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Further Sites Consultation

Appendix 9: Gypsy, Roma, Traveller and Travelling
Showpeople Accommodation Assessment

April 2014



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CITY OF YORK COUNCIL

GYPSY, ROMA, TRAVELLER AND TRAVELLING SHOWPEOPLE ACCOMMODATION ASSESSMENT



April 2014



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 Gypsy, Roma and Traveller Sites in York 40

1. Introduction

The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by City of York Council (CYC) to undertake a Gypsy, Roma, Traveller and Travelling Showpeople Accommodation Assessment.
- 1.2 The main objective of this study was to provide the Council with robust, defensible and up to date evidence about the accommodation needs of Gypsies, Roma, Travellers and Showpeople in York during the period until 2030 in five year sections covering 2015-2020, 2020-2025 and 2025-2030.
- 1.3 The study also had a number of other objectives, including;
 - To propose targets for future provision in York to address the identified need;
 - To provide the Council with the means to explain this evidence, and these proposed targets clearly, simply and effectively to a range of audiences, including the local community.

Definitions

- 1.4 For the purposes of the planning system, Gypsies and Travellers means:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, CLG, March 2012)
- 1.5 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:
 - » Romany Gypsies;
 - » Irish Travellers; and
 - » New Travellers.
- 1.6 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.
- 1.7 Alongside Gypsies, Roma and Travellers, a further group to be considered are Travelling Showpeople. They are defined as:

Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their family's or dependent's more localized pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined above. (Planning Policy for Traveller Sites, CLG, March 2012)

Legislation and Guidance for Gypsies, Roma & Travellers

- 1.8 Decision making for policy concerning Gypsies, Roma, Travellers and Showpeople sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies, Roma & Travellers and Showpeople:
- » Planning Policy for Traveller Sites 2012;
 - » National Planning Policy Framework 2012;
 - » Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007;
 - » Environmental Protection Act 1990 for statutory nuisance provisions;
 - » The Human Rights Act 1998, when making decisions and welfare assessments;
 - » The Town and Country Planning Act 1990 (as subsequently amended);
 - » Homelessness Legislation and Allocation Policies;
 - » Criminal Justice and Public Order Act 1994 (sections 61, 62);
 - » Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
 - » Planning and Compulsory Purchase Act 2004;
 - » Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies, Roma & Travellers and Showpeople as part of their housing needs assessments. This study complies with this element of government guidance ;
 - » Housing Act 1996 in respect of homelessness.
- 1.9 The Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy, Roma and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies, Roma & Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.
- 1.10 The previous Labour Government guidance focused on increasing site provision for Gypsies, Roma & Travellers and encouraging local authorities to have a more inclusive approach to Gypsies, Roma & Travellers within their housing needs plans. The Housing Act 2004 required local authorities to identify the need for Gypsy, Roma and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore all local authorities were required to undertake accommodation assessments for Gypsies, Roma & Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.11 Local authorities were encouraged rather than compelled to provide new Gypsy, Roma & Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the DCLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.12 The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial

Strategies which were used to allocate pitch provision to local authorities. This happened in 2012 with the publication of the CLG document ‘Planning Policy for Traveller Sites’ in March 2012.

Planning Policy for Traveller Sites

^{1.13} The document ‘Planning Policy for Traveller Sites’ sets out the direction of government policy. Among other objectives, the new policy’s aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2) :

- » that local planning authorities should make their own assessment of need for the purposes of planning;
- » to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;
- » to encourage local planning authorities to plan for sites over a reasonable timescale;
- » that plan-making and decision-taking should protect Green Belt from inappropriate development;
- » to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;
- » that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
- » for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;
- » to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;
- » to reduce tensions between settled and traveller communities in plan-making and planning decisions;
- » to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;
- » for local planning authorities to have due regard to the protection of local amenity and local environment.

^{1.14} In practice the document states that (Planning Policy for Traveller Sites Page 3):

‘Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.

Local planning authorities should, in producing their Local Plan:

- » identify and update annually, a supply of specific deliverable sites sufficient to provide five years’ worth of sites against their locally set targets;
- » identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years eleven to fifteen;

- » consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries);
- » relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density;
- » protect local amenities and environment.

^{1.15} A key element to the new policies is a continuation of previous government policies. This is that, while local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites, if no need is identified they should set criteria based policies to assess potential sites which may arise in the future. Planning Policy for Traveller Sites notes on Page 3-4 that:

'Criteria should be set to guide land supply allocations where there is identified need. Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community.'

^{1.16} Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

Tackling Inequalities for Gypsy, Roma & Traveller Communities

^{1.17} In April 2012, the government issued a further document relating to Gypsies & Travellers in the form of 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)'.

^{1.18} This report contains 28 commitments to help improve the circumstances and outcomes for Gypsies & Travellers across a range of areas including (Page 6) :

- Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children;
- Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS;
- Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives;
- Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system;
- Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services;
- Sharing good practice in engagement between Gypsies and Travellers and public service providers.

Funding for New Sites

- 1.19 The Coalition Government policies also involve financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new annual supply of pitches on Local Authority or Registered Provider owned and managed sites, Local Authorities receive a New Homes Bonus equivalent to council tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equates to around £8,000 pounds per pitch.
- 1.20 Direct grant funding is also available for Gypsy, Roma and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. The HCA welcomes bids from Local Authorities, housing associations and traveller community groups working with Registered Providers.
- 1.21 The HCA has now confirmed allocations for all of its £60m of future funding which will support 96 projects around the country for the provision of new Gypsy, Roma and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches.
- 1.22 While all HCA funds for Gypsy, Roma and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Providers are advised to continue to work closely with HCA area teams to develop their proposals should any funding become available.

Research Methodology

- 1.23 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites.
- 1.24 The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

Stage 1: Background

- 1.25 At the outset of the project we sought to understand the background to the Gypsy, Traveller and Travelling Showpeople population in York. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts provided and information held by City of York on unauthorised encampments and also waiting lists for public sites which are managed by the Council.

Stage 2: Household Survey

- 1.26 For most Gypsy, Roma & Traveller studies we seek to interview all known households in a study area using a detailed questionnaire. However, in York a high level of preliminary work had already been undertaken by the Council. Therefore, instead of conducting interviewer facilitated detailed personal interviews, all sites were visited by ORS researchers. They conducted qualitative interviews with the households to determine if they have any current or likely future needs and how these may be addressed.

- 1.27 These interviews had a number of objectives. One objective was to analyse the provision of services on existing sites to assess if more, or improved, service provision was required within the existing sites. Another main objective was to view travelling patterns and likely future household formation to analyse the future need for extra site provision.

Stage 3: Stakeholder Engagement

- 1.28 This study also included extensive stakeholder engagement with council officers from York and neighbouring councils, members and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, particularly in relation households not on known existing sites, and also to discuss Duty to Cooperate issues with neighbouring Local Authorities, and any issues regarding education, health and community cohesion.

Stage 4: Future Pitch and Plot Requirements

- 1.29 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.
- 1.30 The overall principles behind assessing future needs are relatively simple. The model assesses the current backlog of need for pitches based upon unauthorised sites, concealed households and the net movement of households from bricks and mortar. It then adds in future arising need in the form of newly forming households (at a rate informed by the results of the household survey), households on sites with temporary planning permissions and net migration to the area. From this figure any empty or undeveloped pitches with planning permission are then subtracted to provide for a final net pitch requirement. The residential and transit pitch requirements for Gypsies, Roma and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2030 in line with the requirements of Planning Policy for Traveller Sites.

Stage 5: Conclusions

- 1.31 This stage draws together the evidence from Stages 1 to 4 to provide an overall summary of the requirements for Gypsies, Roma, Travellers and Travelling Showpeople in York.

2. Gypsy, Roma & Traveller Sites and Population

Sites in York

- 2.1 A Strategic Housing Market Assessment focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation requirements.
- 2.2 One of the main considerations of this study is the provision of pitches and sites for Gypsies, Roma and Travellers. A **pitch** is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A **site** is a collection of pitches which form a development exclusively for Gypsies, Roma and Travellers. For Travelling Showpeople the most common descriptions used are a **plot** for the space occupied by one household and a **yard** for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies, Roma and Travellers and plots for Travelling Showpeople are required in York.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy, Roma and Traveller accommodation. One common form of Gypsy, Roma and Traveller sites is the **publicly-provided residential site**, which is provided by the Local Authority, or by a Registered Provider (usually a housing association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 2.4 The alternative to public residential sites is **private residential sites** for Gypsies, Roma and Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel.
- 2.6 Further considerations for the Gypsy, Roma and Traveller population are unauthorised developments and encampments. **Unauthorised developments** occur on land which is owned by the Gypsies, Roma and Travellers, but for which they do not have planning permission to use for residential purposes. **Unauthorised encampments** occur on land which is not owned by the Gypsies, Roma and Travellers.

UK Census of Population 2011

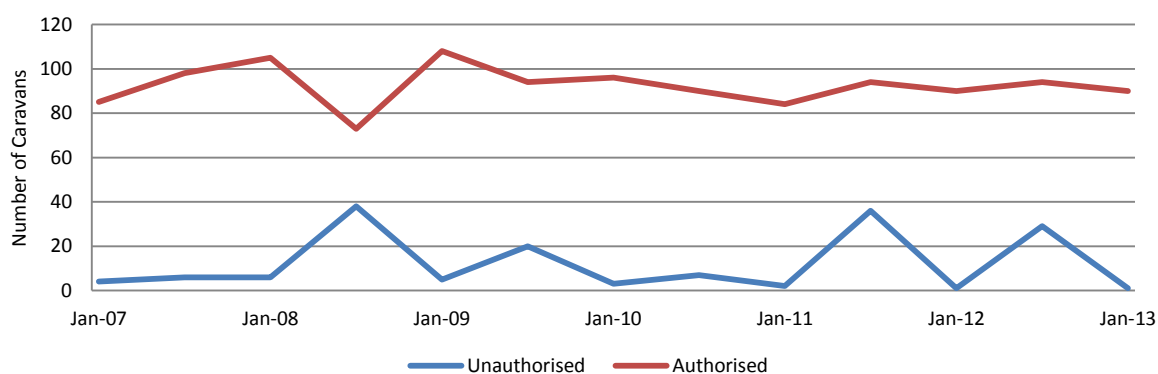
- 2.7 The UK Census of Population 2011 included Gypsy and Travellers as a distinct ethnic category for the first time. Across the whole of England, around 55,000 people identified themselves as being Gypsies and Travellers, with a population of 269 Gypsy and Traveller persons in York. The figure of 269 persons is likely to be an under-estimate of the total population due to some Gypsies and Travellers not declaring their ethnic status or completing the Census at all.

Caravan Count

- 2.8 The best quantitative information available on the Gypsy, Roma & Traveller communities derives from a bi-annual survey of Gypsy, Roma & Traveller caravans, which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. The count also only features those caravans the local authority is aware of. Therefore, it may not reflect all of the Gypsy, Roma & Traveller caravans in the authority.
- 2.9 York contains three public sites with permanent planning permission and two long-term tolerated sites. The area also sees periodic encampments on unauthorised sites (please see Appendix A).

Figure 1

Gypsy Caravan Count for York: January 2007 – January 2013 (Source: CLG Bi-annual Local Authority Caravan Count)



3. Stakeholder Consultation

Introduction

- 3.1 In order to provide thoughtful consideration of the issues by a wide range of key stakeholders involved with Gypsy, Roma and Traveller issues, ORS conducted a total of 19 semi-structured interviews during October and November 2013.
- 3.2 A list of stakeholders was compiled by The City of York Council at the outset of the project. ORS reviewed this list for consistency with other studies to ensure it was comprehensive and fair. Each stakeholder received an email outlining the aims and objectives of the project and the interview timetable, which was followed up with a telephone call to arrange a suitable time to undertake the interview. The interviews were conducted via telephone and face to face and typically lasted between 30 and 90 minutes.
- 3.3 To inform the study ORS:
- » Interviewed three Council Officers with responsibility for or interest in Gypsy, Roma and Traveller issues
 - » Contacted 36 Elected Members and interviewed seven with a specific interest in Gypsy, Roma and Traveller Issues (three who sit on the Cross Party Planning Committee, one who sits on the cross-party Local Plan Working Group and three who have a site in their Ward).
 - » Met with a representative of York Travellers Trust. The Trust was set up in the 1990s to work with Travellers, in a support and advice capacity, empowering individuals and the community to make the most of their opportunities. The ethos of the Trust is to support York's Gypsy, Roma and Traveller community and they run a number of courses designed to improve Travellers education (including literacy and numeracy skills) and employability (including E Learning, food hygiene, health and safety) as well as providing various support services.
 - » Had several discussions with a representative of the Showman's Guild of Great Britain (Planning and Education Section) who has been involved and is in contact with Travelling Showpeople in the City of York.
 - » Interviewed a Travelling Showperson with temporary planning permission and another who lives outside the City of York.
- 3.4 As stated in 'Planning Policy for Traveller Sites', Local Authorities have a Duty to Cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore issues relating to cross border working, a summary of the issues in neighbouring local authorities have also been provided (ORS have completed the GTAA in the areas marked with a*, study findings which are deemed useful to the City of York have also been captured in this study):
- » Craven District Council*
 - » Doncaster Metropolitan Borough Council
 - » East Riding of Yorkshire Council

- » Harrogate Borough Council*
- » Selby District Council*
- » Ryedale District Council.

- 3.5 Themes covered in the interviews included: the need for additional accommodation provision and facilities; travelling patterns; accessing services; and work being done to meet the needs of Gypsies, Travellers and Travelling Showpeople.
- 3.6 Interviews allowed interested parties to reflect and feedback on the general situation - as well as how matters relating to Gypsies, Roma and Travellers and Travelling Showpeople are currently handled and perceived within the study and surrounding areas. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the information gathered visits to Gypsy, Traveller and Travelling Showpeople sites.
- 3.7 Importantly, this element of the study provided an opportunity for the research team to speak to stakeholders who are likely to be in contact with housed Gypsy, Travellers and Travelling Showpeople with the aim of identifying accommodation needs resulting from this group. ORS also advertised the aims of the study on the Friends and Families of Travellers Facebook page, Travellers Times website and in the World's Fair publication. Using these methods, ORS spoke to one Travelling Showperson who currently lives in Scunthorpe and has an interest in purchasing land in the City of York. ORS also contacted Horton Housing who manage the GaTEWAY Traveller support service across North Yorkshire who explained that they do not work in the area and therefore have no contacts.
- 3.8 The views expressed in this section of the report represent a balanced summary of the views expressed by Council Officers and Elected Members. In all cases they reflect the views of the individual concerned, rather than the official policy of their Council. Due to issues surrounding data protection, and in order to protect the anonymity of those who took part, this section is a summary of the views expressed by interviewees and verbatim comments have not been used.

Accommodation for Gypsies, Roma and Travellers

Public Sites

- 3.9 Officers confirmed there are three public sites: Water Lane, Clifton; Outgang Lane; Osbaldwick; and James Street, York. In total, there are 55 individual pitches which can accommodate two caravans and one or two vehicles. Each pitch has its own service block which includes a kitchen and bathroom.
- 3.10 Officers who make weekly visits to the Osbaldwick site, Elected Members and Travellers Trust confirmed the existence of overcrowding on the site and were aware of five concealed households on the site:
- » A couple with two small children under five and three couples without children living together on one pitch
 - » An adult living with parents and sibling living together on one pitch
 - » A couple living on an unauthorised encampment behind the site.
- 3.11 The majority of interviewees agreed that further pitches were required to meet the accommodation needs of Gypsy, Roma and Travellers. The City of York has been awarded money from the Homes and

Community Agency to meet the needs of these households and is looking to utilise this funding by extending the current site by six pitches.

- 3.12 Site residents do have concerns about the proposed extensions and relayed these to the ORS research team, however, Officers explained that much of these concerns were based upon a fear that the pitches would be made available to newcomers and officers were of the opinion that residents have been assured that the pitches would only be for families already on site.
- 3.13 Officers, Elected Members and the Travellers Trust were in agreement that Clifton Site and James Street Site are meeting the needs of its residents; however, they expressed concern about particular issues (in addition to overcrowding) on one part of the Osbaldwick site. Issues included:
- » Rubbish and fly tipping
 - » Abandoned vehicles
 - » Anti-Social Behaviour
 - » A lack of basic social skills
 - » A large number of animals, in particular horses and dogs, on site.
- 3.14 Fewer issues were reported about the James Street Site, and included:
- » Stables present on site
 - » The construction of a site wall has made the site compact with little space to expand
 - » Problems with water pressure.
- 3.15 Housing Officers currently provide support to Gypsy, Roma and Travellers but are also responsible for site enforcement. It was agreed that these roles should be separated and all interviewees felt there should be greater enforcement on the sites (particularly on the Osbaldwick) and supported the employment of a site warden. A warden would primarily be responsible for enforcement on site which would involve managing the aforementioned issues. Officers revealed the City of York are considering the employment of a warden as part of the extension of the Osbaldwick site. One Elected Member was of the opinion that it may be an idea to look at the Council handing the site management role to the Gypsy Council.
- 3.16 Housing Officers supported proposals to have a site office on Osbaldwick to provide a meeting place for Travellers and would allow services to hold drop in sessions.
- 3.17 Officers were aware that the use of a 'pay as you go' meter combined with an electric, not gas, supply can increase the cost of heating. However, an officer explained that the high cost can be contributed to the Travellers behaviour and they are currently being advised to: turn off the heaters when they are not in their properties and to make sure they do not leave windows and doors open when the heating is on. Loft insulation has been removed on some properties at the request of the tenants as they were concerned that it would attract rats.
- 3.18 Officers explained that, in comparison to other Council-owned properties, a greater amount of repairs and general maintenance is carried out. The Council runs a monthly repair day on each site which includes very basic repairs including light bulb changes. When asked why these particular tenants were receiving greater assistance it was argued that, unlike housed tenants, other family members are not willing to help them with painting and general repairs.

Waiting List

- 3.19 The current waiting list has been managed according to the findings of a consultation in 2005 which found that site residents wanted additional pointage for family members. As a result, Travellers on the Council waiting list will be placed in the following bands according to the amount of 'points' they have been awarded:
- A:** Emergencies e.g. medical needs (low number because this band are for those who cannot manages the stairs, but sites don't have stairs).
 - B:** Lack of facilities – e.g. roadside for at last 6 months without access to facilities toilet etc. And you also have family residency so living on site with family for at least 6 months.
 - C:** Lack a bedroom (overcrowding) and concealed households
 - D:** Adequately housed (i.e. those in houses);
 - E:** Living out of area.
- 3.20 Therefore, priority has been given to those who have previously lived on site over someone outside of the area. So, someone living on a family pitch for at least six months would be placed in a higher priority banding. This system has caused conflict because families have moved onto the site to obtain additional pointage. For those in bricks and mortar they will automatically have fewer points. It is felt that for those who are homeless and have the opportunity to alleviate their immediate situation by trying housing, they are now stuck in a lower band on the waiting list with no real opportunity to get back onto a site.
- 3.21 Officers are in the process of gathering policies from other areas to inform how the City of York could improve its waiting list system so it deters people from moving onto sites and stops discriminating against those in housing.

Private Sites

- 3.22 Council Officers and Elected Members were aware of a long standing private site in the area but were not in contact with the residents and, as a result, were not aware of any issues.

Bricks and Mortar

- 3.23 Council Officers were in contact with two sets of housed Travellers but were aware of others who want to back on the sites. Officers were made aware of the results of the drop in group with housed Travellers who suggested that there are at least 40 families who would like to move back onto a site. Officers expressed some surprise and doubt over this figure as they explained there are not even that many on the waiting list.
- 3.24 Although Elected Members were aware of housed Traveller families, they do not have personal contact with any.

Travelling Showpeople

- 3.25 There is one Travelling Showperson site in the area which received temporary permission in 2011. The family is made up of a husband and wife, two children and mother in law. Currently, the family use under one acre for living and storing equipment. The rest of the four acres is being landscaped and additional

screening has been installed. The Showpeople would like to add to the attractiveness of the land but would not consider investing any more money if they continue to have temporary permission.

- 3.26 The family are settled in the area, the children attend the local school and they contribute to village activities including providing a bouncy castle for the school fete. The family want to continue to live on the site and are not interested in a land swap. Generally, residents of the village are said to be accommodating and supportive of the family. The Showperson spoke of the stress that was placed on the family when, as part of the planning application, personal details about the family and children were made publically available on the internet.
- 3.27 After several discussions with the representative of the Showman's Guild it was established that the need requirement in the previous study was based upon regional distribution rather than need within York and is not as high. The representative was aware of only one extended family (six adults) living in York who are hoping that land will be made available for them to rent or lease in the future.
- 3.28 The representative supported the provision of transit plots for Travelling Showpeople. It was argued that no separate provision was required as this would be best provided on a permanent site with space for transit.
- 3.29 One Showman responded to the advert in the World's Fair publication. The Showman is currently living with his spouse and two children (one under and one over 16) on their own land in Scunthorpe. The Showman explained that time is running out on this land but previous attempts to find land has failed. The Showman operates within the area of the City of York and is currently 30-40 miles away from his home

Health, Education and Community Cohesion

- 3.30 Officers confirmed that the majority of site residents have access to GPs and dentists. One officer working with families on sites explained that occupational therapy and adult services were also working with some of the families and they were also in the process of involving social services to help address some issues. An on-site office on Osbaldwick could be made available for agencies and health services to provide on-site drop-in sessions.
- 3.31 Officers and Elected Members supported the role of the Traveller and Ethnic Minority Support Service which provides holistic support in addition to helping parents access education for children on site and in bricks and mortar. The Service employs an early year's person who works with parents and children on the sites and a connections worker who supports children when they leave school to access further education or training or employment.
- 3.32 The representative of the Traveller and Ethnic Minority Support Service confirmed that the majority of children transfer to secondary school and the Officer was only aware of two or three families who opted out straight away at the end of Key Stage Two. However, there has been an increase in children dropping out in years nine and ten.
- 3.33 Positively, there has been an increase in the uptake of post -16 provision (even with some of those that dropped out at Key Stage three or four) who want to attend a vocational college course in building, horticulture, hair and beauty.

- 3.34 As a result of this work it was felt that more children are accessing education than previously. However, there was still some concern around the drop off in education once children (in particular girls) reach secondary school age.
- 3.35 Considering the positive developments, an Officer expressed concern that funding for this service has already been reduced and argued against any future cuts which would have a negative effect on the service offered to Traveller children.
- 3.36 When asked about community cohesion one Elected Member felt there had been little progress toward integrating the travelling and settled communities but was of the opinion that the travelling community does not want to integrate but wants to maintain their own lifestyle, culture and lifestyle.
- 3.37 There are incidences of friction between the settled and traveller communities. Horse grazing has been an on-going issue and it was suggested that although some members of the travelling community had arrangements with local landowners, others were using land to graze their horses without their permission. This tension has come to the fore in the past when a call for sites was undertaken by the City of York. The proposed extension of the Osbaldwick site has also led to some community angst.
- 3.38 One Elected Member felt strongly about the need to work with the settled community to gain more acceptance of Travellers and mixing between the communities and argued that despite being one of the oldest ethnic groups in the City the Traveller continues to be vilified by members of the settled community.
- 3.39 Officers stressed the importance of working with the community and educating people about Travellers, their culture and heritage. It was felt that the Council could undertake a positive media campaign to dispel some of the myths and negative perceptions held by members of the settled community. One Elected Member argued that the Traveller community is one of the oldest ethnic groups in the City, yet it is still vilified by members of the settled community and hoped for improved acceptance and mixing between communities.
- 3.40 Alternatively, another Elected Member felt that parts of the Traveller community are clearly responsible for bad behaviour such as rubbish dumping and was of the view that tougher enforcement which would prevent this behaviour would have a greater impact on community cohesion than dispelling myths and education.

Unauthorised Encampments

- 3.41 Council Officers and the Travellers Trust have regular contact with an unauthorised encampment made up of ten members of the same family. They previously lived on a site in Ryedale, however, when it was demolished they chose not to be accommodated on an alternative site and for the past decade the group have travelled around the North Yorkshire area and live on the roadside. After taking legal action the group have to abide by a number of rules: they have to clean up their rubbish; move every four weeks and can't stop in the same area; and some members of the group have Anti-Social Behaviour Orders. Interviewees expressed their concern that some of the group have special needs and mental health issues.
- 3.42 The City of York are currently looking at providing more permanent accommodation for the group, although when taking into consideration the size of the family and the amount of dogs and animals and the lack of available land then finding a suitable solution will be difficult.

3.43 York is a central point on the A19 through North Yorkshire connecting Selby and West Yorkshire and the north-east, York has good links to the A1 via the A69 and A64 and the connecting via the A64 up towards Scarborough and the A1 16 and A 1079 into East Yorkshire all making it an attractive place to stop at en route to Appleby and Scarborough Fairs. Popular stopping places are said to be:

- » Barbican Centre
- » Clifton field
- » Clifton Moor Industrial Estate
- » Elvington
- » Easingwold
- » Northern ring road car park.

3.44 In general, encampments are tolerated by the police unless they are particularly problematic and cause anti-social behaviour or leave rubbish which can have a negative effect on the way the settled community view the Traveller community as a whole. A small number of interviewees believed a temporary site could alleviate some of these issues.

Partnership Working

3.45 The City of York and the Travellers Trust have successfully worked on the production of the 'York Gypsy, Roma and Traveller Strategy 2013- 2018' which sets out the Council's priorities for the next five years. However, both felt that this relationship could be strengthened for the benefit of York's Travelling community.

3.46 A Council Officer was of the view that the Travellers Trust is currently more accessible to those living on the two closest sites but argued that Travellers on the Osbaldwick site are less likely to access Travellers Trust as they cannot afford the transport to get to the Trust. It is felt that the Trust should do more outreach work at the site. Indeed, having an on-site office could enable the Trust to pay visits to the site. However, the level of outreach work undertaken by the Trust is also dependent on funding.

3.47 The representative of the Traveller and Ethnic Minority Support Service felt it would be beneficial to have greater links with health services and revealed that good links had existed when there was a Traveller health visitor, unfortunately this position no longer exists.

3.48 In the cases where there is a vulnerable family, The Common Assessment Framework (CAF) is said to help bring service providers together from housing, health, social services and education.

Consultation with the Travelling Community

3.49 Housing officers visit the sites and engage with residents on a weekly basis. However, Elected Members felt they have had little interaction with the community which means that much of their views of the community are based upon second hand, anecdotal information.

3.50 Travellers Trust has been based in the City of York for 20 years and an Elected Member was of the view that they undertake consultation with Travellers and provide an essential link between the Council and the community. The Traveller and Ethnic Minority Support Service, because they have worked with the families

when children are in their early years until when they leave school, are also said to have a good relationship with the community and often act as advocates on Travellers' behalf.

- 3.51 Travellers Trust did set up an inter-agency forum which included officers and Travellers (one meeting was attended by 24 Travellers). This was said to have improved communication. However, as a result of a police raid, all of the Travellers did not want to attend the group. The Travellers Trust are eager to set up the forum again. They are running a management communication course with the intention that this forum will be run by Travellers without the involvement of the Travellers Trust.

Cross Border Issues and the Duty to Cooperate

- 3.52 The three Traveller sites in York have families who are connected to many of the sites in North Yorkshire, particularly Selby, Harrogate, Malton and Thirsk. York is thought to be a central point and is quite attractive for those who want to settle and have family members in the rest of the sub region.
- 3.53 From the interviews, a number of positive relationships have been formed by City of York Council Officers, representative groups and neighbouring authorities:
- » An Officer highlighted the relationship with Ryedale and Hambleton regarding the large unauthorised encampment and works with environment and health departments in various districts. As discussed, the City of York has taken a lead on trying to find a suitable piece of land for the group.
 - » An Officer explained working with Hull City Council to rehouse Traveller families.
 - » Travellers Trust work with neighbouring areas and other Traveller support/representative groups including Leeds GATE.
 - » The Traveller and Ethnic Minority Support Service have liaised with people in Lincoln, Doncaster and Leeds.

Neighbouring Authorities

- 3.54 The accommodation situations of the authorities surrounding the study areas and cross-border issues (as reported by their respective Council Officer) are summarised below. For some areas ORS had interviewed a representative as part of a previous GTAA. Representatives from four of the six neighbouring areas were happy for ORS to use notes taken from a previous interview or use the findings from the GTAA.

Craven District Council

- 3.55 ORS completed Craven District Council's GTAA in February 2013 and found the following:
- » There are no public sites in Craven. There are three private sites which make up approximately twenty pitches.
 - » The 2013 GTAA found that there is a requirement for one additional pitch. While unauthorised encampments do arise in Craven, there is no clear evidence of sufficient travelling through the area to justify the development of a permanent transit site. However, there is a particular issue around Gargrave at the time of the Appleby Horse Fair. Recently it appears that relationships between the local population and those travelling to the Appleby Horse Fair have become more strained and it may require a

more formal management of the situation with a higher level of involvement from the District Council to ensure that everyone's needs are met.

- » There was no evidence of extra provision being necessary for Travelling Showpeople in the future.
- » The only cross border movement was said to be between Hambleton and Craven.
- » The work of the North Yorkshire Gypsy and Traveller Steering Group was thought to have had a positive effect on local policy in terms of: training; distribution of guidance relating to dealing with encampments; and relevant legislation.

Doncaster Metropolitan Borough Council

^{3.56} Gypsies, Roma and Travellers make up a relatively large proportion of the population with estimates in the region of 4000 to 6000, around 2% of the population depending on the time of year. This is one of the largest populations of Gypsies, Roma and Travellers in England. Doncaster has an estimated 900 Gypsy, Roma and Traveller households who live in bricks and mortar housing.

Public Provision Sprotbrough (New Travellers), Armthorpe, Thorne, Long Sandall

Privately managed sites (~275 households) Armthorpe, Askern, Barnby Dun, Bentley, Duncroft, Hatfield, Kirkhouse Green, Intake, Mexborough Stainforth, Sutton, Sykehouse, Thorne, Tickhill, Toll Bar, Wheatley

Wintering sites (used by Fairground and other Travelling Showpeople) Branton, Blaxton, Hatfield, Mexborough, Stainforth, Tickhill

- » Doncaster's GTAA study (December 2013)¹ concluded that 41 pitches are required in the next five years.
- » In order to meet some of the aforementioned need, Doncaster has been awarded £1.44m and will expand the two of the existing public sites by 16 pitches to be completed before March 2015. No further expansion of council provision is expected and there are no plans to deliver an additional Council site, the Authority hopes to meet the need through private provision. The Authority has been working with the Traveller community to identify land and have produced a Sites Development Policy Document which is going to examination at the end of April.
- » Unauthorised encampments occur during the Summer period, particularly around the time of the race meeting times. However, it was thought that the majority of Travellers will 'double up' on existing permanent pitches with friends and family.
- » When asked about cross border issues the officer referred to the results of the previous RSS study which found that two thirds of all private pitches across Yorkshire and Humber were in Doncaster. The reason given for the concentration in Doncaster was that many of the other authorities in the region were not doing enough. It was argued that there is still a perception that Travellers continue to settle in Doncaster where: there is an existing

1

<http://www.doncaster.gov.uk/Images/D11%20%20Gypsy%20and%20Traveller%20Accommodation%20Needs%20Assessment%20Report37-106551.pdf>

concentration; they feel safe in numbers; there has been a policy of toleration; and because of a lack of pitches in neighbouring authorities.

- » The GTAA stated that there is a clear need across all South Yorkshire Authorities for an increase in Gypsy, Traveller and Travelling Showpeople pitch provision and noted that:

Whilst all authorities have an identified Gypsy and Traveller population, the requirement is skewed in the sub-region. Doncaster has a long history and significant ties with many Gypsy and Traveller families and as such has historically had the highest levels of need due to high levels of household growth, whereas level of need in the other authorities is mainly due to existing unmet need.

- » When asked about cross border working the officer referred to previous joint GTAA studies and current contact with the City of York, Kent, Essex and the Planning Officers Society. Sharing information was considered to be a priority particularly since regional assemblies no longer bring authorities together.

East Riding of Yorkshire Council

^{3.57} Instead of undertaking an interview, a Council Officer from East Riding referred ORS to the 2012 GTAA which concluded:

- » There are 3 socially rented sites which accommodate 55 households. It was estimated that there are at least 66 households living in bricks and mortar accommodation. There is one yard for Travelling Showpeople which accommodates a single household. There are two authorised private sites in the study area but it was not known whether these sites are still occupied. There are three unauthorised developments. It was estimated that these currently accommodate 2 households (two occupied and one unoccupied).
- » There is evidence of need for permanent accommodation arising from the presence of unauthorised encampments within the study area. The findings from this study indicate that the majority of need for additional pitches in East Riding arises from overcrowding and concealed households.
- » There to be a need for 63 Gypsy, Roma and Traveller pitches (2012-2029) and no additional need for Travelling Showpeople accommodation.

Harrogate Borough Council

^{3.58} ORS completed Harrogate Borough Council's GTAA in February 2013 and found the following:

- » There are two public sites which are owned by North Yorkshire County Council and are leased and managed by the Gypsy Council and a small number of private sites.
- » Roadside encampments occur infrequently but the majority happen during the summer months when travelling to and from Appleby. When dealing with unauthorised encampments the Council brings enforcement action as appropriate. Managing unauthorised encampments is said to be the responsibility of the Environmental Health department. If there was anyone on the site with particular needs, the Housing Needs team would undertake an assessment.

- » The GTAA study concluded that Harrogate Borough require seven pitches to address the needs of all identifiable households. This includes the existing households on temporary or unauthorised sites, and growth in household numbers due to household formation. We again wish to stress that we have allowed for no further needs arising on the public sites of Harrogate on the advice of the Gypsy Council.

North Yorkshire County Council (NYCC)

3.59 In order to develop a consistent approach across North Yorkshire, the County Council (NYCC) currently oversees:

- » A Corporate Group
- » A Housing Steering Group

3.60 Currently, NYCC has two procedures for responding to Unauthorised Encampments which has led to inconsistent responses, wasted time and resource, and poor outcomes. NYCC is working toward a uniform policy on unauthorised encampments across the two-tiers of local government. The aim would be to use the most appropriate powers to remove unauthorised encampments in unacceptable locations or those which have out-stayed any agreed period. Any unified process would need to be trialled to identify whether this proved cost-effective and efficient for both tiers.

3.61 NYCC and the City of York Adults Social Services Departments are said to work closely together to support the family of Travellers who routinely travel between Ryedale and York. The two Social Services authorities share costs.

3.62 The three Traveller sites in York have families who are connected to many of the sites in North Yorkshire, particularly Selby, Harrogate, Malton and Thirsk. York as a central point is quite attractive as a place to settle for people with family members in the rest of the sub region.

Selby District Council

3.63 ORS completed Selby District Council's GTAA in March 2013 and made the following conclusions:

- » There are currently 24 pitches on public sites in Selby and a number of private sites which have temporary and permanent permission and three pitches on unauthorised developments.
- » The study concluded that 33 pitches are required in the next 15 years. This represents 19 pitches in the period 2013-2017 and 7 pitches each in the periods 2018-2022 and 2023-2028.
- » There are currently no sources of need for the provision of Travelling Showperson yards in Selby. Nonetheless, the GTAA recommended that Selby should ensure that criteria based policies are in place in order that any applications for sites received from Travelling Showpeople in the future can be evaluated effectively.

Ryedale District Council.

3.64 Instead of undertaking an interview, a Council Officer from Ryedale asked us to use information collected from Ryedale when ORS undertook the Selby GTAA.

- » There is one public site with thirteen pitches which is managed by a family from the Traveller community. The Officer was not aware of any Travelling Showpeople in the District.
- » Roadside encampments occur between June and August when Travellers are en route to the Seamer horse fair, the Malton Show and the Pickering Traction Engine. A large encampment made up of members of the same family also occurs frequently as they move between Ryedale District and the City of York.

Conclusions and Areas of Consideration

^{3.65} Overall, no pressing cross border issues were reported but it was suggested that it would be beneficial if neighbouring areas and the City of York could work together to:

- » Share the methodologies and findings from their GTAAs
- » Establish a greater understanding of travelling patterns
- » Regularly exchange Information
- » Share best practice on site management, and
- » Develop a common protocol for managing unauthorised encampments.

4. Gypsy, Roma & Traveller Interviews

Introduction

- 4.1 Face to face interviews were conducted with representatives of the Gypsy, Roma & Traveller community who are currently residing in York. The interviews were conducted within the interviewee's place of residence in October 2013. All known sites in York were visited and the outcome of this process is detailed below.

Clifton Site

- 4.2 The site has 23 pitches and most amenity blocks have been fitted with new doors, showers and heaters and most residents are happy with it. However, there are a number of issues for residents:
- » One person has concerns about their amenity block which has not been replaced like others.
 - » A few residents also complained that their utility blocks are too small;
 - » There were two skips on-site for rubbish and these are normally full;
 - » Additional street lighting is required around some pitches;
 - » There is a lack of a play area;
 - » There are two entrances to the site- to the rear there is a footpath which leads onto an estate and people walk through the site from the estate. Some people thought it would be safer to have a locked gate which only residents can access;
 - » The verges around the site are overgrown.
- 4.3 There is no on-site warden but a housing support officer makes a weekly visit to the site. However, no resident supported the provision of a site warden
- 4.4 There is no evidence of overcrowding or concealed households on any pitch. Most residents would not want the site extended. Many residents referred to relatives living in bricks and mortar and all said they would not want to move back onto a site. One resident is seeking to leave the site for bricks and mortar.

Osbaldwick Site

- 4.5 The site has 12 pitches. Pitches 1-4 are occupied by one family while pitches 5-11 are occupied by another family. Pitch 12 is vacant having been abandoned by its former occupant, while a member of the family living on pitches 5-11 is living on an unauthorised pitch at the rear of the site and is on the waiting list.
- 4.6 Issues raised by site residents include:
- » Electricity can cost up to £80 per week;

- » Drainage, uneven concrete and a lack of parking are all a problem;
- » The utility blocks have recently been renovated, but some recent work is still unfinished;
- » General site management and in particular the control of animals on the site.

4.7 There is one household on the site who is currently sharing with the occupier, but wishes to have their own pitch and hence would be a concealed household.

James Street Site

4.8 The site has 20 pitches and is well maintained by the tenants. Issues raised by site residents include:

- » More active management is required;
- » No play area – space at one end of the site with the potential to be used as a play area – currently being used as a car park
- » Flooding on part of the site
- » One resident was of the opinion that many Travellers would want to purchase land and develop private sites and thinks the Council should explore this with residents.

4.9 The site has two residents with children living roadside who wish to move to the site and another household has a current resident on the site waiting list. One household wishes to move to bricks and mortar.

Long-term Unauthorised Site

4.10 The private site has one pitch. The owner reports that the site meets their needs.

Unauthorised site

4.11 The site contains nine adults (3 of which were present at the time of the visit). They were evicted from a site at Malton and have a court order which states they are to stay on a site for a period of no more than 28 days month before moving on to another site two miles (or over) away and do not return to any one site in less than a year.

4.12 The households have various health needs and would like to remain close to their health centre in York.

Transit Site at Love Lane (Fulford)

4.13 This site is 1.5 acres and has permission for 18 transit pitches which are open to anyone to use. The owner is in the process of building a shower and toilet block for shared use. The owner does not want anyone there on a permanent basis – people are allowed to stay anything between a day and a few months. The site is open to members of the Gypsy, Roma and Traveller community but the owner applies strict rules and regulations.

4.14 When ORS visited the site there was a large bungalow and 6 vans. The site was in development and had recently been landscaped to a high standard.

Bricks and mortar Drop-in Session

- 4.15 With the aid of the York Travellers Trust, ORS held a drop-in session attended by 8 families primarily from the bricks and mortar accommodation who were given an opportunity to voice their views, with regard to assessment needs in the City.
- 4.16 It was considered that in excess of 40 families who are either in Bricks and Mortar or living in over occupation on sites or unauthorised occupation are in need of site provision over the next 12 months. They were able to verbally verify this by named families.
- 4.17 Families in bricks and mortar contradicted those on-sites by stating that they have been forced to live there because of a lack of site provision By York Council. The families in bricks and mortar are spread across the city in available accommodation, but would prefer to live together. They feel there is a lack of support from City of York Council Housing Department.
- 4.18 It was felt that the Council are pro-active in gaining opinion from the Gypsy, Roma and Traveller community, but failing to deliver a solution to need. They feel the Council do not listen to their views and as such a level of distrust has developed.
- 4.19 It is felt that there is a lack of available funding or capital within the community to develop their own sites and although the council have identified land for sites there is no funding to build.

5. Future Site Provision

Pitch Provision

- 5.01 This section focuses on the extra pitch provision which is required in the York area currently and over the next 17 years to 2030 by 5 year segments. This includes both current unmet needs and needs which are likely to arise in the future.
- 5.02 We would note that this section is based upon a combination of the survey, planning records and waiting list information. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 5.03 This section concentrates not only upon the total extra provision which is required in the area, but whether there is a need for any transit sites and/or emergency stopping place provision. The calculation will be firstly provided for Gypsies, Roma and Travellers, before being repeated for Travelling Showpeople.
- 5.04 Before commencing on the identification of future needs we would wish to note some key points. The Yorkshire and Humberside Regional Spatial Strategy identified required pitch provision for each local authority. However, with the Coalition Government announcing the planned abolition of all Regional Spatial Strategies and the advent of the Localism Act 2011, National Planning Policy Framework 2012 and Planning Policy for Traveller Sites 2012 it should be the case that Local Plans rapidly replace the RSS as material consideration in planning decisions. It is also the case that we have not considered provision made in the period 2006-2013 and instead we are taking October 2013 as a baseline position for our estimates.
- 5.05 To identify future need, the March 2012 CLG document 'Planning Policy for Traveller Sites', requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

Supply of pitches

- 5.06 Pitches which are available for use can come from a variety of sources. These include:
- » Currently vacant pitches;
 - » Any pitches currently programmed to be developed within the study period;

Current Need

- 5.07 There are four key components of current need. Total current need (which is not necessarily need for additional pitches because they may be able to be addressed by space available in the study area) is simply:
- » Households on unauthorised developments (i.e. unauthorised pitches on land owned by the Travellers themselves) for which planning permission is not expected;

- » Concealed households; and
- » Households in brick and mortar wishing to move to sites;

Future Need

5.08 There are three key components of future need. Total future need is simply the sum of the following:

- » Households living on sites with temporary planning permissions;
- » New household formation expected during the study period; and
- » Migration to sites from outside the study area.

5.09 We will firstly provide the model as set out above for Gypsies, Roma and Travellers within York. We will then separately analyse the possible need for additional transit provision in the study area before repeating the calculation for Travelling Showpeople.

Current Gypsy, Roma and Traveller Site Provision

5.10 Planning records indicate that there are approximately 55 permanent pitches across York. There are also 12 concealed households, 8 households on unauthorised sites and a net 10 households in bricks and mortar which adds to the likely number of future households.

5.11 The next stage of the process is to assess how much space is, or will become available on existing sites. The main ways of finding this is through:

- » Current empty pitches;
- » Any pitches currently programmed to be developed within the study period;

5.12 Currently, there are no vacant pitches on any public site. York has recently granted planning permission for 6 additional pitches at the Osbaldwick site. Therefore, we have counted these 6 permanent pitches as being part of the future supply.

Additional Site Provision: Current Need

5.13 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:

- » Households on unauthorised developments for which planning permission is not expected;
- » Concealed households; and
- » Households in bricks and mortar wishing to move to sites.

Current Unauthorised Developments

5.14 A problem with many Gypsy and Traveller Accommodation Assessments is that they have counted all caravans on unauthorised sites as requiring a pitch in the area when in practice many are simply visiting. In order to remedy this, ORS' approach is to treat as need only those households on unauthorised sites already in the planning system i.e. sites/pitches for which a planning application has been made), those

otherwise known to the local authority as being resident in the area or those identified through the household survey as requiring pitches.

- 5.15 For unauthorised sites, evidence from the household survey indicates that there are 6 households in York who require a pitch. A further 2 pitches have been occupied for over 10 years and are therefore not subject to potential enforcement action and hence have not been counted as need.

Concealed Households

- 5.16 The household survey sought to identify concealed households who require a pitch immediately. A concealed household is one who is living within another household and would wish to form their own separate family unit, but are unable to do so because of a lack of space on public or private sites.
- 5.17 The findings of the household survey and feedback from interviewers indicated that there are a number of concealed households, particularly at the Osbaldwick site, with the on-site survey and waiting list confirming 12 concealed households in total who require their own pitch.

Bricks and Mortar

- 5.18 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a population of 269 Gypsy and Traveller persons in York. Figure 2, below, shows the population by ward. The figure of 269 persons is likely to be an under-estimate of the total population due to some Gypsies and Travellers not declaring their ethnic status or completing the Census at all, but it does still indicate a relatively low population in bricks and mortar. The York Traveller Trust estimate that there are around 300 families in bricks and mortar in York.

Figure 2
Gypsy and Traveller Population by Ward (Source: UK Census of Population 2011)

Ward	Number of People
Acomb	13
Bishopthorpe	1
Clifton	16
Derwent	1
Dringhouses and Woodthorpe	9
Fishergate	7
Fulford	1
Guildhall	56
Haxby and Wigginton	6
Heslington	3
Heworth	28
Heworth Without	0
Holgate	3
Hull Road	31

Huntington and New Earswick	3
Micklegate	19
Osbalwick	2
Rural West York	4
Skelton, Rawcliffe and Clifton Without	48
Strensall	2
Westfield	16
Total	269

- 5.19 As noted earlier, ORS worked with the York Travellers Trust to hold a drop-in session attended by 8 families from the bricks and mortar accommodation. They all wished to move back on to sites, and so have been counted as need. The site waiting list also contains 4 households in bricks and mortar. There is no mechanism to ensure that these are not the same households due to data protection issues, but given the relatively limited of households involved we have counted them as need. The York Traveller Trust feel that these 12 households may be an underestimate of all households who wish to move from bricks and mortar to housing, but without further evidence it is difficult to count additional households.
- 5.20 It should be remembered that movement between housing and sites runs in both directions. The on-site survey contained two interviews with households who wished to move from sites to bricks and mortar. Therefore the net movement between sites and bricks and mortar is 10 households moving to sites.

Additional Site Provision: Future Need

- 5.21 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. Groups of people who are likely to be seeking pitches will include:
- » Households living on sites with temporary planning permissions;
 - » New household formation expected during the study period; and
 - » Net migration to sites from outside the study area.

Temporary Planning Permissions

- 5.22 York currently has no sites with temporary planning permissions.

New Household Formation

- 5.23 It is recognised that an important group for future pitch provision will be children from existing households who will wish to form their own households. Many studies of Gypsy, Roma and Traveller populations, including the (now abolished) Yorkshire and Humberside Regional Spatial Strategy, assume a net growth in the population of around 3% per annum. However, long-term trends indicate that the number of Gypsy, Roma and Traveller caravans on site has grown by 134% nationally in the past 34 years, which equates to a net growth of around 2.5% per annum. Unfortunately no figures are available for Gypsy, Roma and Traveller households. However, UK Census of Population 2011 and ORS own national survey data both

indicate the population of Gypsies and Travellers doubles approximately every 50 years, giving an annual growth of around 1.5%-per annum. Evidence for this is covered in a technical appendix available on request.

- 5.24 While previous studies have used a net growth figure of 3%, ORS firmly believe that any evidence base, including the present study should use the most accurate information available, rather than simply relying on precedent. Practice Guidance notes on Page 25, footnote 6 that:

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

- 5.25 The household survey for York indicates an age profile for the population which is very typical of those obtained elsewhere by ORS. Given that the age demographic of York's Gypsy, Roma and Traveller community appears to be roughly representative of the wider Gypsy, Roma and Traveller population, we consider it appropriate to allow for future projected household growth to occur in line with the long-term national trends identified above. Therefore, an annual growth rate of 2.5% has been used in this assessment. Given that the evidence for population growth is around 1.5% per annum, we consider that this relatively high rate will provide enough pitches to accommodate all newly forming households in York. When including the impact of compound growth, a 2.5% growth per annum provides for 13% growth over 5 years, 28% growth over 10 years, 45% growth over 15 years and 52% over 17 years.
- 5.26 In terms of the total number of household formations there are 63 occupied pitches, 12 concealed households, 12 households seeking to move from bricks and mortar and 2 seeking to move to bricks and mortar leaves 85 households in total (63 + 12 + 12 - 2). Given a growth rate based upon 52% over 17 years this equates to 44 household formations. It is assumed that each forming household requires a pitch of their own.

In-migration from Other Sources

- 5.27 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies, Roma and Travellers could move to the York area from anywhere in the country. The number of households seeking to move to York is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 5.28 Overall the level of in-migration to York is a very difficult issue to predict. The household survey indicates that no respondents reported that they wanted to move to a new permanent base outside of York. While it would be possible to extrapolate migration trends from within the household survey we would suggest that this would not be a robust position to adopt.
- 5.29 We have allowed for a balanced level of migration on to existing sites. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by

locally identifiable need. This is also consistent with the findings from the stakeholder consultation on the Duty to Co-operate, where neighbouring local authorities identified that they were seeking to address their own needs, but were not making provision for more than this figure.

- 5.30 Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is important for York to have clear criteria based planning policies in place for any new potential sites which do arise.

Overall Needs for the City of York

- 5.31 The estimated extra site provision that is required now and in the near future will be 66 pitches to address the needs of all identifiable households. This includes the existing households on unauthorised sites, concealed households, those in bricks and mortar and growth in household numbers due to household formation.

Figure 3
Extra Pitches which are Required in the City of York from 2014-2030

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	6	
Total Supply		6	
Current Need			
Current unauthorised developments or encampments and seeking to stay in the area	6	-	
Concealed households	12	-	
Net movement from bricks and mortar	10	-	
Total Current Need	28		
Future Needs			
Currently on sites with temporary planning permission	0	-	
Net migration	0	-	
Net new household formation	44	-	
Total Future Needs	44		
Total	72	6	66

Split to 2030 in 5 year Time Period

- 5.32 In terms of providing results by 5 year time periods we have assumed that all unauthorised sites, concealed households and bricks and mortar needs are addressed in the first 5 years. Any supply from undeveloped sites is assumed to be developed in the first 5 years. Household formation is apportioned over time. Using this method, a total of 33 pitches are required in the period 2015-2020, 12 in the period 2020-2025 and 21 in the period 2025-2030.

Transit/Emergency Stopping Site Provision

- 5.33 Transit sites serve a specific function of meeting the needs of Gypsy, Roma and Traveller households who are visiting an area or who are passing through on the way to somewhere else. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks. They do not have a function in meeting local need which must be addressed on permanent sites.
- 5.34 An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided.
- 5.35 York current has an 18 pitch private transit site under development, which is available for all travelling communities to use. As well as facilitating the accommodation needs of household visiting an area, the presence of a transit site or emergency stopping place in an area can speed up enforcement on unauthorised encampments, with households facing committing an offence if they do not move on to the site, or leave the area. However, we would note that local authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site. It should also be noted that strengthened Police powers can only be triggered if a transit site or temporary stopping place is made available within a specific local authority area. The legislation does not currently allow the direction of Travellers across local authority boundaries. York would therefore need to plan for a separate site within its local authority area or accept some limitations to Police powers.

Needs for Plots for Travelling Showpeople

- 5.36 There is one Travelling Showperson family in York, who have a temporary planning permission for one plot. The Showmen's Guild is also aware of one other extended family of 6 adults who are currently living within York on an unauthorised yard, but would like to rent or lease a permanent yard in the area.
- 5.37 ORS also placed an advert in the World's Fair publication which alerted the Travelling Showpeople community of the GTAA study and invited those with an interest in the area to come forward. In response one Travelling Showperson family who are currently based in Scunthorpe contacted ORS to express their interest in obtaining land in York as it would fit in with their business activities.
- 5.38 This group has not identified any potential land in the area and would not wish to do so without pre-planning discussion with the Council. However, we would note that Planning Policy for Traveller Sites places the duty to identify a land supply on the local authority rather than on the household seeking to move to an area.
- 5.39 It could be argued that the wishes of the additional households represent a desire rather than a need to move to York and that potentially other areas could meet their needs. However, similar arguments have been made on other applications such as a recent case in Selby and the planning inspectorate has found in favour of the Travelling Showpeople. If an area currently contains little or no population than any needs must arise from in-migration and Planning Policy for Traveller Sites requires local authorities to address the needs of in-migrant households. Planning Policy for Traveller Sites paragraph 22 states:

Local planning authorities should consider the following issues amongst other relevant matters when considering planning applications for traveller sites:

the existing level of local provision and need for sites

the availability (or lack) of alternative accommodation for the applicants

other personal circumstances of the applicant

that the locally specific criteria used to guide the allocation of sites in plans or which form the policy where there is no identified need for pitches/plots should be used to assess applications that may come forward on unallocated sites

that they should determine applications for sites from any travellers and not just those with local connections

Overall Needs for Travelling Showpeople in the City of York

5.40 The estimated extra plot provision that is required now and in the near future will be 8 plots to address the needs of all identifiable households. This includes the existing households on unauthorised sites, those with a temporary planning permission, in-migrants and growth in household numbers due to household formation.

Figure 4
Extra Plots which are Required in the City of York from 2014-2030

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
Supply of Pitches			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	0	
Total Supply		0	
Current Need			
Current unauthorised developments or encampments and seeking to stay in the area	3	-	
Concealed households	0	-	
Net movement from bricks and mortar	0	-	
Total Current Need	3		
Future Needs			
Currently on sites with temporary planning permission	1	-	
Net migration	1	-	
Net new household formation	3	-	
Total Future Needs	5		
Total	8	0	8

Split to 2030 in 5 year Time Period

5.41 In terms of providing results by 5 year time periods we have assumed that all unauthorised sites, in-migration and temporary permissions are addressed in the first 5 years. Household formation is apportioned over time. Using this method, a total of 5 plots are required in the period 2014-2018, 1 in the period 2019-2023 and 2 in the period 2024-2030.

6. Conclusions

Introduction

- 6.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for York. It focuses upon the key issues of future site provision for Gypsies, Roma & Travellers and also Showpeople.

Gypsy, Roma and Traveller Future Pitch Provision

- 6.2 Based upon the evidence presented in Chapter 5, the estimated extra pitch provision that is required for Gypsies, Roma and Travellers to 2030 in York is 66 pitches. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area.
- 6.3 In terms of providing results by 5 year time periods we have assumed that all unauthorised sites, concealed households and bricks and mortar needs are addressed in the first 5 years. Any supply from undeveloped sites is assumed to be developed in the first 5 years. Household formation is apportioned over time. Using this method, a total of 33 pitches are required in the period 2014-2018, 12 in the period 2019-2023 and 21 in the period 2024-2030.

Transit Sites

- 6.4 York current has an 18 pitch private transit site under development (at Love Lane, Fulford), which is available for all travelling communities to use. As well as facilitating the accommodation needs of household visiting an area, the presence of a transit site or emergency stopping place in an area can speed up enforcement on unauthorised encampments, with households facing committing an offence if they do not move on to the site, or leave the area. However, we would note that local authorities are not able to use transit provision on private sites as part of their enforcement action policies and therefore while it does provide an option for visiting households it is at the discretion of the site owner who is allowed on to the site. It should also be noted that strengthened Police powers can only be triggered if a transit site or temporary stopping place is made available within a specific local authority area. The legislation does not currently allow the direction of Travellers across local authority boundaries. York would therefore need to plan for a separate site within its local authority area or accept some limitations to Police powers.

Travelling Showperson Requirements

- 6.5 There are 4 sources of requirements for the Showperson population in York, namely households on an unauthorised yard, those with a temporary planning permission, a group of Travelling Showpeople who are seeking accommodation in the area and the growth in the population over time. In total the area requires 8 extra plots to 2030 with 5 plots required in the next 5 years.

Appendix A: Gypsy, Roma and Traveller Sites in York

Gypsy, Roma and Traveller Sites in York

Site	Number of Pitches
Local Authority Sites	
James Street	20
Osbalwick	12
Clifton	23
TOTAL PITCHES ON LOCAL AUTHORITY SITES	55
Private Sites with Permanent Permission	
TOTAL PITCHES ON PRIVATE SITES WITH PERMANENT PERMISSION	0
Sites with Temporary Permission	
-	-
TOTAL PITCHES ON SITES WITH TEMPORARY PERMISSION	0
Tolerated Sites – Long-term without planning permission	
Outgang Lane	1
Fulford Road	1
TOTAL PITCHES ON LONG-TERM TOLERATED ENCAMPMENTS/ SITES	2
Unauthorised Developments/Encampments	
Behind Osbalwick	1
Flaxton	5
TOTAL PITCHES ON UNAUTHORISED DEVELOPMENTS	6
TOTAL PITCHES	63