.

#### Facilities provided on pitches

- 5.7 Local authority and authorised private sites show some significant differences in the facilities on pitches or elsewhere on the site. The York sites, which are managed by the local authority, provide bathroom and kitchen facilities on pitches for all of their residents. While this is not the case for those local authority sites managed by others they are more likely to provide these facilities

separately than other private sites. Most obviously, kitchens are provided for 54% of local authority tenants but for no private tenants. 92% of local authority tenants have access to a toilet on their pitch, compared with only 78% of private tenants. 85% of local authority tenants have access to a bath on their pitch, compared with only 56% of private tenants, and 46% and 17% respectively have access to a shower. No respondents have access to their own laundry facilities actually on their own pitch.

**Table 5.1** Facilities provided on pitch

Amenity	Local Authority %	Private %
Slab	100	94.40
Shed	84.60	72.20
Kitchen	53.80	0.00
Laundry	0.00	0.00
Laundry Drying Area	7.70	0.00
Bath	84.60	55.60
Shower	46.20	16.70
Toilet	92.30	77.80

## Amenities provided elsewhere on site

- 5.8 It would appear from the survey that for private sites, generally, facilities not provided on pitch, are provided elsewhere on site. 50% of the private tenants who responded to this question had access to a communal meeting area and to a play area, compared with no local authority tenants. Provision of a play area was identified as an important issue by at least one tenant ('I have young children and there is nowhere they can play'). Car parking and communal laundry facilities are other amenities provided for more private than local authority respondents.

**Table 5.2** Amenities provided elsewhere on site – Private tenants

Amenity	Private tenants %
Amenity Block	16.70
Toilets	66.70
Showers	66.70
Laundry	83.30
Car Parking	83.30
Space For Storing Loads	16.70
Play Area	50.00
Communal Meeting Area	50.00



## CLG Design Guidance

- 5.9 Draft Guidance from CLG suggests among other things that there must be amenity building on each pitch and that this must include, as a minimum: hot and cold water supply; electricity supply; a separate toilet; a bath/shower room; a kitchen and dining area. The access to the toilet should be through a lobbied area. The amenity building must include: secure storage space for harmful substances/medicines; enclosed storage for food, brooms, washing, cleaning items etc; and space for connection of cooker, fridge/freezer and washing machine. The inclusion of a day/living room in the amenity unit is recommended. The day/living room could be combined with the kitchen area to provide a kitchen/dining/lounge area. It is desirable that the day/living room should not be part of essential circulation space, nor contain essential storage.
- 5.10 The Guidance also maintains that the design and construction of amenity buildings must meet the requirements of the current Building Regulations, Housing Corporation Design and Quality Standards, the Institution of Electrical Engineers regulations, and the Local Water Authority. Materials used must comply with the relevant British Standard Specifications and Codes of Practice and must provide for durable and low maintenance buildings. Its construction should be sympathetic to local architecture, attractive and of a domestic nature.
- 5.11 It is also recommended that amenity buildings incorporate cost effective energy efficiency measures. The building layout and construction should be designed to maximise energy conservation and the use of passive solar gain. All mechanical and electrical systems should be as energy efficient as possible. Consideration should be given to the insulation of plumbing systems, the use of low energy light fittings and appropriate heating and ventilation systems. Any opportunities for using energy from renewable sources should be considered. It is desirable to produce an assessment of materials and construction techniques proposed for the site against standards set out in 'The Green Guide to Housing Specification'.

## Repairs and improvements

- 5.12 The most often cited improvement issue on authorised sites was the need for more space on pitches. Almost half of the LA site respondents and 88% of private site respondents highlighted this issue. Beyond this issue LA site residents highlighted the need for improvements to their amenity blocks (sheds). While LA site households were between five and six times more likely to mention the need for improvements to bathrooms, kitchens and roofs this may simply reflect the greater provision of these facilities on pitches than for private site residents.
- 5.13 North Yorkshire County Council are undertaking a survey of their sites which were put out to independent management about six years ago. The 7 sites require upgrading from their original design and do not meet present design brief from the CLG Gypsy & Traveller Unit.

**Table 5.3** Repairs or improvements needed

Repair required	Local Authority %	Private %
more space on pitch	46.2%	88.2%
bathroom facilities	38.5%	5.9%
roof	30.8%	5.9%
kitchen facilities	23.1%	5.9%
slab/drive	23.1%	11.8%
doors/windows	7.7%	0.0%

## Space Requirements

- 5.14 The lowest levels of overall satisfaction with space are in amenity blocks and on sites and yards, followed by space available on pitches. The main differences between LA and private sites relate to space for trailers, wagons, vehicles and loads where there is a higher level of satisfaction on private sites; and people's own pitches, where there is significantly higher satisfaction among local authority tenants and discontent among private tenants.
- 5.15 Again, the responses on Local Authority sites varied. In York where the sites are also managed by the Council residents were more likely to be satisfied with the space they had on their pitch and for their trailers and wagons. As with those resident on LA owned sites elsewhere, however, they were dissatisfied with the size of their sheds (amenity blocks).

**Table 5.4** Insufficient space (%)

Space Requirement	LA	Private
For your trailers, wagons, vehicles and loads	30.8	27.8
In your own amenity block (shed)	87.5	50
On your pitch	33.3	52.6
On your site/yard	85.7	47.4

## State of repair

- 5.16 There is a marked difference in response between those living on LA sites, only 14% of whom rate their home as 'very good', and those living on private sites, 44% of whom rate their home as 'very good'. 41% of local authority tenants rate their homes as 'poor' or 'very poor', while only 1% of private tenants use similar ratings.
- 5.17 While responses to this question among LA residents were too low to disaggregate further there is some indication that residents on the York sites were slightly more satisfied.
- 5.18 There have been anecdotal reports of dissatisfaction with the state of repair on some of the sites owned by North Yorkshire County Council but managed externally. In one instance it was claimed that this was a major factor in the high level of vacancies on one site.

**Table 5.6** State of repair

Landlord	Very Good	Good	Neither Good nor Poor	Poor	Very Poor	Total
Rent pitch from Council (%)	14.30	21.40	21.40	28.60	14.30	100.0
Rent pitch privately (with planning permission) (%)	44.40	44.40	5.60	5.60	0.00	100.0

- 5.19 Participants at the key stakeholder forum reported that there is a need for improved conditions through refurbishment of existing sites. North Yorkshire County Council have set up a site condition check list to use for each site and are reviewing proposed maintenance programmes for these sites. The list is based on a Caravan licence as issued by a local authority and falls short of a full condition survey or identifying improvement works. A formal inspection of one site suggests that cyclical maintenance is required for the interior and exterior of the sheds and raised concerns about the sewage pumps.

### Satisfaction with warden/landlord

- 5.20 Some 44% of private and local authority tenants were either satisfied or very satisfied with their warden or landlord, with 25% expressing some level of dissatisfaction. While LA site households were more likely to express themselves satisfied (especially in York) there was a high degree of ambivalence among Private site respondents where 50% said they were neither satisfied nor dissatisfied.
- 5.21 There were comments from residents which support both satisfaction and dissatisfaction. These included 'very safe'; 'wardens are very arrogant to Travellers'; and 'wardens have no knowledge about Gypsies' lifestyles'.

**Table 5.7** How satisfied are you with your warden/landlord?

Rating	Rent pitch from LA (%)	Rent pitch privately with planning permission (%)	Total (%)
Very Satisfied	14.30	5.60	9.40
Satisfied	42.90	27.80	34.40
Neither Satisfied nor Dissatisfied	7.10	50.00	31.20
Dissatisfied	28.60	11.10	18.70
Very Dissatisfied	7.10	5.60	6.30
Total	100.00	100.00	100.00

## Overcrowding

- 5.22 Compared with private tenants, LA site respondents were more than four times as likely to report their home as overcrowded. However, overcrowding was not seen as a problem by a very high overall percentage of respondents.

**Table 5.8** Do you think your home is overcrowded?

Landlord	Yes (%)	No (%)	Total (%)
Rent pitch from Council	21.40	78.60	100.00
Rent pitch privately (with planning permission)	5.60	94.40	100.00
Total	12.50	87.50	100.00

## Facilities shared with other households

- 5.23 Overall there is a low level of shared facilities. However, the incidence of shared use for toilets and bathrooms is relatively high on private sites where there are fewer amenity blocks (sheds) attached to the individual pitches.

**Table 5.9** Facilities shared with other households (absolute numbers)

Facility	Rent pitch from LA (No.)	Rent pitch privately (with planning permission) (No.)	Total number
Bathroom	1	4	5
Toilet	1	4	5
Kitchen	0	1	1
Laundry	0	4	4

## Cost of accommodation

- 5.24 The cost of accommodation on sites varies widely. The cheapest accommodation is on private sites and the most expensive on local authority sites. Most households are paying in excess of £55 per week excluding the cost of utilities. Only local authority tenants pay rents higher than £65 per week. One tenant commented that ‘...I struggle with the bills and the rules and stuff.’

**Table 5.10** How much does your home cost per week?

Rent per week	LA site (%)	Private Site (%)
under £20		5.9%
£31 - £35		11.8%
£36 - £45		
£46 - £50	30.8%	17.6%
£51 - £55	7.7%	
£56 - £60	23.1%	64.7%
£61 - £65		
£66 - £70	15.4%	
£71 - £75	23.1%	
Total	100.0%	100.0%

- 5.25 Almost two thirds of households on Local Authority sites reported that their housing costs were covered in part by Housing Benefit.

**Table 5.11** Housing costs covered by Housing Benefit?

	LA	Private
None	35.7%	63.2%
Part	64.3%	36.8%
Total	100.0%	100.0%

- 5.26 It was not deemed culturally sensitive to ask about income in the survey so it has not been possible to calculate the proportion of the population with unaffordable accommodation costs.

### Cost of services

- 5.27 A high majority of all respondents found the cost of electricity to be unacceptable. There was also a very high level of dissatisfaction with the cost of gas and water among local authority tenants. Comments from residents included; 'Electricity is too high'; and 'For the cost of utilities you should have more boxes [meters]: the cost is far too much'
- 5.28 The charges levied for electricity on one local authority owned site in Hambleton was also reported to have been a factor in residents relocating elsewhere.

## Feelings about neighbourhood, safety and security

- 5.29 Interviewees were asked how happy they were with the neighbourhood in which they were located. Some 79% of the sample responded to this question, among whom 76% defined themselves as either happy or very happy. Only 5% expressed any degree of dissatisfaction.
- 5.30 A very high proportion of households indicated that they felt safe in their neighbourhood. There is some slight indication from the survey that residents in bricks and mortar accommodation feel more vulnerable.

**Table 5.12** Do you feel safe in this neighbourhood?

Accommodation type	Yes %	No %
Site	96.9	3.1
Bricks and Mortar	91.8	8.2

- 5.31 Participants at the Key Stakeholder Forum raised some concerns about safety and security, among which were the need to consider the location and design of sites, because their current locations often presented hazards such as proximity to sewage treatment works and tips. It was stressed that the design of new sites and the refurbishment of existing sites should take account of safety needs.

## Gypsies and Travellers in Houses

- 5.32 The difficulties in identifying Travelling people living in bricks and mortar homes are well known, and include frequent reluctance on the part of some residents to identify themselves as such. The survey sample of housed Gypsies and Travellers included a range of representatives of different tenures, with owner occupation at 42% of the sample and a total of 58% who rent their homes:

**Table 5.13** Tenure of houses

Tenure	%
Rent from Council	28.1
Rent privately	21.9
Rent from Housing Association	7.3
Own home	41.7
Other:	1.0
Total	100.0

- 5.33 Only 5.4% of respondents living in houses thought that their home was in a poor or very poor state of repair, with 74% rating it as either very good or good.

**Table 5.14** State of repair of houses

State of Repair	%
Very Good	33.7
Good	40.2
Neither Good nor Poor	20.7
Poor	4.3
Very Poor	1.1
Total	100.0

- 5.34 9.3% believed that their houses were overcrowded, and sharing of facilities with other households was reported including 5% sharing bathroom facilities:

**Table 5.15** Do you think your home is overcrowded?

	%
Yes	9.3
No	90.7
Total	100

**Table 5.16** Shared facilities

	Number	%
Bathroom	5	5.1
Toilet	4	4.1
Kitchen	3	3.1
Laundry	6	6.1

- 5.35 The cost of housing for Gypsies and Travellers in housing is much higher than that for those living in trailers on sites. Almost three quarters of respondents in housing reported that their costs were over £100 per week.

**Table 5.17** The cost of housing

Cost of housing	%
£20 - £25	1.4
£41 - £45	1.4
£46 - £50	8.6
£51 - £55	1.4
£56 - £60	11.4
£61 - £65	4.3
£66 - £70	7.1
£71 - £75	11.4
£76 - £80	22.9
£81 - £90	4.3
£91 - £100	2.9
£101 - £110	2.9
Over £110	20.0
Total	100.0

- 5.36 Around half of respondents interviewed in houses perceived the cost of electricity, gas and oil to be unacceptable. Nearly 40% of respondents felt that water was too expensive. A slightly higher proportion of households suggested that the cost of water was a problem.

### Preference for living in a trailer

- 5.37 30% of those interviewed in houses expressed a preference for living in trailers or wagons.

**Table 5.18** Satisfaction with houses

Satisfaction with houses	%
Happy with house	69.1
Prefer trailer or wagon	30.9
Total	100.0

- 5.38 Among respondents' comments on their preference were:
- 'Can't settle in the house. I thought it would be pure comfort but it just isn't home....'
  - 'The man who owns the house is lovely but I wouldn't dream of telling him what we are. You always get bad comments in the shops around X....'
  - 'I am here for my Mam - that's it. I hate the house. As soon as she is stronger or we get two plots I'm gone!'
  - 'I had to move into a house. I don't have a husband any more (deceased) and we can't get on a site'
  - 'The site has been privatised and the family that run it is not doing any repairs so I live here in this house but I go on the road as often as I can to see family and friends'
- 5.39 Given the above responses, together with the estimated shortage of pitches on permanent sites across the North Yorkshire Sub-region, there is a strong probability that many Gypsies and Travellers are living in houses because they have either limited or no alternatives available to them.



## 6.0 PITCH REQUIREMENTS

- 6.1 This chapter reviews the overall pitch requirements of Gypsies and Travellers by local authority area. It takes into account current supply and demand and future demand based on modelling of data as advocated by the CLG. Requirements for Gypsies and Travellers and Showmen are reviewed. This chapter also considers planning issues, in particular, the experience of Gypsies and Travellers who have purchased land to provide private pitch provision.
- 6.2 The shortage of sites for Gypsies and Travellers is known nationally (Keightley, 2007) and it was acknowledged by participants at the Key Stakeholder forum that existing sites had little if any capacity to accommodate existing demand. Less is known about the needs of Travelling Showpeople but it was recognised that different communities have a preference for different rather than mixed community sites.

### Calculation of Gypsy and Traveller Sites - Pitch Requirements

- 6.3 The calculation of pitch requirements is based on CLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (CLG, 2007). The CLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocates the use of a survey to supplement secondary source information and the results from the survey it suggests should be used to derive some of the key supply/demand factors.

#### *Current need*

- 6.4 Through the assessment it should be possible to identify:
- the number of Gypsy and Traveller households that have or are likely to have accommodation need to be addressed, either immediately, or in the foreseeable future;
  - a broad indication of where there is a demand for additional pitches;
  - the level and types of accommodation required for this need to be suitably addressed;
  - the level of unauthorised development which, if planning permission is not approved, is likely to swell the scale of need.
- 6.5 The assessment of current need should, in line with the guidance, take account of existing supply and demand. In the CLG model, current residential supply refers to local authority residential sites and authorised privately owned sites. A modified net stock approach is adopted that accounts for some of the flows in and out of site based accommodation. Supply is calculated by adding occupied

and vacant pitches to an estimate of 'relets' for the next 8 years to 2015. The guidance suggests that this is based on the number of survey respondents expressing a desire to live in housing. Allowance should also be made where relevant for any new local authority provision and for new permission granted for private sites.

- 6.6 In this assessment we have reported the existing number of pitches on authorised local authority and private sites.
- 6.7 The CLG guidance suggests that current demand from households should factor in a series of variables. These are now summarised along with how the North Yorkshire Sub-regional study has evidenced demand.

**1. Seeking permanent site accommodation in the area** (based on waiting list and survey data)

Has been based on the proportion of concealed households identified on sites expressing a preference for living in trailers. The proportion expressing this preference was applied to an estimate of the total number of concealed households living on sites.

**2. on unauthorised encampments**

This has been calculated on the basis of the survey results. Over the period of the survey, 87 Gypsy and Traveller households living on unofficial encampments were interviewed. All but 5 of these reported themselves as being homeless and the figure of 82 has been adopted as the need for pitches arising from unauthorised encampments in the above analysis of Gypsy and Traveller pitch requirements.

**3. on unauthorised developments for which planning permission is not expected**

This has been based on the information received from each local authority about unauthorised developments in their area.

**4. currently overcrowded**

One site was reported to be overcrowded as there were more pitches on the site than the allocated permission. Overcrowding on pitches (or doubling up) has been accounted for through the estimate of concealed households on sites.

**5. new households expected to arrive from elsewhere**

New households expected to arrive from elsewhere have been estimated from the proportion of concealed households expressing a preference/need for accommodation on sites.

**6. in housing but with a need for site accommodation** No allowance has been made.

- 6.8 The difference between the current supply and the current demand provides the estimate of the existing shortfall.

*Future Need*

- 6.9 The guidance acknowledges that accurate projections of future needs are likely to be more difficult. It suggests that current levels of satisfaction with existing accommodation will provide some indication of whether households are likely to stay in that accommodation. It suggests that changing demand may be expressed through unauthorised sites, or low demand for authorised sites.
- 6.10 The guidance also suggests that a calculation should be made of need arising from family formation. In the CLG's worked example this is limited to the growth emerging from households on sites. There is an assumption that all the emerging households will require pitches on sites and no allowance is given for future demand for pitches emerging from household growth in bricks and mortar.
- 6.11 The projected growth is calculated on the basis of 3% p.a.. This is at the lower end of the national estimate range of between 3-4% (CLG, 2007).

*Calculation of requirements*

- 6.12 Table 6.1 provides a summary of the future pitch requirement calculation. Each component in the model is discussed to ensure that the process is transparent and any assumptions clearly stated.

**Table 6.1 Gypsy and Traveller Pitch Requirements**

Notes	Craven	Hambleton	Harrogate	Richmondshire	Ryedale	Scarborough	Selby	York	Total
<b>DEMOGRAPHIC</b>									
a	10	92	29	6	42	5	82	157	423
b	21	193	61	13	88	10	172	330	888
<b>EXISTING PITCH SUPPLY</b>									
c	10	34	40	20	13	0	24	54	195
d	11	159	21	0	75	10	148	276	700
e		13							13
<b>DRIVER OF PITCH NEED/DEMAND</b>									
Site requirements from concealed based on preferences									
f	1	4	5	2	2	0	3	6	23
g	1	14	2	0	6	1	13	24	60
h	3	4	8	1	1	0	8	6	31
i	2	6				2	2		12
<b>CURRENT SHORTFALL (pitches)</b>									
j	7	14	14	3	9	3	26	36	113
<b>PROJECTED NEED 2008 - 2015</b> Household formation from sites									
k	3	10	13	6	4	0	9	16	60
<b>PROJECTED SUPPLY 2008 - 2015</b>									
l	6	21	24	12	8	0	15	33	119
<b>ADDITIONAL NEED (to 2015)</b>									
m	-3	-11	-12	-7	-4	0	-6	-17	-58

## A. Demographic

### Number of Households

- 6.13 The process starts with an estimate of the total Gypsy and Traveller population derived from Traveller Education data (see Table 6.1) – *line a*. This figure has been used in preference to an estimate of the population/households made by applying the national estimate of 0.6% of the population as explained above. The estimate of households is calculated by inference by adapting the standard ratio of 2.6 pupils per year group to 100 households . As the survey indicates that the average number of children per family is 1.8 times greater than that of the rest of the population the ratio has been adjusted to 4.8. Taking ten year groups the calculation assumes 100 households per 48 pupils (line b).

### Authorised pitches

- 6.14 This figure (line c) includes all local authority and private sites with planning permission reported by local authorities. While it is clear that there is a considerable amount of doubling up on pitches this has been allowed for under concealed/emerging households.

### Estimate in houses

- 6.15 This estimate (*line d*) of Gypsies and Travellers in 'bricks and mortar' housing is calculated by subtracting the number of households on authorised pitches from the estimate of total households.

### Vacant pitches

- 6.16 There is one site in Hambleton that is not fully occupied. This does not suggest an oversupply in the district (or the County) however, as the decision to relocate elsewhere appears to have been motivated by conditions on the site and the cost of services. The vacant pitches have been counted as potential supply (line e) however as remedial work could bring these pitches back into use.

## B. Drivers of Pitch Need/Demand

- 6.17 A range of factors contributing to pitch requirements and assumptions underpinning pitch requirements across the North Yorkshire Sub-region are quantified.

### Site requirements from concealed based on preferences

- 6.18 The estimate of concealed households is derived from the proportions of concealed households in the survey for sites and houses. About 22% of houses and 15% of pitches contained a concealed household. These proportions have been applied to households on sites and the estimate of households in bricks and mortar housing.
- 6.19 The preference for living on sites varies between those concealed households currently living on sites (*line f*) and those living in houses (*line g*). The multiplier has been derived from the preferences expressed in the survey.

### Unauthorised Encampments and Developments

- 6.20 65% of respondents interviewed on Unofficial Encampments had no 'homebase' and 90% of these expressed a preference for living in a trailer. These households have been identified as being in need of a pitch (*line h*). The figure is unweighted as there is no clear indication of the total number on unofficial encampments at any one point in time.
- 6.21 The number of households living on unauthorised developments was reported by each local authority (*line i*)

### Current Shortfall

- 6.22 The Current shortfall (*line j*) is the sum of the need arising from concealed households (*lines f and g*) and from unauthorised encampments and developments (*lines h and i*) less the number of currently vacant pitches.

## Projected Need

### Household formation 2008 - 2015 (based on CLG model)

- 6.23 Household growth is projected at 3% year on year from 2008 to 2015. This formula has been applied to the households on sites (*line k*).

## Projected Supply

- 6.24 Due to a lack in information about turnover of pitches on existing sites an estimate has been made from the survey derived from those expressing a preference to move into housing (*line m*). More detailed records are kept on the York sites and the average annual turnover of pitches on all of their sites has been reported as 4.3 over the last three years. The rate of turnover has declined over this period.

## Additional Need to 2015 (Pitches)

- 6.25 The likely growth in households on sites is unlikely to outstrip the turnover of sites if the current trend of households moving off sites continues (*line m*). However, it should be carefully noted that much of this movement may be attributed to the existing condition on sites – especially those not directly managed by local authorities – and no account has been taken of the strong preference of Gypsy and Traveller households in conventional housing to move onto sites.

## Geographical distribution of existing households

- 6.26 It is also possible to identify the geographical clusters of Gypsy and Traveller households at a sub-district level by examining the Traveller Education data.
- 6.27 The following table provides estimates for a number of townships.

**Table 6.2** Estimate of Households by township

		Traveller Education Children	Estimated Households
Craven	Ingleton	1	2
	Skipton	9	19
Hambleton	Bedale area	3	6
	Easingwold area	2	4
	Middlesbrough*	2	4
	Northallerton	3	6
	Stokesley area	65	136
	Thirsk	17	36
Harrogate	Harrogate	10	21
	Ripon	1	2
	Knaresborough	13	27
	Nr Wetherby	5	10
Richmondshire	Catterick area	4	8
	Richmond	2	4
Ryedale	Malton area	42	88
Scarborough	Filey & Scarborough	5	10
Selby	Selby area	79	166
	Sherburn & Tadcaster	3	6
York	Outer area of York	13	27
	York	144	302
Unknown		14	29
<b>TOTAL</b>		<b>437</b>	<b>917</b>

\*Some children resident in Hambleton attend school in Middlesbrough



## Type of new provision

- 6.28 Well over half (56.8) of respondents wanting to live in a trailer or chalet on a site for their permanent/winter base indicated that they would prefer to own this land. When asked what their ideal home would be like there was a strong emphasis on owning land with space for houses, bungalows or chalets but allowing for the parking up of trailers. This was reflected in the comment “don't make loads of new sites - help Gypsies to get their own land passed.”
- 6.29 For those who wished to rent a pitch, the preferred option was to rent from the Council rather than privately. In contrast however the sample was split three ways over the question of management. When asked who should manage sites there was little difference between Councils and Private (Gypsy/Traveller).
- 6.30 When asked about the future needs, a large proportion of respondents indicated a preference for smaller family sites with larger pitches (and slabs). There were many references to having more stands to allow family members to stay on sites. A number also mentioned the need for bigger amenity blocks (sheds).
- 6.31 A key stakeholder also referred to the need for pitches with space for livestock as some homeless Gypsy and Traveller families had been unable to move onto sites because they were unable to do so with their animals.
- 6.32 CLG guidance suggests that smaller sites of between 6-12 pitches are most popular with Gypsies and Travellers and are reported to be easier to manage. They suggest sites should not normally exceed 20 pitches in capacity unless there is clear evidence to suggest that a larger site is preferred by the local Gypsy or Traveller community, or that this recommendation would severely limit the potential to meet local needs.

**Table 6.3 – Preferred Site Management Option**

Preferred Management Option	Percent
Councils	34.2
Private (Gypsy/Traveller)	33.3
Private (non-Gypsy or Traveller)	2.1
Registered Social Landlords/Housing Associations	1.3
Self owned and managed	27.5
Other:	1.7
Total	100

## Showpeople Requirements

- 6.33 Whilst it is often said that a Showman is “born a Showman and dies a Showman” this community is not currently recognised as an ethnic group in the same way as English Gypsies and Irish Travellers. Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as ‘winter quarters’. These ‘yards’ are now often occupied all year around by some family members. (often retired Showpeople, spouses and those with illness or disability) (Power and SGGB, 2007).
- 6.34 There are very few Showpeople living on yards in the sub-region. While 67 households were interviewed in the survey, all but 18 of these resided outside the sub-region and fieldworkers reported that they were unable to identify any more potential respondents.
- 6.35 Nearly all of these were either living on their own land, renting privately or sharing their pitch with another household.
- 6.36 The number of respondents living in the sub-region is too small to be able to provide a reliable assessment of pitch requirements. What is clear from the data is that most (74%) showpeople wish to own their own yards.
- 6.37 Respondents were asked to rank (from 1 to 5) where they preferred or needed to live over winter or for their homebase. Responses have been combined for rankings 1 to 2, giving a preference list as shown in Table 6.4 The data suggests that there may be a need for new Yards in the Selby and York local authority areas.

**Table 6.4** Preferences for new yards

LA	Priority 1 or 2 (%)
Selby	23.4
Elsewhere	18.9
York	18.0
Hambleton	11.7
Harrogate	8.1
Craven	6.3
Richmondshire	6.3
Scarborough	5.4
Ryedale	1.8

## 7.0 TRAVELLING PRACTICES AND EXPERIENCES

### Travelling behaviour

#### Why people travel

- 7.1 People were asked to identify the main reasons why they travel. Gypsy and Traveller respondents gave their cultural heritage as the most common response (31%). Visiting family and friends and travelling being the only way of life they knew were each given as reasons by 24%. The other reasons (Work related and Personal preference) were chosen by 10% and 12% respectively.
- 7.2 41 of 217 (19%) Gypsy and Traveller respondents stated that either they or a member of their household had been homeless during the past five years.
- 7.3 49% of Gypsy and Traveller respondents and 91% of Showpeople reported travelling for some time every year.
- 7.4 Of these, 46% of Gypsies and Travellers and 6.5% of Showpeople reported travelling all year round. While all of these Showpeople had a permanent base about 70% of the Gypsy and Traveller population who indicated that they travel all year described themselves as homeless.
- 7.5 Of the balance of Gypsy and Traveller respondents, 36% regularly travel for between two and twelve weeks per year, while only 13% said that they travel for over thirteen weeks.

**Table 7.1** Amount of time travelling in a year

	Gypsy and Traveller %	Showpeople %
No more than thirteen days	5.8	1.6
2 to 4 weeks (or one month)	14.2	4.8
5 to 8 weeks (or 2 months)	9.2	3.2
9 to 12 weeks (or 3 months)	12.5	9.7
13 to 26 weeks (or 6 months)	5	21
Over 6 months but less than 10 months	5	32.3
Over 10 months but less than 12 months	2.5	21
All year	45.8	6.5
Total	100.0	100.0

## Travelling Routes

- 7.6 When asked where they would normally go when travelling, respondents provided a wide range of responses with most reporting that they went ‘all over’ or ‘anywhere they could’. Several Fair locations were reported including Appleby, Yarm, Whitby and Seamer.

## Homelessness and unauthorised encampments

- 7.7 A distinction should be made between unofficial encampments that are established as part of the cultural practice of travelling - for example, when a household travels to fairs (such as Appleby Horse Fair) – and unofficial encampments which are a consequence of being homeless through not having a permanent base.
- 7.8 Of those interviewed on unofficial encampments 90% indicated that they were homeless as they did not have a permanent or winter base and 19% of Gypsy and Traveller participants indicated that they (or a member of their household) had been homeless in the past five years.
- 7.9 The Key Stakeholder Forum had commented that all areas experienced some unauthorised encampments over the school holidays, often associated with fairs such as Appleby Horse Fair, Seamer Fair and Whitby Regatta. There were also often encampments associated with the funerals of Travelling community members. The association between travelling and agriculture has decreased as jobs have been replaced by machines although this may still play a part with farmers accommodating Travellers. Local people were reported to be often hostile to Travelling people, although it was suggested that “horses and carts” were perceived romantically and were therefore more likely to be tolerated.

## Transit sites and designated stopping places

- 7.10 The CLG Guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop-over while travelling. Two types of temporary provision has been identified elsewhere.
- 7.11 Transit sites are intended for short-term use while in transit. Sites are usually permanent but there is a limit on the length of time residents can stay. Stop-over places are designated temporary camping areas tolerated by local authorities, used for short-term encampments and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.
- 7.12 91% of Gypsy and Traveller respondents agreed with the need for a network of transit sites across the country.
- 7.13 Of those who responded to the question ‘Would you use a transit site?’, 73% indicated that they would. Respondents’ observations included:
- ‘Before you start making transit sites build some (...) proper sites’

- 'Build more proper sites before you start worrying about the short term ones'
  - 'Build permanent sites first'
  - 'I feel it would benefit us if we had transit sites because we can't stop anywhere any more'
  - 'I feel there should be transit sites because no matter where we go we get moved'
  - 'I like to choose my own company; anyone could pull next to you on a transit site'
  - 'If there were enough sites you wouldn't need transit sites or stopover places'
  - 'If there were transit sites I would be able to travel every now and then'
  - 'If transits or temporary sites were there and properly managed then you would be able to do something about the scummy (...) out there!'
  - 'The transit sites would have to be in nice places and well managed. We wouldn't go on with a load of savages', and
  - 'There (are) a lot of Gypsies all over the country. We need transits all over the (place).'
  - 'They would be in miserable places full of concrete'
- 7.14 Of those who said whether they would use a designated stopping place, 80% agreed that they would, with comments including 'Need something for Fair times'; 'Permanent first and then worry about temporary' and 'They might be in nicer places and not concrete'
- 7.15 Respondents were asked whom they would prefer to manage transit sites or stopovers. There was a preference for local authority management (42% of respondents) followed by private Gypsy and Traveller management (34%). Preference for registered social landlords and private non-Traveller management was low, at 14% and 11% respectively.
- 7.16 Respondents' comments included; 'When we travel it's hard to find stopping places'; 'Would be good for fair times as long as you were put with the right people' and 'Need proper sites otherwise the stopovers will just become sites'.

### **Need for transit sites – preference by local authority area**

- 7.17 Respondents were asked to rank where they thought it was most important to locate transit sites in the different authorities. Responses have been combined for rankings 1 to 3, giving a preference list as shown in Table 7.2.
- 7.18 The inclusion of Scarborough in the top three preferences is significant as there is currently no site provision in this local authority area. There is a danger that the reporting of need for transit sites in Harrogate, Selby and York in part reflects the existing pressure on permanent sites in these areas.

**Table 7.2** Preference for location of transit sites or stopping places

Local Authority Preference (1 = most popular)	% of 1 - 3 combined	Existing authorised permanent sites (No.)
1 Harrogate	17.5	2
2 Scarborough	16.9	0
3 Selby	16.1	2
4 York	15.5	3
5 Craven	9.8	2
6 Richmondshire	9.2	2
7 Hambleton	8.2	3
8 Ryedale	6.8	1
<b>Total</b>	100.0	15

7.19 The Key Stakeholders' Forum endorsed the need for transit sites and/or stopping places, with participants suggesting that there was a need both for more permanent sites and for transit sites or stopping places to allow for stopovers while travelling. It was suggested that some councils were advising landowners to block off their land to prevent encampments, and noted that elsewhere stop-over places are being opened up and Travellers are happy to pay to use them.

### Stop-over Yards for Showpeople

7.20 While travelling in connection with work Showpeople will commonly stop over on yards belonging to others. Respondents were asked to prioritise (1 to 5) those local authority areas where stop-over facilities were required. The following table (Table 7.3) shows the distribution of those areas where need was considered to be the greatest (i.e. the percentage prioritised 1 or 2).

7.21 Almost 24% considered there to be a need for this kind of facility in York followed by 23% in Selby and 14% in Harrogate.

**Table 7.3** Where yards with stop-over facilities are required

LA	Priority 1 or 2 (%)
York	23.7
Selby	22.9
Harrogate	14.4
Craven	11.9
Hambleton	11.0
Richmondshire	5.9
Scarborough	5.9
Ryedale	4.2

## Problems experienced while travelling

- 7.22 Respondents were asked to identify the problems they most commonly experienced while on the road. The most frequent problem was the lack of toilet (experienced by 85% of respondents) and water facilities (experienced by 83% of respondents).
- 7.23 The behaviour of police was also identified as a commonplace problem, with 82% of respondents citing it as a problem.
- 7.24 Problems with rubbish collection and lack of places to stop over were experienced by high percentages of respondents (78% and 72% respectively). Abuse, harassment and discrimination had been experienced by 67% of respondents. Respondents' comments included:
- 'It's hard ... when you have kids (and the) police making you move at eight o'clock in winter nights';
  - 'Other Travellers can be a disgrace; it's no wonder some people treat us like animals it is all that some deserve';
  - 'People are very disrespectful to Travellers'; and
  - 'When the police come to move (us) on they treat us like dirt'.
  - 'I don't travel any more – it's too hard to get a place on a camp';
  - 'I was born and bred in a trailer, but now there is nowhere to pull as the council has closed all roadsides..'
  - 'Eviction comes all too often without welfare visits'
  - 'Getting sick of the evictions all the time'
  - 'Gypsy life is a hard way of living'
  - 'I think that local council(s) should think about the children when travelling and when evicting families'
  - 'I would love to travel again but I need to be safe and the house is safe'
  - 'If it was easier and less aggravation I would love to have a week or two being a proper Traveller again'; and
  - 'If you get a night on a camp you are doing good. Sometimes as we pull on the site police are there to move us on again'
- 7.25 The closing of traditional stopping places, the behaviour of enforcement officers and the behaviour of other Travellers were identified as problems by 45 - 46% of respondents; a significantly lower proportion than for the other issues:
- 'Travellers who leave piles of rubbish everywhere should be locked up. It means us decent travellers can't speak up'; and
  - 'We get evicted after a few days and with children it's not right. It is not good for my wife either - she has to calm the children down'
  - 'If there was stopping places the kids could come over and see me more stop for a bit not just for the day',

**Table 7.4** Problems experienced while travelling

Nature of problem	%
Lack of toilet facilities	85.00
No water facilities	82.50
Police behaviour	81.70
Problems with rubbish collection	78.30
No places to stop over	71.70
Abuse, harassment or discrimination	66.70
Closing of traditional stopping places	46.70
Enforcement officer behaviour	45.80
Behaviour of other Travellers	45.00

## Planning and the unauthorised development of sites

### Unauthorised Developments

- 7.26 A number of unauthorised developments were reported across the sub-region. In some cases planning applications were in process and in others action was being taken to prevent occupation of the sites. None of the residents were interviewed in the survey.

**Table 7.5** Unauthorised Developments

District	Unauthorised Developments (Households)
Craven	2
Hambleton	6
Scarborough	2
Selby	2
Total	12

Source: Reported by LAs

### Planning

- 7.27 The experience of the planning system of Gypsies and Travellers was generally poor. Almost 19% of respondents reported that they had at some time applied for planning permission for residential use. Of these applications some 67% had been unsuccessful. Against a national background level of success for all planning applications of some 80% (PPG1), these figures are of concern.



**Table 7.6** Planning permission for residential use - outcomes

Outcome	Gypsy and Traveller	Show-people
Permission granted	31.1	24.0
Permission denied	66.7	76.0
In process	2.2	
Total	100.0	100.0

7.28 Given these outcomes, it is hardly surprising that only 7% of the 195 Gypsies and Travellers who responded to the question ‘How satisfied or dissatisfied are you with planning departments?’ expressed any level of satisfaction at all (Table 7.6). By contrast, a very high 49% said that they were either dissatisfied or very dissatisfied.

**Table 7.6** Satisfaction with planning departments

Degree of satisfaction	Gypsy and Traveller	Show-people
Very Satisfied	2.1	4.6
Satisfied	5.1	10.8
Neither Satisfied nor Dissatisfied	43.6	29.2
Dissatisfied	27.7	10.8
Very Dissatisfied	21.5	44.6
Total	100.0	100

7.29 We received a high volume of comments, reflecting both people’s experience of using planning services and their perceptions of planning services and issues in the North Yorkshire Sub-region. These included:

- ‘Would like to be able to have our daughter and her kids nearer to us. The garden is big enough but don’t know about getting planning permission’
- ‘Would love to be able to live on my own land but the planning department are not helping at all’
- ‘Would love to feel safe and be able to do something with the yard but we are only here because they don’t know we are here. You’ve got no chance of getting planning permission in X so we have to make do with (this)’
- ‘Would love to trust the council enough to apply for planning to have a nice shed and that. As it is we just have to hide away’
- ‘Because of the fight getting planning permission in other areas we didn’t want to take the risk here’
- ‘I have a family of four lads but I can only get planning permission for one trailer. It is scandalous’

- 'I have a big mobile home and it's a bit big for the site where I am at but I can't get planning permission for my own land and I want to live in X. It's close to my family and my little boy is in nursery school'
- 'I have never applied for planning permission but my son has. The planning is terrible'
- 'Just wished we could sort out the planning. We have just bought it, but it's not nice knowing whether or not they are going to rip us off'
- 'The place is perfect, stopping in my kids' yard right next to them. If we just had planning permission it would be perfect'
- 'We bought some land but couldn't get planning permission so we had to go back to the roadside, and with two young children it is hard....'

7.30 Participants at the Key Stakeholder forum suggested that there should be consultation with the communities about the siting and nature of new sites, emphasising that there would need to be awareness-raising with existing residents in potential areas for site development.

## 8.0 WIDER SERVICE AND SUPPORT NEEDS

8.1 This research provides a valuable opportunity to review the wider service and support needs of Gypsies and Travellers. This chapter discusses issues raised through household surveys and stakeholder consultation.

### Health and supporting people issues

8.2 Key points raised at the Key Stakeholder forum about health and social care included:

- Lack of awareness among Travelling communities about what is available
- Problems with Gypsies and Travellers accessing health services
- Lack of agencies' understanding of the issues
- Agencies need to be aware of what each other are doing
- Need for joint training and more interagency days or forums
- Minimal Primary Care Trust involvement with Gypsy and Traveller communities so far
- Neighbour disputes resulting from intolerance often cause stress-related problems
- In some instances there is a link between alcoholism and domestic violence. There was some concern about refuges not accepting Gypsies and Travellers.
- Need to establish whether older Gypsies and Travellers are interested in sheltered accommodation.

### Services used in the last year

8.3 Interviewees were asked which services they had used in the last year. The most frequently used services had been medical, with doctors used by 92% and dentists by 64% of Gypsy and Traveller respondents. Accident and emergency services were also well-used (48.5% of respondents), although at a significantly lower rate than doctors. This contrasts with concerns expressed at the Key Stakeholder Forum about 'over-reliance on accident and emergency services'.

8.4 Traveller Education was used by 21% of respondents. This was followed by legal, welfare and other advice services. Traveller liaison services, health, adult education and social services had been used least frequently.

**Table 8.1** Services used in the last year

Service	% of total use of services
Doctor (G.P.)	92.00%
Dentist	64.00%
Accident and emergency	48.50%
Health visitors	23.50%
Traveller Education	21.00%
Citizens Advice Bureau	13.00%
Social services	6.50%
Traveller liaison	6.00%
Adult education	4.50%
Law Centre	3.50%
Other welfare rights advice	3.00%
Total	285.50%

Note: percentages add up to more than 100 as respondents used more than one service.

- 8.5 Nearly all (99.40%) respondents were registered with a doctor and 94.60% with a dentist. Surprisingly there was no significant difference in the reported level of registration and the use of services by the type of accommodation.

## Mental health issues

- 8.6 More than a third of Gypsy and Traveller respondents (94 of 243 respondents) said that they experienced stress or got 'down'. Of these 70% indicated that they could cope from day to day without medication or other interventions. 17% told us that they needed support, but did not require medication, and 13% that they required medication. The latter equates to nearly 5% of the estimated total sample household population, and over twice the national estimate of 2.1% of the population.
- 8.7 The three major causes of stress were housing problems (68% of respondents), family problems (54% of respondents), and treatment by other people (44% of respondents). 37% of respondents identified treatment by organisations as a problem leading to stress.
- 8.8 When asked how they cope with these mental health issues, a large majority (87% of respondents) told us that they 'get on with it'. 23% said that they get support from families and/or friends, and 19% get support from their doctor or other medical services. 15% that their religious beliefs helped them cope. 5% told us that they fail to cope.

## Long-term illness or disability

- 8.9 The incidence of long-term illnesses or disabilities among Gypsy and Traveller respondents is set out in table 8.2 below.

**Table 8.2:** Incidence of long-term illness or disability

Condition	% total cases
Asthma	24.00
Educational difficulties/dyslexia	16.30
Arthritis	14.80
Depression/mental health	10.30
Learning disability	8.20
Problems with mobility	7.00
Problems with vision	6.40
Diabetes	5.50
Problems with hearing	5.50
Other	2.00

- 8.10 The high incidence of asthma identified in these responses endorses the suggestion at the Key Stakeholder forum that Travelling people in the North Yorkshire Sub-region had a higher rate of respiratory problems than the settled population.

## Support needs

- 8.11 Among examples of support they needed to access advice, health and other services Gypsy and Traveller respondents identified:
- Family support
  - Better sites
  - Help with rent and fuel costs
  - A permanent address to enable access to services
  - A home
  - Someone to talk to
  - General and accommodation advice
  - To stay on the roadside for a few weeks

8.12 When asked what additional health and care services would help to meet their needs, Gypsy and Traveller responses included the following:

- More and better doctors and dentists
- Mobile and walk-in doctors' and dental services
- Help to get to doctors
- Provision of personal alarms
- Visits from health visitors

8.13 Other health, advice and support issues raised by Gypsies and Travellers included:

- The need for a place for Travellers and Gypsy and Traveller-specific services
- The need for doctors and dentists to visit roadside encampments
- Improved attitudes to Gypsies and Travellers among medical staff ('people need to know they can't treat us like second class ...' and ...'people need training to know they need to treat us fair..')
- More services for older people

### Supporting People strategies

8.14 Substantive issues relating to the housing related support needs of Gypsies and Travellers were identified in the stakeholder forums. This includes:

- a lack of culturally sensitive housing-related support services
- housing related support research provided clear evidence regarding the changes that were required, which are being implemented
- implications of ageing populations – work is required to ensure sheltered accommodation is more accessible to all communities
- physical and mental health issues for Travellers moving into bricks and mortar accommodation - support services to enable support to continue to customers when they move into housing should be maintained.
- There is a need to provide accessible information due to literacy problems among older Travellers
- limited opportunities for communities to access information and support services

## Education

- 8.15 There appeared to be some reluctance to answer questions relating to education, with no more than 40% replying to education questions. Of these, significantly more than half stated that they had a child who had been bullied at school because of their Travelling background.
- 8.16 Overall 64% of households with children stated that their child(ren) were getting the education that they needed.
- 8.17 Observations, hopes and comments from Gypsy and Traveller respondents included the need for:
- Wider acceptance of Travelling lifestyles and children
  - Travelling children to talk about their identity and lives
  - More teaching about Gypsy background
  - More trained Gypsy teachers
  - More work- and skills-based training
  - More nursery provision
  - More help in schools for children with special needs
  - More support of Traveller Education
  - Better understanding and training on Travelling cultures and customs for teachers
  - On-site teaching for Travelling children
  - More travelling education teams
- 8.18 The Key Stakeholder forum suggested that:
- Sites should be located in places that give easy access to services such as pre-school facilities, schools, health services and playgrounds. Account should be taken of access to transport etc.
  - Agency staff training should be provided to agencies by Travellers Education and Traveller agencies (such as York Traveller Trust) as they are in regular touch with the communities.
  - There is an emphasis on family connections when Travellers are looking for a site.
  - Better consultation is required with Travelling communities about site location.
  - There is a need for education of settled communities, Elected Members, etc.

## Community Involvement

8.19 The Key Stakeholder Forum considered the issue of community involvement, and concluded that among the key issues were:

- Consultation fatigue
- Cultural issues
- Health and safety
- Confidentiality
- Communication between Travelling communities and service providers
- Confidence raising

8.20 Participants suggested that there was a lack of knowledge and understanding of Gypsy and Traveller needs across the different agencies, and a need for more communication and consultation was identified. Clearer methods of communication such as illustrated leaflets with plain English were needed. It was suggested that it was especially difficult to involve male Travellers. There was a need to build up more trust between agencies and Travelling communities, and training was required as part of this process.

8.21 The need for collaboration between agencies, local authorities and community organisations was stressed as agencies were often unaware of Travelling communities, or unsure where they were located.

8.22 Although Gypsies and Travellers were not specifically asked for their views on community involvement, the theme underlies many of their responses to other questions. This is particularly true of their views on education (see 8.18. above). Two comments in particular summarise the wider views of Gypsies and Travellers on this issue:

- They should have more understanding in the (Travelling) community, and the (settled) community should have more understanding of them.
- People don't understand the (Travelling) way of life



## 9.0 CONCLUSIONS

### Assessment Findings

- 9.1 The study of the accommodation needs of Gypsies, Travellers and Showpeople in the sub-region has highlighted a range of issues. Estimates of the total number of households, derived from Traveller Education Service records, combined with the results of a survey indicate that the main community in the study area is English Gypsy (or Romany) although there is a small Irish Traveller Community and a smaller population of Showpeople. The study suggests that a large proportion of the communities are now living in conventional housing while continuing to travel especially during the spring and summer. About a third of

### Current Conditions

- 9.2 While respondents were generally happy with their existing permanent sites the survey suggests that the conditions are not good especially on private rented sites. Just under half of those respondents interviewed on private sites (33%) lacked a dedicated toilet on their pitch, nearly half (44%) lacked a shower or bath and no respondent had a kitchen on their pitch.
- 9.3 This compares very poorly with the responses on local authority sites but interestingly, however, this did not translate into perceptions about the state of repair or identified need for improvement. Private sites were in fact rated much higher than local authority sites. It may be that this simply reflects the lack of provision.
- 9.4 The lack of play areas on sites was a significant area of concern reported on both private and local authority sites with several respondents highlighting this issue in 'open text' responses.
- 9.5 The main repair and improvement issues reported was the need for more space on pitches and overcrowding appears to be a particular problem. This was especially the case on private sites. Beyond this the need for repairs and improvements to individual amenity blocks were highlighted on LA sites. Bathroom improvements were the most frequently mentioned issue.
- 9.6 There is broad agreement that conditions on several Local Authority sites in the sub-region are unacceptable, and that remedial action is urgently needed.
- 9.7 As part of any future site provision, it will be important to identify the need for adaptations and access facilities. The possibility of supporting site residents to apply for Disabled Facilities Grants in order to fund improvements should also be explored.

### Pitch Requirements

- 9.8 Since the obligation to provide Gypsy and Traveller sites was abolished in 1994 a gap in the provision of permanent sites has emerged nationally.
- 9.9 By combining research methods and drawing upon secondary source data it has been possible to understand the needs of the Gypsy, Traveller and Showpeople communities in the sub-region.

- 9.10 The study has provided robust estimates of the size of the population of these communities and established the current and future accommodation needs by local authority area. An indication of the sub-district distribution of Gypsy and Traveller households has also been provided.
- 9.11 Using the CLG-approved model for calculating pitch requirements, the research has demonstrated that across the North Yorkshire Sub-region, there is a current shortfall of 113 pitches. This need is especially apparent in York, Selby, Harrogate and Hambleton.
- 9.12 A sub-regional response needs to be co-ordinated to help deliver these requirements.
- 9.13 The need is not distributed equally across the sub-region with larger gaps in provision for Gypsies and Travellers in York (36 pitches), Selby (26 pitches) Harrogate (14 pitches) and Hambleton (14 pitches).
- 9.14 In addition to this, there is some suggestion from the survey of Showpeople that a small amount of new provision is required in the Selby and York local authority areas.
- 9.15 The likely growth in households on sites is unlikely to outstrip the turnover of sites if the current trend of households moving off sites continues. However, it should be carefully noted that much of this movement may be attributed to the existing condition on sites – especially those not directly managed by local authorities – and no account has been taken of the strong preference of Gypsy and Traveller households in conventional housing to move onto sites.
- 9.16 Some indication of the sub-district distribution of need has been provided through consideration of the distribution of households known to Traveller Education.
- 9.17 Respondents had a clear preference for owning and developing their own land in ways that would accommodate their travelling lifestyle. Where they wished to rent there was a clear preference for local authority provision.
- 9.18 The clear preference of survey respondents was for smaller family sites with larger pitches. This reflects CLG guidance which advocates smaller sites of between 6 and 12 pitches.
- 9.19 There is a need to take a long-term view of the site management as it is more intensive and demanding than most conventional housing management, and it would be sensible to look at this issue in greater depth. Different management models may be appropriate for different sites, with mainstream approaches to recruitment and selection of managers needing to reflect cultural sensitivities.
- 9.20 For all three communities, the method of analysis is such that it is possible to periodically update the assessment of accommodation need, through the careful recording of key data. For Gypsy and Traveller Communities the number of extant authorised pitches and the provision of Traveller Education support needs to be recorded in some detail in order that the estimate can be disaggregated by the different ethnicities. Something that it has not been possible to do in this assessment.

## Travelling Practices and Requirements

- 9.21 The current understanding of travelling patterns and the associated requirements of the Gypsy, Traveller and Showpeople communities is more limited. The communities continue to travel because it is part of their cultural heritage and, especially so far as Showpeople are concerned, associated with their work.
- 9.22 However, the high levels of homelessness reported by the Gypsy and Traveller Communities in the North Yorkshire Sub-region suggests that many of the current unofficial encampments are a result of a shortage of permanent provision.
- 9.23 There is a high level of support for the provision of transit sites and stopping places which allow for temporary stop-overs while travelling but there is a serious danger that, until the gap in permanent provision is addressed, any new transit site provision will simply fill up with permanent occupants.
- 9.24 When asked where transit sites should be located the top choices mainly reflected the existing shortage of permanent provision or current growth spots but the inclusion of Scarborough in the top three seems to suggest the need for some transit provision in this area.

## Wider service needs

- 9.25 Gypsies, Travellers and Showpeople reported few support or wider service needs although there were significant references to their lack of access to doctors and dentists.
- 9.26 Some Gypsy and Traveller respondents made the point that access to services were hindered by their lack of a permanent base.
- 9.27 Few points were made by respondents about education but the views expressed at the Key Stakeholder forum suggest that transport is a key issue for Gypsy and Traveller children living on sites.

## Health

- 9.28 Of some concern is the high level of Gypsies and Travellers reporting mental health issues. Over one third reported experiencing stress or getting down. The numbers reporting that they required medication to cope with their problem was over twice the national average.

## Strategic Response

- 9.29 Many of the issues raised in this report require a strategic response. This includes working with the Communities to:
- ensure findings from this study are fed back to the communities
  - identify suitable land for the development of new site provision
  - consider ways to support Gypsies, Travellers and Showpeople in the planning application process
  - ensure that new provision conforms to the emerging site design and layout guidance
  - make existing site provision fit for purpose

- develop transit or stop-over provision
- tackle inequality in access to services
- raise awareness and tackle prejudice and discrimination

## APPENDIX A LEGISLATIVE BACKGROUND

- A.1 Between 1960 and 2003, three Acts of Parliament had a major impact upon the lives of Gypsies and Travellers. The main elements of these are summarised below.
- A.2 The **1960 Caravan Sites and Control of Development Act** enabled Councils to ban the siting of caravans for human occupation on common land, and led to the closure of many sites.
- A.3 The **Caravan Sites Act 1968 (Part II)** required local authorities *'so far as may be necessary to provide adequate accommodation for Gypsies residing in or resorting to their area'*. It empowered the Secretary of State to make designation orders for areas where he (sic) was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from central government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.4 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
  - Abolished all statutory obligation to provide accommodation;
  - Discontinued government grants for sites; and
  - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.5 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
  - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
  - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.6 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:
- A Parliamentary Committee report (House of Commons 2004).

- The replacement of Circular 1/94 by Circular 1/2006.
  - Guidance on accommodation assessments (ODPM 2006).
  - The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.
- A.7 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- A.8 **Section 225: Housing Act 2004** which imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:
- Every local housing authority must as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
  - Where a local housing authority are required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
  - A local housing authority must have regard to section 226 ('Guidance in relation to section 225') in:
    - carrying out such an assessment, and
    - preparing any strategy that they are required to prepare.
- A.9 **The Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.
- A.10 The Act introduced major changes to the way in which the planning system operates. The Development Plan now comprises the Regional Spatial Strategy and Local Development Frameworks. Local planning authorities are required to prepare a Local Development Framework, the key components of which are:
- A **Local Development Scheme**, which sets out what local development documents Local Planning Authorities will prepare, along with their timetable and whether they are to be prepared jointly with one or more other authorities.
  - A **Statement of Community Involvement**
  - **Local Development Documents**, which must be in general conformity with the Regional Spatial Strategy, and which effectively replace local plans, unitary development plans and structure plans. County Councils are able to participate in the preparation of local development documents by becoming part of a joint committee with one or more LPA
  - **Annual Monitoring Reports**

- A.11 Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.

## APPENDIX B POLICY AND GUIDANCE

B.1 As part of this research, we have carried out a comprehensive literature review which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition there is considerable independent and academic research and guidance on these issues. This review covers documents and research which either relate specifically to Gypsies and Travellers or make reference to them within a broader policy framework. The documents are reviewed in order of publication date.

### **The Provision and Condition of Local Authority Gypsy / Traveller Sites in England, Niner, ODPM, 2002**

B.2 This study for ODPM by the University of Birmingham (Niner 2002) estimated a need in England for 1 - 2,000 additional residential pitches, and up to 2,500 transit or stopping places over a five-year period. This would require 6 - 900 new pitches a year. From January 2003 to January 2005 the net increase was equivalent to 130 pitches a year, at which rate it would take over thirty years to reach the target.

### **At What Cost, Clements and Morris, 2002**

B.3 In 2002 the national public cost of dealing with unauthorised sites was estimated at around £18 million a year and this figure is now believed to be much greater. Local authority and police costs of dealing with unauthorised encampments are high, and include legal expenses, the provision of facilities and services to 'tolerated' sites, and the cost of clearing up in cases where rubbish is left on sites or fly tipping occurs.

### **Gypsies and Travellers 2004-2007 Strategy, Commission for Racial Equality, 2004**

B.4 The CRE produced a strategy document in 2004 covering its work with Gypsies and Travellers through to 2007. The main elements in this strategy include commitments to advise and influence a wide range of agencies on:

- Accommodation;
- Education;
- Employment and training;
- Health and Social Care;
- Criminal justice;
- Records and monitoring; and
- Legal protection.



## **Consultation Paper on a New Planning Policy Statement 3 (PPS3) – Housing, ODPM,**

**December 2005**

B.5 This draft PPS seeks to provide a national policy framework for planning for housing. It sets out what is required at regional and local levels to deliver housing within sustainable communities. This PPS and accompanying guidance is intended eventually to replace Planning Policy Guidance Note 3: Housing (PPG3) published in March 2000 and Planning Circular 6/98: Planning and Affordable Housing. It makes specific reference to strategic considerations relating to Gypsy and Traveller communities:

## **Planning Policy Guidance Note No. 3: Housing Update, DETR January 2005**

B.6 The preamble to this Guidance Note states that; ‘Planning Policy Guidance (PPG) notes set out the Government’s policies on different aspects of planning. They should be taken into account by regional planning bodies and local planning authorities in preparing regional planning guidance and development plans and may also be material to decisions on individual planning applications and appeals. This guidance introduces a new approach to planning for housing which, for most authorities, will mean that their development plan will require early review and alteration in respect of housing.’ There is no reference in the document to Gypsies or Travellers, caravan sites or other issues affecting Travelling communities.

## **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

B.7 Although not primarily about the provision of caravan sites, facilities or pitches, the June 2006 updated DCLG guidance for social landlords provides a standard for such provision. The guidance is set out under a number of key headings:

- Community-based and tenant-led ownership and management
- Delivering Decent Homes Beyond 2010
- Delivering mixed communities
- Procurement value for money
- Housing Health and Safety

B.8 The guidance defines four criteria against which to measure the standard of a home:

- 1) It meets the current statutory minimum standard for housing
- 2) It is in a reasonable state of repair

- 3) It has reasonably modern facilities and services
- 4) It provides a reasonable degree of thermal comfort

### **Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments, ODPM, 2006**

B.9 The Guide is the Government's response to unauthorised encampments which cause local disruption and conflict. Strong powers are available to the police, local authorities and other landowners to deal with unauthorised encampments. It provides detailed step-by-step practical guidance to the use of these powers, and sets out advice on:

- Choosing the most appropriate power;
- Speeding up the process;
- Keeping costs down;
- The eviction process;
- Preventing further unauthorised camping.

### **Submission to the Good Childhood Inquiry, Commission for Racial Equality, 2006**

B.10 The 'Good Childhood' investigation by the Children's Society set out to research why the well-being of our children and young people is so poor and what we can do about it; what is particular to the experience of childhood in the UK that so damages the well-being of our children, and what changes in the way childhood is experienced by today's children and young people have the most impact upon their quality of life. The CRE's submission to the inquiry is divided into two sections: general comments on the issues facing ethnic minority children and young people today; and comments on the Inquiry themes where relevant to race equality or integration. The CRE concluded that ethnic minority children and young people are disproportionately disadvantaged across all sectors and at all ages.

B.11 Areas identified as affecting children and young people from Travelling backgrounds included:

- data on attainment of ethnic minority children against the early learning goals set out in the Foundation Stage Profile shows that Irish Travellers and Gypsy/Roma children are the lowest performing ethnic groups
- patterns of achievement appear to broadly mirror attainment gaps at later stages. White and Asian and Irish children are the highest performing ethnic groups whilst the lowest performing are Irish Travellers and Gypsy/Roma children

- Gypsy/Roma and Traveller of Irish Heritage pupils have extremely low attainment and perform considerably below the national average at all Key Stages and at GCSE and equivalent.

### **Gypsy and Traveller Unit - Gypsy and Traveller Accommodation Assessments Draft Practice Guidance, ODPM, 2006**

B.12 This guidance supplements the earlier ODPM draft practice guidance on housing market assessments. It provides advice on carrying out an assessment of the accommodation needs of Gypsies and Travellers. It does not claim to be exhaustive or prescriptive, and while it recommends that the basic principles it contains should be followed; the exact approach needs to be adapted to local circumstances. It sets out:

- Why the Accommodation Assessment needs to be done
- What it should produce
- Whom it should survey
- Key differences between the Gypsy and Traveller community and others, and the practical implications of these differences
- How accommodation needs for Gypsies and Travellers differs from those of the settled community
- Timescales for carrying out and updating the assessment.

B.13 It also provides advice on carrying out the assessment, including:

- Partnership working;
- Deciding who should carry out the assessment
- The use of existing data sources;
- The use of specialist surveys, including survey techniques and questions;
- How to identify and communicate with the Gypsy and Traveller communities.

### **Circular 01/2006 - Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006**

B.14 The Circular sets out the measures related to Gypsies and Travellers contained within Part 6 of the Housing Act 2004:

- It extends the meaning of a 'protected site' in England to include authorised County Council sites for Gypsies and Travellers. The result is that the occupiers of these sites, like tenants in social housing, are entitled to a minimum period of notice before they can be evicted, possession can only be obtained by a court order, and they will be covered by the provisions in the 1968 Act concerning harassment and

illegal eviction. This brings County Council-owned Gypsy and Traveller sites into line with sites owned by other types of local authority.

- It provides the courts with the power to suspend eviction orders against those occupying authorised local authority Gypsy and Traveller sites, and allows for these suspensions to last for a period of up to 12 months.
- It requires local authorities to undertake regular assessments of the accommodation needs of 'Gypsies and Travellers' either living in, or resorting to, their area under the Local Housing Needs Assessment process as set out in Section 8 of the Housing Act 1985. This enables them to consider the need for additional temporary and permanent accommodation for Gypsies and Travellers in their area.
- It requires local authorities to develop a strategy to meet the needs of Gypsies and Travellers, as they do for the rest of the community, in line with Section 87 of the Local Government Act 2003, and to take any such strategy into account when they are exercising their other functions. Local housing authorities must also take into account any guidance issued by [DCLG] when carrying out their Gypsy and Traveller accommodation assessment and when developing their strategy.
- It allows for regulations to be issued that define Gypsies and Travellers for the purpose of this section. This allows the Secretary of State to consult on the definition and provides for the possibility of the definition changing over time. This paragraph states that 'accommodation' means sites on which caravans can be stationed, in addition to bricks and mortar housing.
- It allows for the Secretary of State to issue guidance on carrying out needs assessments and the preparation of housing strategies.

#### B.15 The main intentions of the Circular are:

- to create and support ... communities where Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision; where there is mutual respect and consideration between all communities for the rights and responsibilities of each community and individual; and where there is respect between individuals and communities towards the environments in which they live and work;
- to reduce the number of unauthorised encampments and developments and the conflict .... they cause and to make enforcement more effective where local authorities have complied with the guidance ....;
- to increase significantly the number of Gypsy and Traveller sites in appropriate locations with planning permission in order to address under-provision;
- to recognise, protect and facilitate the traditional travelling way of life of Gypsies and Travellers, whilst respecting the interests of the settled community;

- to underline the importance of assessing needs at regional and sub-regional level and for local authorities to develop strategies to ensure that needs are dealt with fairly and effectively;
- to identify and make provision for the resultant land and accommodation requirements;
- to ensure that Development Plan Documents include fair, realistic and inclusive policies and to ensure identified need is dealt with fairly and effectively;
- to promote more private Gypsy and Traveller site provision in appropriate locations through the planning system, while recognising that there will always be those who cannot provide their own sites; and
- to help to avoid Gypsies and Travellers becoming homeless through eviction from unauthorised sites without an alternative to move to.

**Local Authorities and Gypsy & Travellers Guide to responsibilities and Powers, ODPM, 2006**

B.16 The Guide summarises the Government's objective as Gypsies and Travellers and the settled community living together peacefully. .... both must respect the rights of the other and each must discharge its responsibilities to the other.

B.17 The Guide sets out the priorities as:

- adequate provision must be made for authorised sites;
- the planning system and property rights must be respected and effective enforcement action taken promptly against problem sites;
- the small minority who indulge in anti-social behaviour must be dealt with promptly and effectively before they cause further harm to relationships between the two communities.

B.18 The main sections of the Guide set out how the Government sees these priorities being achieved by local authorities:

- each local authority to identify land for the sites that are needed in its area.
- local authorities and the police using existing powers to deal with Gypsies and Travellers who camp on other people's land.
- local authorities and the police dealing with antisocial behaviour by Gypsies and Travellers and the settled community alike
- local authorities taking the lead in assessing the accommodation needs of Gypsies and Travellers alongside those of their settled population;
- locally assessed needs of Gypsies and Travellers incorporated into the Regional Spatial Strategy;
- each local authority playing its part in meeting those needs through the planning system by identifying appropriate sites in local plans.

## **Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006**

- B.19 This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.
- B.20 The Report's recommendations include measures relating to central government, local authorities, police forces and the voluntary sector. Among those relating to central government are:
- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met,
  - developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation,
  - requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers,
  - requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.
- B.21 Strategic recommendations affecting local authorities include:
- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
  - reviewing all policies on accommodation for Gypsies and Irish Travellers,
  - designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites,
  - emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers,
  - giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application,
  - identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers,

- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.

B.22 Among other recommendations, the Report states that police forces should:

- include Gypsies and Irish Travellers in mainstream neighbourhood policing strategies, to promote race equality and good race relations,
- target individual Gypsies and Irish Travellers suspected of anti-social behaviour and crime on public, private and unauthorised sites, and not whole communities,
- treat Gypsies and Irish Travellers as members of the local community, and in ways that strengthen their trust and confidence in the police,
- provide training for all relevant officers on Gypsies' and Irish Travellers' service needs, so that officers are able to do their jobs more effectively,
- review formal and informal procedures for policing unauthorised encampments, to identify and eliminate potentially discriminatory practices, and ensure that the procedures promote race equality and good race relations,
- review the way policy is put into practice, to make sure organisations and individuals take a consistent approach, resources are used effectively and strategically, all procedures are formalised, and training needs are identified.

B.23 Other recommendations relate to Parish and Community councils the Local Government Association, the Association of Chief Police Officers and the voluntary sector.

### **Report of the LGA Gypsy and Traveller Task Group - May 2006**

B.24 The LGA's Gypsy and Traveller Task Group was established in December 2004 to respond to the issues raised by the new Circular on Planning for Gypsy and Traveller Sites. Following the publication of the LGA's response, and amid concerns being expressed from local government and the national press that enforcement issues were not being dealt with, the task group was asked further to extend its work to cover enforcement issues.

B.25 The Report set out recommendations on the way forward in dealing with unauthorised encampments, under nine main headings:

- The scale of the challenge;
- Understanding accommodation needs ;
- Delivering the new planning circular;
- Site provision issues ;
- Site design and management issues ;

- Enforcement against unauthorised encampments ;
- Enforcement against unauthorised development ;
- Resourcing delivery ;
- The role of council leadership.

**Local Authorities and Gypsies and Travellers: A Guide to Responsibilities and Powers, DCLG, 2007**

B.26 The financial, health and other costs to Gypsies and Travellers are substantial, including the constant threat of eviction and disruption of everyday life. Members of settled communities generally enjoy a basic right to secure accommodation. Although they undoubtedly experience adverse effects of unlawful encampments, members of settled communities are not faced with the levels of insecurity, inter- and intra-communal tension or the 'vicious circle of tension' experienced because of a lack of adequate accommodation suffered by many transient Travellers. (DCLG, 2007a)

**Out in the Open - Providing Accommodation, Promoting Understanding and Recognising Rights of Gypsies and Travellers, Building and Social Housing Foundation, June 2007**

B.27 This consultation was organised by the Building and Social Housing Foundation (BSHF) to identify practical ways in which housing organisations and other public bodies can work together with Gypsies and Travellers and local communities to provide appropriate accommodation and support for their way of life, as well as promoting respect and understanding between Gypsies and Travellers and other members of the public. Persons of experience and expertise were brought together for three days in order to share and develop ideas as to how to meet this challenge. The key findings are set out in an Executive Summary, as follows.

**B.28 *Key areas for action***

- Providing authorised sites to meet urgent short-term accommodation needs, until the Government's new policy framework can deliver permanent sites.
- Addressing the lack of political will across all levels of the political spectrum to tackle the existing widespread discrimination against Gypsies and Travellers.
- Integrating Gypsy and Traveller rights and needs into existing policies and mainstream services.



- Obtaining accurate and wide-ranging information to inform policy, counteract misinformation in the media and enable the sharing of good practice.
- Recognising the opportunities provided by working in partnership with Gypsy and Traveller communities, as well as social housing providers and landowners to improve the availability and choice of accommodation.

### ***Increasing the Supply of Accommodation***

B.29 Local authorities have a key part to play in the provision of accommodation for Gypsies and Travellers, whether as a provider themselves or as the authorities responsible for granting planning permission on other providers' sites. A range of recommendations were put forward to increase the overall number of sites.

These include:

- Local authorities should use Section 106 agreements to provide land or financial resources for Gypsy and Traveller sites in the same way as they are used to provide additional social housing. The Improvement and Development Agency for local government (IDeA), Local Government Association (LGA) and Communities and Local Government (CLG) should support this by disseminating good practice case studies as they become available;
- Local authorities should ensure that the planning process addresses the wider sustainability of sites in the same way it would for bricks and mortar accommodation. The process should address factors such as travel to work, access to services and public transport, amongst others, and not cause sites to be developed in areas which would not be acceptable for bricks and mortar accommodation due to environmental and health risks;
- Local authorities should involve Gypsies and Travellers early on in consultations of potential locations for sites;
- Local authorities should assist Gypsies and Travellers in the planning process by providing guidance from the early stage of site selection, through to providing assistance with submitting planning applications.

### ***Meeting Interim Accommodation Needs***

B.30 The Consultation supported the current direction of government policy, which should lead to provision of an adequate number of sites in the longer term. However, the process could take five or more years before additional sites become available.

B.31 As well as engaging positively with the current framework to ensure adequate provision of sites in the longer term, local authorities should take steps to ensure interim provision is as high as possible over the intervening period. It is therefore recommended that:

- Local authorities should consider alternative means of obtaining land for temporary use as a site, such as renting farmland from farmers. Local authorities could consider operating these in the summer months only, to ease the greater shortage at this time of the year, if they feel it would be easier to obtain agreement for this.

### ***Sending a Message***

- B.32 Well-trained and well-equipped local authorities can promote understanding of Gypsies and Travellers in a wide variety of ways, through specific activities, through the local media, and by sending a message through the way they work.
- B.33 It is important that there should be a widespread challenge to the media when its coverage is inflammatory, inaccurate or prejudicial, and that this should come from local authorities and Gypsies and Travellers, as well as bodies such as the Commission for Equality and Human Rights.
- B.34 One way in which negative reporting can be countered is by promoting positive stories particularly in the local press, where greater coverage can be given, as well as in the national farming press to highlight examples of mutually beneficial coexistence and cooperation. It is recommended that:
- Local authorities should ensure that responsibility for Gypsy and Traveller issues, at district or borough levels, falls within appropriate departments, such as Housing and/or Equality and Diversity Departments and not in Environmental/Public Health;
  - Local authorities should respond to inaccurate reporting in the local media by seeking to put the record straight, as well as actively promoting positive stories;
  - All public bodies should include Gypsy and Traveller issues within all their programmes of diversity training and cultural awareness-raising for all front line service providers, including social services staff;
  - IDeA should initiate training, education and awareness-raising for councillors, including information on engagement with settled communities on the issues, especially site location. This should include creating a 'Councillors' Toolkit' to help inform elected members about Gypsy and Traveller issues;
  - IDeA should disseminate good local authority practice in relation to Gypsies and Travellers; and
  - establish a website with information and examples of good practice.
  - Local authorities and schools should include Gypsies and Travellers within cultural events where diversity is celebrated.

### ***Partnership Working with Gypsies and Travellers***

B.35 Gypsies and Travellers are rarely involved in local decision-making. This is partly because they have little confidence in the process, but also because arrangements are rarely designed to include them and there is little direct recognition of their rights to be consulted. Gypsy and Traveller needs are assumed to be associated principally with sites, rather than the basic services provided for other members of the public. To help address these issues it is recommended that:

- Local authorities should create and facilitate Gypsy and Traveller Forums with high levels of Gypsy and Traveller participation to provide an opportunity to identify key needs and aspirations.
- Local authorities should seek to engage with Gypsies and Travellers in community consultation processes on all issues affecting their area, not just those that specifically relate to Gypsies and Travellers.
- Local public bodies should establish an inter-agency forum at a regional or sub-regional level, bringing together officers who work with Gypsies and Travellers from different organisations and departments to act as a support network, share best practice and coordinate service provision.
- Local authorities should ensure there is a Gypsy and Traveller Advisory Officer in every authority who is well trained and capable of building and maintaining positive relationships with the community, not just an enforcer.
- Mediation services, who are used to dealing with conflict between different parties, should, with
- appropriate training, offer their services when conflict arises between or within communities to help resolve the conflict.

### ***Recognising Rights***

B.36 Gypsies and Travellers are entitled to the same rights as other British citizens, including the right to access services such as health, housing, education, welfare and criminal justice. Gypsies and Travellers have significantly lower average educational attainment and health indicators than the settled community and there is little recognition of their particular needs in accessing these services.

B.37 Many of the barriers that Gypsies and Travellers face are due to the racism and discrimination that is still prevalent. The ability to counteract this is limited by a lack of information on a range of issues. For example, gathering data relating to Gypsy and Traveller ethnic status by the criminal justice system would enable greater clarity as to the extent to which Gypsies and Travellers are involved in criminal activity or experience hate crime. Only with firm evidence can the unsupported assertions of the national and local media be challenged. It is recommended that:

- Local authorities, health authorities and other relevant public bodies should provide information on their services in alternative formats where difficulties may be encountered due to poor literacy;

- Local authorities should ensure that their Equality Impact Assessment processes are robust and that Gypsies and Travellers are actively considered within them;
- All public authorities should include Romany Gypsies and Irish Travellers as categories within all exercises where racial/ethnic data is gathered or monitored, including ethnic monitoring of crime and anti-social behaviour.
- Local authorities should ensure that Sure Start programmes are accessible to those living on sites, placing a scheme on the site where appropriate; and
- Local Gypsy and Traveller groups with local authority Gypsy and Traveller Advisory Officers should develop and provide training/awareness-raising aimed at Gypsies and Travellers on the roles of police and social services departments and support Gypsies and Travellers to interact effectively with authority figures.

### **Planning and Travelling Showpeople Circular, DCLG, August 2007**

- B37 The purpose of the policy is to ensure that the needs of Travelling Showpeople are incorporated into mainstream planning and housing plans, ensuring that their needs are considered within the context of local circumstances and helping mitigate the problems of unauthorised sites for both Travelling Showpeople and the wider community.
- B38 The Circular discusses three possible options, of which that preferred is to introduce better guidance to reflect recent changes to the planning system. This should help local authorities better to meet their responsibilities and facilitate more sites for Travelling Showpeople in appropriate locations. The guidance is intended to replace Circular 22/91 following the implementation of the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- B39 The resulting policies are a significant material consideration in the drawing up of development plans and any planning cases involving Travelling Showpeople. The purpose of the policy is to ensure that the needs of Travelling Showpeople are incorporated into mainstream planning and housing provision, thereby ensuring that their needs are considered within the context of local circumstances.

### **Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007**

- B.40 The most recent DCLG Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the rest of the population, and that they have hitherto been excluded from

accommodation needs assessments. The guidance stresses the importance of understanding accommodation needs of the whole Gypsy and Traveller population, and that any studies obtain robust data. It recognises the difficulties of surveying this population and recommends the use of:

- Qualitative methods such as focus groups and group interviews
- Specialist surveys of those living on authorised sites who are willing to respond
- Existing information, including local authority site records and the twice-yearly caravan counts.

B.41 The Guidance recognises that there are challenges in carrying out these assessments, and accepts that while the approach should be as robust as possible it is very difficult exactly to quantify unmet need.

B.42 The Guidance defines Gypsies and Travellers as:

- persons with a cultural tradition of nomadism or living in a caravan; and
- all other persons of a nomadic habit of life, whatever their race or origin, including:
  - 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
  - members of an organised group of travelling showpeople or circus people (whether or not travelling together as such).

B.43 The stated intention of this definition is to cover all whose distinctive ethnicity, cultural background and/or lifestyle may give rise to specific accommodation needs, now or in the future, which need to be assessed and planned for.

## Glossary of Terms

The following abbreviations, words and phrases are used in this report and may need some explanation:

**Caravans** : Mobile living vehicles used by Gypsies and Travellers. Also referred to as trailers.

**CJ&POA** : Criminal Justice and Public Order Act 1994. Includes powers for Local Authorities and police to act against unauthorised encampments.

**CRE** : Commission for Racial Equality.

**CLG** : Department for Communities and Local Government; created in May 2006. Responsible for the remit on Gypsies and Travellers previously held by the Office of the Deputy Prime Minister (O.D.P.M.).

**Gypsies and Travellers** : CLG Guidance (2007) suggests that the following definition of Gypsies and Travellers should be adopted for the purposes of the assessment:

- (d) Persons with a cultural tradition of nomadism or living in a caravan;  
and
- (e) all other persons of a nomadic habit of life, whatever their race or origin,
- (f) 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).

**Irish Traveller** : Member of one of the main groups of Gypsies and Travellers in England. Irish Travellers have a distinct indigenous origin in Ireland and have been in England since the mid nineteenth century. They have been recognised as an ethnic group since August 2000 in England and Wales (O'Leary v Allied Domecq).

**Mobile home** : Legally a 'caravan' but not usually capable of being moved by towing.

**ODPM** : Office of the Deputy Prime Minister, the Central Government department with responsibility for housing, planning and gypsy site provision until the creation of the Department for Communities and Local Government in May 2006

**Pitch** : Area of land on a Gypsy/Traveller site occupied by one resident family. Sometimes referred to as a plot.

**Plot** : see pitch

**Roadside** : Term used here to indicate families on unauthorised encampments, whether literally on the roadside or on other locations such as fields, car parks or other open spaces.

**Romany** : Member of one of the main groups of Gypsies and Travellers in England. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since before 1500. Gypsies have been a recognised ethnic group for the purposes of British race relations legislation since 1988 (CRE V Dutton).

**RRA** : Race Relations Act 1976 as amended by Race Relations (Amendment) Act 2000.

**Sheds** : On most residential Gypsy/Traveller sites 'shed' refers to a small basic building with plumbing amenities (bath/shower, WC, sink), which are provided at the rate of one per plot. Some contain a cooker and basic kitchen facilities.

**Site** : An area of land laid out and used for Gypsy/Traveller caravans; often though not always comprising slabs and amenity blocks or 'sheds'. An authorised site will have planning permission. An unauthorised development lacks planning permission.

**Slab**: An area of concrete or tarmac on sites allocated to a household for the parking of trailers (caravans)

**Stopping places** : In this study, a term used to denote an unauthorised temporary camping area tolerated by Local Authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

**Trailers** : Term used for mobile living vehicles used by Gypsies and Travellers. Also referred to as caravans.

**Transit site** : A Gypsy site intended for short-term use while in transit. The site is usually permanent and authorised, but there is a limit on the length of time residents can stay.

**Unauthorised encampment** : Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent.

**Unauthorised development** : Establishment of Gypsy sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings.

**Wagons** : This is the preferred term for the vehicles used for accommodation by Showpeople.

**Yards** : Showpeople travel in connection with their work and therefore live, almost universally, in wagons. During the winter months these are parked up in what was traditionally known as 'winter quarters'. These 'yards' are now often occupied all year around by some family members.







# North Yorkshire Accommodation Requirements of Showmen

**DRAFT Final Report**

**November 2009**



**Contact: Michael Bullock**

arc<sup>4</sup> Ltd  
Beehive Mill  
Jersey Street  
Ancoats  
Manchester  
M4 6JG  
T: 0161 228 1689  
F: 0161 228 6514  
Email: [michael.bullock@arc4.co.uk](mailto:michael.bullock@arc4.co.uk)  
Website: [www.arc4.co.uk](http://www.arc4.co.uk)

Directors David Cumberland - Gaynor Asquith - Helen Brzozowski - Michael Bullock

## TABLE OF CONTENTS

<b>1. INTRODUCTION AND BACKGROUND TO THE STUDY .....</b>	<b>4</b>
<b>2. POLICY CONTEXT.....</b>	<b>4</b>
National.....	5
Regional.....	6
Summary of key points.....	7
<b>3. ANALYSIS OF FINDINGS.....</b>	<b>7</b>
Data Analysis .....	8
Fieldwork Interviews.....	8
<b>Changing Lifestyles.....</b>	<b>9</b>
Summary of key points.....	12
<b>General Household Characteristics .....</b>	<b>12</b>
Summary of key points.....	13
<b>Current Accommodation.....</b>	<b>13</b>
Insecurity of tenure.....	20
Overcrowding .....	21
Pulling places .....	23
Summary of key points.....	23
<b>Aspirations and ideal site requirements.....</b>	<b>24</b>
Summary of key points.....	33
<b>Travel Patterns.....</b>	<b>33</b>
Reasons for Travel.....	40
Summary of key points.....	43
<b>Requirements, Need for and Location of Accommodation.....</b>	<b>44</b>
Tenure preference and site management .....	44
Provision of accommodation .....	45
New provision.....	45
Stop off provision/places to pull.....	49
Future Need .....	51
Summary of key points.....	52
<b>Barriers to Provision and Potential Sites .....</b>	<b>53</b>

Barriers to provision.....	53
Potential new sites .....	54
Summary of key points.....	55
<b>4. CONCLUSION AND RECOMMENDATIONS.....</b>	<b>55</b>
Recommendations .....	56
<b>APPENDIX A: QUESTIONNAIRE .....</b>	<b>58</b>

## North Yorkshire Accommodation Requirements of Showmen

### 1. Introduction and Background to the Study

- 1.1 In June 2009 the North Yorkshire Strategic Housing Partnership Board commissioned arc<sup>4</sup> to undertake additional research into the accommodation needs of Showpeople across North Yorkshire. This research was designed to supplement findings from the 2007/08 Gypsy and Traveller Accommodation Assessment, and address the following priorities identified within the North Yorkshire Gypsy and Traveller Action Plan:
- Build upon the initial findings of the accommodation assessment and the 62 interviews carried out with Showmen;
  - Review the travelling patterns of Showmen within North Yorkshire;
  - Consider the particular pitch requirements of Showmen by local authority district;
  - Review the facilities required, including pitch size;
  - Enable further consultation with the Showmen's Guild on accommodation requirements.
- 1.2 In order to meet these priorities it was agreed that arc<sup>4</sup> would:
- Carry out further analysis of the original Accommodation Assessment responses from Showmen, in particular looking at their aspirations, travelling patterns and health requirements; and
  - Undertake interviews with selected representatives of the Showmen's Guild (Northern and Yorkshire Sections).
- 1.3 The proposed outputs from this research are to:
- Assess the specific accommodation and support requirements of Showmen by District;
  - Review pitch requirements in terms of size, location and specific site attributes required by Showmen;
  - Further analyse the survey dataset, particularly relating to health issues and views preferences for transit sites.
- 1.4 Before analysing findings from the research undertaken, this report provides a brief summary of the planning policy context relating to Showpeople. The report concludes with a series of recommendations.
- 1.5 The assistance and input of the Northern and Yorkshire Sections of the Showmen's Guild in this research is acknowledged with grateful thanks.

### 2. Policy Context

- 2.1 Before looking at the findings from the research it is first helpful to understand the planning policy context within which local authorities are operating, and this research was commissioned.

## National

- 2.2 National policy guidance in respect of Showmen is set out within the *Communities and Local Government Circular 04/2007: Planning for Travelling Showpeople* (21<sup>st</sup> August 2007). This provides guidance on all aspects of the planning process in respect of Showmen, including guidance to local planning authorities on dealing with planning applications from Showmen.
- 2.3 Advice within the Circular flags how *‘the nature of showpeople’s sites is unusual in planning terms’* with a plot consisting of space for accommodation (typically caravans/wagons) and storage and maintenance space for trailers and equipment, which means that *‘sites do not fit easily into existing land-use categories. The requirement for sites to be suitable both for accommodation and business use is very important to the travelling showpeople’s way of life.’*
- 2.4 The Circular embeds guidance in respect of accommodation for Showmen within the overall strategic objective of planning for housing, which is *‘to ensure that everyone has the opportunity of living in a decent home’*. The main intentions of the Circular are to:
- Increase the number of travelling showpeople’s sites in suitable locations with planning permission in order to address current under-provision over the next three to five years, and to maintain an appropriate level of provision through Regional Spatial Strategies (RSS) and Local Development Frameworks (LDF);
  - Recognise, protect and facilitate the traditional way of life of travelling showpeople, creating sustainable, respectful and inclusive communities where travelling showpeople have fair access to suitable accommodation and services;
  - Underline the importance of assessing needs at regional and sub-regional level and for local authorities to develop strategies to ensure that needs are dealt with fairly and effectively;
  - Ensure that Development Plan Documents (DPD) include fair and achievable policies and to ensure that identified need is dealt with fairly and effectively;
  - Identify and make provision for the resultant land and accommodation requirements;
  - Help to avoid travelling showpeople becoming homeless through eviction from unauthorised sites without an alternative to move to (paragraph 14).
- 2.5 The Circular also provides strong advice to local planning authorities in respect of identifying sites for provision of accommodation for Showmen, stating that the Core Strategy should *‘set out criteria for the location of travelling showpeople sites which will be used to guide the allocation of sites within the relevant DPD. These criteria can also be used in respect to planning applications on unallocated sites that may come forward. These criteria based policies must be fair, reasonable, achievable and effective in delivering sites’* (paragraphs 25 and 26).
- 2.6 The Circular identifies a number of options available to local planning authorities to help them meet the need for sites, these include:

- Disposing of local authority owned land at less than best consideration;
  - Making full use of registers of unused and under-used land owned by public bodies;
  - Exercising compulsory purchase powers; and
  - Co-operation between neighbouring authorities, possibly using joint DPDs, to provide greater flexibility in site identification.
- 2.7 The Circular strongly encourages local planning authorities to discuss directly with Showmen their accommodation needs, and advises that in respect of potential locations for sites those *‘on the outskirts of built-up areas may be appropriate. Sites may also be found in rural and semi-rural settings’* (paragraph 45). Above all the Circular advocates *‘constructive and positive engagement on all sides’* to promote trust and help avoid breaches of planning control; *‘the aim should be as far as possible to help travelling showpeople to provide for themselves, to allow them to secure the kind of sites they need, but in locations that are suitable in planning policy terms’* (paragraph 50).
- 2.8 Authorities are encouraged to offer advice and practical help with planning applications to Showmen wishing to acquire their own land for development, moreover they *‘should not refuse private applications solely because the applicant has no local connection’* (paragraph 52).
- 2.9 Sustainability is emphasised as a key consideration (paragraph 54), and not just in terms of mode of transport and distances to services; it also includes:
- The extent to which the nature of the traditional lifestyle of travelling showpeople, whereby they live and work from the same location thereby omitting many travel to work journeys, contributes to sustainability;
  - The promotion of peaceful and integrated co-existence between the site and the local community;
  - The wider benefits of easier access to GP and other health services;
  - Children attending school on a regular basis;
  - The provision of a settled base that reduces the need for long-distance travelling and possible environmental damage caused by unauthorised development; and
  - Not locating sites in areas at high risk of flooding, including functional floodplains, given the particular vulnerability of caravans and other vehicles.

## Regional

- 2.10 When developing their policies in respect of Showmen, local planning authorities must take account of Policy H6 Provision of Sites for Gypsies and Travellers within the Regional Spatial Strategy, which states that:
- The Region needs to make additional provision to meet the housing needs of Gypsies and Travellers to address an overall shortfall of at least 255 pitches across the region and at least the following shortfalls in each sub region by 2010:



- Humber 34 pitches
- North Yorkshire 57 pitches
- South Yorkshire 78 pitches
- West Yorkshire 86 pitches
- Local authorities should carry out an assessment of the housing needs of Gypsies and Travellers by July 2008. Collaboration between authorities on these studies is encouraged in order to more fully understand the patterns of need and the adequacy of current provision. LDFs, housing investment programmes, and planning decisions should ensure there is an adequate provision of sites for Gypsies and Travellers.

### Summary of key points

- 2.11 Circular 04/2007 provides specific advice in respect of planning for the needs of travelling showpeople. It emphasises the need for local planning authorities to:
- Ensure Showmen have the opportunity of living in a decent home;
  - Engage and work positively with Showmen in terms of planning for new provision;
  - Recognise, protect and facilitate the traditional way of life of showmen;
  - Assess the needs of showmen and develop strategies to meet them, including identifying suitable sites for new plots; and
  - Offer advice and practical help to Showmen with the planning process and planning applications.
- 2.12 The Circular accepts that nationally there is an under provision of plots for Showmen, which needs to be addressed through fair and effective policies within RSSs and LDFs.
- 2.13 RSS policy H6: Provision of Housing Sites for Gypsies and Travellers provides a Regional policy basis for meeting the needs of Gypsies and Travellers with Yorkshire and the Humber.

## 3. Analysis of Findings

- 3.1 The research consists of two key elements:
- Secondary data analysis, extrapolating information regarding the accommodation requirements of Showmen from the original North Yorkshire Gypsy and Traveller Accommodation Assessment (2008); and
  - Primary fieldwork interviews undertaken with the Showmen's Guild and its representatives from the Yorkshire and Northern Sections, to provide additional qualitative information about the accommodation requirements of Showmen in North Yorkshire.

## Data Analysis

- 3.2 Findings from the original North Yorkshire Gypsy and Traveller Accommodation Assessment (GTAA) were derived from a quantitative questionnaire survey undertaken in 2007/08. The main topic areas of the survey included:
- Current and future accommodation requirements including current location, tenure and future location preferences;
  - Reasons for current location and reasons for North Yorkshire requirement;
  - Household composition, both current and expected future formation;
  - Travel patterns into and out of the North Yorkshire area and therefore reasons for needing to locate in North Yorkshire;
  - Employment patterns and trends;
  - Condition of current accommodation;
  - Requirement for any housing-related support services such as access to specific education and health services;
  - Number and size of existing and potential households and the aspirations of these households; and
  - Suitability, design and amenities of existing sites and the aspirations for future sites.
- 3.3 A total of 62 responses were usable for the analysis, all questionnaire surveys were quality checked and the data input into Statistical Package for the Social Sciences (SPSS) and analysed.

## Fieldwork Interviews

- 3.4 In terms of the primary research undertaken, interviews were conducted in July and August 2009 with representatives from the Northern (covering Hambleton and Richmondshire) and Yorkshire (covering York, Selby, Scarborough, Ryedale, Craven, and Harrogate) Sections of the Showmen's Guild.
- 3.5 Meetings were held with Guild Committee representatives for each section, and interviews were undertaken with Guild members at both Hartlepool and Harrogate Fairs. In addition, a discussion session was hosted by the Yorkshire Section at their offices in Drighlington, which was attended by a number of Showmen operating across North Yorkshire.
- 3.6 Over 20 in depth interviews have been undertaken with Guild representatives who work across North Yorkshire, providing a wealth of qualitative information to enhance existing data and knowledge from the original Gypsy and Traveller Accommodation Assessment. Interviews were structured broadly around a series of agreed questions (Appendix A); however a more informal approach was adopted in practice to maximise the level of information obtained. All the Showmen interviewed work across North Yorkshire and therefore have a connection with the County.

- 3.7 The interviews identified a significant number of issues that face Showmen working across North Yorkshire, which, whilst not directly related to the original questions, are nonetheless significant and need to be taken into consideration.
- 3.8 The findings from both elements of the research are now analysed as follows:
- Changing lifestyles;
  - General household characteristics;
  - Current accommodation;
  - Aspirations and ideal site requirements;
  - Travel patterns;
  - Requirements, need for, and location of accommodation; and
  - Barriers to provision and potential sites.

## Changing Lifestyles

- 3.9 As recognised in *Circular 04/2007 Planning for Travelling Show People*, the lifestyle of travelling Showmen has changed considerably over recent years, with the majority of Showmen seeking more permanent home yards or bases – not just winter quarters. The traditional calendar of fairs has altered, with new opportunities for winter work, for example at seasonal Christmas fairs, meaning that many Showmen work all year round. Changing work patterns coupled with a desire to provide a more permanent home base, both to facilitate their children's education and provide for the needs of retired family members, mean that most Showmen now seek to secure a permanent yard, at which family members will reside all year round.
- 3.10 Circular 04/2007 states that:
- 'Showpeople are members of a community that consists of self-employed business people who travel the country, often with their families, holding fairs. Many of these families have been taking part in this lifestyle for generations. Although their work is of a mobile nature, showpeople nevertheless require secure, permanent bases for the storage of their equipment and more particularly for residential purposes. Such bases are most occupied during the winter, when many showpeople will return there with their caravans, vehicles and fairground equipment. For this reason, these sites traditionally have been referred to as 'winter quarters', with individual pitches generally referred to by showpeople as plots. However, increasingly showpeople's quarters are occupied by some members of the family permanently. Older family members may stay on site for most of the year and there are plainly advantages in children living there all year to benefit from uninterrupted education.'* (Circ 04/2007 paragraph 1)
- 3.11 This research bears out these points and identifies a need for the provision of permanent sites for Showmen across North Yorkshire.
- 3.12 A number of interview respondents commented that lack of understanding and ignorance about Showmen, characterises their marginalisation and social exclusion. This is felt most acutely in terms of the lack of accommodation

provision and obstacles to attempts to address this, through opposition from the 'settled community' through the planning process.

- 3.13 There are important distinctions between different travelling communities, which necessitate a clear and distinct approach to working with Showmen as opposed to other members of the Gypsy and Traveller community. Interview respondents were keen to emphasise these differences, and have in recent years stopped using the terms 'Travellers' and 'Travelling Showmen' when describing themselves, due to the erroneous perception and stigma attached to the term. The quotes below are typical of the responses from representatives of the Showmen community:

*'We aren't Gypsies, we don't call ourselves Travellers because of what people think, Showmen are businessmen, small scale businessmen'.*

*'I'm a businessmen, as well as my rides here I've got a car boot business'.*

*'The yard that we live on in West Yorkshire, we still get stones thrown at the caravans and equipment and my kids called gypsies, we're not, but there's no way of telling them'.*

- 3.14 As with members of other minority groups, being the subject of discrimination, however occasional, reinforces the strong sense of community spirit and inclusive self-supporting networks that exist within the Showperson's community. This aspect of the community is analysed in greater detail below, however manifests through necessity when looking for somewhere to stay, whether permanently or simply to 'pull' between fairs.

*'There is a very strong sense of identity and community, even if you saw your worst enemy in trouble broken down on the side of the road, you wouldn't drive past, you'd stop and help him'.*

*'I have to ring round for a place to pull between fairs; it's often a case of everyone bunching up for a bit!'*

- 3.15 The traditional calendar of fairs has changed and resulted in Showmen working all year round. The traditional pattern of fairs would previously have permitted a period of time to commute back to a residential base and then travel to the next fair. However, now there are smaller gaps between fairs and time limits on fairground sites, dictating when equipment is permitted on site and when it should be removed, there is a need to find somewhere to 'pull' for a day or two between fairs, rather than returning to a residential base.

*'I am always ringing round yards asking for a place to pull for a day or two, otherwise I've got to travel back to Manchester from say Hartlepool, to come back to the North East a couple of days later for another fair. My eldest son is only 15 years old, so can't drive and I've got the living trailer and four pieces of equipment to tow each time. I'm sick of seeing the M62; if there's nowhere to pull I've got to make four or five journeys there and back. I'm a Yorkshireman, I'm only based in Manchester because my wife's from there and doesn't work as a Showman, but all my business apart from one fair is over here in Yorkshire'.*

- 3.16 All Travelling Showpeople interviewed were employed within the traditional fairground industry and all were members of the Showmen's Guild. However, in some cases spouses, partners and adult children were employed outside the

industry and there was an evident need to have a permanent base in the location of their employment, from which the Showmen could commute to fairs.

- 3.17 The need for a settled, permanent residential base was further identified in terms of facilitating education for children and minimising time out of school. All GTAA respondents noted that they had contact with the Traveller Education Service and all were full of praise for the service. The service facilitated school placements and maintaining education whilst children were away at fairs. There was acknowledgment from a number of Showmen that their children may not want to follow them into the industry, and they therefore need a permanent base in order to secure a school place and ensure a settled education.

*'I left school at 13 years old with no qualifications, my Dad's a Showman and my Granddad before him, but my wife isn't in the industry and my kids are in school so I'm not going to move them. I have to commute between each fair to home, so could mean me driving through the night, not a lot of sleep as there may only be a couple of days between fairs and nowhere to 'pull' so I have to go home to Bradford but all my fairs are up here [in North Yorkshire]'*

*'My son has two kids and he needs somewhere to move to so he can get his kids into school, at the moment they live with us, there's no room but he has no choice, he hasn't anywhere to take them'*

- 3.18 Table 3.1 highlights that the majority of GTAA respondents have children within the state school system and utilise the Traveller Education Service, to prevent children falling behind in school. This reflects the importance to Showmen of maintaining their children's education, and the desire to have a settled home base during the fair season to facilitate this.

**Table 3.1: Child education (%)**

Child Education	Resident	Tourer	Total
Nursery education	42.9	18.2	24.1
State school	0.0	45.5	34.5
Private school	28.6	0.0	6.9
Home schooled	14.3	0.0	3.4
Home visits from teacher / Traveller Education	14.3	36.4	31.0
Total	100	100	100
<b>Total Persons</b>	<b>7</b>	<b>22</b>	<b>29</b>

- 3.19 The importance of a settled education cannot be underestimated as Showmen appreciate that the next generation may not wish to continue in the industry. Furthermore the social implications of a peripatetic lifestyle for children can be disruptive, especially in terms of schooling and opportunities to settle and establish friendships, resulting in some instances in bullying (Table 3.2).

**Table 3.2: Bullied children**

	Resident	Tourer	Total
Yes	50.0	47.6	48.3
No	50.0	52.4	51.7
Total	100.0	100.0	100.0

### Summary of key points

- 3.20 There have been significant changes to the lifestyle of Showmen, which have resulted in:
- Opportunities to work outside the traditional fair season (April to October).
  - Demand for a permanent settled home base or yard, not just winter quarters, to facilitate children’s education, and care of retired family members.

### General Household Characteristics

- 3.21 Of the total 62 respondent Showmen surveyed as part of the GTAA, 30% were resident Showmen and 70% were tourers in North Yorkshire. The majority of the total 62 respondents were couples with children (52.5%), 61.1% of whom permanently resided within North Yorkshire. The remaining 48.8% of couples with children were touring Showmen households. This illustrates the proportion of households that would require additional provision of services such as education when considering permanent residential plots in the County. In line with comparative studies in neighbouring local authorities, these figures suggest that the average household size for Showmen will be slightly higher than the national average of 2.4 persons per household. These households will form the principle household formation groups over the medium to longer term.

**Table 3.3: Household type (%)**

Household Type	Resident	Tourer	Total
Single person (under 60 years)	5.6	17.1	13.6
Single person (60 years and over)	0.0	4.9	3.4
Lone parent	0.0	2.4	1.7
Couple – no children at home	27.8	12.2	16.9
Couple – with children at home	61.1	48.8	52.5

Older Couple – no children at home	5.6	2.4	3.4
Older Couple – with children at home	0.0	9.8	6.8
Other:	0.0	2.4	1.7
Total	100.0	100.0	100.0

3.22 In the majority of cases the survey respondents represented the heads of households, indicated by the 31.8% of respondents between 30-49 years of age. Table 3.4 indicates the age spread of those respondents. There is a relatively even distribution of respondents in terms of age, with approximately one quarter of respondents in the younger age category 18-29 years, one third in the 30-49 family age category, and approximately one fifth over the age of fifty.

**Table 3.4: Age bands (%)**

Age bands	Resident	Tourer	Total
0-17	16.4	24.6	22.0
18-29	30.9	24.6	26.6
30-49	30.9	32.2	31.8
50-64	18.2	16.9	17.3
65-80	3.6	1.7	2.3
Total Persons	100.0	100.0	100.0

### Summary of key points

- 3.23 The majority of Showmen households living or working in North Yorkshire are families consisting of couples with children.
- 3.24 Age distribution is evenly proportioned amongst the key age bands, with the highest proportion being in the 30 to 49 age bracket (31.8%); 2.3% of Showmen were of retirement age and over (65 to 80 years).

### Current Accommodation

- 3.25 Research undertaken subsequent to the GTAA identified a significant issue with Showmen living on overcrowded yards in West and South Yorkshire, and

the lack of provision within North Yorkshire certainly contributes to levels of overcrowding in neighbouring areas. Table 3.5 illustrates the disparity between those living and working within North Yorkshire. Of those surveyed for the GTAA only a small number live within North Yorkshire, of these all live on private, family-owned yards, the majority of whom, 44% of respondents, reside within Hambleton. This represents a small number of total households surveyed (eight households).

- 3.26 Those that are permanently resident within North Yorkshire represent only 30.5% of total Showmen households surveyed as part of the GTAA. This compares to 69.5% of households surveyed who were working within North Yorkshire but permanently resident outside it.
- 3.27 Hambleton and Craven had the highest number of touring Showmen within their areas, at 22 and 14 households respectively, which would suggest a requirement for yards within these locations. On the basis of work-based locations, York and Harrogate indicate potential requirements for residential yards, borne out by responses to our qualitative interviews whereby Showmen identified work-based requirements to live within North Yorkshire (see requirements and need for accommodation).

**Table 3.5: Location of residence and workplace**

NY Location	Resident	Resident %	Tourer	Tourer %	Total	Total %
Craven	0	0%	14	31.8%	14	<b>22.5%</b>
Hambleton	8	44.4%	14	31.8%	22	<b>35.4%</b>
Harrogate	2	11.1%	4	9.1%	6	<b>9.6%</b>
Richmondshire	1	5.6%	0	0%	1	<b>1.6%</b>
Ryedale	1	5.6%	3	6.8%	4	<b>6.5%</b>
Scarborough	2	11.1%	2	4.5%	4	<b>6.5%</b>
Selby	2	11.1%	1	2.3%	3	<b>4.8%</b>
York	2	11.1%	3	6.8%	5	<b>8.1%</b>
Elsewhere	0	0%	3	6.8%	3	<b>4.8%</b>
<b>Total</b>	<b>18</b>	<b>100.0%</b>	<b>44</b>	<b>100.0%</b>	<b>62</b>	<b>100.0%</b>

- 3.28 81.0% of the total GTAA sample of Travelling Showpeople live within a trailer or wagon, compared to only 1.7% within a chalet / mobile home and 17.2% within a house. It must be noted however that of those permanently resident within North Yorkshire, this proportion represents only three households residing within houses. The figures illustrate the preference for traditional living within a



trailer and the consequent requirement for yards to accommodate both living trailers and equipment to enable Showmen to sustain their traditional way of life and their livelihoods.

**Table 3.6: Property type (%)**

	Resident	Tourer	Total
Trailer or wagon	83.3	80.0	81.0
Chalet/mobile home	0.0	2.5	1.7
House	16.7	17.5	17.2
Total	100.0	100.0	100.0

- 3.29 Unlike the wider travelling population, the vast majority of Showmen reside on land owned individually, or by the Guild; they otherwise share yards as tenants on privately owned land. The main issue associated with this type of provision is security of tenure, which is poor hence the over-riding aspiration to own a yard or rent from the Guild, to minimise risk of eviction (see Insecurity of Tenure).

**Table 3.7: Home tenure (%)**

	Resident	Tourer	Total
Rent privately	0.0	4.9	3.4
Own home	22.2	17.1	18.6
Other:	0.0	2.4	1.7
Total	22.2	24.4	23.7

(Note: % of total respondents indicating home tenure)

- 3.30 The majority of the GTAA sample of Showmen share pitches (30.5% of respondents); subsequent research would indicate that many Showmen live on overcrowded yards in adjacent local authority areas. The results in table 3.8 are skewed towards those Showmen who own land, as the yards in North Yorkshire are privately owned, family run yards and are limited to two small yards at Thirsk and Northallerton. Likewise, the number of tourers sharing a pitch whilst working in North Yorkshire indicates the paucity of stop-off places within the sub region, with Showmen resorting to either sharing plots or temporarily utilising lay-bys.

**Table 3.8: Land tenure (%)**

Land Tenure	Resident	Tourer	Total
Own land (with planning permission)	22.2	12.2	15.3
Own land (no planning permission)	5.6	0.0	1.7
Rent pitch from Council	0.0	2.4	1.7
Rent pitch privately (with planning permission)	11.1	14.6	13.6
Rent pitch privately (no planning permission)	11.1	9.8	10.2
Share Pitch	27.8	31.7	30.5
Other	11.1	9.8	10.2
Total	88.9	80.5	83.1

(Note: used total responses for %)

- 3.31 There would seem to be a strong attachment to place indicated by table 3.9; a total 61.1% of Showmen resident within North Yorkshire have lived at their current yard for over five years. Furthermore 56.4% of tourers in the County had resided in their current location for over five years.
- 3.32 It must be noted however, that the resident in North Yorkshire figures will be positively skewed on the basis of the current yards being small, family owned yards, accommodating successive generations of the same families. There are upwards of 16.7% permanent residents within North Yorkshire who have been resident for a year or less; almost one fifth (17.5%) of all Showmen have resided on their current plot for less than one year.
- 3.33 Fieldwork interviews revealed that these figures can be misleading, that the duration of residence does not necessarily equate to satisfaction with accommodation. Showmen may have lived in a yard in overcrowded or poor conditions for a considerable period due to the lack of alternative accommodation elsewhere. Overcrowding and high demand for plots means that leaving a yard temporarily brings with it the prospect of not being able to return to it at all.
- 3.34 In terms of those Showmen interviewed at North Yorkshire fairs, given their work commitments within North Yorkshire, there was a positive response to the prospect of moving into North Yorkshire should alternative residential yards become available. Given the pent-up need for suitable residential yards, the requirement expressed by Showmen to be based in commutable proximity to work opportunities (a significant proportion of which are within North Yorkshire, see Travel Patterns), and the aspiration to maintain settled education for their children, any move is likely to be for long-term residence - in excess of five years.

**Table 3.9: Length of residence (%)**

	Resident	Tourer	Total
Up to 1 year	16.7	17.9	17.5
Over 1 and up to 2 years	5.6	7.7	7.0
Over 2 and up to 3 years	11.1	7.7	8.8
Over 3 and up to 4 years	5.6	2.6	3.5
Over 4 and up to 5 years	0.0	7.7	5.3
Over 5 years	61.1	56.4	57.9
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

3.35 In terms of current living conditions and perspectives on current yards Tables 3.10, 3.11, 3.12 and 3.13 provide an indication of levels of satisfaction. For those resident within North Yorkshire, the sample is based upon two small, family-owned sites, therefore levels of satisfaction will be relatively high and nominal levels of repairs have been carried out, namely additional space and slab for plots.

**Table 3.10: Repairs to Home (%)**

	Resident	Tourer	Total
None	80.0	63.6	67.4
More space on pitch	20.0	30.3	27.9
slab/drive	10.0	15.2	14.0
Roof	0.0	0.0	0.0
Doors/windows	0.0	0.0	0.0
Kitchen facilities	0.0	3.0	2.3
Bathroom facilities	0.0	3.0	2.3
Other:	0.0	12.1	9.3
<b>Total</b>	<b>110.0</b>	<b>127.3</b>	<b>123.3</b>

(Note: columns add up to more than 100% as Showmen indicated more than one answer)

3.36 Similarly, the higher proportion of satisfaction with current yards illustrated in Table 3.11 by those Showmen permanently resident within North Yorkshire is indicative of the smaller family-run yards, with access limited to immediate family members. The lower levels of satisfaction for those touring respondents indicates the poorer provision for Showmen households working (touring) within North Yorkshire and living permanently elsewhere. The high levels of satisfaction of those permanent residents should be used as a proxy as to ideal conditions for new sites within North Yorkshire, and are in contrast to responses for those residing within the displaced overcrowded yards in adjacent authorities.

**Table 3.11: State of repair (%)**

	Resident	Tourer	Total
Very Good	64.7	50.0	54.7
Good	23.5	22.2	22.6
Neither Good nor Poor	11.8	19.4	17.0
Poor	0.0	2.8	1.9
Very Poor	0.0	5.6	3.8
Total	100.0	100.0	100.0

3.37 The poor level of provision within North Yorkshire for touring Showmen is reflected in the lack of amenities and use of lay-bys as unauthorised temporary places to pull (Table 3.12). Respondents noted that basic amenities were not available beyond car parking and storage for loads. These findings were borne out by discussions with Showmen who commented that many fairground sites have restrictions on the number of trailers permitted on site, leading to alternatives having to be found whilst working fairs in North Yorkshire (see requirements and need for accommodation).

**Table 3.12: Touring site amenities (%)**

	Resident	Tourer	Total
Amenity Block	0.0	0.0	0.0
Toilets	0.0	0.0	0.0

Showers	0.0	0.0	0.0
Laundry	0.0	0.0	0.0
car parking	100.0	60.0	62.5
Space for storing loads	100.0	73.3	75.0
play area	100.0	13.3	18.8
Communal meeting area	0.0	0.0	0.0
Fire extinguisher	0.0	33.3	31.3
Other:	0.0	26.7	25.0
<b>Total</b>	<b>300.0</b>	<b>206.7</b>	<b>212.5</b>

(Note: columns add up to more than 100% as Showmen indicated more than one answer)

- 3.38 Table 3.13 illustrates a higher level of satisfaction of those permanently resident within the sub region, compared to touring Showmen working within North Yorkshire. This is indicative of the relative profile of small, privately-owned yards in the County, compared to those in neighbouring local authorities. These findings are considered in more detail when analysing touring Showmen aspirations and travel patterns.

**Table 3.13: Neighbourhood satisfaction (%)**

	Resident	Tourer	Total
Very Happy	41.2	37.5	38.6
Happy	47.1	27.5	33.3
Neither happy nor unhappy	11.8	27.5	22.8
Unhappy	0.0	5.0	3.5
Very unhappy	0.0	2.5	1.8
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

- 3.39 Findings from the 2009 interviews reinforce those from the original GTAA in respect of current accommodation. The majority of Showmen interviewed in 2009 live on privately owned yards, either as tenants on yards owned by other Showmen or the Guild. A small number resided on local authority owned yards,

although these were often managed and maintained by the Guild. This contrasts with the accommodation profile of the rest of the travelling population, whereby private ownership is a less featured tenure.

- 3.40 Only one of the Showmen interviewed owned their own yard and had an element of security of tenure. In this instance the family had acquired the site and ‘fought’ to get planning permission a number of years ago. They were now settled within the area and very much part of local village and community life. They are able to provide accommodation for their wider family when this is needed and are now seeking to retire, secure in the knowledge that they cannot be evicted from their home.
- 3.41 The majority of Showmen interviewed lived in trailers or wagons, only one lived in a social rented house, which was viewed as a temporary measure to facilitate the schooling of his children. Despite living in a house the Showman still required space for his trailers and equipment, which provide him with a means of earning a living.
- 3.42 The reasons for interviewees residing in current locations centred on:
- Availability of plots;
  - Providing a settled family base, which enables a settled education for children; and
  - Familial connections, with some households having long-standing family ties to a particular location. One respondent commented that they had lived in the same location for upwards of 50 years and three generations of Showmen.
- 3.43 A significant distinction with other travelling communities is the importance of work opportunities as a driver of where to locate. The location of work opportunities determines the need and requirement to reside in an area, and is given as a primary reason for doing/wanting to do so. However, accommodation is not always available within suitable locations. The vast majority of Showmen interviewed resided within Yorkshire, only two were based outside the Region, with one having to commute from Manchester for every fair. Those Showmen with children in schools cited a settled education for their children as a key reason for living where they did.
- 3.44 Qualitative interviews highlighted some key issues facing Showmen with regard to current provision, these are now explored in more detail and include:
- Insecurity of tenure;
  - Overcrowding; and
  - A lack of temporary stopping places – places to pull.

### Insecurity of tenure

- 3.45 The main aspiration for Showmen, reflecting the desire for home ownership in the settled population, is to own their own yard, either individually or as a group of Showmen, to ensure security of tenure. There is a real possibility, expressed by those living on sites in private ownership, that despite having occupied a site for several years, the land owners could readily sell the yard for development. Due to the long-term trend for reduced provision of sites over the last 30 years,

this would result in homelessness for evictees, there being no alternative yards to move to.

- 3.46 Insecurity of tenure is therefore a significant issue for many Showmen. One Showman, despite having lived on the same plot for 47 years and being part of the local community in his area, is aware that should the site owners wish to sell the yard for development (which is a very real possibility) he will be faced with eviction and the task of finding a new plot, knowing that there are no alternative sites available within his locality.

### Overcrowding

- 3.47 The majority of Showmen felt that their current accommodation was overcrowded, and cited the loss of sites from across the Region, coupled with a lack of new provision as the main reasons for this (see Circular 04/2007 paragraph 5). There is a reluctance to bring issues associated with overcrowding to the attention of local authorities for fear of being made homeless – if moved on from an overcrowded site there is nowhere else to go, therefore it is better to ‘put up’ with poor conditions on a site, speaking out carries a real fear of eviction.
- 3.48 The level of overcrowding is acute across many yards in the Yorkshire and Humber Region. The amount and size of equipment, natural household growth, and loss of alternative accommodation are identified as the main reasons for current levels of overcrowding.
- 3.49 Most Showmen interviewed stated that they required a plot 0.5 – 1 acre in size in order to effectively live and work on their equipment. Equipment may range in size from a food stall to a large fairground ride such as a waltzer or rollercoaster. In order to maintain the legal requirement of three to five metres between units, and the need to maintain and work on equipment to Health and Safety Executive standards as and when required, most Showmen indicated that 0.5 acres would be a minimum requirement per household. Showmen respondents commented that work on equipment was often undertaken whilst on the road, due to lack of space at their residential yard.
- 3.50 Respondents highlighted that vehicles were almost touching in some cases due to the levels of overcrowding. One respondent commented that:
- ‘I have this living trailer for me, my wife and the twins here, the smaller living trailer for my son as he’s getting a bit older now and four pieces of equipment. If you laid them out with the required distance for working between each one and include a van, you’re getting on for over 0.5 acre. At the moment I can’t work on my rides, I do it in lay-bys as at home you can’t walk between rides, it’s that crowded’.*
- Another that:
- ‘Half an acre would be alright, yeah, it would be more than we have now. One family moved on the yard last week, as they had nowhere to go and we all moved up, you can’t walk between trailers on our yard now, I can make a cup of tea in my neighbours kitchen I’m that close!’*
- 3.51 Understandably respondents were reluctant to divulge issues of overcrowding due to concerns over fire regulations and health and safety standards. The fear of eviction and homelessness, given the lack of suitable alternatives and

available yards, means that poor living conditions are accepted and go unreported.

3.52 It is fair to assume that the chronic overcrowding at yards in neighbouring authorities is exacerbated by the lack of provision for Showmen within North Yorkshire, where accommodation is limited. In terms of overcrowding and living standards, the findings of the West Yorkshire Gypsy and Traveller Assessment (CRESR, May 2008) states that *'the Showpeople of West Yorkshire are living in the worst and most overcrowded conditions we have witnessed. This is not a statement to be taken lightly given some of the marginal locations and sub-standard conditions of many sites up and down the country... it is clear from the briefest of visits to the Showpeople yards in the sub-region that accommodation needs are particularly acute'*.

3.53 Showmen were asked to expand on issues regarding overcrowding and current living standards. Many told of dire living conditions in terms of space standards, however more alarmingly, one respondent highlighted a lack of basic amenities such as electric, water and waste disposal.

*'You can visit a site where they are living in a third world country, you wouldn't believe it was England in 2009. Families are living on top of one another and don't have separate water supply, they have to fill buckets with water to drink and wash. There's nowhere to take your rubbish and you can't take it to the local waste disposal because they class vans as commercial disposal and not domestic. I had to run my electricity supply over three hundred yards extended lead on a 16 amp plug and that's to work with while I maintain my equipment, run a fridge for the food stall, the thing would trip if I put a kettle on and I've three kids to keep'.*

*'When you have some of the European Showmen coming over to do fairs, say a Christmas fair, they can't believe how we live'.*

3.54 This is not to dismiss the issue as one restricted to West and South Yorkshire, as survey respondents clearly stated, these yards are overcrowded due to lack of provision elsewhere. When asked if families residing in these locations would consider a move into North Yorkshire, were accommodation available, responses were positive, with some, though not all, expressing an interest in moving closer to their work in North Yorkshire.

3.55 The acute level of overcrowding is commonplace on many sites and has significant social implications for the Showmen community in terms of not knowing where they may be living after a fair. Respondents commented that if a yard was left there was no chance of returning to it. This has a considerable economic impact on the Showmen, with respondents having to commute significant distances both during and between fairs, (most commonly between fairs in North Yorkshire and home bases in West Yorkshire), which negatively impacts upon their livelihoods (see example Showman's travel pattern).

3.56 Limited space on sites to store equipment was also frequently identified as a problem, with the inability to securely store equipment being mentioned as an issue at one Council owned yard. In this instance additional storage space had been found at an alternative site in the area. This has led to problems with vandalism of the unsupervised equipment, which costs the Showmen time and money to repair, as well as limiting income generation. There is a strong



consensus of opinion that, as Circular 04/2007 states, Showmen *'find the principle of site-splitting unacceptable'* (paragraph 4).

- 3.57 Overall the situation in respect of over crowding reflects issues identified within Circular 04/2007:

*'In recent years many showpeople have had to leave traditional sites which have been displaced by other forms of development. Some showpeople have had considerable difficulty in obtaining planning permission for alternative sites. This has led to overcrowding on some sites, and caused some showpeople to leave their home areas in attempts to find sites elsewhere'* (paragraph 5).

### Pulling places

- 3.58 The lack of secure places to pull in North Yorkshire was persistently highlighted as an issue by all Showmen interviewed, with many giving examples of sleeping at truck stops and in lay bys; something felt to be both unsafe and inappropriate, especially when travelling with families with children. Similarly, Showmen are frequently forced to park their equipment in lay bys between fairs to enable them to commute home due to a lack of places to pull. Not only is this an inappropriate use of lay bys, but it risks damage to the equipment from vandals, which impacts adversely upon the Showmen's livelihood.

### Summary of key points

- 3.59 The majority of Showmen interviewed felt that there was a lack of provision for Showmen across North Yorkshire, both in terms of permanent yards and temporary place to pull. Many Showmen living on private and overcrowded yards in West Yorkshire conducted a significant proportion of their business at fairs across North Yorkshire, and would therefore frequently seek accommodation in North Yorkshire. Many cited previous experience of failed planning applications in North Yorkshire, feeling that their case had not been 'sympathetically heard' in planning terms.
- 3.60 The current low levels of provision for Showmen within North Yorkshire do not equate to a lack of need; in fact, low levels of provision are more likely to indicate displacement of need to other areas. In the case of North Yorkshire, adjacent areas (in particular West Yorkshire), are experiencing significant overcrowding. Sites within Tees Valley also have limited capacity, again indicating a high level of demand.
- 'Current provision for Travelling Showpeople does not appear to be evenly spread [across the Region] and is concentrated in parts of West and South Yorkshire. This underlies the pattern of requirements and, in the case of Doncaster, risks significantly compounding provision in a small number of areas.'*<sup>1</sup>
- 3.61 The historically low level of provision for Showmen in North Yorkshire means that the North Yorkshire GTAA could in fact underestimate the need for Showmen.

---

<sup>1</sup> 'Overview of Gypsy and Traveller Area Assessments – Yorkshire and the Humber Region', Philip Brown and Pat Niner, March 2009

- 3.62 What is certain is that the general shortage of provision in North Yorkshire has a significant impact on the economic livelihood of Showmen, who face long commutes between their home yard and their place of work. With increasing fuel costs many Showmen felt that the lack of both permanent and temporary places to pull across North Yorkshire was detrimental both to the environment through increased fuel consumption, and the economy, reducing their income and their ability to provide for their families.

## Aspirations and ideal site requirements

- 3.63 All of the Showmen interviewed expressed a desire to own their own plot and have some security of tenure. This type of accommodation was felt to be particularly important in enabling families to provide safe and secure homes for their older and younger members, with retired Showmen and children generally remaining permanently on site.
- 3.64 Respondents felt that an ideal yard would comprise a multi-use site with good transport links and accessibility to major road networks, featuring space for between six to ten families with living quarters and equipment, a permanent cabin area for retired Showmen, separate and secure play areas for children, a pull-in area for temporary stop offs between fairs, and conifer boundary to mitigate visual impact.
- 3.65 In terms of household growth and sustainability, a plot with the capacity to one acre would be the ideal situation. However, given the current circumstances within which most Showmen find themselves living, most respondents were pragmatic about what they may be able to secure.
- 3.66 When discussing their 'ideal' site Showmen indicated that the following were all important considerations (though not necessarily in priority order):
- Water facilities and drainage.
  - Electricity supply.
  - Hard standing.
  - Site size - allow for a minimum of 0.5 acres per family plot; between 0.5 and one acre per plot as most sustainable, allowing for household growth.
  - Secure gates.
  - Well defined spaces, and clear responsibilities for managing and maintaining them.
  - .Separate grassed area/play space for children.
  - On-site secure and separate storage for equipment.
  - Good site management.
  - Small number of households. (It was felt that the optimum number of households per site is six to ten; there should be no more than twelve families on one site).
  - Facilities to pull in (a multi use yard).

- Accessible, with good links to the road network.

3.67 Example sites considered to provide a high standard of accommodation include:

- Bomarsund, Bedlington (Showman's Guild owned and managed site);
- Road Acres, Stainforth, Doncaster, South Yorkshire (privately owned and managed site);
- Hooper Lane, Norwich, (site owned and managed by the Showmen's Guild, with successful retrospective planning permission);
- Selston, Nottingham; and
- Littleworth, Nottingham.

## Case study: Example Showmen's yard – Hooper Lane, Norwich



Source: Google maps, used on recommendation of Hooper Lane resident Showmen.

During the interview process representatives of the Yorkshire and Northern Showmen's Guild were requested to identify exemplary Showmen sites, upon which recommendations for the North Yorkshire Housing Partnership could be based. Hooper Lane Norwich has long been acknowledged by the Showmen's Guild as one of the best yards in the country, in terms of living standards, management, maintenance and perhaps more importantly, successful integration with the wider resident population. The yard details below were helpfully provided by a long term resident Showmen of Hooper Lane.

Showmen have been resident on Hooper Lane, Norwich for the last 50 years and the development of the yard has been piecemeal and predominantly undertaken by the Showmen on site, resulting in an exemplary yard of which the Showmen's Guild are proud. The yard is in the ownership of the Showmen's Guild.

The yard was first occupied speculatively 50 years ago, on disused land, adjacent to a race stadium and pig farm. The yard is in close proximity to the amenities of Norwich city centre. The surrounding land adjacent to the yard has subsequently been developed into conventional housing estates. The yard now occupies an integral part of the suburban area, to the north east of Norwich city centre.

In recent years, in response to increased development of the site and adjacent land, retrospective planning was requested and subsequently granted by the local authority. This approach is not widely accepted as best practice by Showmen, unlike other groups in the travelling population. However, given the poor success rate in securing planning permissions for new yards, this approach is reluctantly regarded as an option, as highlighted below.

Hooper Lane is a multi-use site comprising permanent chalet units for retired Showmen, upwards of 80 pitches (referred to as plots by the resident Showman), temporary pull-on and pull-off area for non-resident Showmen to use between fairs, a clubhouse and separate play area for the children.

In accordance with regulation and fire safety standards the pitches are designated as 40ft by 10ft plots for the living trailer and 15ft fire break between pitches. The plots have been developed in rows of five and there is an agreement for uniform parking of vans and equipment between pitches, upon which Showmen are able to pull for the winter, work and maintain.

Each pitch has an individual water, electricity and waste supply, with phone lines included on site. In response to the request by the local authority for submission of a planning application in more recent years, the Showmen undertook the installation of asphalt roads throughout the site, conifer visual screening and development of a clubhouse. The clubhouse is fully licensed and run on a voluntary rota basis between the residents. The clubhouse serves as a community hub for the resident Showmen and venue for Showmen AGM's utilised by Showmen from across the UK.

A separate play area adjacent to the clubhouse has been installed for the children with requisite play equipment. The Showmen concurred with the findings of the Yorkshire Showmen in that a preferable minimum area for living quarters and equipment to store and maintain would be 0.5 of an acre.

When initially developed the pitches were sold on a 25 year lease basis.

## Obstacles to obtaining new sites

The Showmen in question has two children and is keen to acquire land to accommodate household growth. The Showman highlighted his experience of the planning process in attempting to obtain planning permission to develop a small yard. His experience to date reflects the experience of the Showmen interviewed across North Yorkshire.

The Showman identified a potential site in Peterborough, a previously developed commercial site, having accommodated large commercial vehicles, with hard standing, electricity, sewerage and water supply and ready screened with large conifer trees. The site is disused and had remained in this condition for a number of years. However, initial enquiries to the local authority to propose the intended use were met with an unconditional refusal.

This example illustrates the difficulties experienced through the planning process by Showmen, and the precarious route of purchasing land with the likelihood of being refused permission. All Showmen interviewed acknowledged the preferred route of acquiring planning permission, rather than occupying a site speculatively and applying for permission at a later date. This distinction was emphasised by all Showmen interviewed, in comparison to other members of the wider travelling community.

The role of NIMBY-ism has been identified as one of the main obstacles to obtaining planning permission through the appropriate process. The Showman interviewed commented that:

*'The hardest thing is to get a place, once you are on somewhere and have been there a few years, locals get used to you being there and in some cases think you have been there all along. You are part of the community and no-one has a problem'.*

By way of example, the Showman recalled a site purchased by his father to the rear of two houses, previously used to store vehicles. Within one month the site was supplied with electricity and water, subsequently planted with perimeter conifers. Due to turnover of local residents, the presence of the small site and incumbents is taken for granted as an integral part of the community. Furthermore, due to lifestyle changes, a recent planning application to develop a permanent bungalow for the retirees and correspondingly retain just two of the three trailers has been approved.

## Case study: Example Showmen's yard – Bomarsund, Bedlington, Northumberland



Source: Google maps, used in consultation with Hambleton District Council.

### Site History & Location

The site was previously a pit heap in the village of Bomarsund, Northumberland and was developed by the Showmens Guild in 1987. The site was initially leased from the Local Authority to the Showmens Guild up until 1991 when the Guild then purchased the site. The access to the site is good, with direct access from the A1147 leading down a lane to the site. There are various terraced properties adjacent to the road to the south east of the Showmens site with all land surrounding the site comprising a combination of greenbelt and agricultural land. The site is in close proximity to shops and amenities of nearby Stakeford.

### Site Design and Layout

Bomarsund is approximately a two acre, multi-use site comprising 22 plots or positions for caravans, space for temporary pull-on for Showmen and an area for storage and maintenance to equipment. The storage area is situated in the north of the site occupying a space approximately 0.5 acre in size. This area is separated by the road to the living space. This space is of paramount importance to the Showmen permitting maintenance of their equipment on site, providing adequate security and access to the equipment at all times.

The perimeter of the site is well screened with mature trees and shrubbery. Recently, a perimeter fence has been erected simply to mark the border between the site and all adjacent land. A tarmac road provides access to each individual living plot however the surface to the remainder of the site is loose gravel and stones. As expected during the summer months and during other peak travelling periods such as Easter & Bonfire fairs, there are vacant positions on Bomarsund. However this does provide temporary or emergency stopping places for other members of the Showmens Guild, whom are not normally residents of the site. These Showmen are welcomed by the residents and any assistance given where necessary.

### Site Management

The site is owned and managed by the Northern Section of the Showmens Guild. There is a 'groundsman' living on site who has responsibility for taking rents, managing plots and arranging any maintenance to the site. Each plot has its own electricity meter which is paid directly to the Guild through the groundsman.

### Site Occupants

There is a mix of semi-permanent and permanent caravans on site along with temporary residents occasionally. The general level of satisfaction amongst residents about the site is excellent. One resident commented *'we love it on here, it's lovely and quiet. When we first moved on here, the local people wanted the site screened with huge trees and fencing. Soon after getting to know us and seeing the lights and decorations we put up at Christmas time, they were complaining that the trees were too high and they couldn't see them. Now the local people walk down the lane to talk to us and want to talk to us like we had been here forever'*. The management of the site, level of rent paid and other charges including electricity and water worked very well for each resident consulted. When consulted as to less satisfactory elements of the site, the only two issues were the surface and size of the living plots. Ideally, the plots could be slightly larger and tarmac surfaces applied with the road on access to the site.

Notably when the site was first developed, the Local Authority planners required a shower and amenity block on site. The block was very rarely used and now is not used at all. It is described as a 'dead-load' on the site and a waste of money and space.

Overall the site works well for everybody including the Showmens Guild, the occupants and the local settled community. A local resident of nearby in Thornley Terrace commented that they were dubious of the site when it was first developed, however now the relationship between the Showmen and the local community was like any other relationship between neighbours and the level of integration was excellent.

## Case study: Example Showmen’s yard – Stainforth, Doncaster



Source: Google maps, used in consultation with Hambleton District Council.

### Site history & Location

The site is located at Stainforth, Doncaster, DN7 5HS, South Yorkshire just off Station Rd running through Stainforth, the access being excellent for Showmens vehicles. The site was initially purchased and developed by one individual Showman, with the idea of selling individual yards to others. The first person to purchase a yard from the Showman that developed the yards did so in 1997. Now every yard on the development is sold and is occupied by Showmen. The land was previously wasteland and was purchased from a private land owner.

All major roads are in close proximity to the site including M18, A1(M), M62 and M1 regularly utilised by the Showmen. There are a combination of shops, commercial, industrial and leisure premises surrounding the site and in close proximity to residential estates and terraces. The Sheffield - Hull rail line runs directly adjacent to the southern perimeter of the site. There is a history of Showmens yards and winter quarters in the village of Stainforth which has been instrumental to the successful integration of the Showmen community to the local settled community. A number of smaller Showmens yards are still present in Stainforth along with other planning applications currently in the planning process. Some adjacent yards have permanent dwellings in bricks and mortar as well as permanent chalets.

### Site Design & Layout

There are seventeen individually owned Showmens yards on the development. The yards vary in size, but the most common size of each yard is 0.75 acre. The largest of the yard is situated at the most South-West corner of the development which is double the size of the others. This does however accommodate Showmen requiring temporary or emergency stopping places as and when required.



Each yard has space for caravans, chalets wagons (large living trailers) as well as adequate storage and maintenance space for equipment. Each individual yard has the benefit of being completely fenced off and gates allowing access to the tarmac road running the full length of the development. The surface of each yard varies from tarmac to gravel and loose stones. Perimeter fencing and mature trees provide adequate screening to the full development.

#### Site Occupants

The occupants of the development comment that they benefit from owning their own yard every day. They do not have the worry of leaving their site in order to travel to fairs, then not having anywhere to pull on their return, particularly during busy periods. This is a common problem in other areas of the region. They also have the flexibility to depart and return to their own yards with any equipment, knowing there will be space for anything they bring. It also gives the benefit of offering temporary accommodation to friends or members of their extended families as and when required.

There is a mix of chalets and living wagons on the yards illustrating the changing lifestyles and travelling patterns amongst Showmen, particularly those with their own permanent base. Each yard is serviced by its own utilities meters and they are housed in an external building, where all have access whenever necessary. Notably their children now had the benefit of full-time education and were able to access their registered GPs and dentists whenever necessary. The only aspect that any of the Showmen would change would be the width of the access road. All who commented on this stated that it could have done with being a little bit wider, but they also commented how lucky they were compared to the majority of other Showmen, to have their own yards and them being to this standard.

There was a feeling of a close community and more Travellers were willing to comment how well the site generally worked and high level of satisfaction. The general feeling was that the relationship the Showmen had with their Local Authority was exemplary. The Local Authorities were more open and helpful than other councils in the region and they also had a better understanding of Showmens needs and requirements, for this the Showmen were extremely grateful.

The local settled community were also involved with the Showmen. Neighbouring properties and businesses regularly work with the Showmen both on the yards and on their own premises. Recently after suffering flood damage and having no electricity, one settled member of the community sought refuge with one of the Showmen and then was loaned a generator until the electricity to his property was restored. Another local businessman living adjacent to the site was involved with fencing and groundworks to some of the yards, illustrating how effective relationships are forged through successful integration into the wider community. There is also the economic value these yards provide to consider, to both the Local Authority in the form of taxes and rates, but to local tradesmen and businesses with custom from the Showmen.

## Summary

Although the case studies above vary in terms of tenure, location and layout, the common feature between them is the effectiveness in meeting need. Both sites work well for the occupants or owners, the local community and also the Local Authorities. The level of integration is good and no problems exist between the Showmen and the local settled community. The perimeters of the sites are both well screened, not with obtrusive fencing but with mature trees and shrubbery providing privacy to and from the sites. There are small changes that tenants and owners would make to each site but the layout and design again works well in all cases.

Access is extremely important considering the size of Showmen vehicles and the dates and times access is required to sites, all sites benefit from good access roads. The location is also key to a successful site. Both the Doncaster and Northumberland sites are in close proximity to local shops, businesses and services of nearby villages and towns but not being right in the middle of a residential development. Children on the sites benefit from full-time permanent education with support from their local Traveller education Service whenever necessary.

Local councillors and Authorities serving the areas the sites are located in, have a good level of understanding of Showmen's lives and cultures along with their needs and requirements. Some Showmen from the Guild offices (Northern & Yorkshire Sections) are involved in identifying sites and working with Local Authorities on issues relating to sites and yards and other provision.

- 3.68 Despite the poor attitudes towards current living conditions all Showmen interviewed expressed a desire to move to another long-stay residential yard. This would ideally be a privately-owned yard, or one owned by the Guild, to provide security of tenure and a settled base for the children's education and for retired Showmen to remain permanently on site.
- 3.69 All Showmen commented that they would require sites that had the capacity to be semi-light industrial, close to amenities and not 'in the middle of nowhere'. Brownfield sites would be acceptable, though clearance and remediation costs could render a site financially unviable to Showmen.
- 3.70 Showmen appreciated that their lifestyle patterns may not be entirely compatible with those of the settled community. An ideal location would therefore be on the edge of an existing settlement, close to amenities but where sound and visual mitigation could be incorporated to reduce impact of certain aspects of their lifestyle, such as equipment maintenance:
- 'We may be coming back from fairs with our trailers and gear at all hours of the night and we need to work on our equipment so need semi-light industrial yards. I realise that people on housing estates won't want that right next door to them, I wouldn't, but we don't want to be in the middle of nowhere.'*
- 3.71 All Showmen commented that they would need little if no help from local authorities in terms of providing on site amenities, preferring to buy and develop a site themselves. Showmen will often come together to purchase a site, with one Showman nominated to 'front' negotiations in respect of the planning application. In this scenario each Showman retains ownership of their individual plot.

- 3.72 Some Showmen highlighted that the issue of security of tenure is the main reason for wanting to acquire sites themselves, noting that even local authority yards are sold or subject to cost cutting measures. One respondent commented that, *‘One local authority site had the toilet block closed to save money’*.

### Summary of key points

- 3.73 The vast majority of Showmen aspire to own their own yard, and have a comprehensive understanding as to what constitutes an ideal yard. Although there are a number of key components, the main priorities are felt to be:
- The size of the site, which must allow for secure on site storage and maintenance of equipment; and
  - Site location, which must be accessible to major road networks and within reasonable commuting distance to fairs, as well as accessible to local infrastructure (such as schools, doctors, shops, etc).
- 3.74 There are a number of yards that are considered to be models of good practice, and these can provide a benchmark for new provision within North Yorkshire.

### Travel Patterns

- 3.75 The travel patterns of individual Showmen vary greatly from Showman to Showman; they are dictated by attendance at fairs, the right of attendance at which has usually been passed down through the generations. A Showman will have a list of ‘main’ fairs around which they will build their diary of commitments for that year. Many fairs take place at the same time of year, although the exact dates of some fairs can change. In addition, other fairs are held at the discretion of the lessee and the time of year that they are held can vary from year to year.
- 3.76 Given this, each year Showmen will plan their annual calendar of commitments, seeking to prioritise their ‘main’ fairs, (their ‘A list’ of fairs as it were). Once these dates are committed within their calendar, attendance at other fairs (a ‘B list’ of fairs) will be considered to fit in around A list commitments, the aim being to move continuously from one fair to another, as far as possible, throughout the course of the season. The case study set out below illustrates the ‘travel pattern’ of a typical Showman during a typical year. Whilst the case study is a helpful illustration of a typical Showman’s travel pattern, it needs to be remembered that the travel pattern will change from year to year as fair dates change. It is also important to remember that one Showman’s B list is another’s A list and vice versa!

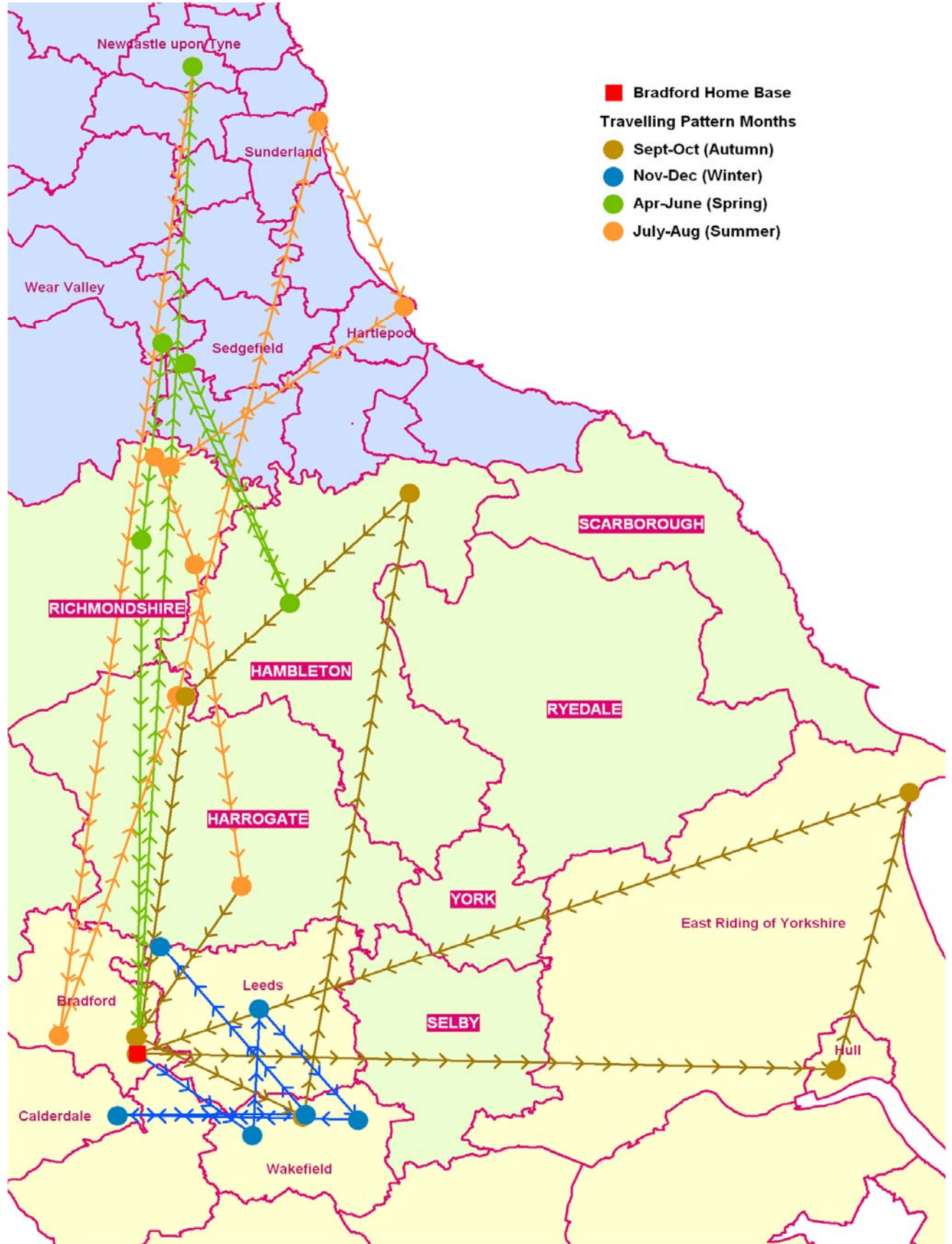
## Case Study: Example Showman's Travel Pattern 2008

This case study is based on a Showman currently renting a plot in West Yorkshire but who has been actively seeking a plot in North Yorkshire for many years. His area of travel ranges from Newcastle to West Yorkshire, with a significant proportion (over a third) of his work taking place in North Yorkshire. This travel pattern is based on the year 2008, and, whilst it represents a typical travel pattern, it is not one that is rigorously followed year on year, for the reasons already stated. Due to family commitments at his home base in West Yorkshire, this Showman commutes home regularly both between and during fairs to look after children, support his wife who works locally, and pick up and drop off equipment.

Dates	Location
Two weeks in April, up to 26 <sup>th</sup>	Shildon, County Durham
27 <sup>th</sup> April – 5 <sup>th</sup> May	Northallerton
9 <sup>th</sup> May – 17 <sup>th</sup> May	Bishop Aukland
18 <sup>th</sup> – 29 <sup>th</sup> May	Richmond
30 <sup>th</sup> May – 7 <sup>th</sup> June	Back to Bradford
8 <sup>th</sup> – 14 <sup>th</sup> June	Bradford
20 <sup>th</sup> – 28 <sup>th</sup> June	The Hoppings, Newcastle
29 <sup>th</sup> June – 5 <sup>th</sup> July	Denholme Gala, Bradford
16 <sup>th</sup> – 20 <sup>th</sup> July	Masham Steam Rally
21 <sup>st</sup> – 27 <sup>th</sup> July	Sunderland Air Show
28 <sup>th</sup> July – 9 <sup>th</sup> August	Hartlepool Carnival
10 <sup>th</sup> – 13 <sup>th</sup> August	Aldbrough St John
14 <sup>th</sup> – 17 <sup>th</sup> August	Eppleby
17 <sup>th</sup> – 20 <sup>th</sup> August	Scorton
20 <sup>th</sup> – 30 <sup>th</sup> August	Harrogate
31 <sup>st</sup> August – 7 <sup>th</sup> September	Peel Park, Bradford
8 <sup>th</sup> – 15 <sup>th</sup> September	Normanton Gala
16 <sup>th</sup> – 24 <sup>th</sup> September	Stokesley
24 <sup>th</sup> – 28 <sup>th</sup> September	Masham Sheep Fair

29 <sup>th</sup> September – 5 <sup>th</sup> October	Bradford – week off
5 <sup>th</sup> – 19 <sup>th</sup> October	Hull Fair
19 <sup>th</sup> – 26 <sup>th</sup> October	Bridlington
27 <sup>th</sup> October	Return to Bradford
1 <sup>st</sup> November	Wakefield Clarence Park Bonfire
5 <sup>th</sup> November	Leeds Bonfire
8 <sup>th</sup> November	Pontefract Bonfire
21 <sup>st</sup> November	Brighouse Christmas Lights
28 <sup>th</sup> November	Normanton Christmas Lights
12 <sup>th</sup> December	Otley Christmas Fair

**Figure 1: Example Showman's Travel Pattern**



This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the controller of Her Majesty's Stationery Office © Crown Copyright. OSK9911 - 2008/9

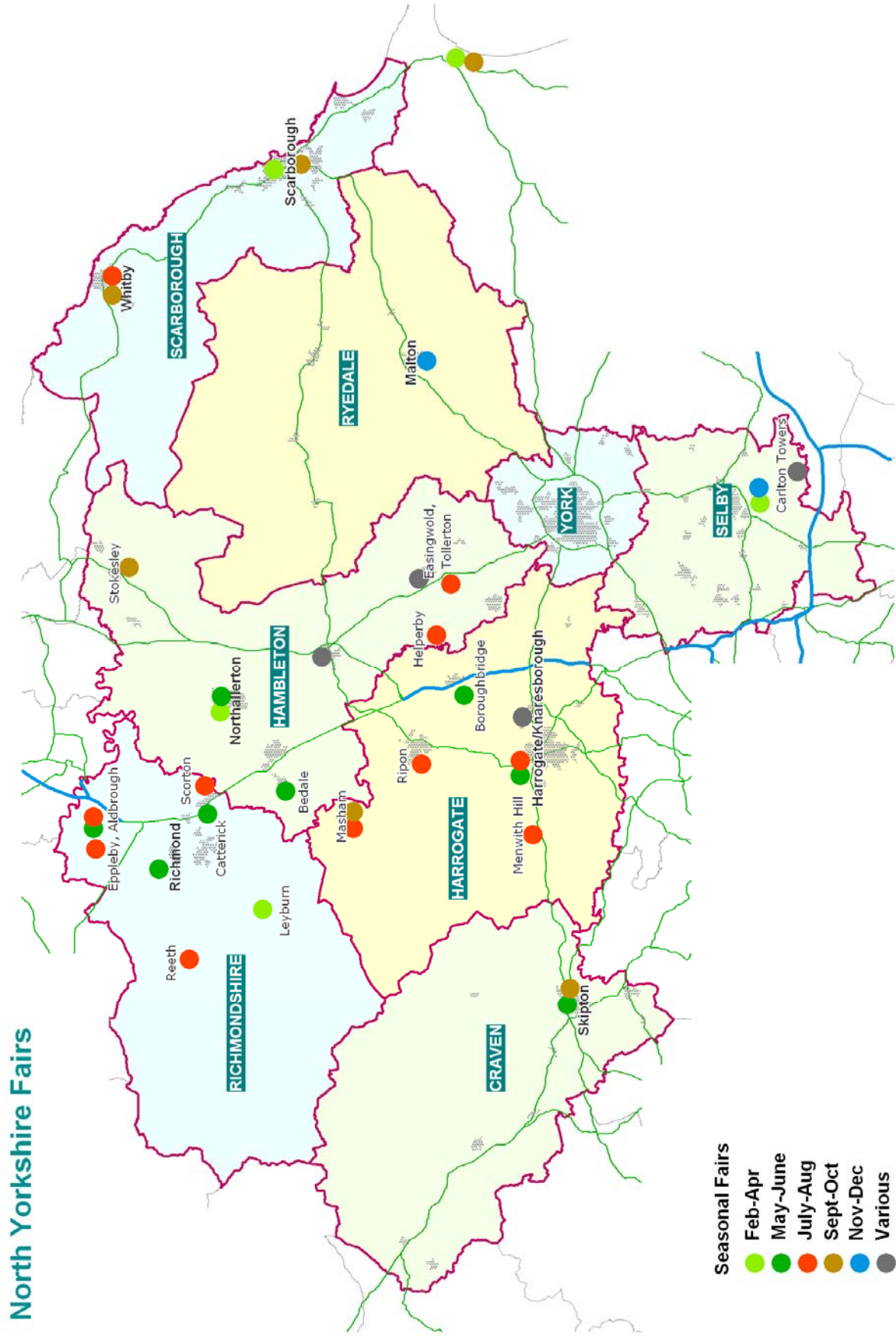
- 3.77 Traditionally a Showman’s season would start in April and run to October; however, now fairs can operate throughout the year with seasonal fairs on bonfire night, at Christmas, New Year and St Valentine’s Day becoming an important part of a Showman’s year. Again these seasonal fairs can vary from year to year and it is therefore impossible to establish a definitive picture of travel patterns across North Yorkshire. To fully understand the travel patterns of Showmen across North Yorkshire it would be necessary to interview Showmen at each of the sub region’s many fairs, which is clearly not possible.
- 3.78 A useful means of understanding travel patterns within North Yorkshire therefore, is to look at the location and dates of its many fairs. Extensive consultation with the Showmen’s Guild has enabled us to identify a significant number of North Yorkshire fairs, and these are summarised in the table below. However, this is not a comprehensive list and there are many smaller town and village fairs not included within it.

North Yorkshire Fairs	
Location	Time of Year
Scarborough	March
Selby	April
Leyburn	April/May
Northallerton	April/May
Richmond	May (Whit Week)
Harrogate	May (Whit Week)
Boroughbridge	May (Whit Week)
Aldbrough	May
Catterick	May
Bedale	May
Northallerton	May
Skipton	June
Helperby	July
Masham Steam Rally	July
Menwith Hill	July

Tollerton Show	August
Ripon	August
Aldbrough St John	August
Reeth Agricultural Show	August
Scorton	August
Eppleby	August
Whitby	August
Harrogate	August
Masham Sheep Fair	September
Scarborough	September
Stokesley	September
Whitby	October
Skipton	October
Selby	November
Malton	December
Knaresborough	Varies
Easingwold	Varies
Thirsk	Varies, anytime between May and August
Carlton Towers	Varies



Figure 2: Location of known North Yorkshire Fairs



This map is reproduced from Commerce Survey material with the permission of Commerce Survey on behalf of the controller of Her Majesty's Stationery Office © Crown Copyright GOSM9911 - 2003/5

## Reasons for Travel

- 3.79 Findings from the GTAA confirm that, notwithstanding changes in the fairground industry impacting upon the nature of employment for Showmen (such as falling attendances at fairs, increased regulation, travelling to local fairs, children in permanent education and diversification outside of the industry) long established travelling patterns throughout the Region persist.
- 3.80 The vast majority of Showmen travel (89.5%), and unlike other Travelling communities, there is a distinct economic driver behind the travelling patterns of Showmen, who travel primarily to earn a living (Table 3.14). A combined 93.4% of respondents identified economic reasons for travel, namely work and fairgrounds.

**Table 3.14: Do you travel? (%)**

	Resident	Tourer	Total
Yes	82.4	92.5	89.5
No	17.6	7.5	10.5
Total	100.0	100.0	100.0

**Table 3.15: Reason for travel (%)**

Reasons	Number	%
Work	191	66.8
Fair Ground	76	26.6
Regatta	1	0.3
Showman activities	8	2.8
Open	5	1.7
Going out	1	0.3
Help out	1	0.3
Market	1	0.3
Stray	1	0.3
To be with Family	1	0.3
<b>Total</b>	<b>286</b>	<b>100</b>

- 3.81 It is worth noting that in terms of Gross Value Added (GVA) to the economy, fairs and amusement park activities yielded £19,764,000 across the North East (£4,943,000) and Yorkshire and Humberside (£14,821,000) during 2007.<sup>2</sup>

<sup>2</sup> ONS Regional Annual Business Inquiry data 2007

3.82 As highlighted in the case study looking at an example Showman’s travel pattern, Showmen cover significant distances and make a large number of trips between their home base and the fairs that they attend; with many travelling within and through North Yorkshire for a significant proportion of the year. In this regard the majority of Showmen are on the road for between six and ten months of the year (Table 3.16). Our fieldwork interviews support this finding, and that during short breaks between fairs Showmen, in most cases, have to find a temporary place to pull, or commute back to a home base outside North Yorkshire only to come back again for the next fair.

**Table 3.16: Travelling duration (%)**

	Resident	Tourer	Total
No more than thirteen days	0.0	2.6	1.9
2 to 4 weeks (or one month)	0.0	7.7	5.6
5 to 8 weeks (or 2 months)	6.7	2.6	3.7
9 to 12 weeks (or 3 months)	13.3	10.3	11.1
13 to 26 weeks (or 6 months)	26.7	17.9	20.4
Over 6 months but less than 10 months	40.0	33.3	35.2
Over 10 months but less than 12 months	13.3	23.1	20.4
All year	0.0	2.6	1.9
Total	100.0	100.0	100.0

3.83 Table 3.17 illustrates the location of those fairs to which Showmen travel, both within and outside North Yorkshire. This indicates that a significant proportion of all travel (41%) was to fairs within the sub region. This is consistent with findings from the fieldwork interviews (see example Showman’s travel pattern). 89.1% of travel is within the Region for economic reasons.

**Table 3.17: Location of travel**

Locations	Number	Total %	NY %
Craven	15	4.8	11.7
Hambleton	20	6.4	15.6
Harrogate	21	6.7	16.4
Richmond	8	2.6	6.3
Ryedale	17	5.4	13.3
Scarborough	20	6.4	15.6

Selby	13	4.2	10.2
York	14	4.5	10.9
<b>Inside NY Sub-total</b>	<b>128</b>	<b>41.0</b>	<b>100.0</b>
<i>Outside North Yorkshire &gt;&gt;</i>			
Hull	26	8.3	14.1
Newcastle	15	4.8	8.2
Bradford	12	3.8	6.5
Leeds	12	3.8	6.5
Nottingham	11	3.5	6.0
Wakefield	10	3.2	5.4
Northumberland	8	2.6	4.3
Doncaster	7	2.2	3.8
Elsewhere	83	26.6	45.1
<b>Outside NY Sub-total</b>	<b>184</b>	<b>59.0</b>	<b>100.0</b>
<b>Total</b>	<b>312</b>	<b>100.0</b>	

- 3.84 Table 3.18 illustrates travelling patterns in terms of length of stay in the various locations, the majority of Showmen remaining within a location merely for the duration of the fair. As a result of increased legislation many fair sites now impose restrictions on access to sites prior to a fair opening and the period after which Showmen must clear a site. A total 51.4% of respondents commented that they remain in a given location for between one to two weeks, 26.4% for under one week, reflecting the work related pattern of travel.

**Table 3.18: Length of stay**

	Number	%
1 Week	78	26.4
1-2 Weeks	152	51.4
3 Weeks	16	5.4
1 Month	26	8.8
1-2 Months	24	8.1
<b>Total</b>	<b>296</b>	<b>100.0</b>

- 3.85 As emphasised through subsequent interviews with Showmen, there are a number of issues that arise from the travelling lifestyle in light of increased legislation regarding permitted period of stay on fair sites, length of commuting distance, and the acute lack of pulling places between fairs in North Yorkshire. As Table 3.19 illustrates, this lack of stop-off places, and absence of basic

amenities, represent the main issues for Showmen on the road sub regionally. Over half of respondents cite harassment as a major problem, stemming from a lack of designated places to stay temporarily.

**Table 3.19: Travelling problems (%)**

	Resident	Tourer	Total
No places to stop over	76.9	67.7	70.5
Closing of traditional stopping places	84.6	51.6	61.4
Abuse, harassment or discrimination	53.8	48.4	50.0
Lack of toilet facilities	30.8	35.5	34.1
No water facilities	76.9	61.3	65.9
Problems with rubbish collection	76.9	61.3	65.9
Police behaviour	23.1	22.6	22.7
Enforcement officer behaviour	15.4	9.7	11.4
Behaviour of other travellers	0.0	19.4	13.6
Other:	7.7	19.4	15.9
<b>Base Respondents</b>	<b>13</b>	<b>31</b>	<b>44</b>

(Note: columns add up to more than 100% as Showmen indicated more than one answer)

- 3.86 In this regard Showmen commented that more stop-off points / yards are needed in commutable locations on the major road networks between fairs. See requirements and need for accommodation for more information about stop off provision and preferred locations.

### Summary of key points

- 3.87 The majority of Showmen travel.
- 3.88 Showmen travel in the main for work purposes to earn a living, with over 93% of travel being for economic reasons.
- 3.89 The length of stay is generally limited to under two weeks (78%), reflecting the nature of the Showmen's business.
- 3.90 There are a significant number of fairs within North Yorkshire, which represent a substantial proportion of work undertaken by a great many Showmen (in

excess of 40% of annual commitments), living both within and outside North Yorkshire.

- 3.91 The lack of temporary places to pull between fairs within North Yorkshire represents a significant problem for Showmen working within the County.

## Requirements, Need for and Location of Accommodation

- 3.92 The GTAA identified a significant amount of information relating to the accommodation requirements of Showmen within North Yorkshire. The findings provide information on the following issues:
- Tenure preference/site management;
  - Provision of accommodation:
    - Permanent; and
    - Temporary stopping off places.
  - Future need for accommodation.

### Tenure preference and site management

- 3.93 There is an overwhelming aspiration expressed by Showmen to acquire a permanent home base from which to commute to fairs and permit spouses and children to have the choice of remaining in one location. Table 3.20 illustrates the predominance of Showmen wishing to own land for a permanent home base.

**Table 3.20: Tenure (%)**

	Resident	Tourer	Total
Rent pitch from Council	0.0	13.2	9.4
Rent pitch privately	6.7	15.8	13.2
Own land for trailer or wagon	80.0	65.8	69.8
Other:	13.3	5.3	7.5
Total	100.0	100.0	100.0

- 3.94 In terms of site management, the GTAA responses mirror the feedback from fieldwork interviews, in that self-owned / managed sites, either individually, in

groups or from the Guild, are the most preferable choice. Showmen interviewed were keen to stress that local authority amenity provision is not required in the most part - unlike local authority sites provided for other sections of the travelling population. Showmen are keen to purchase, own and develop their amenities on land for themselves. Table 3.21 illustrates that a total of 91.2% prefer site management to be directed through themselves or the Guild.

**Table 3.21: Site management (%)**

Site Management	Resident	Tourer	Total
Councils	5.6	2.6	3.5
Private (showmen)	33.3	38.5	36.8
Self owned and managed	61.1	51.3	54.4
Other:	0.0	7.7	5.3
Total	100.0	100.0	100.0

### Provision of accommodation

- 3.95 The GTAA sought information from respondents on the need for new permanent yards and temporary stopping places (places to pull). These are now looked at in turn.

#### *New provision*

- 3.96 Respondents to the GTAA were asked about pitch (plot) shortages for Showmen across North Yorkshire, and identified a mean shortage of 54 plots. This reflects an indicative view of the current unmet need in existence across North Yorkshire. When asked about plot requirements across North Yorkshire, representatives from the Showmen's Guild identified that at least 50 plots were needed within North Yorkshire to meet the backlog of need. Feedback from subsequent interviews with Showmen concurred with the higher figure (50+) as a starting point to alleviate the current acute need.
- 3.97 When respondents to the GTAA were asked about new provision they were asked to rank their areas of preference for locations of new yards. Table 3.22 illustrates the preferred locations for new permanent yards. The local authorities of York, Hambleton, Selby, and Harrogate are highlighted as preferable locations for permanent new provision. With Richmondshire, Craven and Ryedale being seen as less preferable, and Scarborough negligible. When identifying locations for new provision consideration is given to proximity to the road network, (however this plays a marginally lesser role when compared to locations for stop-off points during the fair season, hence the slight disparities between the preferred locations for permanent and temporary provision).

3.98 In terms of preferred locations for future permanent provision, these findings are entirely consistent with those from qualitative interviews undertaken with Showmen (see below).

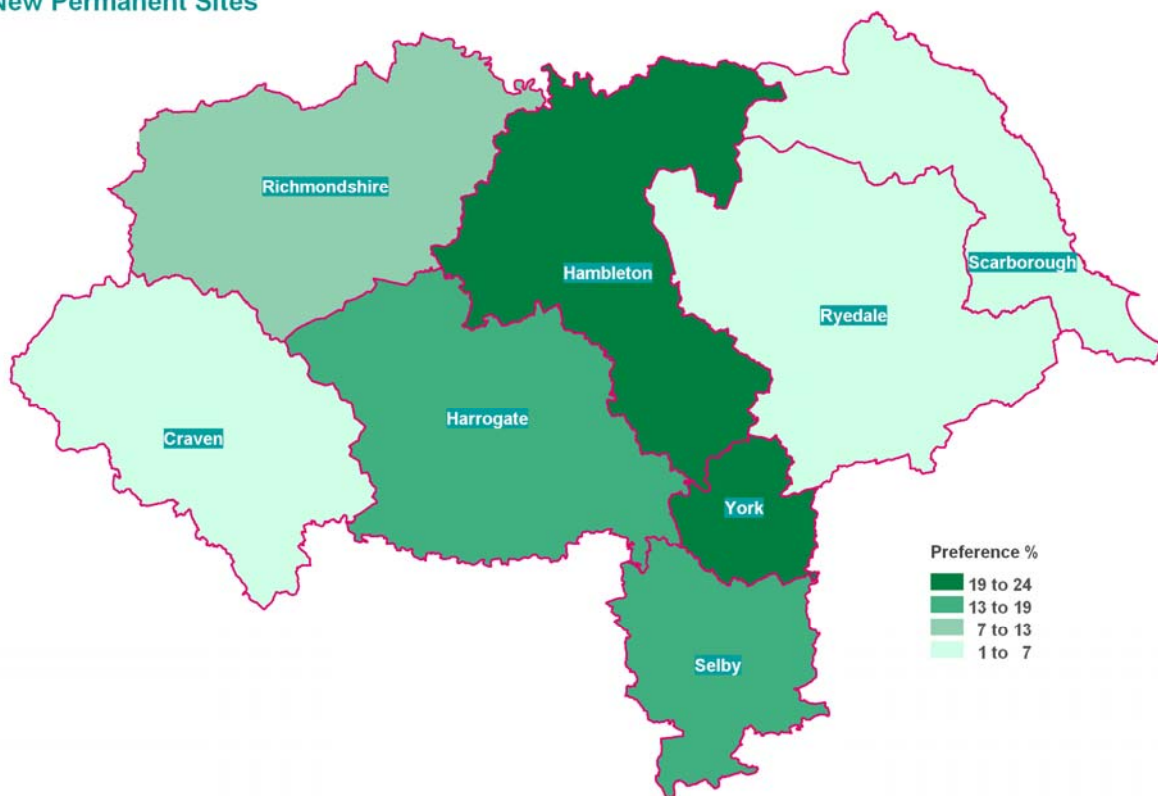
**Table 3.22: New Permanent sites (%)**

New Permanent Site Locations	1st / 2nd Preferences	%
York	24	23.3
Hambleton	20	19.4
Selby	19	18.4
Harrogate	18	17.5
Richmondshire	10	9.7
Craven	7	6.8
Ryedale	4	3.9
Scarborough	1	1.0
Total	103	100.0

3.99 Figure 3 illustrates the preferred distribution of new permanent provision as expressed by Showmen in the GTAA.

**Figure 3: New Permanent Sites Distribution**

**New Permanent Sites**



This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the controller of Her Majesty's Stationery Office © Crown Copyright. OSN49911 - 2009/9



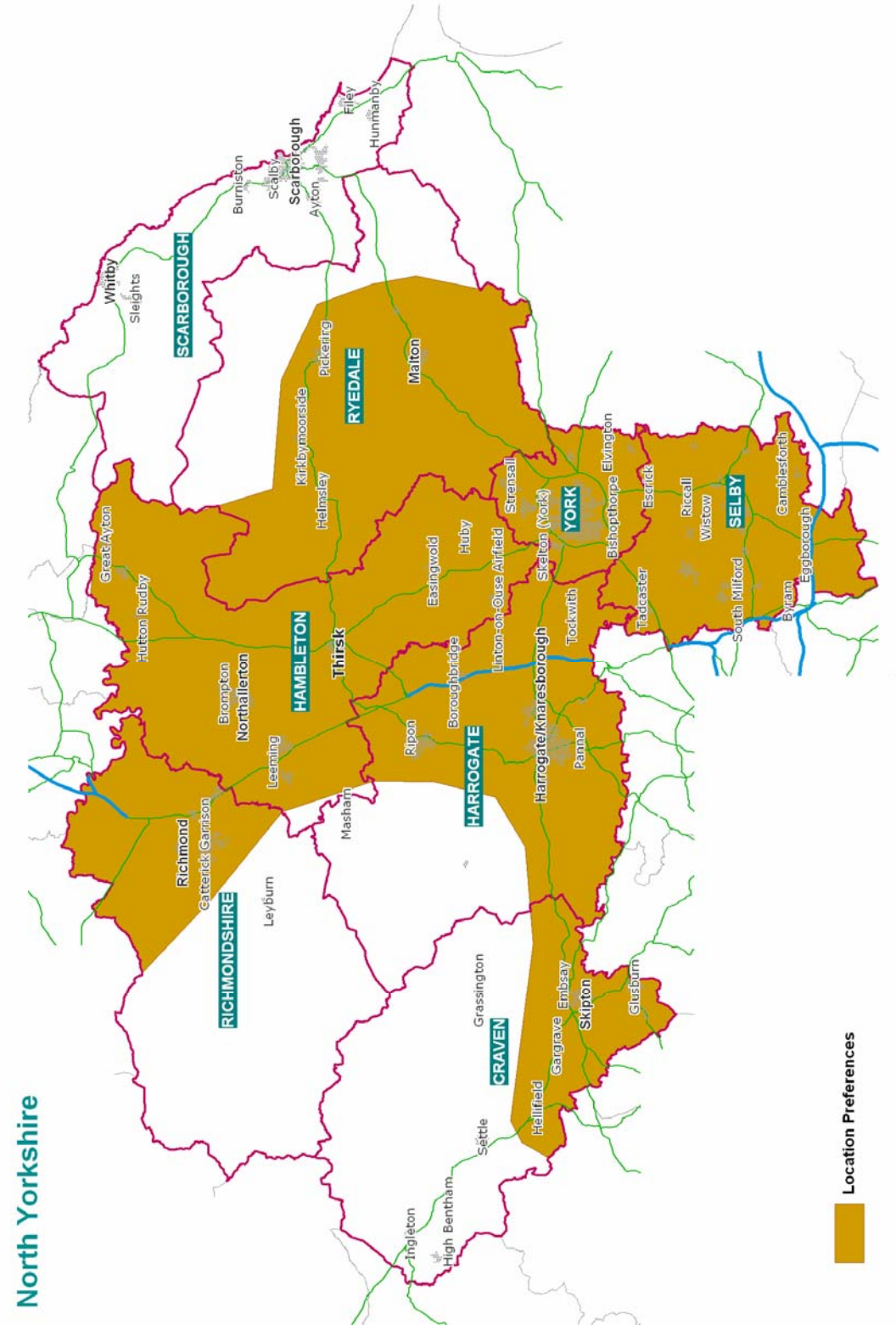
- 3.100 Findings from the qualitative interviews placed the emphasis for location of new provision upon the road network – primarily the A1, M1, A19, A59, A64 and M62 network (see Figure 4). Interviews with Showmen identified the need for multi-use yards (see ideal site requirements), capable of providing both permanent plots and temporary pulling places. In terms of local authority areas, the areas of preference for new permanent yards include all of York and Selby, the south and east of Harrogate, the south of Craven District, most of Hambleton, locations in Richmondshire around Catterick and the A1 and A66, and areas of Ryedale around Malton and Pickering and associated road networks. Amongst the Showmen interviewed Scarborough was felt to be too remote for a permanent base, necessitating long commutes to fairs and events both within and beyond North Yorkshire.
- 3.101 These findings reinforce views expressed within the GTAA regarding location of new plots (both permanent and temporary). The preference rankings (Table 3.23) provide a potential methodology for distributing new provision across North Yorkshire.

**Table 3.23: Potential Distribution of New Permanent sites**

New Permanent Site Locations	% Preferences	No. Plots
York	23.3	13
Hambleton	19.4	10.5
Selby	18.4	10
Harrogate	17.5	9
Richmondshire	9.7	5
Craven	6.8	4
Ryedale	3.9	2
Scarborough	1.0	0.5
Total	100.0	54

- 3.102 That said, the level of need identified, and locational data provided by Showmen lend themselves to a more fluid, sub-regional response to meeting the needs of Showmen. Figure 4 clearly illustrates a defined area of search for appropriate sites for new provision. The parameters identified within the ideal site requirements section provide a guide as to the potential capacity of sites identified to meet need, as well as clearly setting a ceiling in terms of maximum site size (to accommodate no more than 12 households on one site).

Figure 4: Areas of preference for new permanent provision



This map is reproduced from Ordnance Survey materials with the permission of Ordnance Survey on behalf of the controller of the Majesty's Stationery Office. © Crown Copyright. OSN09111 - 2009/9

3.103 Showmen appreciated that aspects of their lifestyle, such as pulling equipment into yards in the early hours of the morning after and before fairs, and working on equipment in light industrial surroundings, may not be compatible with the settled population. However, reflecting our findings from fieldwork interviews, despite acknowledging the need for visual and sound mitigation, Showmen did not want yards to be far from local amenities. Table 3.24 illustrates that a total of 86.2% require yards to be within walking distance of schools, highlighting the importance of settled education for children, and 77.6% for yards in walking distance of shops. The importance of the major road networks for access into yards and onto fairs is shown by 94.8% of total respondents.

**Table 3.24: Services for new yards (%)**

	Resident	Tourer	Total
Within walking distance from schools	55.6	100.0	86.2
Within walking distance of doctors	44.4	77.5	67.2
Within walking distance of pubs	38.9	52.5	48.3
Within walking distance of shops etc.	55.6	87.5	77.6
with easy access to public transport	33.3	72.5	60.3
with access to main roads	94.4	95.0	94.8
Other:	5.6	17.5	13.8
<b>Base: Respondents</b>	<b>18</b>	<b>40</b>	<b>58</b>

### *Stop off provision/places to pull*

3.104 Both the GTAA and subsequent qualitative interviews identified a shortage of stop off provision, or places to pull temporarily between fairs, across North Yorkshire. When asked by the GTAA for their views on where more stop off places were needed, significant numbers of Showmen identified shortfalls in provision across North Yorkshire; with York, Selby, Harrogate and Ryedale identified as significantly lacking in provision in terms of temporary places to pull. All eight North Yorkshire authorities were identified as lacking in temporary pulling places by over half of those questioned.

3.105 The most important elements regarding the location of new temporary places to pull are:

- Proximity to the road network;
- Close to amenities; and

- Capacity for light industrial working on site to allow for maintenance and repairs between fairs.

**Table 3.25: Location of stop-off points / yards (%)**

Yards Needed	Resident	Tourer	Total
Leeds	88.9	89.2	89.1
Wakefield	83.3	86.5	85.5
East Riding of Yorkshire	72.2	89.2	83.6
York	72.2	78.4	76.4
Kirklees	66.7	86.5	80.0
Calderdale	66.7	78.4	74.5
Selby	66.7	75.7	72.7
Harrogate	61.1	81.1	74.5
Sheffield	61.1	81.1	74.5
Bradford	61.1	73.0	69.1
Kingston upon Hull	61.1	73.0	69.1
Ryedale	55.6	78.4	70.9
Hambleton	55.6	70.3	65.5
Scarborough	44.4	70.3	61.8
Richmondshire	44.4	59.5	54.5
Craven	27.8	67.6	54.5
Doncaster	27.8	64.9	52.7
Barnsley	27.8	54.1	45.5
Rotherham	11.1	62.2	45.5
North Lincolnshire	11.1	59.5	43.6
North East Lincolnshire	5.6	59.5	41.8
<b>Base: Respondents</b>	<b>18</b>	<b>37</b>	<b>55</b>

3.106 Importantly Table 3.26 represents the ranked preference profile for stop over yards in North Yorkshire. In terms of preferred locations for new temporary provision, Selby and York were identified as the highest priority areas in 45% of cases. Very few Showmen indicated a need for provision in Richmondshire, Ryedale or Scarborough.

**Table 3.26: North Yorkshire yards (stop over) (%)**

NY Yard Locations	1st / 2nd Preferences	%
Selby	24	23.3
York	23	22.3
Harrogate	15	14.6
Craven	12	11.7
Hambleton	12	11.7

Richmondshire	7	6.8
Scarborough	6	5.8
Ryedale	4	3.9
Total	103	100.0

3.107 These locational requirements for temporary place to pull closely mirror those for permanent provision, with the additional prioritisation of Craven for temporary provision.

### Future Need

3.108 In terms of future need as a proxy, of those interviewed, a total 73.1% noted that their children would be following the traditional occupation into the fairground industry (Table 3.27).

**Table 3.27: Career choice (%)**

	Resident	Tourer	Total
Yes	80.0	70.3	73.1
No	20.0	29.7	26.9
Total	100.0	100.0	100.0

3.109 The GTAA also identified the number of emerging or concealed households as an issue. Over 30% of households have members looking to set up a home of their own, this compares to a more usual 20% of households within the settled community. Within these 18 households, there are 30 family members seeking new accommodation, the majority of whom are single people under 60 or childless couples (19 households), although a significant number are couples with children (9 households) – see Tables 3.28, 3.29 and 3.30.

**Table 3.28: Emerging household persons (%)**

	Resident	Tourer	Total
No emerging persons	72.2	68.3	69.5
1 person	5.6	22.0	16.9
2 person	11.1	4.9	6.8
3 person	11.1	4.9	6.8
Total	100.0	100.0	100.0

**Table 3.29: Emerging persons**

	Resident	Tourer	Total
Persons	11	19	30

**Table 3.30: Emerging household type**

Emerging household type	Resident	Tourer	Total	%
Single person (under 60 years)	4	5	9	32.1
Childless Couple (both under 60 years)	4	6	10	35.7
Couple with children (both under 60 years)	2	7	9	32.1
<b>Total Persons</b>	<b>10</b>	<b>18</b>	<b>28</b>	100.0
<b>Base: Households</b>	<b>4</b>	<b>13</b>	<b>17</b>	

(Note valid responses only)

- 3.110 As in-migration to the Showmen community is non-existent, natural household growth represents the main element of future growth. Given the changing lifestyle of Showmen, and the fact that children are moving into other areas of employment, it is difficult to predict with any accuracy future need and demand for Showmen.
- 3.111 Future provision should ideally take account of the historic backlog of unmet need, current concealed households and projected future household growth.
- 3.112 There is a higher level of concealed households within the Showmen community, and consequently a higher level of emerging households than would be anticipated within the settled community.

### Summary of key points

- 3.113 The research clearly identifies an overwhelming preference for ownership of their own plot by Showmen; failing that, renting from the Guild or privately from another Showman are the preferred options.
- 3.114 Through the GTAA, Showmen identified a need for 54 plots across North Yorkshire to meet the backlog of need. This figure was corroborated through subsequent discussions with the Guild and interviews with Showmen working within North Yorkshire.
- 3.115 There are clear preferences demonstrated by Showmen in terms of locations for new provision. Findings from the GTAA are echoed through views expressed by Showmen interviewed as part of the qualitative research, and indicate that York, Selby, Hambleton and Harrogate are priority areas for new provision, with Richmondshire, Ryedale and Craven less so, and Scarborough not at all, or negligibly so.

- 3.116 New yards should have the capacity to provide temporary pulling places as well as permanent plots, and be accessible to major road networks and local facilities. Guidance on the size and location of new sites is provided (see also Ideal Site Requirements for more detailed information).
- 3.117 Future need is difficult to quantify, however, guidelines on plot size have been designed to build in capacity to accommodate future household growth (up to one acre per household).

## Barriers to Provision and Potential Sites

- 3.118 Both the GTAA and qualitative interviews sought information on perceived barriers to provision. Interviewees were also asked to identify potential sites.

### Barriers to provision

- 3.119 A significant number of barriers to provision were identified by Showmen, these included:
- Land availability;
  - Land value;
  - Misconceptions and prejudice (NIMBYism); and
  - Planning.
- 3.120 Land availability and planning were seen as a critical barriers to provision within North Yorkshire; with Showmen struggling to find sites, only to then find that these were unacceptable in planning terms.
- 3.121 Land value is an inevitable factor in securing provision within North Yorkshire; however, this was not felt to be as problematic as overcoming misconceptions and securing planning permission. Given the advice in Circular 04/2007 there is much that sub regional planning authorities can do to tackle current barriers to provision, both in terms of working with the Showmen's Guild to identify sites, and with local communities to raise awareness of Showmen's needs and dispel misconceptions.
- 3.122 Due to the overriding aspiration to own their own yard, either individually or as a group, Showmen have experience of the planning process, though this is an overwhelmingly negative one. As a number of Showmen commented, the need for '*sympathetic planning*' when considering applications for new yards is imperative. The Showmen claim that pooling resources to acquire land is not a problem and is often the favoured route. However, many feel that the planning process and entrenched views about 'Traveller' groups and associated NIMBY-ism, stigmatises applications for yards.
- 3.123 Findings confirm these views, and there have been considerable objections to yard proposals within North Yorkshire. The sense of injustice felt within the community is borne out by the response to the most significant proposal for a new residential yard in recent years, at Nun Monkton:

*'We submitted a proposal at Nun Monkton, near the A59 there, yet it was refused. There is only something like 300 people who live in the village but nearer, 1,000 turned up to public meeting and signed a petition against it, it was even brought up in Parliament by the local MP to have it refused, even though there is a big supermarket depot nearby with articulated lorries going in and out, and we got turned down!'*

*'We're second class citizens, not even that, they will find anything to turn it down, anything you can think of, highways, newts, you name it'*

- 3.124 The refused application at Nun Monkton has had a significant impact on the attitudes of Showmen towards obtaining permission for new sites in North Yorkshire. There is a widespread feeling that the planning process is intrinsically set against them; combined with the stigma and erroneous perception of Traveller groups from the wider population, there is a firm belief amongst Showmen that planning permission in North Yorkshire is impossible to obtain.
- 3.125 Guild members have reviewed the failed application at Nun Monkton, and feel that future applications could stand more chance of success if they were based on a smaller site area – so permission would be sought for approval of a small area of the site to provide a limited number of yards. Whilst this approach may prove more successful in practice, it is disappointing to think that opportunities for longer-term and more comprehensive planning of yard development could be lost.
- 3.126 In terms of experience of the planning system, there is widespread despondency, and a view that yards will not be obtained through the planning process, in light of perceived insurmountable opposition from the wider resident population. GTAA survey findings reveal that of those Showmen who have applied for planning permission, 77.3% have been unsuccessful, compared to 22.7% who have had a more positive experience of the process.

**Table 3.31: Application Outcome (%)**

	Resident	Tourer	Total
Permission granted	30.0	16.7	22.7
Permission denied	70.0	83.3	77.3
Total	100.0	100.0	100.0

### Potential new sites

- 3.127 The Showmen interviewed had a flexible and pragmatic attitude towards potential new sites and were willing to look at any options available. Showmen felt that the Nun Monkton site, off the A59, represented an ideal location; however, planning permission was refused. There was an overwhelming sense that, given the universal level of prejudice towards, and ignorance of Showmen and their lifestyles, from existing communities, political leaders and council



officers, no site could ever be found in North Yorkshire that would prove to be acceptable in planning terms. Many felt that the planning system was biased against them, and comments such as *'we just want a favourable hearing in planning'* were common place and sum up mildly the sense of alienation and helplessness felt.

- 3.128 One respondent claimed that land owners are currently reluctant to sell sites and are happy to sit and wait for the highest bidder, which would not be Showmen!
- 3.129 Showmen were keen to explore opportunities for purchasing/leasing public sector owned land, for example Ministry of Defence disused airfields. However, impediments such as cost and greenbelt locations were regarded as significant obstacles to securing planning permission.

### Summary of key points

- 3.130 The research has identified a considerable number of barriers to provision, of which Showmen perceive planning opposition, and prejudice and NIMBYism to be the most significant and difficult to counter.
- 3.131 A more pro-active approach from local authorities to working with Showmen was sought and felt to be within the spirit of Circular 04/2007.
- 3.132 Guild members have a flexible attitude and approach to potential sites for new provision and are eager to explore all possibilities. There is a significant amount of work that could be done with the Guild in terms of identifying specific sites to accommodate new provision within North Yorkshire, which would build upon the foundations of this research. Local authorities need to work with the Guild to identify potential future sites to meet identified need.

## 4. Conclusion and Recommendations

- 4.1 This research draws together a wealth of information in respect of Showmen living and working within North Yorkshire, and their accommodation needs and requirements. The research explores the impact that the changing lifestyle of Showmen is having upon their accommodation requirements, namely the desire to have a permanent home base year round to enable family members to live a more settled life (particularly in terms of children's education), and a move away from the idea of permanent quarters for only the winter.
- 4.2 There is currently limited provision for Showmen within North Yorkshire, with the small number of sites within the County providing little or no capacity to meet existing and future need. Conversely, there are a substantial number of fairs and events across North Yorkshire that rely upon the attendance and participation of a significant number of Showmen, the vast majority of whom live outside the sub region due to a lack of provision within it.
- 4.3 It is clear that significant number of Showmen have a connection with North Yorkshire, and a requirement to live in the sub region. Given the nature of the client group, it is difficult to quantify the extent of this need. However in an attempt to provide target guidance as a starting point upon which to focus

provision, the research has considered a range of evidence sources including, the initial data from the GTAA, the qualitative responses from the surveyed Showpeople and the total number of named applicants of 28 on the historic application made at Nun Monkton in 2004, the majority of whom remain without a permanent residential yard. This approach has been endorsed by both the Northern and Yorkshire section of the Showmens Guild as representative of existing need. Adopting the methodology of Niner and Brown in regional assessments identifying future need by a multiple of x1.9, this would equate on the Nun Monkton applicant list alone to an additional 53 plots required in the short term.

- 4.4 Therefore an initial target of 54 additional plots is provided as an indicative figure upon which to focus identification and delivery of sites across North Yorkshire, to meet the current backlog of need as identified by Showmen. There is a significant level of agreement amongst Showmen as regards the distribution of this need, and the research presents local authorities with two options in terms of addressing these requirements:
- A sub regional approach: whereby sites are sought within specific parameters and within a clearly defined area of search (Figure 4).
  - An individual approach: whereby requirements are disaggregated across the sub region in accordance with the locational priorities identified by Showmen (Table 3.23).
- 4.5 Any new provision should be capable of providing both permanent accommodation and temporary places to pull. New permanent provision should deliver sustainable plots capable of accommodating household growth and should be up to an acre in size (see Ideal Site Requirements). Given the overwhelming desire of Showmen to own their own plots and live on sites managed by the Guild or other Showmen, it is imperative that local authorities and Showmen work together to identify suitable sites across North Yorkshire.
- 4.6 Unlike other Travellers, Showmen travel predominantly for economic reasons, preferring to retain a permanent home base where family members can live all year round, work, attend school and be part of their local community. The key drivers in securing a permanent home base are availability of land and ability to secure planning permission, other important factors are accessibility to fairs, major road networks, and local facilities (schools, shops, doctors, etc).
- 4.7 The lack of new provision for Showmen in North Yorkshire indicates that there are barriers to provision, the most significant of which are felt to be unsympathetic planning, prejudice and NIMBYism. There is much that can be done by local authorities, working in partnership with the Guild, to address and tackle these barriers.

## Recommendations

- 4.8 It is recommended that North Yorkshire's local authorities:
- Consider options for the provision of new sites;

- Work with the Showmen's Guild to identify suitable new sites across the identified areas of search;
- Seek to deliver new sites in line with the ideal site requirements identified;
- Work with the Showmen's Guild to address barriers to provision, including raising awareness within settled communities about Showmen, their lifestyle and accommodation requirements. This should include exploring ways to assist and help Showmen through the planning process; and
- Work with Regional partners to develop a more coherent Regional approach to meeting the needs of Showmen.

## APPENDIX A: Questionnaire