



Craven Local Plan

GYPSIES & TRAVELLERS

Evidence Base

Compiled November 2019

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Introduction

This document is a compilation of all gypsies, travellers, showmen and Roma evidence underpinning the Craven Local Plan. The following table describes the document's constituent parts.

Title	Date	Comments
Traveller Housing Needs Study (Part I)	January 2013	This study provides evidence about the accommodation needs of gypsies and travellers in Craven and includes targets for future provision to address identified needs.
Technical Note – Gypsy and Traveller Household Formation and Growth Rates (Part II)	March 2015	This is a general note from the authors of the above study, which justifies the use of a net annual gypsy and traveller household growth rate of 1.5%.
Gypsy & Traveller Analysis (Part III)	2017	This provides an analysis of monitoring information up to 2017 and concludes that there is no demand for additional pitches, but that existing supply should be retained to satisfy current and future demand.
Designing Gypsy and Traveller Sites Good Practice Guide (Part IV)	May 2008	This guidance from CLG provides developers with the key elements of successful site design and good practice examples to illustrate different approaches. Like general housing, there is no single, appropriate design and it is important to take into account the needs of residents and the physical characteristics of the site.

Part I: Traveller Housing Needs Study January 2013



CRAVEN DISTRICT COUNCIL

TRAVELLER HOUSING NEEDS SURVEY



January 2013



Opinion Research Services The Strand, Swansea SA1 1AF
Nigel Moore, Claire Thomas, Katie Amesbury and Alys Thomas
enquiries: 01792 535300 · info@ors.org.uk · www.ors.org.uk

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1. Introduction

The Survey

- 1.1 Opinion Research Services (ORS) were commissioned by Craven District Council to undertake a Traveller Housing Needs Study.
- 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 & Travellers and Showpeople in Craven during the period until 2028 in five year sections covering 2013-2018, 2018-2023 and 2023-2028.
- 1.3 The study also had a number of other objectives, including;
 - To propose targets for future provision in Craven 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.

Legislation and Guidance for Gypsies and Travellers

- 1.4 Decision making for policy concerning Gypsies & 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 & 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 & 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.
- 1.5 The Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- 1.6 The previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. The Housing Act 2004 required local authorities to identify the need for Gypsy 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 and Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.7 Local authorities were encouraged rather than compelled to provide new Gypsy and 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.
- 1.8 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

- 1.9 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.
- 1.10 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 amenity and environment.

- 1.11 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.

- 1.12 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 and Traveller Communities

- 1.13 In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of ‘Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)’.
- 1.14 This report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and 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

- 1.15 The new Coalition Government policies also involve financial incentives for new pitch provision in the form of the New Homes Bonus. Gypsy & Traveller and Showpeople sites receive a New Homes Bonus of 6 times the Council Tax plus £1,800 per pitch provided. This is the equivalent of around £10,000-£15,000 per pitch.
- 1.16 Direct grant funding is also available for Gypsy 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 providing 88 new or additional pitches and 179 improved pitches.
- 1.17 HCA have now confirmed allocations for £47m of future funding which will support 71 projects around the country, for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches. As of January 2012 a further £12.1m of funding was available for scheme outside of London and bidding will remain open until all the money is allocated.

Research Methodology

- 1.18 For most Gypsy and Traveller studies we seek to interview all known households in a study area using a detailed questionnaire. Given the very limited size of the population in Craven 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.
- 1.19 This 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.
- 1.20 This study also included extensive stakeholder engagement with council officers from Craven and neighbouring councils, members and other stakeholders. The aim of this engagement was to help understand the current situation in Craven, in particular to households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

2. Gypsy and Traveller Sites and Population

Sites in Craven

- 2.1 A mainstream Housing Needs Survey typically 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 and Traveller accommodation requirements.
- 2.2 The main consideration of this study is the provision of pitches and sites for Gypsies 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 & Travellers. Throughout this study the main focus is upon how many extra pitches are required in Craven.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees. Therefore, public sites are a direct equivalent of social housing among bricks and mortar tenants. There are currently no public sites in Craven.
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers. 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 and Traveller 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 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 Gypsies and Travellers whilst they travel.
- 2.6 Further considerations in the Gypsy & Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies 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 and Travellers.

Caravan Count

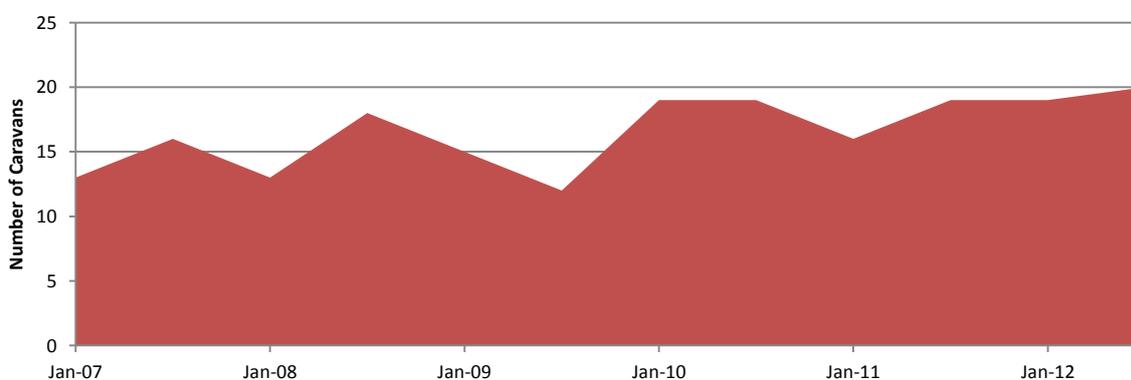
- 2.7 The best quantitative information available on the Gypsy and Traveller communities derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a

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 and Traveller caravans in the authority.

- 2.8 Craven contains one private site with permanent planning permission and one with temporary permission. It also contains one long-standing site which does not have formal planning permission. The area contains no authorised Showperson's yard.

Figure 1

Gypsy Caravan Count for Craven: Jan 2007 – July 2012 (Source: CLG Bi-annual Local Authority Caravan Count)



3. Stakeholder Consultation

Introduction

- 3.1 In order to set the context of the research and ensure the study is based on a sound understanding of the relevant issues, ORS conducted 15 semi-structured, in-depth telephone interviews during November and December 2012. Interviews were undertaken with officers from Craven District Council's Planning, Enforcement and Housing Departments. In order to understand the issues relating to unauthorised encampments in Gargrave, a representative from the Parish Council was interviewed. As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries, and for this reason North Yorkshire County Council and neighbouring local authorities also contributed to the study.
- 3.2 This section also draws upon the findings of the Gypsy and Traveller Accommodation Assessment conducted by ORS on behalf of Selby District Council and Harrogate Borough Council during November and December 2012.
- 3.3 Interviews allowed interested parties to reflect and provide feedback on the general situation - as well as on how matters relating to Gypsies, Travellers and Showpeople are currently handled and perceived within Craven District Council and surrounding areas. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the statistical information gathered through quantitative surveys of the Gypsy, Traveller and Showpeople communities. In some cases, the information stakeholders share with interviewers will be factually incorrect or considered inappropriate; however, this section is based upon their perceptions rather than evidence corroborated by data sources.
- 3.4 The interviews also gave stakeholders the opportunity to share any information on and contacts for, Gypsies, Travellers and Showpeople who live in bricks and mortar but would prefer site accommodation.
- 3.5 Due to issues surrounding data protection and, in order to protect the confidentiality of those who took part, this report represents a summary of the views expressed by interviewees.

Main Policy Tools

- 3.6 Officers referred to national strategy and guidance and were not aware of local policies specifically related to the Gypsy, Traveller and Showpeople communities. Two officers referred to broader local policies relating to caravans and mobile homes but argued that these do not take into account the cultural needs of the Travelling communities.
- 3.7 The lack of a local policy has apparently been addressed through the work of the North Yorkshire Gypsy and Traveller Steering Group, with some officers referencing the delivery of training for local officers and the distribution of guidance on dealing with: encampments; when a family presents as homeless; the issues around bricks and mortar accommodation; and other relevant legislation.

Accommodation: Authorised Sites and Unauthorised Encampments

- 3.8 When discussing authorised sites, officers were of the opinion that, in comparison to neighbouring areas, Craven has a small Gypsy and Traveller population and therefore the number of sites is low. Officers were aware that there are no County-owned sites in Craven and referred to the following privately-owned sites:
- Bold Venture - permission for eight pitches (not double) and one mobile home
 - Clay Barn, Burton in Lonsdale - private Site for one household (one tourer caravan and one mobile home)
 - The Paddock & Stables, Keighley Road, Skipton - nine pitches.
- 3.9 Few issues were raised by interviewees about the quality and conditions of the above sites - although, most reported that they have had no direct contact with them. One officer, who has been in contact with the sites, felt that living conditions are in need of improvement, but felt that there is little CDC can do to address the situation given that public funding is not available for private sites.
- 3.10 One officer referred to the Skipton site and claimed that the number of caravans identified through the bi-annual count is continually higher than permitted. However, the officer felt this is not due to overcrowding but the likelihood that families have more than one caravan per household.
- 3.11 When officers were asked their opinion on the extent to which the current level of supply meets demand they argued that, on the basis that CDC has not addressed the shortfall of seven pitches identified in the previous GTAA in 2007, a lack of accommodation is a possibility. Overall, officers were reluctant to make assumptions of unmet need and are awaiting the result of this study.
- 3.12 One officer did identify an example of where additional need was evidenced:
- I have dealt with an application of someone who wanted a settled site because of their personal circumstances and we have no sites in the District to direct somebody to. There has never been any movement on identifying sites. It is needed.*
- 3.13 The regularity and volume of unauthorised encampments was thought to be low, a view officers considered to be substantiated by the caravan count in July which identified no such encampments. When asked to provide an explanation for the low numbers, an officer argued that unauthorised encampments are uncommon because of the lack of connections to the area. Indeed, when there have been encampments, the Travellers have tended to move on to West Yorkshire because they have family in the Keighley, Bingley and Bradford areas. Officers also considered the predominantly rural nature of the area to be less attractive to Gypsies and Travellers. Overall, unauthorised encampments are apparently tolerated by Craven District Council, primarily due to the infrequency in which they occur.
- 3.14 One officer did, however, express some surprise that there isn't more traffic across the A684.
- 3.15 Although generally there are very few encampments, Craven experiences a steep rise in numbers before and after the Appleby Fair. One officer said that, besides this period, there are usually around two unauthorised encampments per year.
- 3.16 When discussing the increased number of encampments during the Appleby fair, one interviewee explained that Gypsies and Travellers move upwards along the A65 and through the district and then camp

overnight where a grass verge is wide enough – locations they felt are not ideal and, to a certain extent, dangerous. Overall, the favoured stopping point within Craven is Gargrave, which is discussed below.

- 3.17 In summary, officers perceived a need for additional provision. However, only one example was given in support of this view and overall the number of unauthorised encampments is small, with no unauthorised encampments present at the time of this study. However, although the amount of unauthorised encampments is low, officers recognised that there is a rise during the Appleby Fair and one has witnessed encampments parked in dangerous locations.

Gargrave, Unauthorised Encampments and Transit Provision

- 3.18 When discussing the issues relating to unauthorised encampments in the Gargrave area, officers contributed and provided comment - but most of the background was provided by a representative of the Parish Council.
- 3.19 Historically, due to the geographical location and topography of the area, Gargrave has been a stopping point for Gypsies and Travellers en route to the Appleby fair. The village is situated around the River Aire, with village greens either side. A representative of Gargrave Parish Council explained how, traditionally, Travellers would use the river and grass for their horses. During the last 10 to 15 years, horse-drawn Travellers from the Leeds, Bradford and Huddersfield areas were said to stop in the area (which was said to be at the 26 mile point) in order to rest their horses.
- 3.20 The representative went on to explain that efforts have been made by the Parish Council to enable Travellers to use this area without disruption to the settled community. For example, Travellers have been asked to leave their vehicles on the road rather than pulling them onto the grass, which is used by children for football games. Further, a designated area of long grass is left to cater for the horses and the Parish Council has opened public toilets from 8am until around midnight. The representative reported that there is an amicable relationship between the Travellers and the Gargrave community, with friendships forming between them.
- 3.21 However, the representative explained that, over recent years, groups with large caravans and motorised vehicles also stop in the area. These groups are said to have caused issues which have galvanised the local community into attempts to stop Gypsies and Travellers residing in the area. The representative highlighted some incidents that have caused problems, for example three years ago one group arrived on the May Bank Holiday and stayed until June 27th, allegedly chopping down trees, dismantling five cars on the green and cutting off the water supply which affected some residents.

- 3.22 The representative described another incident as follows:

We had 100 horses left on our green without any supervision. It turned out that the police in Cumbria were using animal passports and they were checking them. Our North Yorkshire Police were not doing that, so whether these horses didn't have the proper documentation...but suddenly they were all left with us because the Travellers went up to Appleby. What do we do with all these animals? They came back after about a week and a half! It was mayhem! You don't need randy stallions chasing old women into the Co-op!

- 3.23 The representative explained that such behaviour has led to preventative action being taken by the Parish Council, which took advice from Eden District Council and the Police and erected 2 foot high posts around

the two village greens during the Royal Wedding (2011) and the Jubilee (2012) to prevent the temporary occupancy of the sites by Gypsies and Travellers. This ensured that the settled community had access to these areas.

3.24 Despite the preventative measures, in the summer of 2012 Travellers reportedly burned the posts and set up an encampment and the Parish Council, for the first time and at its own expense, employed bailiffs to remove them. From the point of view of the Parish Council the process was effective and was said to have taken under 24 hours.

3.25 Considering the issues surrounding Gargrave, the Parish Council representative and CDC officers were of the opinion that providing temporary transit provision for around a month (before and after the Appleby Fair) would be a welcome answer to what seems to be an on-going issue:

You would believe that there might be some way forward of delivering temporary sites that would meet the needs at a particular time of year. Fields could just be allocated for a couple of months and then return to their usual use.

3.26 Officers felt that a temporary transit site would be mutually beneficial and would be accepted by both the settled and Traveller communities:

From a human point of view I wouldn't fancy camping out on those verges with horses tied up and a load of kids right next to the busy A65 roads

If they are managed, it might be more appropriate because if there were any clean-up issues it would be easier to locate. The facilities can be better organised and it would be easier to manage.

3.27 Although there was much support for transit provision, most officers were also aware of the inherent problems and constraints (the availability of land in particular) and suggested that this solution has been explored in recent years with little success:

We don't have any land to do it. Because these village greens are right in the centre of the village with houses and cottages

We have asked farmers if they are interested, but because we are a valley it is very fertile ground and that time of year you are right in the middle of your growing period

I did look into that [transit provision] but it was highly complex. I spoke to someone about planning and the roads you'd have to go down to do it and it was difficult and also trying to get the land initially.

3.28 Considering the aforementioned difficulties in Gargrave, when asked to what extent other land opportunities are available, most interviewees argued that it has to be as near to Gargrave as possible or Travellers would not use it. One officer did, however, put forward an alternative:

Between Skipton and Hellifield that's the levelish bit – so they have come from the Pennines down to Keighley and then to us. It would have to be before Skipton I suppose, because of the topography of the land.

3.29 Importantly, it was argued by its representative that the Parish Council can do little without the backing, support and funding of CDC. They also explained that, in future, Gargrave Parish Council will only have the

means to clear-up any mess left by Travellers or facilitate eviction via bailiffs - both resulting in considerable cost. A CDC officer revealed that, if a landowner could free up some land during the Appleby Fair, then the Council could look at resources and finance. It would be like a partnership approach to provide toilets, refuse and washing facilities.

- 3.30 Overall, taking the views of CDC officers and the representative of Gargrave Parish Council together, there is overwhelming support for the provision of a transit site during the Appleby Fair. However, it was acknowledged that, in order to meet the needs of the Travellers, the location would have to be as near as possible to the traditional stopping places. The problems locating it in this area are well-documented, but interviewees agreed that a long-term solution is required before: further preventative measures are employed; the settled community is further alienated; and there is no suitable stopping place for the Travellers.

Bricks and Mortar Accommodation

- 3.31 One objective of a stakeholder consultation is to contact Gypsies and Travellers living in bricks and mortar accommodation but would prefer to live on a site. Interviewees were asked if they are aware of any such individuals and, if they are, to provide contact details. Interviewees were reminded of the Data Protection Act and were advised that they would need to seek the permission of the individual before providing any contact details to ORS, or alternatively that they could pass ORS' contact details on to anyone who wished to take part in a confidential interview. One officer offered to refer ORS to the housing advice database - although no contacts were received through this source.
- 3.32 Officers claimed to have been made aware of Gypsies and Travellers living in bricks and mortar accommodation by other agencies:

I am constantly being told about the high proportion of Gypsies and Travellers that are in bricks and mortar...we have a big hotel here and they do have a number of Gypsy weddings and funerals there.

- 3.33 However, officers stressed that this is simply anecdotal evidence and discussed the difficulties involved in collating any reliable data to back it up. For instance, the homeless register records ethnicity, yet positive declaration was considered to be difficult as most Gypsies and Travellers fear discrimination if they reveal their background.
- 3.34 Interestingly, officers reported that some agencies have made them aware of Gypsies and Travellers who, despite living on a site, would prefer to live in bricks and mortar accommodation. Further, one officer claimed that Housing Officers have recently said that some Gypsies and Travellers have been asking for housing instead of pitches.

Showpeople

- 3.35 Although fairs do occur in the area, the officers interviewed apparently have limited contact, and therefore experience, with Showpeople. In fact, only one officer reported seeing vehicles (not people) parked up in lay-bys for a couple of days. As a result, no issues were reported.

Site Location, Criteria and Constraints

- 3.36 When considering site location and criteria it was argued that there has been a tendency to tuck these things away in not very nice places. Overall, officers felt that, ideally, sites should be located a certain distance away from the community – but also that due consideration needs to be paid to the accessibility of services.
- 3.37 The availability of land for site provision was subject to debate amongst those interviewed. Some officers believed that the lack of suitable land is the main constraint, particularly when considering the amount of green belt land that exists. On the other hand, another officer felt that, considering its rurality, land availability should not be a major issue in Craven.
- 3.38 Due to their lack of contact with Gypsies and Travellers in the area, when discussing the potential location of permanent sites, officers felt unable to provide guidance based on what the communities preferred. Two officers referred to potential locations - a lay-by that runs from Skipton to Grassington (which had come to their attention by way of a pre-application discussion) and land near Loversdale, which is occupied by a couple of horses and ponies. Another officer argued that planners should look at each site on its own merits and explained that each one will have its own issues.
- 3.39 When discussing the potential location of a transit site, officers were of the opinion that proximity to the A65 and the Gargrave area would be desirable. It was argued that anywhere outside these stopping areas would not be used by Gypsies and Travellers.

Community Relations

- 3.40 Generally, officers were of the opinion that there are no community relations issues. However, they argued that community tensions can arise when numbers of unauthorised encampments are at their highest. As aforementioned, issues in the Gargrave area have resulted in preventative measures being undertaken by the community to prevent Gypsies and Travellers using the area. Most officers considered this to be regretful, as the alleged behaviour stemmed from a minority and, in particular, those with the large vehicles.
- 3.41 Officers considered ways of improving community relations and argued that the provision of temporary transit sites could diffuse some of the anxiety felt when village greens are used. Some felt that working with Elected Members to generate awareness of the issues could also improve relations between Gypsies and Travellers and the settled community. It was also noted that CDC's Leader has been very proactive and was fully involved with a previous encampment, even going out to visit the family.
- 3.42 Officers were also of the opinion that community tensions inevitably rise when new sites are proposed. However, as one officer explained, community opposition also occurs in the case of new housing developments. It was explained that people come here to retire and they don't want it to change.

Consultation Methods

- 3.43 Stakeholders were unaware of any regular consultation activities with Gypsies, Travellers and Showpeople. A few officers were under the impression that consultation is undertaken by Horton Housing and Gateway. In fact, one officer facilitated a joint session with Horton Housing looking at adult social care.

The Future

- 3.44 When asked what they envisage will happen over the next fifteen years, officers argued that this will depend upon the findings of this GTAA.
- 3.45 Overall, officers' perceptions of the future were negative and they were of the opinion that, on the basis of past activity in this area, the lack of action by the District Council to address the shortfall in the 2007 GTAA (7), and the limited amount of planning applications/interest, very little will change:

I've come to the conclusion that we will be forever in this position and nobody will make any progress

I guess there will probably still be a shortfall. There won't be that many sites coming forward. We have enough trouble getting members to accept development sites just for housing or employment. I think sites like this tend to be a bit more difficult. I don't think Members would be easy to sway, but then again we haven't had any discussions.

Cross-Boundary Issues

- 3.46 Interviews were achieved with officers representing North Yorkshire County Council and 9 surrounding local authorities, including¹:

Selby District Council

Harrogate Borough Council

Hambleton District Council

Lancaster City Council

Leeds City Council

Ribble Valley Borough Council

Richmondshire District Council

Ryedale District Council

South Lakeland District Council.

- 3.47 In general, interviewees representing the North Yorkshire areas (including CDC) could not identify any clear cross-boundary issues and there are said to be different circumstances and varying levels of need across the area:

There are a number of unauthorised encampments across the County and some Districts have more than others. York, Selby and Hambleton, they are the areas with the larger Gypsy population and then Harrogate and Ryedale have their population with Craven, Scarborough and Richmondshire with less.

¹ Two of these interviews were undertaken as part of the Hambleton GTAA and were updated for the purpose of this study.

- 3.48 When considering the transient Traveller population movement, a few interviewees raised the issue of one family that travels across North Yorkshire on a continual basis. Deciding who has responsibility for the family is apparently a complicated issue that can prompt some cross-border discussion.
- 3.49 In general, the area's main travelling route is the A65 and movement is thought to be influenced by: historic ties; movement to and from the horse fairs in Appleby, Darlington and Scarborough; traditional stopping points; and holidays. When asked to describe the aforementioned travelling patterns, interviewees stressed that they do not have that level of information and cannot make informed assessments on the extent to which this happens. For that reason, the majority felt that improving the exchange of information is a key current and future priority.
- 3.50 In fact, the North Yorkshire Steering Group has been set-up to address this issue and is thought to have made some headway in improving the availability of information:
- We have plotted all the sites etc. and all the stopping places surrounding and across North Yorkshire. We are now going to plot this on a map that can be updated every Gypsy and Traveller count.*
- 3.51 Considering the needs of Gypsies and Travellers who are looking to settle in the area, one interviewee felt strongly that information relating to available accommodation would be beneficial:
- It could be that other local authorities have vacant pitches where we could redirect people. This may already be occurring through Horton Housing. If there are vacant pitches or redevelopment in other authorities we may be able to direct some people on our waiting lists to them.*
- 3.52 The majority of interviewees referred to the work being done on the development of a single protocol for managing unauthorised encampments. Having different policies and approaches to moving families on was thought to create conflict and inconsistency – and the benefits of a consistent County-wide approach were considered many:
- We've been trying to get a more coherent approach to dealing with unauthorised encampments because that's one of the trigger points for potential intervention*
- The Districts don't actively try to move them over to another District and we are working to try to get to a point where we've got one consistent policy on unauthorised encampments across the County and City of York*
- A co-ordinated approach would be better because, if there is public interest, it is better to be done in a rounded way. It makes sure that the welfare assessments are delivered in a consistent way. So, when somebody rings up there will be some set procedure to follow instead of some random act. Ideally what we are working towards is getting a Gypsy and Traveller contact within the Local Authorities who will be the co-ordinator for the issues because what you get is a load of people ringing up customer services and they will direct it to a particular department, but then that could be environmental health, planning, housing or homelessness and everyone has a different stance on the matter - and that notification could get a different response depending on which department picks it up.*
- 3.53 One officer, however, felt that despite the necessity of a County-wide approach and the positive developments that have resulted, sustaining the work of the Group is an on-going challenge:

There is a need for Districts and County to work together; so much overlaps, welfare needs, and health and so on. But it's getting more difficult as finances get more difficult- people withdraw from collaborative work to minimal requirements. Collaborating and putting resources together makes them much more effective.

- 3.54 Interviewees in North Yorkshire argued that greater efforts are needed to strengthen communication with neighbouring areas, particularly regarding information on the patterns of unauthorised encampments:

We have not talked to Durham, Teeside or York regarding those issues – we may have been a bit insular in what we have been doing. The main part would be the communication on the unauthorised side of encampments; there are travelling routes from the south up to the north through to Appleby fair. By talking to Durham, who have a lot of provision during the fair, they open up various sites for temporary usage. If we worked closer to Durham and we had people stopping on our highways and they were in reasonable distance to Durham and it was open we could redirect them to there

The A65 is mainly in the Craven district but it is also through the Yorkshire Dale National Park - that is another planning authority (although in Craven district) so joint agreements will need to be made.

- 3.55 Some officers supported improving and strengthening communication with West Yorkshire, in particular Bradford, as it is thought that migration occurs from these areas:

Chatting to a couple of Travellers that have stopped they've just told me where they're from and they're all from West Yorkshire and Bradford

We have two occasions where Travellers have come from there [Bradford].

- 3.56 An officer in West Yorkshire² shared this view and argued that Traveller-related issues are difficult to understand within a vacuum. As a result, they felt that North and West Yorkshire need to establish a basis for communication:

Because I don't have contact with any officers in those authorities I don't know what is happening there...I would assume they have a number of unauthorised encampments and have similar issues to us - for instance a need for additional pitches - the same as in other areas. I think it would make sense for cross-border working to happen.

- 3.57 In summary, officers suggested:

Improving the exchange of information (including travelling patterns and the availability of accommodation) across North Yorkshire

Continuing the work of the North Yorkshire Steering Group

Strengthening communication with neighbouring areas, including:

Durham

Teeside

² The Local Authorities of West Yorkshire (Leeds, Bradford, Wakefield, Kirklees and Calderdale) meet on a quarterly basis. Issues discussed at the meetings include: site issues (three have sites); any commonalities; unauthorised encampments; movement; trends; and sharing best practice

York

Yorkshire Dale National Park

Establishing a relationship with the West Yorkshire Local Authorities.

4. Gypsy and Traveller Interviews

Introduction

- 4.1 Face to face interviews were conducted with representatives of the Gypsy and Traveller community who are currently residing in Craven. The interviews were conducted within the interviewee's place of residence in December 2012. All three known sites in Craven were visited and the outcome of this process is detailed below.

Site 1

- 4.2 This site is the only one in Craven with permanent planning permission. The site has permission for 8 single caravan pitches and one mobile home. The site is occupied by the owner and their immediate family and other unrelated households who are renting the remaining pitches. While the site does not include any transit pitches a number of the residents are of a transitory nature with household moving on and off the site on a regular basis.
- 4.3 The site visit indicated a number of very specific issues relating to this site. It was confirmed that the site regularly turns down requests from households outside the area to live on it. However, this wasn't seen as a problem because most of the households are not known to the owners and they would not necessarily let pitches to them even if they had capacity. Therefore, the site is not looking to expand capacity for more pitches.
- 4.4 No-one on the site wished to live on a public site in Craven. One person on the site would wish to develop and manage a private site in Skipton, but currently could not afford to do so. They have a specific plot of Council owned land on Keighley Road in Skipton that they would like to develop, but it is currently not for sale and they also accept that they could not afford to buy it if the Council choose to sell it. Therefore, they anticipate remaining on their existing site for the foreseeable future.
- 4.5 It was also noted that the requirement that each pitch only have one caravan was very restrictive. It was argued that each pitch has space for more than one caravan. However, the time and cost involved in making planning applications mean that the owner will not be seeking to formally change this permission.
- 4.6 The site contains relatively few children. Those children present were living in households who were renting pitches and may not necessarily remain in the area for a long period of time. Therefore, the site is unlikely to yield any new household formation in the near future.

Site 2

- 4.7 This site is occupied by the owner, who has been a long-term resident. While the site does not have formal planning permission, it has been in continuous use without enforcement action for a long enough period of time that formal planning permission will not be sought.

- 4.8 The site owner is the only permanent resident, but a number of family members frequently stay at the site for extended periods of time. However, none wish to develop their own site in Craven in the foreseeable future. Therefore the site cannot be anticipated to generate any future requirement for additional pitches in Craven

Site 3

- 4.9 This site has a temporary planning permission for one pitch, which runs until 2015. When it was visited by ORS researchers no-one was present. A letter was left at the address providing contact details if the household wished to take part in the survey, but no subsequent response occurred.
- 4.10 Given that the planning permission for this site will expire in 2015 we have considered this site as likely to generate a need for one pitch at the time.

5. Future Site Provision

Site Provision

- 5.1 This section focuses on the extra site provision which is required in Craven currently and over the next 15 years by 5 year segments. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey.
- 5.2 This section concentrates not only upon the total extra provision which is required in the area, but whether this provision should be in the form of public or private sites, in which areas of Craven the provision is required and whether is there a need for any transit site / emergency stopping place provision.
- 5.3 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 the key factor in any calculation such as this is to compare the amount of extra site space which will become available with a prediction of the need for extra space on sites.

Current Gypsy and Traveller Site Provision

- 5.4 There are currently 8 permanent pitches on a private site in Craven with a further one on a site with temporary planning permission. There is also one pitch on a long-standing unauthorised site.
- 5.5 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways in which space is/will be freed are:
 - Current empty pitches;
 - New sites or site extensions which are likely to gain planning permission;
 - Migration away from the area;
 - Movement to bricks and mortar;
 - Dissolution of households.
- 5.6 Currently, all authorised site pitches are occupied, so there is no available space and no additional pitches are expected to be granted permission.
- 5.7 Some turnover of pitches does occur on the authorised private site, but no household is currently seeking to leave the area. If a pitch does become vacant it can usually be filled quickly by a household who are living outside of Craven.
- 5.8 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move to an existing household. The existing main private site in Craven contains a number of older persons living on their own. If these household do dissolve then the pitches they occupy are unlikely to remain empty. Instead they will pass to family members or will be let to households from outside the area.

Additional Site Provision

- 5.9 The next stage of the process is to assess how many households are likely to be seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:
- seeking permanent site accommodation in the area
 - on unauthorised encampments
 - on unauthorised developments for which planning permission is not expected to be granted
 - new households expected to arrive from elsewhere
 - new family formations expected to arise from within existing households
 - in housing but with a need for site accommodation.

Current Planning Applications

- 5.10 Craven currently has no outstanding planning application for new sites in the area. However, it does have one sites where the planning permissions will expire in 2015. While no contact was made with this household during the household survey, current indications are that the household on this site would wish to convert their temporary permission into permanent permission. This equates to one pitch.

Current Unauthorised Developments and Encampments

- 5.11 As noted earlier, Craven contains only one unauthorised site. While the site does not have formal planning permission, it has been in continuous use without enforcement action for a long enough period of time that formal planning permission will not be sought. Therefore, we have not counted it as being need in this assessment.

In-migration from Other Sources

- 5.12 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 and Travellers could move to Craven from anywhere in the country.
- 5.13 The main private site in Craven regularly turns down requests for space from households currently outside of Craven, but the owner have no desire or resources to expand it. While one site member would wish to develop their own private site to let to others they accept that this is unlikely to happen in the foreseeable future. Therefore there is no clear evidence that there will be a high number of in-migrant households to Craven beyond those who will occupy pitches vacated by those leaving the area or through the dissolution of households.
- 5.14 Therefore, rather than assess in-migrant households as being part of the needs for 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 site. It is important for the authority to have clear criteria based planning policies in place for any new potential sites which do arise.

New Household Formation

- 5.15 It is recognised that an important group for future pitch provision will be older children who form their own households. The main private site in Craven contains relatively few children and it is likely that it will see as many household dissolutions as formations in the foreseeable future. Meanwhile, the owner of the long standing unauthorised site in Craven has many children and grandchildren, but none currently plan to live permanently in Craven.
- 5.16 Therefore, this study does not anticipate household formation amongst the local population of Craven will generate a requirement for additional pitches.

Bricks and Mortar

- 5.17 No interviews took place with households in bricks and mortar. The 2011 Census identified a total of 54 Gypsy and Traveller persons living in Craven. Given that the pitches on-site will account for much of this population, this would indicate that the population in bricks and mortar is very low.

Overall Needs

- 5.18 The estimated extra site provision that is required now and in the near future for Craven will be one pitch to address the requirements of the household on a site with temporary planning permission. The main private site in Craven is likely to see a balance of in and out migrants and formation and dissolutions and hence is unlikely to generate additional need while the only unauthorised site does not require planning permission. There is no evidence of any household wishing to live on a public site in Craven.
- 5.19 The site with a temporary planning permission falls within the Northern area of Craven for planning purposes and therefore that is where the need will arise.

Transit/Emergency Stopping Site Provision

- 5.20 There is currently no transit site provision in Craven. Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. They do not have a function in meeting local need which must be addressed on permanent sites.
- 5.21 Therefore, the key issue in determining if there is a requirement for transit site provision is whether there is evidence of sufficient travelling through the area. We would also note that transit sites are an area where cross boundary working could prove to be particularly effective and that the transit needs of Gypsy and Travellers visiting North Yorkshire are an issue which should be considered at a more strategic level.
- 5.22 As noted in the interviews with stakeholders, there is a particular issue around Gargrave at the time of the Appleby Horse Fair as it is a traditional stopping off point. Addressing this does not require a permanent transit site in the area and historically the situation has been resolved by informal measures in the area. However, more recently it appears that relationships between the local population and those travelling to the Appleby Horse Fair have become more strained. It therefore 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.

Showpersons

- ^{5.23} There is currently no authorised Showperson's yard in Craven. At the time of the survey there were no planning applications or unauthorised yards in the area so there is no immediate need. Again, it is important for Craven to have clear criteria based planning policies in place for any new potential Showperson's yards which do arise.

6. Conclusions

Introduction

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

Gypsy and Traveller Future Site Provision

Current and future need

- 6.2 Based upon the evidence presented in the preceding chapters, the estimated extra provision that is required for Gypsies and Travellers in Craven is one pitch on a private site in the Northern area of the district. This requirement is for a family who will see their temporary planning permissions expire in 2015.
- 6.3 A further conclusion is that there is no evidence of a requirement for a public site in Craven. The study also found no evidence of any deficiencies in service provision for any of the Gypsy and Traveller families.
- 6.4 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.

Showmen

- 6.5 There is no evidence of extra provision being necessary for Showmen or Circus Performers in the future. Again it is still important for Craven to have criteria based planning policies in place in the event of someone seeking to develop a new Showmen's site in the area.

Part II: Technical Note – Gypsy and Traveller Household Formation and
Growth Rates March 2015



Technical Note

Gypsy and Traveller Household Formation and Growth Rates

March 31st 2015

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Household Growth Rates

Abstract and conclusions

1. National and local household formation and growth rates are important components of Gypsy and Traveller accommodation assessments, but little detailed work has been done to assess their likely scale. Nonetheless, nationally, a net growth rate of 3% per annum has been commonly assumed and widely used in local assessments – even though there is actually no statistical evidence of households growing so quickly. The result has been to inflate both national and local requirements for additional pitches unrealistically.
2. Those seeking to provide evidence of high annual net household growth rates for Gypsies and Travellers have sometimes sought to rely on increases in the number of caravans, as reflected in caravan counts. However, caravan count data are unreliable and erratic – so the only proper way to project future population and household growth is through demographic analysis (which, of course, is used to assess housing needs in the settled community).
3. The growth in the Gypsy and Traveller population may be as low as 1.25% per annum – a rate which is much less than the 3% per annum often assumed, but still at least four times greater than in the general population. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2% per annum nationally.
4. The often assumed 3% per annum net household growth rate is unrealistic and would require clear statistical evidence before being used for planning purposes. In practice, the best available evidence supports a national net household growth rate of 1.5% per annum for Gypsies and Travellers.
5. Some local authorities might perhaps allow for a household growth rate of up to 2.5% per annum, to provide a ‘margin’ if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller communities, the lower estimate of 1.5% per annum should be used for planning purposes.

Introduction

6. The rate of household growth is a key element in all housing assessments, including Gypsy and Traveller accommodation assessments. Compared with the general population, the relative youthfulness of many Gypsy and Traveller populations means that their birth rates are likely to generate higher-than-average population growth, and proportionately higher *gross* household formation rates. However, while their *gross* rate of household growth might be high, Gypsy and Traveller communities’ future accommodation needs are, in practice, affected by any reduction in the number of households due to dissolution and/or by movements in/out of the area and/or by transfers into other forms of housing. Therefore, the *net* rate of household growth is the *gross* rate of formation *minus* any reductions in households due to such factors. Of course, it is the *net* rate that is important in determining future accommodation needs for Gypsies and Travellers.

7. In this context, it is a matter of concern that many Gypsy and Traveller accommodation needs assessments have not distinguished *gross* and *net* growth rates nor provided evidence for their assumed rates of household increase. These deficiencies are particularly important because when assumed growth rates are unrealistically high, and then compounded over a number of planning years, they can yield exaggerated projections of accommodation needs and misdirect public policy. Nonetheless, assessments and guidance documents have assumed 'standard' *net* growth rates of about 3% without sufficiently recognising either the range of factors impacting on the *gross* household growth rates or the implications of unrealistic assumptions when projected forward on a compound basis year by year.
8. For example, in a study for the Office of the Deputy Prime Minister ('Local Authority Gypsy and Traveller Sites in England', 2003), Pat Niner concluded that *net* growth rates as high as 2%-3% per annum should be assumed. Similarly, the Regional Spatial Strategies (RSS) (which continued to be quoted after their abolition was announced in 2010) used *net* growth rates of 3% per annum without providing any evidence to justify the figure (For example, 'Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England: A Revision to the Regional Spatial Strategy for the East of England July 2009').
9. However, the guidance of the Department of Communities and Local Government ('Gypsy and Traveller Accommodation Needs Assessments: Guidance', 2007) was much clearer in saying 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. [In footnote 6, page 25]

10. The guidance emphasises that local information and trends should always be taken into account – because the *gross* rate of household growth is moderated by reductions in households through dissolution and/or by households moving into bricks and mortar housing or moving to other areas. In other words, even if 3% is plausible as a *gross* growth rate, it is subject to moderation through such reductions in households through dissolution or moves. It is the resulting *net* household growth rate that matters for planning purposes in assessing future accommodation needs.
11. The current guidance also recognises that assessments should use local evidence for *net* future household growth rates. A letter from the Minister for Communities and Local Government (Brandon Lewis MP), to Andrew Selous MP (placed in the House of Commons library on March 26th 2014) said:

I can confirm that the annual growth rate figure of 3% does not represent national planning policy.

The previous Administration's guidance for local authorities on carrying out Gypsy and Traveller Accommodation Assessments under the Housing Act 2004 is unhelpful in that it uses an illustrative example of calculating future accommodation need based on the 3% growth rate figure. The guidance notes that the appropriate rate for individual assessments will depend on the details identified in the local authority's own assessment of need. As such the Government is not endorsing or supporting the 3% growth rate figure,'

12. Therefore, while there are many assessments where a national Gypsy and Traveller household growth rate of 3% per annum has been assumed (on the basis of 'standard' precedent and/or guidance), there is little to justify this position and it conflicts with current planning guidance. In this context, this document seeks to integrate available evidence about *net* household growth rates in order to provide a more robust basis for future assessments.

Compound growth

13. The assumed rate of household growth is crucially important for Gypsy and Traveller studies because for future planning purposes it is projected over time on a compound basis – so errors are progressively enlarged. For example, if an assumed 3% *net* growth rate is compounded each year then the implication is that the number of households will double in only 23.5 years; whereas if a *net* compound rate of 1.5% is used then the doubling of household numbers would take 46.5 years. The table below shows the impact of a range of compound growth rates.

Table 1
Compound Growth Rates and Time Taken for Number of Households to Double

Household Growth Rate per Annum	Time Taken for Household to Double
3.00%	23.5 years
2.75%	25.5 years
2.50%	28 years
2.25%	31 years
2.00%	35 years
1.75%	40 years
1.50%	46.5 years

14. The above analysis is vivid enough, but another illustration of how different rates of household growth impact on total numbers over time is shown in the table below – which uses a baseline of 100 households while applying different compound growth rates over time. After 5 years, the difference between a 1.5% growth rate and a 3% growth rate is only 8 households (116 minus 108); but with a 20-year projection the difference is 46 households (181 minus 135).

Table 2
Growth in Households Over time from a Baseline of 100 Households

Household Growth Rate per Annum	5 years	10 years	15 years	20 years	50 years	100 years
3.00%	116	134	156	181	438	1,922
2.75%	115	131	150	172	388	1,507
2.50%	113	128	145	164	344	1,181
2.25%	112	125	140	156	304	925
2.00%	110	122	135	149	269	724
1.75%	109	119	130	141	238	567
1.50%	108	116	125	135	211	443

15. In summary, the assumed rate of household growth is crucially important because any exaggerations are magnified when the rate is projected over time on a compound basis. As we have shown, when compounded and projected over the years, a 3% annual rate of household growth implies much larger future Gypsy and Traveller accommodation requirements than a 1.5% per annum rate.

Caravan counts

16. Those seeking to demonstrate national Gypsy and Traveller household growth rates of 3% or more per annum have, in some cases, relied on increases in the number of caravans (as reflected in caravan counts) as their evidence. For example, some planning agents have suggested using 5-year trends in the national caravan count as an indication of the general rate of Gypsy and Traveller household growth. For example, the count from July 2008 to July 2013 shows a growth of 19% in the number of caravans on-site – which is equivalent to an average annual compound growth rate of 3.5%. So, *if plausible*, this approach could justify using a 3% or higher annual household growth rate in projections of future needs.
17. However, caravan count data are unreliable and erratic. For example, the July 2013 caravan count was distorted by the inclusion of 1,000 caravans (5% of the total in England) recorded at a Christian event near Weston-Super-Mare in North Somerset. Not only was this only an estimated number, but there were no checks carried out to establish how many caravans were occupied by Gypsies and Travellers. Therefore, the resulting count overstates the Gypsy and Traveller population and also the rate of household growth.
18. ORS has applied the caravan-counting methodology hypothetically to calculate the implied national household growth rates for Gypsies and Travellers over the last 15 years, and the outcomes are shown in the table below. The January 2013 count suggests an average annual growth rate of 1.6% over five years, while the July 2013 count gives an average 5-year rate of 3.5%; likewise a study benchmarked at January 2004 would yield a growth rate of 1%, while one benchmarked at January 2008 would imply a 5% rate of growth. Clearly any model as erratic as this is not appropriate for future planning.

Table 3

National CLG Caravan Count July 1998 to July 2014 with Growth Rates (Source: CLG)

Date	Number of caravans	5 year growth in caravans	Percentage growth over 5 years	Annual over last 5 years.
July 2014	20,035	2,598	14.90%	2.81%
Jan 2014	19,503	1,638	9.17%	1.77%
July 2013	20,911	3,339	19.00%	3.54%
Jan 2013	19,359	1,515	8.49%	1.64%
Jul 2012	19,261	2,112	12.32%	2.35%
Jan 2012	18,746	2,135	12.85%	2.45%
Jul 2011	18,571	2,258	13.84%	2.63%
Jan 2011	18,383	2,637	16.75%	3.15%
Jul 2010	18,134	2,271	14.32%	2.71%
Jan 2010	18,370	3,001	19.53%	3.63%
Jul 2009	17,437	2,318	15.33%	2.89%
Jan 2009	17,865	3,503	24.39%	4.46%
Jul 2008	17,572	2,872	19.54%	3.63%
Jan 2008	17,844	3,895	27.92%	5.05%

Jul 2007	17,149	2,948	20.76%	3.84%
Jan 2007	16,611	2,893	21.09%	3.90%
Jul 2006	16,313	2,511	18.19%	3.40%
Jan 2006	15,746	2,352	17.56%	3.29%
Jul 2005	15,863	2,098	15.24%	2.88%
Jan 2005	15,369	1,970	14.70%	2.78%
Jul 2004	15,119	2,110	16.22%	3.05%
Jan 2004	14,362	817	6.03%	1.18%
Jul 2003	14,700			
Jan 2003	13,949			
Jul 2002	14,201			
Jan 2002	13,718			
Jul 2001	13,802			
Jan 2001	13,394			
Jul 2000	13,765			
Jan 2000	13,399			
Jan 1999	13,009			
Jul 1998	13,545			

19. The annual rates of growth in the number of caravans varies from slightly over 1% to just over 5% per annum, but there is no reason to assume that these widely varying rates correspond with similar rates of increase in the household population. In fact, the highest rates of caravan growth occurred between 2006 and 2009, when the first wave of Gypsy and Traveller accommodation needs assessments were being undertaken – so it seems plausible that the assessments prompted the inclusion of additional sites and caravans (which may have been there, but not counted previously). It is also possible, of course, that the growth of caravan numbers reflects the provision on some sites of rental accommodation for non-Gypsy and Traveller migrant workers.
20. In any case, there is no reason to believe that the varying rates of increase in the number of caravans are matched by similar growth rates in the household population. The caravan count is not an appropriate planning guide and the only proper way to project future population and household growth is through demographic analysis – which should consider both population and household growth rates.

Modelling population growth

Introduction

21. The basic equation for calculating the rate of Gypsy and Traveller population growth seems simple: start with the base population and then calculate the average increase/decrease by allowing for births, deaths and in-/out-migration. Nevertheless, deriving satisfactory estimates is difficult because the evidence is often tenuous – so, in this context, ORS has modelled the growth of the national Gypsy and Traveller population based on the most likely birth and death rates, and by using PopGroup (the leading software for population and household forecasting). To do so, we have supplemented the available national statistical sources with data derived locally (from our own surveys) and in some cases from international research. None of the supplementary data are beyond question, and none will stand alone; but, when taken together they have cumulative force. In any case the approach we adopt is more critically self-aware than simply adopting ‘standard’ rates on the basis of precedent.

Migration effects

22. Population growth is affected by national net migration and local migration (as Gypsies and Travellers move from one area to another). In terms of national migration, the population of Gypsies and Travellers is relatively fixed, with little international migration. It is in principle possible for Irish Travellers (based in Ireland) to move to the UK, but there is no evidence of this happening to a significant extent and the vast majority of Irish Travellers were born in the UK or are long-term residents. In relation to local migration effects, Gypsies and Travellers can and do move between local authorities – but in each case the in-migration to one area is matched by an out-migration from another area. Since it is difficult to estimate the net effect of such movements over local plan periods, ORS normally assumes that there will be nil net migration to/from an area. Nonetheless, where it is possible to estimate specific in-/out- migration effects, we take account of them, while distinguishing between migration and household formation effects.

Population profile

23. The main source for the rate of Gypsy and Traveller population growth is the UK 2011 Census. In some cases the data can be supplemented by ORS's own household survey data which is derived from more than 2,000 face-to-face interviews with Gypsies and Travellers since 2012. The ethnicity question in the 2011 census included for the first time 'Gypsy and Irish Traveller' as a specific category. While non-response bias probably means that the size of the population was underestimated, the age profile the census provides is not necessarily distorted and matches the profile derived from ORS's extensive household surveys.
24. The age profile is important, as the table below (derived from census data) shows. Even assuming zero deaths in the population, achieving an annual population growth of 3% (that is, doubling in size every 23.5 years) would require half of the "year one" population to be aged under 23.5 years. When deaths are accounted for (at a rate of 0.5% per annum), to achieve the same rate of growth, a population of Gypsies and Travellers would need about half its members to be aged under 16 years. In fact, though, the 2011 census shows that the midway age point for the national Gypsy and Traveller population is 26 years – so the population could not possibly double in 23.5 years.

Table 4

Age Profile for the Gypsy and Traveller Community in England (Source: UK Census of Population 2011)

Age Group	Number of People	Cumulative Percentage
Age 0 to 4	5,725	10.4
Age 5 to 7	3,219	16.3
Age 8 to 9	2,006	19.9
Age 10 to 14	5,431	29.8
Age 15	1,089	31.8
Age 16 to 17	2,145	35.7
Age 18 to 19	1,750	38.9
Age 20 to 24	4,464	47.1
Age 25 to 29	4,189	54.7
Age 30 to 34	3,833	61.7
Age 35 to 39	3,779	68.5

Age 40 to 44	3,828	75.5
Age 45 to 49	3,547	82.0
Age 50 to 54	2,811	87.1
Age 55 to 59	2,074	90.9
Age 60 to 64	1,758	94.1
Age 65 to 69	1,215	96.3
Age 70 to 74	905	97.9
Age 75 to 79	594	99.0
Age 80 to 84	303	99.6
Age 85 and over	230	100.0

Birth and fertility rates

25. The table above provides a way of understanding the rate of population growth through births. The table shows that surviving children aged 0-4 years comprise 10.4% of the Gypsy and Traveller population – which means that, on average, 2.1% of the total population was born each year (over the last 5 years). The same estimate is confirmed if we consider that those aged 0-14 comprise 29.8% of the Gypsy and Traveller population – which also means that almost exactly 2% of the population was born each year. (Deaths during infancy will have minimal impact within the early age groups, so the data provides the best basis for estimating of the birth rate for the Gypsy and Traveller population.)
26. The total fertility rate (TFR) for the whole UK population is just below 2 – which means that on average each woman can be expected to have just less than two children who reach adulthood. Unfortunately, we know of no reliable national data on the fertility rates of the UK Gypsy and Traveller community so the modelling has to be inferential in using plausible (but never perfect) comparative data. One source is Hungary, where considerable detailed analysis has shown that its Roma population has a TFR of about 3. (For more information see: <http://www.romaniworld.com/cessmod01.htm> and <http://www.tarki.hu/adatbank-h/kutjel/pdf/a779.pdf>).
27. While it would be unsatisfactory to rely only on the Hungarian data (however well researched), it is significant that ORS's own survey data is consistent with a TFR of about 3. The ORS data shows that, on average, Gypsy and Traveller women aged 32 years have 2.5 children (but, because the children of mothers above this age point tend to leave home progressively, full TFRs were not completed). It is reasonable, then, to assume an average of three children per woman during her lifetime. In any case, the TFR for women aged 24 years is 1.5 children, which is significantly short of the number needed to double the population in 23.5 years – and therefore certainly implies a net growth rate of less than 3% per annum.

Death rates

28. Although the above data imply an annual growth rate through births of about 2%, the death rate has also to be taken into account – which means that the *net* population growth cannot conceivably achieve 2% per annum. In England and Wales there are nearly half-a-million deaths each year – about 0.85% of the total population of 56.1 million in 2011. If this death rate is applied to the Gypsy and Traveller community then the resulting projected growth rate is in the region of 1.15%-1.25% per annum.

29. However, the Gypsy and Traveller population is significantly younger than average and may be expected to have a lower percentage death rate overall (even though a smaller than average proportion of the population lives beyond 68 to 70 years). While there can be no certainty, an assumed death rate of around 0.5% to 0.6% per annum would imply a net population growth rate of around 1.5% per annum.
30. Even though the population is younger and has a lower death rate than average, Gypsies and Travellers are less likely than average to live beyond 68 to 70 years. Whereas the average life expectancy across the whole population of the UK is currently just over 80 years, a Sheffield University study found that Gypsy and Traveller life expectancy is about 10-12 years less than average (Parry et al (2004) 'The Health Status of Gypsies and Travellers: Report of Department of Health Inequalities in Health Research Initiative', University of Sheffield). Therefore, in our population growth modelling we have used a conservative estimate of average life expectancy as 72 years – which is entirely consistent with the lower-than-average number of Gypsies and Travellers aged over 70 years in the 2011 census (and also in ORS's own survey data). On the basis of the Sheffield study, we could have supposed a life expectancy of only 68, but we have been cautious in our approach.

Modelling outputs

31. If we assume a TFR of 3 and an average life expectancy of 72 years for Gypsies and Travellers, then the modelling projects the population to increase by 66% over the next 40 years – implying a population compound growth rate of 1.25% per annum (well below the 3% per annum often assumed). If we assume that Gypsy and Traveller life expectancy increases to 77 years by 2050, then the projected population growth rate rises to nearly 1.5% per annum. To generate an 'upper range' rate of population growth, we have assumed a TFR of 4 and an average life expectancy rising to 77 over the next 40 years – which then yields an 'upper range' growth rate of 1.9% per annum. We should note, though, that national TFR rates of 4 are currently found only in sub-Saharan Africa and Afghanistan, so it is an implausible assumption.
32. There are indications that these modelling outputs are well founded. For example, in the ONS's 2012-based Sub-National Population Projections the projected population growth rate for England to 2037 is 0.6% per annum, of which 60% is due to natural change and 40% due to migration. Therefore, the natural population growth rate for England is almost exactly 0.35% per annum – meaning that our estimate of the Gypsy and Traveller population growth rate is four times greater than that of the general population of England.
33. The ORS Gypsy and Traveller findings are also supported by data for comparable populations around the world. As noted, on the basis of sophisticated analysis, Hungary is planning for its Roma population to grow at around 2.0% per annum, but the underlying demographic growth is typically closer to 1.5% per annum. The World Bank estimates that the populations of Bolivia, Cambodia, Egypt, Malaysia, Pakistan, Paraguay, Philippines and Venezuela (countries with high birth rates and improving life expectancy) all show population growth rates of around 1.7% per annum. Therefore, in the context of national data, ORS's modelling and plausible international comparisons, it is implausible to assume a net 3% annual growth rate for the Gypsy and Traveller population.

Household growth

34. In addition to population growth influencing the number of households, the size of households also affects the number. Hence, population and household growth rates do not necessarily match directly, mainly due to the current tendency for people to live in smaller (childless or single person) households (including, of course, older people (following divorce or as surviving partners)). Based on such factors, the CLG 2012-based projections convert current population data to a projected household growth rate of 0.85% per annum (compared with a population growth rate of 0.6% per annum).
35. Because the Gypsy and Traveller population is relatively young and has many single parent households, a 1.5% annual population growth could yield higher-than-average household growth rates, particularly if average household sizes fall or if younger-than-average households form. However, while there is evidence that Gypsy and Traveller households already form at an earlier age than in the general population, the scope for a more rapid rate of growth, through even earlier household formation, is limited.
36. Based on the 2011 census, the table below compares the age of household representatives in English households with those in Gypsy and Traveller households – showing that the latter has many more household representatives aged under-25 years. In the general English population 3.6% of household representatives are aged 16-24, compared with 8.7% in the Gypsy and Traveller population. Because the census includes both housed and on-site Gypsies and Travellers without differentiation, it is not possible to know if there are different formation rates on sites and in housing. However, ORS's survey data (for sites in areas such as Central Bedfordshire, Cheshire, Essex, Gloucestershire and a number of authorities in Hertfordshire) shows that about 10% of Gypsy and Traveller households have household representatives aged under-25 years.

Table 5
Age of Head of Household (Source: UK Census of Population 2011)

Age of household representative	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage of households
Age 24 and under	790,974	3.6%	1,698	8.7%
Age 25 to 34	3,158,258	14.3%	4,232	21.7%
Age 35 to 49	6,563,651	29.7%	6,899	35.5%
Age 50 to 64	5,828,761	26.4%	4,310	22.2%
Age 65 to 74	2,764,474	12.5%	1,473	7.6%
Age 75 to 84	2,097,807	9.5%	682	3.5%
Age 85 and over	859,443	3.9%	164	0.8%
Total	22,063,368	100%	19,458	100%

37. The following table shows that the proportion of single person Gypsy and Traveller households is not dissimilar to the wider population of England; but there are more lone parents, fewer couples without children, and fewer households with non-dependent children amongst Gypsies and Travellers. This data suggest that Gypsy and Traveller households form at an earlier age than the general population.

Table 6
Household Type (Source: UK Census of Population 2011)

Household Type	All households in England		Gypsy and Traveller households in England	
	Number of households	Percentage of households	Number of households	Percentage of households
Single person	6,666,493	30.3%	5,741	29.5%
Couple with no children	5,681,847	25.7%	2345	12.1%
Couple with dependent children	4,266,670	19.3%	3683	18.9%
Couple with non-dependent children	1,342,841	6.1%	822	4.2%
Lone parent: Dependent children	1,573,255	7.1%	3,949	20.3%
Lone parent: All children non-dependent	766,569	3.5%	795	4.1%
Other households	1,765,693	8.0%	2,123	10.9%
Total	22,063,368	100%	19,458	100%

38. ORS's own site survey data is broadly compatible with the data above. We have found that: around 50% of pitches have dependent children compared with 45% in the census; there is a high proportion of lone parents; and about a fifth of Gypsy and Traveller households appear to be single person households. One possible explanation for the census finding a higher proportion of single person households than the ORS surveys is that many older households are living in bricks and mortar housing (perhaps for health-related reasons).
39. ORS's on-site surveys have also found more female than male residents. It is possible that some single person households were men linked to lone parent females and unwilling to take part in the surveys. A further possible factor is that at any time about 10% of the male Gypsy and Traveller population is in prison – an inference drawn from the fact that about 5% of the male prison population identify themselves as Gypsies and Travellers ('People in Prison: Gypsies, Romany and Travellers', Her Majesty's Inspectorate of Prisons, February 2004) – which implies that around 4,000 Gypsies and Travellers are in prison. Given that almost all of the 4,000 people are male and that there are around 200,000 Gypsies and Travellers in total, this equates to about 4% of the total male population, but closer to 10% of the adult male population.
40. The key point, though, is that since 20% of Gypsy and Traveller households are lone parents, and up to 30% are single persons, there is limited potential for further reductions in average household size to increase current household formation rates significantly – and there is no reason to think that earlier household formations or increasing divorce rates will in the medium term affect household formation rates. While there are differences with the general population, a 1.5% per annum Gypsy and Traveller population

growth rate is likely to lead to a household growth rate of 1.5% per annum – more than the 0.85% for the English population as a whole, but much less than the often assumed 3% rate for Gypsies and Travellers.

Household dissolution rates

41. Finally, consideration of household dissolution rates also suggests that the net household growth rate for Gypsies and Travellers is very unlikely to reach 3% per annum (as often assumed). The table below, derived from ORS's mainstream strategic housing market assessments, shows that generally household dissolution rates are between 1.0% and 1.7% per annum. London is different because people tend to move out upon retirement, rather than remaining in London until death. To adopt a 1.0% dissolution rate as a standard guide nationally would be too low, because it means that average households will live for 70 years after formation. A 1.5% dissolution rate would be a more plausible as a national guide, implying that average households live for 47 years after formation.

Table 7
Annual Dissolution Rates (Source: SHMAs undertaken by ORS)

Area	Annual projected household dissolution	Number of households	Percentage
Greater London	25,000	3,266,173	0.77%
Blaenau Gwent	468.2	30,416	1.54%
Bradford	3,355	199,296	1.68%
Ceredigion	348	31,562	1.10%
Exeter, East Devon, Mid Devon, Teignbridge and Torbay	4,318	254,084	1.70%
Neath Port Talbot	1,352	57,609	2.34%
Norwich, South Norfolk and Broadland	1,626	166,464	0.98%
Suffolk Coastal	633	53,558	1.18%
Monmouthshire Newport Torfaen	1,420	137,929	1.03%

42. The 1.5% dissolution rate is important because the death rate is a key factor in moderating the *gross* household growth rate. Significantly, applying a 1.5% dissolution rate to a 3% *gross* household growth formation rate yields a *net* rate of 1.5% per annum – which ORS considers is a realistic figure for the Gypsy and Traveller population and which is in line with other demographic information. After all, based on the dissolution rate, a *net* household formation rate of 3% per annum would require a 4.5% per annum *gross* formation rate (which in turn would require extremely unrealistic assumptions about birth rates).

Summary conclusions

43. Future Gypsy and Traveller accommodation needs have typically been over-estimated because population and household growth rates have been projected on the basis of assumed 3% per annum net growth rates.
44. Unreliable caravan counts have been used to support the supposed growth rate, but there is no reason to suppose that the rate of increase in caravans corresponds to the annual growth of the Gypsy and Traveller population or households.

45. The growth of the national Gypsy and Traveller population may be as low as 1.25% per annum – which is still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that the net national Gypsy and Traveller population and household growth is above 2% per annum nationally. The often assumed 3% net household growth rate per annum for Gypsies and Travellers is unrealistic.
46. The best available evidence suggests that the net annual Gypsy and Traveller household growth rate is 1.5% per annum. The often assumed 3% per annum net rate is unrealistic. Some local authorities might allow for a household growth rate of up to 2.5% per annum, to provide a 'margin' if their populations are relatively youthful; but in areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.5% per annum should be used.

Part III: Gypsy & Traveller Analysis 2017

Gypsy & Traveller Analysis 2017

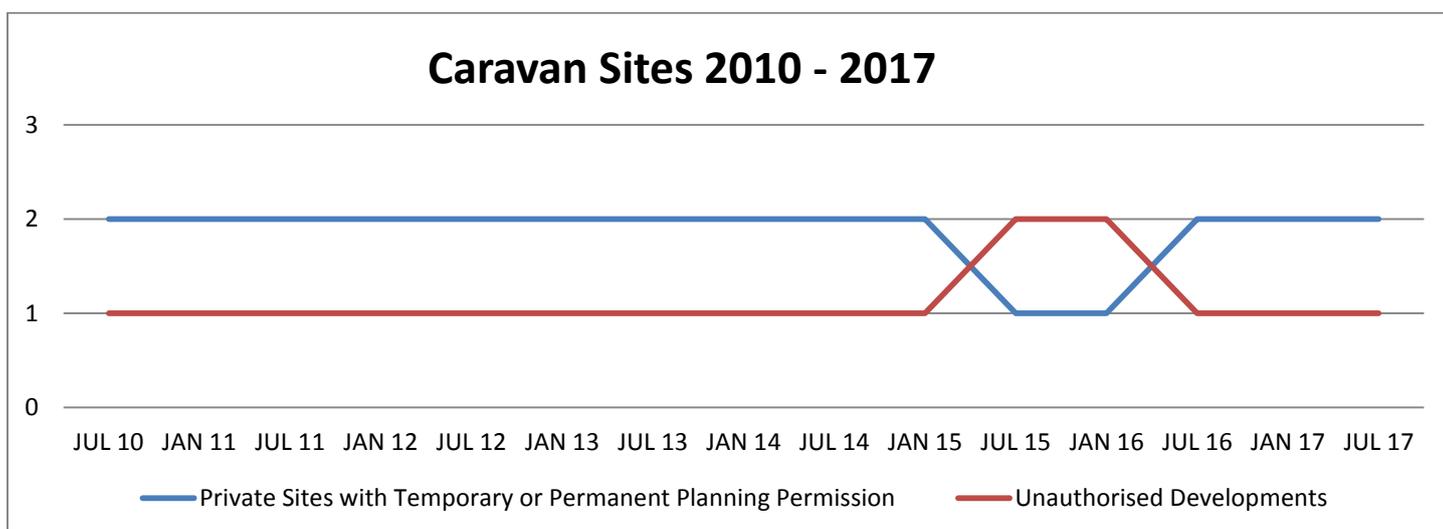


The following data has been collated from the following sources:

- a) Department of Communities and Local Government (DCLG) Bi-annual Caravan Count returns
- b) Craven District Council Traveller Housing Needs Survey 2013
- c) Environmental Services & Housing Records of Unauthorised Encampments

Number of Caravan Sites in Craven 2011 – 2017

The number of Gypsy and Traveller Caravan Sites has remained static at 3 – although the status of one of these sites has changed over the 2010-2017 period during its transition through the planning process to obtain Permanent Planning Permission in 2016.



These sites are:

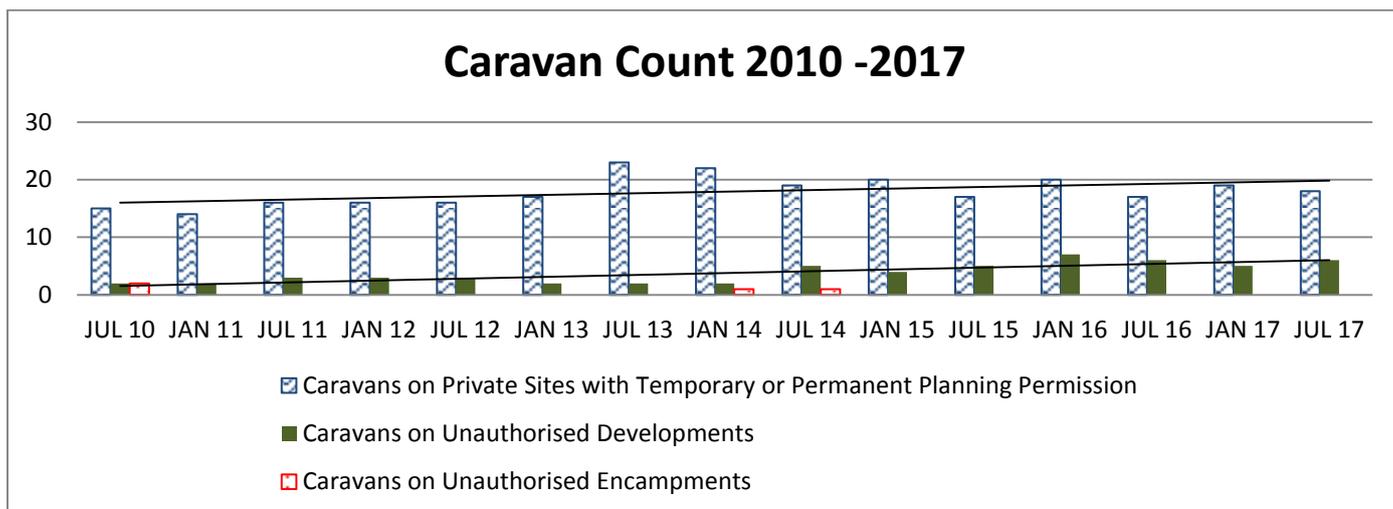
Name of Site	Location	Status (as at 08/2016)	Number of pitches	Comment
Bold Venture	SKIPTON	Private site with Temporary or Permanent Planning Permission	9	8 Caravans and 1 Mobile Home
Clay Barn	BURTON IN LONSDALE		1	Family site only for 1 Caravan and 1 Mobile Home
Snaygill	SKIPTON	Unauthorised Development	9 Pitches	No planning permission – but tolerated site
TOTAL			19 Pitches	

The Craven District Council Traveller Housing Needs Survey 2013 concluded that when the Clay Barn site was given Permanent Planning Permission – this would satisfied need within Craven.

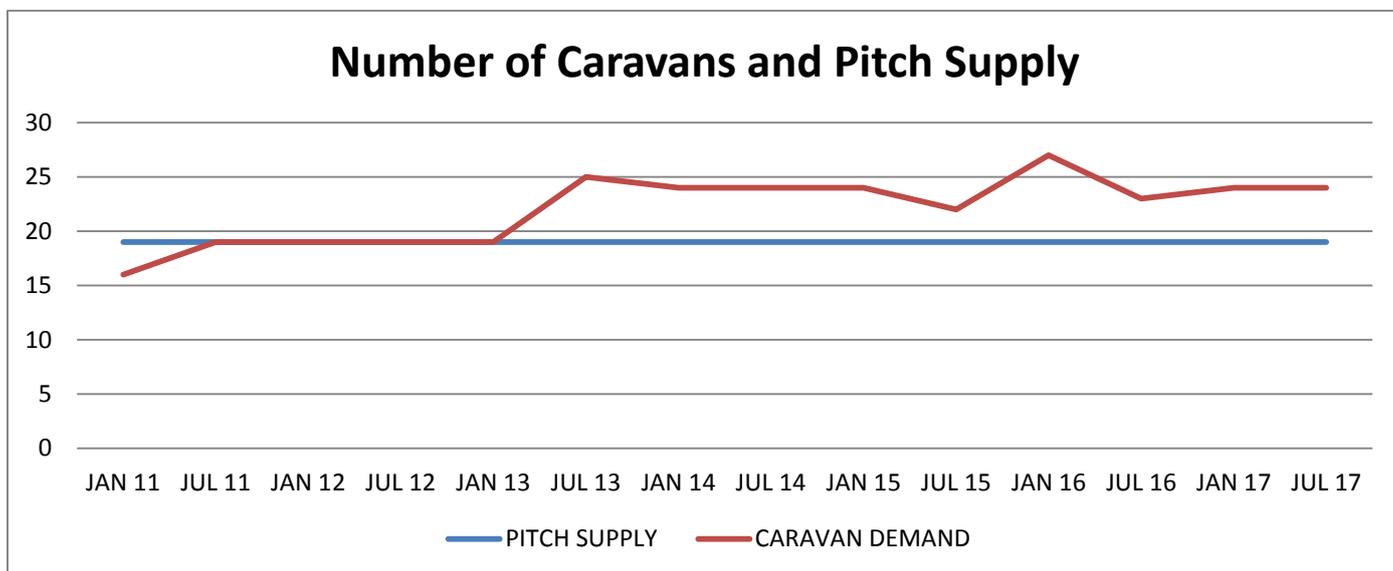
There is currently no identified need for additional Gypsy & Traveller site provision in Craven.

Number of Caravans on sites in Craven 2011 – 2017

The number of Gypsy and Traveller Caravans has been steadily rising over the period 2010 – 2016.



The number of caravans exceeds the supply of pitches:



This is primarily due to the fact that:

- a) The Clay Barn site is counted as one pitch but accommodates 1 Caravan and 1 Mobile Home
- b) The Bold Venture Site has single caravan pitches – but households may have more than one caravan per “pitch”

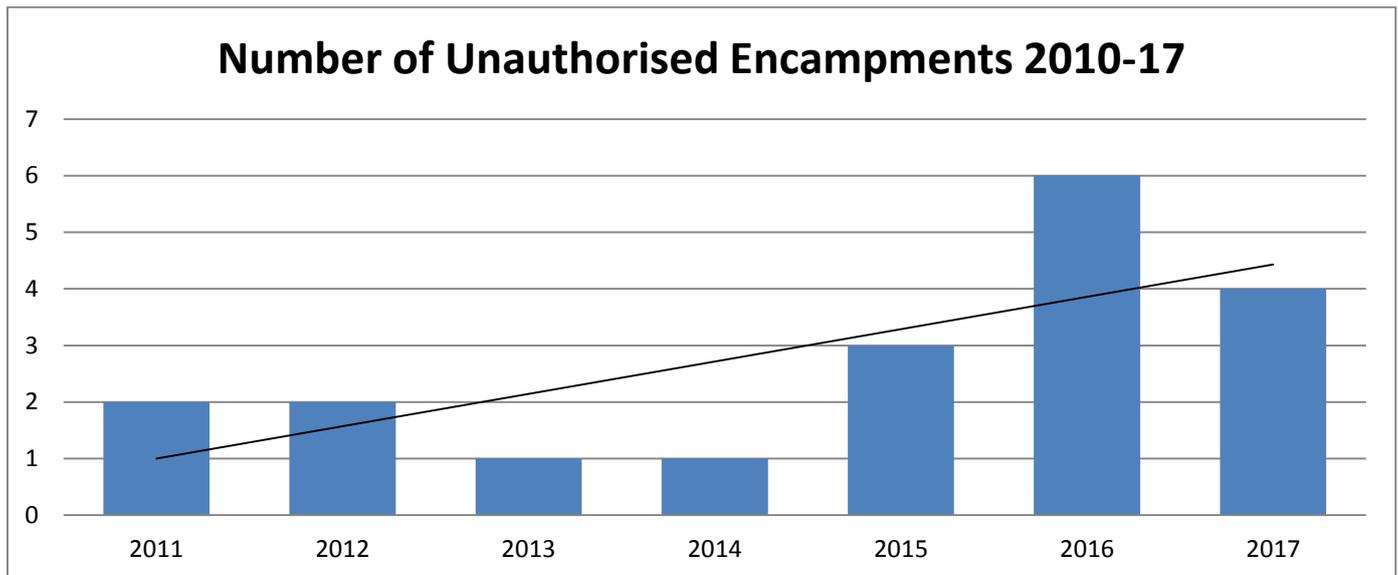
The number of caravans per household is dependent on its size. In common with some other ethnic minority communities, some Gypsies and Travellers often have larger than average families, for instance where members of an extended family live together.

On balance, whilst the number of Caravans counted on the Bold Venture Site regularly exceeds the pitch allowance the Craven District Council Traveller Housing Needs Survey 2013 concluded that

“this study does not anticipate household formation amongst the local population of Craven will generate a requirement for additional pitches.”

Number of Unauthorised Encampments

The number of unauthorised Encampments spiked in 2016 compared to previous years:



Not all of these Unauthorised Encampments required action by the landowner (Private, North Yorkshire County Council or Craven District Council) either because they were reported sightings only without complaint or they moved on within an acceptable timescale. Craven has regular visitors passing through the District on their way to and from Appleby Fair and not all Caravans that are passing through are reported to the Council as they do not present as a safety or nuisance issue. However, since 2015 we have seen each year **one** unauthorised encampment of multiple caravans on Craven District Council land (public car parks and Aireville Park, Skipton) requiring commencement of the legal process to enforce eviction.

During the 2011 – 2017 there has only been one Unauthorised Encampment requesting housing in bricks and mortar and this was facilitated in partnership with GaTEWAY NY – North Yorkshire housing related support service delivered by Horton Housing.

CONCLUSION

There is no demand at present for additional pitch provision but it is important that we retain existing supply to satisfy current and future demand.

The issues arising from unauthorised encampments should be monitored and appropriate interventions and support put in place in partnership with GaTEWAY NY.

Craven's Unauthorised Traveller Encampment policy has been drafted and is currently being consulted upon. It is anticipated that this policy and procedure will be considered by Members in February 2018.

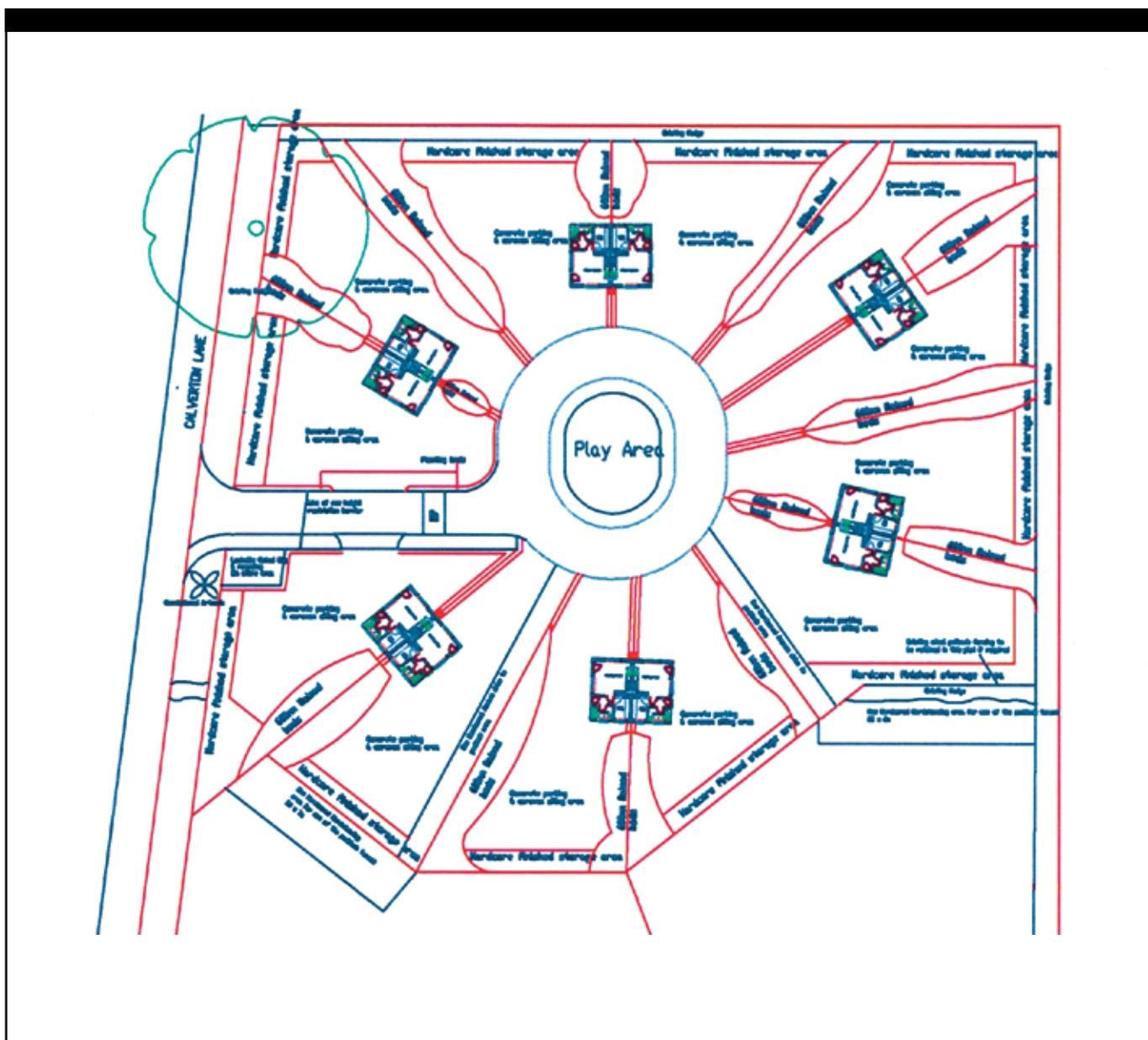
DATE: 18th December 2017

Part IV: Designing Gypsy and Traveller Sites Good Practice Guide

May 2008

Designing Gypsy and Traveller Sites

Good Practice Guide





Designing Gypsy and Traveller Sites

Good Practice Guide

May 2008
Department for Communities and Local Government

Communities and Local Government
Eland House
Bressenden Place
London
SW1E 5DU
Telephone: 020 7944 4400
Website: www.communities.gov.uk

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Chapter 1

Introduction

- 1.1 The Government believes that everyone should have the opportunity of a decent home. Decent homes are a key element of any thriving, sustainable community. This is true for the settled and Gypsy and Traveller communities alike.
- 1.2 *Planning Policy Statement 3: Housing (PPS3)* sets out the Government's national planning policy framework for delivering its housing objectives. It applies equally to site accommodation provided for the Gypsy and Traveller communities.
- 1.3 Paragraphs 12-19 of PPS3 stress the importance of good design in developing high quality new housing and identify the key issues which must be considered to achieve this. Paragraphs 20 to 24 identify the key characteristics of a mixed community and make it clear that this can only be secured by achieving a good mix of housing, including accommodation for Gypsies and Travellers.
- 1.4 The guidance contained in this document is intended to concentrate more closely on these issues, in the context of Gypsy and Traveller site provision, to familiarise developers with the key elements necessary to design a successful site and to identify good practice using case study examples to illustrate different approaches.
- 1.5 In particular, this guidance is intended to help:
 - Local authorities who wish to develop a new site, or refurbish the whole or part of a site
 - Registered social landlords who wish to develop or refurbish a site
 - Private developers or architects working with site developers
 - People who will be living on a site and are participating in its design.
- 1.6 It will be particularly relevant to local authorities and registered social landlords wishing to bid for Gypsy and Traveller Site Grant. In assessing applications for grant in future bidding rounds, we will consider whether the elements identified in this guidance as essential are met, and how the remainder of the guidance is addressed.

- 1.7 This guidance makes clear that there is no single, appropriate design for sites, any more than there is for general housing development. Early and regular consultation with prospective residents is a crucial element in getting the design right for any new site, taking into account the needs of residents and the physical characteristics of the site itself.
- 1.8 This guidance has been developed in consultation with members and representatives of the Gypsy and Traveller communities, together with those managing public sites. It draws attention to those elements which have been found to work best in developing sites which will be sustainable in the long term, and which meet residents' traditional and cultural needs.
- 1.9 Good practice in site design will evolve in the light of experience as it does for housing generally. As authorised site provision increases, new ideas, modern methods and innovations should arise. This document will be revised from time to time to reflect these. Updates will be provided on the Communities and Local Government website.

Context

- 1.10 There are currently around 300 socially rented Gypsy and Traveller sites in England. However, there is a national shortage of authorised sites, with around one in four Gypsy and Traveller households having nowhere to call home. The Government has established a new framework of housing and planning systems designed to increase site provision to meet the accommodation needs of Gypsies and Travellers, reducing the number of unauthorised sites and promoting good relations with the settled community.
- 1.11 In addressing this challenge it is important to ensure that these sites:
 - Are sustainable, safe and easy to manage and maintain
 - Are of a decent standard, equitable to that which would be expected for social housing in the settled community
 - Support harmonious relations between Gypsies and Travellers and the settled community.
- 1.12 It is recognised that it will not be possible to meet all aspects of this guidance in every respect on every site. Local authorities and registered social landlords will need to take decisions on design on a case by case basis, taking into account local circumstances such as the size, geographical and other characteristics of the site or prospective site and the particular needs of the prospective residents and their families.

- 1.13 In the case of small private site development there will be similarities but it should be recognised that those sites are designed to meet the individual and personal preferences of the owner and may contain elements which are not appropriate or popular for wider application in respect of social provision. It would not therefore be appropriate to use this good practice guidance in isolation to decide whether a private application for site development should or should not be given planning permission.

Scope

- 1.14 The guidance is primarily intended to cover social site provision for Gypsies and Irish Travellers and covers a range of sites including:
- **Permanent sites** – providing residents with a permanent home. The bidding guidance for Communities and Local Government’s Gypsy and Traveller Site Grant explains that for permanent sites ownership should remain with the local authority or registered social landlord and continue in use as a Gypsy and Traveller site for at least ten years, although consideration will be given to sites of a shorter term nature where there is a sound business case that demonstrates value for money.
 - **Transit sites** – permanent sites used to provide only temporary accommodation for their residents. Lengths of stay can vary but are usually set at between 28 days and three months, although practice on private transit sites tends to be more relaxed in respect of the amount of time people are permitted to stay. The requirements for transit sites reflect the fact that they are not intended for use as a permanent base for an individual household.
 - **Temporary stopping places** – pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.
- 1.15 This guidance may not be appropriate for all New Traveller sites and early and regular consultation should be conducted with members of this community where they are prospective residents of a site, to ensure it contains the key elements which meet their particular needs.
- 1.16 Further material on the development of sites designed specifically for travelling showpeople will be produced at a later date.

How this guidance was developed

- 1.17 This guidance is based on work undertaken initially by consultants which considered:
- Existing research on the design features that work effectively on Gypsy and Traveller sites
 - Views of residents drawn from visits to a range of sites
 - Consultation with organisations representing the views of Gypsies and Travellers
 - Interviews with site managers and developers from the social housing and private sectors
 - Interviews with professionals and organisations working with Gypsies and Travellers, including traveller education services, health advocates, planners, the police, fire and other emergency services.
- and a consultation exercise on the outcome of that work with stakeholders.
- 1.18 It is intended to incorporate standards that are comparable to those required of publicly funded developments of housing for the rest of our society. The main source of guidance on this has been the Scheme Development Standards required of new social housing developments funded by the Housing Corporation. In translating the standards for social housing to Gypsy and Traveller sites we have had regard to:
- The different demographic profile of Gypsy and Travellers
 - The cultural needs of Gypsies and Travellers
 - The intended use and longevity of the site (normally a minimum of ten years unless the land is only available for a shorter period)
 - The need to make best use of land and other resources available to develop sites
 - The need for site design to facilitate economic and effective management of the site
 - The Model Standards for Park Homes, and in particular the standards to apply to sites accommodating dwellings made from combustible materials.
- 1.19 The case study below shows that an old site can be successfully refurbished to meet the types of modern day design standards included within this guidance.

Case Study 1

Star Hill, Hampshire

The Star Hill site in Hampshire is a long established county council run permanent site which was recently refurbished to bring it up to modern day standards.

Existing residents were extensively consulted about the refurbishment plans before commencement. Now, each of the 20 pitches can accommodate two trailers/caravans and has ample parking space. Every pitch has a brick built amenity building containing high standard facilities and incorporating good insulation and heating. Each one has a bath, shower, toilet, kitchen and airing cupboard. There is space and connections for washing machines and freezers.

Each pitch is demarcated by a 4ft wooden fence and has gated access. The fence height is increased to 6ft between amenity buildings to ensure privacy.

Chapter 2

Context

Addressing the shortage of sites

- 2.1 It is widely accepted that there is a national shortage of authorised sites for Gypsies and Travellers. This has led to an increasing incidence of both unauthorised encampments and unauthorised developments and has sometimes created tensions between Gypsies and Travellers and the settled community.
- 2.2 The Government has introduced a number of measures to address this.
- 2.3 The Housing Act 2004 introduced a new obligation on local housing authorities to assess the accommodation needs of Gypsies and Travellers in their areas, and to develop a strategy to address these needs.
- 2.4 Office of the Deputy Prime Minister Circular 01/2006¹ explains that Regional Planning Bodies must determine how many pitches are needed and, through the Regional Spatial Strategy, how many are needed in each local authority area. Local planning authorities must identify sites in Development Plan Documents and if they fail to do so they can be directed by the Secretary of State.
- 2.5 Communities and Local Government provides Gypsy and Traveller Site Grant for the provision of new sites, and the refurbishment of existing sites. The grant is available to local authorities and registered social landlords. Where potential developers have little experience in the provision of Gypsy and Traveller sites, they may wish to work with neighbouring local authorities or other RSLs that have greater experience in this area.

¹ *Local authorities and Gypsies and Travellers – Guide to responsibilities and powers*, ODPM

The need for site design guidance

- 2.6 The Select Committee for the Office of the Deputy Prime Minister: Housing, Planning, Local Government and the Regions Thirteenth Report² (October 2004) concluded that:

“The current guidelines relating to site design and standards urgently need updating in the light of modern space standards and services, health and safety provisions and requirements for catering for disability.”

The Committee recommended that the guidance should cover residential ie permanent sites, transit sites and stopping places.

- 2.7 In October 2004, research showed that many existing local authority sites were of a poor standard. The estimate for maintenance and improvement of these sites to bring them up to standard and to maintain them was £16.7m over the next five years. Research has also showed that skimping on initial site design and construction often means more investment is needed later to rectify problems arising from this³.
- 2.8 The guidance issued by Government recognises the specific cultural and accommodation needs of Gypsies and Travellers, as well as the increasingly settled lifestyle of some Gypsy and Traveller households that facilitates, for example, access to education for families with children. This creates challenges for site design because of the need to incorporate features that not only facilitate continued periods of travelling but are also consistent with settled living. Many older sites were developed on an assumption that households would not live on them for long periods, and the facilities on those sites are increasingly out of keeping with accepted standards for family living.

² Paragraph 163

³ Niner, P (July 2003) The provision and condition of Local Authority Gypsy/Traveller sites in England, ODPM – summary of full report Local Authority Gypsy/Traveller sites in England

Chapter 3

Site location/selection – permanent sites

Location

- 3.1 Selecting the right location for a site is a key element in supporting good community relations and maximising its success. As with any other form of housing, poorly located sites, with no easy access to major roads or public transport services, will have a detrimental effect on the ability of residents to:
 - Seek or retain employment
 - Attend school, further education or training
 - Obtain access to health services and shopping facilities.
- 3.2 Easy access to local services, and to social contact with other residents in the community, should help deal with the myths and stereotypes which can cause community tension and instead encourage a greater sense of community with shared interests.
- 3.3 It is essential to ensure that the location of a site will provide a safe environment for the residents. Sites should not be situated near refuse sites, industrial processes or other hazardous places, as this will obviously have a detrimental effect on the general health and well-being of the residents and pose particular safety risks for young children. All prospective site locations should be considered carefully before any decision is taken to proceed, to ensure that the health and safety of prospective residents are not at risk.
- 3.4 Office of the Deputy Prime Minister (now Communities and Local Government) *Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites* provides advice on site location and selection. It identifies factors which are important for the sustainability of a site, for instance:
 - Means of access, availability of transport modes and distances from services
 - Promotion of integrated co-existence between the site and local community
 - Easy access to General Practitioner and other health services

- Near to a bus route, shops and schools
- Ground conditions and levels of land
- Not locating sites in areas of high flooding risk (for medium and low risk areas see paras 3.21–3.23).

3.5 It should also provide visual and acoustic privacy, and have characteristics which are sympathetic to the local environment. When selecting locations for permanent sites, consideration needs to be given to the relatively high density of children likely to be on the site.

3.6 Sites should not be identified for Gypsy and Traveller use in locations that are inappropriate for ordinary residential dwellings, unless exceptional circumstances apply. These circumstances would be where the location is unsuitable for housing, for practical or technical reasons which would not adversely affect the health and safety of Gypsy and Traveller residents or the sustainability of the site, and where the location has prospective residents' support. This could relate for example to a situation where:

- Prospective residents are happy to live in a location which is not attractive to housing developers
- Existing land is available to meet immediate need on a short term interim basis, pending a longer term solution, but not be available for a long enough period to justify housing development
- Land is suitable for low level single storey development but not for multi storey construction requiring deeper foundations.

In such rare cases prospective residents should be made aware of these exceptional circumstances at the outset.

3.7 Where possible, sites should be developed near to housing for the settled community as part of mainstream residential developments. As one way of helping to address shortages of site provision local authorities and registered social landlords can consider the feasibility and scope for providing a site for Gypsies and Travellers within their negotiations to provide affordable housing as part of significant new build developments. Even where smaller scale developments are planned they could consider including a small scale site of three to four pitches which are known to work well for single extended families.

Evidence provided to Select Committee on the importance of site location:

“What is working [in Ireland] are small sites. And they are not placed under flyovers or pylons, or beside sewers, canals or tips; they are placed on proper positioned land, bang within the middle of a settled community, and they are working.”[204]

“We would make a strong plea for safeguards to be put in place to ensure that future site development is not located in polluted or hazardous locations, as... many sites are. Not only does this have a negative impact on Gypsies and Travellers health and access to services but it has a profound impact on how they feel they are perceived and treated by the wider community, likewise such locations reinforce the prejudiced perceptions that many in the settled community have of Gypsies and Travellers, such locations are therefore a major impediment to the social inclusion of Gypsies and Travellers.”[205]

Relationship to surrounding land use

- 3.8 Consideration must be given to the relationship of sites to the surrounding community. For this purpose it is important to ensure that proposals to develop a site link in with other broader strategies in place for improving community cohesion and be regarded as a key issue within them.
- 3.9 The site must be sustainable, offering scope to manage an integrated coexistence with the local community. This will include consideration of noise and possible disturbance to Gypsy and Travellers living on the site, and possible noise and disturbance to the wider community, in particular from movement of Gypsy and Traveller vehicles.
- 3.10 Many Gypsies and Travellers express a preference for a rural location which is on the edge of or closely located to a large town or city consistent with traditional lifestyles and means of employment. However, characteristics that make a location unpopular for the settled community are likely to hold similar fears for Gypsies and Travellers. Sites adjacent to light industrial areas therefore tend not to be popular because of their isolation, distance from local facilities and because of safety fears (when walking home at night for instance).
- 3.11 Similarly, where joint commercial/residential use is envisaged for a site (as in the case of showpeople’s sites because of the need for residents to store and maintain fairground equipment), it is important that the compatibility of both of these uses with the surrounding land uses is given careful consideration.

- 3.12 The case study below is a good example of a site integrated into the heart of an urban community.

Case Study 2

Wallman Place, London

The Wallman Place site is in Haringey, North London, and was refurbished in 1996 to provide a six pitch site for an extended family.

It is behind the civic centre, next door to a school, opposite a health centre, and close to a wide range of shops.

The site has a single access road through the middle, with three pitches on each side. There is space for a trailer, touring caravan and amenity building on each pitch. The brick built amenity buildings include central heating, bathroom and toilet facilities.

Whilst being close to all facilities the site also provides privacy for its residents and is well integrated into the surrounding community.

Scope to provide essential services

- 3.13 It is essential that sites are provided with access to mains water, electricity supply, drainage, and sanitation. Chapter 5 considers this in detail in respect of individual pitches.
- 3.14 Sewerage for permanent sites should normally be through mains systems. However in some locations this may not always be possible and in that case suitable alternative arrangements can be made, for example a biodisc sewage plant system.
- 3.15 All sanitation provision must be in accordance with current legislation, regulations and British Standards.

Health and safety considerations

- 3.16 Sites must not be located on contaminated land. Only where land has been properly decontaminated should development be considered on that land. Remedial work should only be undertaken by approved contractors in accordance with relevant standards, to ensure the contamination has been remedied to the standard on which housing development would take place. These processes can be prohibitively expensive and should be considered only where it is financially viable from the outset.

- 3.17 Brownfield sites may be suitable; however the same considerations should apply when appraising such sites as for conventional residential housing. For instance, sites adjacent to a rubbish tip, on landfill sites, close to electricity pylons or any heavy industry are unlikely to be suitable.
- 3.18 When considering sites adjacent to main roads, flyovers and railway lines, careful regard must be given to:
- The health and safety of children and others who will live on the site; and
 - The greater noise transference through the walls of trailers and caravans than through the walls of conventional housing, and the need for design measures (for instance noise barriers) to abate the impact on quality of life and health.
- 3.19 The proposed site must be relatively flat and suitable for purpose. Sites should not be developed on exposed sloping sites where there is risk of caravans being overturned or where there is a high probability of flooding risk.
- 3.20 Where there is a risk from flooding the degree of risk must be determined prior to considering allocation or development of a site by reference to *Planning Policy Statement 25: Development and Flood Risk* (PPS25), the Environment Agency's Flood Map and the local planning authority's Strategic Flood Risk Assessment.
- 3.21 Annex D of PPS25 sets out a risk based sequential approach to be applied at all stages of the planning process. A Sequential Test is to steer new development to areas at the lowest probability of flooding. Table D.1 of that annex specifies three flood zones of low, medium and high probability. PPS25 table D.2 makes it clear that caravan sites for permanent residence are considered "highly vulnerable" and should not be permitted in areas where there is a high probability that flooding will occur (Zone 3 areas). Caravan sites which are occupied on a short term occupancy basis are classified as "more vulnerable" and proposals for their development in Zone 3 areas would need to pass the Exception Test outlined in PPS25, Annex D, if there are no other sites at a lower flood risk.
- 3.22 It is recognised that in some areas a high proportion of land is at risk from flooding (Flood Zones 2 and 3) but the requirements of PPS 25 should still be taken fully into account before taking any development proposal forward. Where a flood risk exists, advice from the Environment Agency should be sought at the earliest possible stage on the likelihood of flooding, depths and velocities that might be expected and the availability of warning services, to see whether the proposals might be acceptable.

- 3.23 Where the Exception Test needs to be applied there may be opportunities to consider design issues, such as raising the level of a site so that accommodation will be above the expected flood level, taking climate change into account. This would protect amenity buildings, service provision etc that cannot be removed from the site when a flood warning is issued. However, a key consideration is that residents can safely evacuate the site in response to flood warnings and that emergency services would be able to reach the site to ensure residents' safety. This is an essential requirement to pass the Exception Test.

Chapter 4

Site layout, access and orientation – permanent sites

Introduction

- 4.1 Sites should be developed in accordance with existing planning policies and designations, with particular regard made to:
- Convenience for residents
 - Safety for residents
 - Visual and acoustic privacy – both for people living on the site and those living nearby
 - Aesthetic compatibility with the local environment
 - Scope for social integration with the local community.
- 4.2 This is an area where consultation with the local community of Gypsies and Travellers and with members of the settled community living in close proximity to a site can be particularly valuable and ensure best and most convenient use of available space.

Size and layout of site

- 4.3 For practical reasons, caravan sites require a greater degree of land usage per household than for smaller houses and Gypsy and Traveller sites are no exception. In making comparisons it needs to be recognised that there is for example no equivalent on a site to two or more storey accommodation in housing.
- 4.4 Gypsy and Traveller sites are designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking (see also Chapter 7 regarding individual pitches). Sites of various sizes, layouts and pitch numbers operate successfully today and work best when they take account of the size of the site and the needs and demographics of the families resident on them.

- 4.5 Consultation on this guidance has shown that many Gypsies and Travellers prefer a circular or horseshoe design rather than the more traditional linear layout of pitches. An example of a circular site, the result of close consultation between a local authority and representatives of the prospective residents for that site is featured at Annex B.1 of this document. This was originally intended to be a horseshoe site but was later extended to produce further pitches and the circular design resulted. An example of a more traditional site design is featured at Annex B.2 although these can differ considerably depending on the particular characteristics of the available land.
- 4.6 Consultation with the local Gypsy and Traveller community is crucial in deciding how best to proceed with the overall layout of the site and to get full value from the investment in it. It is a key element in obtaining the trust and full support of the prospective residents at the very outset of the project and can help deal swiftly with subsequent consultation on individual aspects of the design as and when they arise.
- 4.7 There is no one ideal size of site or number of pitches although experience of site managers and residents alike suggest that a maximum of 15 pitches is conducive to providing a comfortable environment which is easy to manage. However, smaller sites of 3-4 pitches can also be successful, particularly where designed for one extended family. These can be advantageous in making good use of small plots of land, whilst retaining the qualities described in this guidance and expected by families on modern sites. An example of a small scale site, in an urban environment, is featured at Annex B.3.
- 4.8 Sites should ideally consist of up to 15 pitches in capacity unless there is clear evidence to suggest that a larger site is preferred by the local Gypsy or Traveller community. Nevertheless, where a larger site is unavoidable, or where one exists already, in a few cases smaller 'closes' have been created within the site for extended families, thereby retaining the sense of community and creating defensible space.
- 4.9 An example of this design approach is at Annex B.4. This arrangement could also open up possibilities for facilitating inter site transfers, where for example families may be offered the opportunity to move closer to other family members or elderly and dependant relatives where a pitch in a certain close may become available.

Site perimeter boundaries

- 4.10 The site boundary must provide clear demarcation of the perimeter of the site, so as to prevent nuisance for existing residents created by others seeking to move on to the site without permission. Boundaries should take into account adjoining land uses, and be designed with the safety and protection of children in mind.

- 4.11 Where an existing site may be located near an industrial area or process, or a main road, fencing and planting may be used to screen out unpleasant characteristics. A range of different boundaries may be used including fences, low walls, hedges and natural features. The aim should be to achieve a boundary that is sympathetic to, and in keeping with, the surrounding area. Boundaries can also be used to provide shelter for more exposed sites.
- 4.12 More open boundaries may be used in residential areas so as to promote integration and inclusion with the surrounding community, although the degree of integration which can be achieved will be in part governed by the degree of community cohesion already experienced in that location. A balance needs to be struck between providing privacy and security for the site residents and avoiding a sense of enclosure through for example, the use of high metal railings.
- 4.13 Measures to protect the safety of site residents from fire are of paramount importance, and it is essential that a clear gap of 3 metres⁴ is provided within the inside of all site perimeter boundaries as a fire prevention measure. Where owners of existing sites are experiencing difficulties in achieving this requirement because of current space constraints it is strongly advised that they consult their local fire authority as a matter of urgency to identify ways in which the residents safety can be properly safeguarded.

Orientation of pitches

- 4.14 As with housing for the settled community, site layout and design should ensure a degree of privacy for individual households (for instance by ensuring that neighbours cannot directly overlook each other's living quarters), but without inhibiting the important sense of community.
- 4.15 Consultation has identified that in general terms, particularly where site residents are members of an extended family, there is a preference for members of individual households to be able to have reasonable vision of the site in general to help improve security. This is an advantage of the circular or horseshoe site see example at Annex 1 which also allows clear views of the central play area to ensure children are safe (for more information on play areas see paras 4.38–4.41.).
- 4.16 On larger sites however, or those with a broader spectrum of residents, more seclusion and privacy may be preferred. In these cases, and irrespective of the general layout, preferences over the degree or privacy required can be addressed in part by the height of fencing provided between individual pitches, particularly to shield the amenity building, and by use of other soft landscaping approaches (see Chapter 7).

⁴ Model Standards for Park Homes

- 4.17 In designing the layout of a site enough space must be provided to permit the easy manoeuvrability of resident's own living accommodation both to the site and subsequently on to a pitch. Account needs to be taken of a more recent tendency for members of the Gypsy and Traveller communities to favour the use of a mobile home in place of the traditional caravan, and some mobile homes could be up to around 25 metres in length.
- 4.18 In order to overcome this, the site design should strike a balance between enabling a variety of accommodation to be catered for, and making best use of available space. Access roads and the site design itself should be capable of providing sufficient space for the manoeuvrability of average size trailers of up to 15 metres in length, with capacity for larger mobile homes on a limited number of pitches where accessibility can be properly addressed in the light of the land available. (For information on individual pitch sizes see Chapter 7).
- 4.19 In addition to movement of families on and off the site, site residents will sometimes wish to change the trailer accommodation they own and this movement can sometimes cause problems when boundary fences or gates do not allow for this. This could be overcome by use of movable fencing and gates adjacent to the roadside which are capable of short term removal.

Health and Safety

- 4.20 When designing the layout of a site, careful consideration must be given to the health and safety of residents, and in particular children, given the likelihood of a high density of children on the site and relatively high levels of vehicle ownership amongst some groups of Gypsies and Travellers for towing caravans and employment purposes.
- 4.21 It is important to ensure that appropriate traffic calming measures are considered for all sites. Care should be taken when introducing speed humps and other measures, particularly to existing sites, to ensure that appropriate drainage is accommodated within the scheme to allow for the effective passage of surplus water.
- 4.22 Clear and effective signage should be introduced where a speed restriction or other traffic calming measure is to apply. Similarly, clear directions should be in place to indicate the location of hydrants and other access points for the fire service etc when attending an emergency on site.
- 4.23 The need for separate vehicular/pedestrian access should be considered.

Access for emergency vehicles

- 4.24 It is essential that consultation with local fire and rescue service officers take place at a very early stage of designing a site. Some authorities are reported to differ in advice as to a minimum turning and reversing requirements of emergency vehicles in confined spaces for example, which may impact on the number of pitches permitted. Subject to this, general good practice from recognised sources is outlined in the paragraphs below which can be used as a starting point prior to discussions with local emergency services.
- 4.25 In designing a site, all routes for vehicles on the site, and for access to the site, must allow easy access for emergency vehicles and safe places for turning vehicles.
- 4.26 To enable this, suitable roads must be provided, with no caravan or park home more than 50 metres from a road⁵. Roads must have no overhead cable less than 4.5 metres above the ground. Vehicular access and gateways must be at least 3.1 metres wide and have a minimum clearance of 3.7 metres⁶.
- 4.27 Roads must not be less than 3.7 metres wide, or if they form part of a one way traffic system, 3 metres wide⁷.
- 4.28 One way systems should be clearly sign posted.
- 4.29 To increase potential access points for emergency vehicles, more than one access route into the site is recommended. Where possible, site roads should be designed to allow two vehicles to pass each other (minimum 5.5m⁸). Specific guidance should be sought from the local fire authority for each site.
- 4.30 Although roads on sites do not require adoption, it is recommended that all roads are constructed to adoptable standards to avoid future maintenance costs, and in anticipation of increased wear and tear due to frequent movement of heavy vehicles. Details of the relevant standards can be obtained from the local highways authority.
- 4.31 More guidance on aspects relating to aspects of street design and traffic flow can be found in the Department for Transport's *Manual for Streets*.

⁵ Source: *Building Regulation B5 (2000) – 'Access And Facilities for the Fire Service'*

⁶ Model standards for Park Homes

⁷ *Model Standards for Park Homes, also Manual for Streets* – Department for Transport, March (2007), and Statutory Instrument 2000 no.2531, The Building Regulations (2000). London TSO. Part 2, paragraph B5: Access and facilities for the fire service

⁸ *Manual for Streets*, Department for Transport (2007)

Security

- 4.32 Consultation has shown that site layout can play an important role in avoiding a sense of enclosure and isolation amongst Gypsies and Travellers. The aim should be to 'design out' crime and social exclusion and 'design in' community safety and social inclusion through openness of design, allowing ease in passing through, whether walking or driving. Care also needs to be taken to ensure that proper concern is shown for the safety of residents and children where car traffic passes through.
- 4.33 Before pursuing this approach however prospective residents should be consulted at the outset to ascertain the level of community cohesion already prevalent in the area, and to establish the degree to which those who are to live on the site are comfortable with this approach and if it meets the degree of privacy and security which is acceptable.
- 4.34 Site layout should maximise natural surveillance enabling residents to easily oversee all areas of the site. Scheme specific advice on security provision for the site should be obtained from the Police Architectural Liaison Officer for the area, and reference should be made to 'Secure by Design'⁹ standards to inform detailed planning of the site.
- 4.35 In cases where a site manager's office is provided on a site this should ideally be in a location which can be easily found by visitors and ideally situated at the front of the site ensuring that it has a view which increases security but is not intrusive to residents. An example of the facilities needed in a typical site manager's office include an office area, storage space and also washing facilities, which may be required where work on minor maintenance on site, possibly in bad weather will be needed. A plan of a typical site manager's office can be seen at Annex B.4.
- 4.36 To avoid disputes and provide defensible space, it is important to provide clear delineation of public communal areas eg play areas and private space, with boundaries that indicate clearly where individual pitches begin and end. It is recommended that communal areas without a clear usage are avoided in the design as they may attract vandalism, fly tipping or unauthorised caravans.
- 4.37 It is recommended that local needs and preferences are taken into account, as well as the requirements of the local highways authority and fire and rescue services, when designing the entrance to the site. Many Gypsies and Travellers are in favour of controlled access to sites, for example using a lockable gate. Their experience has been that such controls can prevent unauthorised parking and unauthorised caravans being pitched on the site. However, the presence of such gates can sometimes act as a psychological barrier to effective social inclusion.

⁹ ODPM and Home Office (2004) *Safer Places: The Planning System and Crime Prevention*. London: Thomas

Play areas

- 4.38 It is recommended that the inclusion of a communal recreation area for children of all ages is considered where suitable provision is not available within walking distance on a safe route or using easily accessible public transport, and for larger sites. Specially designated play areas should be designed where possible in consultation with children and parents, to ensure they provide equipment which will be best used, together with the site manager in view of ongoing maintenance issues.
- 4.39 Where recreation areas are provided, it is important to ensure they are designed and located with the safety of children in mind (taking account of the proximity of busy roads) and where they allow for natural supervision. Play areas should meet normal local authority standards.
- 4.40 Consultation has shown that locating play areas in secluded areas of the site and near boundary perimeters is not favoured as children could be subject to outside harassment and the play area and equipment open to vandalism. The location of the play area in the site design at Annex 1 avoids this and builds safety into account. Perimeter fencing is included to ensure that children are safe from passing site traffic.
- 4.41 For further guidance on play issues and related guidance please see *Better Places to Live by Design: A Companion Guide to PPG3*, DTLR, 2001 and *Time for Play* (dcms) 2006.

Landscape design

- 4.42 Many Gypsies and Travellers express a strong preference for soft landscaping (for example grassed areas, shrubs and trees) as opposed to hard landscaping such as paved or concreted areas although this can have an impact on the maintenance budget. Nevertheless provision of more attractive landscaping can enhance resident satisfaction and pride with the site on which they live and encourage participation with site management to help maintain the surroundings in which they live.
- 4.43 Soft landscaping can be used to ensure spatial separation which prevents movement of trailers to positions which would breach fire safety distances from the adjoining pitch. When designing a site to include soft landscaping, consideration needs to be given to preventing it from being used for unauthorised parking or unauthorised pitching of caravans.

Car parking

- 4.44 A key element for the site is the provision of adequate parking space for resident's use. Parking spaces must be a minimum of 2.4 x 4.8 metres¹⁰.
- 4.45 Resident parking should largely be provided for on individual pitches (see 7.3) but a site could also contain additional parking facilities for visitors, as parking on the roadside could otherwise impede access of fire and other emergency services. However separate parking areas may present security considerations for residents in some cases and should therefore be situated in an area in good sight of the warden's office and site residents generally.
- 4.46 More information on residential car parking and related issues can be found in section 8 of the Department for Transport's *Manual for Streets*.

Density and spacing of caravans and trailers

- 4.47 To ensure fire safety it is essential that every trailer, caravan or park home must be not less than 6 metres from any other trailer, caravan or park home that is occupied separately.
- 4.48 Other structures are allowed in the separation zone if they are made of non-combustible materials (such as a brick built amenity building), as long as they do not impede means of escape. For further guidance refer to the Model Standards for Park Homes.

Inclusion of space for work/animals

- 4.49 Gypsy and Traveller sites are essentially residential and those living there are entitled to a peaceful and enjoyable environment. Draft Communities and Local Government guidance on site management proposes that working from residential pitches should be discouraged and that residents should not normally be allowed to work elsewhere on site.
- 4.50 Where significant commercial or other work activity is still envisaged for a site it is very important to ensure that the site is delineated so that residential areas are separated from areas for commercial or work use.

¹⁰ *Manual for Streets*, Department for Transport (2007)

- 4.51 This also applies to the inclusion of space for keeping animals. Where there is demand for space for animals and where the site provider is satisfied that it may be reasonable and practicable to include this, a grazing area for horses and ponies could be provided, to reflect the cultural use of the horse as a traditional means of transport.
- 4.52 However grazing may be problematic and an adequate supply of grass difficult to sustain through over use when demand is high. Site managers may also enquire whether owners of land on the periphery of the site have surplus land for this purpose that could be provided at a reasonable rent.

Chapter 5

Site services and facilities – permanent sites

Introduction

- 5.1 As for any other kind of accommodation, consideration must be given to the infrastructure needed to support Gypsy and Traveller sites so that they meet the needs of residents and support good relations with people living nearby.

Water supply

- 5.2 It is essential for a mains water supply suitable for drinking to be provided for each pitch on the site, sufficient to meet the reasonable demands of residents. Water supplies must comply with current legislation, regulations and British Standards. Ideally water meters will be provided in amenity buildings by the relevant local authority for each pitch and must be for domestic usage.
- 5.3 Water pressure must be sufficient to enable the use of fire hydrants by the emergency services which should be at a convenient place near to the front of the site.
- 5.4 Provision of an outside tap on each pitch is strongly recommended.

Electricity supply

- 5.5 The provision of mains electricity to each pitch is essential, sufficient to meet the reasonable requirements of the residents, and with separate meterage for each pitch. Ideally electricity meters will be provided in amenity buildings for each pitch by the relevant supplier directly and must be for domestic usage.
- 5.6 It is essential that underground cabling is adequately earthed and complies with current electrical installation regulations. Electrical installations must be inspected annually. All electrical work must be carried out by competent and appropriately qualified personnel.

Connection points

- 5.7 Consideration may be given to providing more than one electricity and water access point on each pitch to allow for trailers to be realigned either through resident's choice, family expansion or to cater for visitors.
- 5.8 Every effort should be taken to ensure that systems are in place to provide services to individual households, for payment purposes, and not sold from a central distribution point on site (see Chapter 5 with regard to metering).

Gas supply

- 5.9 It is essential that gas installations, supplies and storage meet statutory requirements, relevant standards and codes of practice. Storage facilities compliant with health and safety regulations for Liquid Propane Gas cylinders must be provided¹¹. Since the guidance on storage is complex, developers and managers of sites are advised to see advice from their local environmental health services.
- 5.10 It is essential that any mains gas installation is inspected and certified as safe on an annual basis.
- 5.11 Provision of a mains gas supply is recommended for amenity buildings on pitches and, if supplied, must be compliant with current gas installation regulations¹².

Oil fired central heating

- 5.12 Installations for oil fired central heating should meet Part L of the Building Regulations 2007 together with appropriate storage and safety arrangements in case of oil leaks.

Drainage

- 5.13 Surface water drainage and storm water drainage must be installed. All drainage provision must be in accordance with current legislation, regulations and British Standards¹³.

¹¹ LP Gas Association: *Code of Practice 7: Storage of Full & Empty LPG Cylinders and Cartridges*

¹² *Safety in the installation and use of gas systems and appliances Approved Code of Practice and guidance* L56 HSE Books (1998)

¹³ *Planning Policy Statement 25: Development and Flood Risk (PPS25)* and *Manual for Streets* Department for Transport (2007) Chapter 11.

- 5.14 This should be given early consideration in both site selection and scheme design.
- 5.15 Smaller drain covers could be considered as these can assist in preventing foreign objects becoming accidentally lodged in soakaways and gulleys.
- 5.16 Gypsy and Traveller sites may offer opportunities for implementing a Sustainable Drainage Systems (SUDS) approach for dealing with surface water drainage management whereby surface water runs off to either natural water courses or municipal systems.
- 5.17 More information on this and other surface water drainage issues can be found in section 11 of the Department for Transport's *Manual for Streets* (2006).
- 5.18 It is recommended that consideration be given to the inclusion of interceptors within the drainage system to ensure protection against petrol, oil and other absences within the surface of the water case system.

Sewerage

- 5.19 Wherever possible, each pitch should be connected to a public sewer when it is economic to do so. Where this is not possible provision must be made for discharge to a properly constructed sealed septic tank. All sanitation provision must be in accordance with current legislation, regulations and British Standards¹⁴.
- 5.20 Consideration should also be given to additional waste disposal connection points as an outfall from resident trailers to avoid any problems over unauthorised connections.
- 5.21 The case study below illustrates the important influence that essential services have on quality of life.

¹⁴ Part H of the *Building Regulations* (2000), and *Sewers for Adoption – Water UK* (2006) *Sewers for Adoption* 6th edition Swindon WRc plc

Case Study 3

Abbey Close site, Hackney

The story of the Abbey Close site in Hackney, East London illustrates the importance of good services to the lives of Travelling communities.

In 1995 there were sixteen Irish Traveller families living on three tolerated sites in the Borough with no running water or toilets. When the area was due for regeneration, the families made representations and the council found a piece of land to be used as a temporary site until funding could be found to upgrade it and a second piece of land to adequately accommodate all the families. Sixteen families moved onto the temporary site. There was only a cold water standpipe provided for the families to share, and a portaloo for each family. The site was overcrowded, with no proper demarcation between pitches and poor drainage.

By 1999 the Travellers had secured strong support from the local community and the local councillor, who was also the Deputy Mayor. Despite this a shortage of funding delayed significant improvements. Some families moved off as they could no longer tolerate the lack of facilities, and others were given pitches on a nearby official site when they came vacant. The remaining families continued to campaign for better conditions with support from local community organisations and some improvements were made, for instance the provision of electricity, hardstanding and additional standpipes.

In 2002 funding was secured to refurbish the site and families were relocated during building works. The refurbished site provides each family with a clearly demarcated pitch with a private detached or semi-detached brick-built utility block, including a modern fitted kitchen and bathroom. The utility buildings, site boundaries and pitch boundaries are entirely in keeping with the architecture and features on surrounding estates and blend in well. The families were involved in all aspects of the site design and kept fully informed throughout, thereby able to ensure that design mistakes were kept to a minimum. In order to accommodate all the families left on the temporary site the pitches are small for growing young families, but the location and community support is ideal.

In September 2003 the remaining six families returned to the site, a 'Welcome Home' banner at the local school, and an opening ceremony that was attended by neighbours from the adjacent estates.

Lighting

- 5.22 Sufficient lighting must be provided on the site to enable safe access and movement through the site at night for both pedestrians and vehicles.
- 5.23 The street lighting arrangements should be planned to minimise the risk of damage through vandalism and avoid problems of light pollution to the homes on the site through light shining directly into caravans, amenity buildings or park homes. It should be planned to properly illuminate access roads and access to residential pitches.
- 5.24 Consideration should also be given to the introduction of three quarter length light pillars where there is a prospect that the site may create light pollution for the neighbouring community residing outside the site.
- 5.25 It is recommended that external lighting is provided on each amenity building to ensure safe access.
- 5.26 Solar powered street lights have been considered for inclusion on some sites to reduce energy use but have been found to be very expensive. It is recommended that a cost analysis case be undertaken to verify the financial viability of installation before proceeding.
- 5.27 More information on street lighting issues can be found in section 10 of the Department for Transport's *Manual for Streets*.

Waste disposal, scrap and storage

- 5.28 Residents of Gypsy and Traveller sites should receive the same waste disposal arrangements at their home as any other member of the community. Standard domestic waste disposal arrangements must be provided for each pitch in accordance with local authority requirements for the disposal of domestic waste¹⁵. A key element in designing the layout of the site is to ensure that sufficient space exists for local authority refuse collection vehicles to reach an appropriate point from which waste can be collected from individual pitches, as well as any communal refuse areas.
- 5.29 More information on this issues can be found in section 6 of the Department for Transport's *Manual for Streets*.

¹⁵ *Planning Policy Statement 10: Planning for Sustainable Waste Management (PPS10) and Schedule 1, Part H of the Building regulations (2000)*

- 5.30 It is recommended that consideration be given to including a recycling collection point on the site where it is not in close proximity to one in the neighbouring vicinity.
- 5.31 Experience on some sites has shown that communal refuse areas can actually encourage fly-tipping and the accumulation of non-domestic waste. If a communal refuse area is deemed necessary (in addition to individual refuse collection for each pitch), this should be designed and located so as to be convenient, accessible, robust and inconspicuous. It should be located away from close proximity of individual pitches and from access points to the site, to ensure that fire service vehicles can enter the site and deal with any fire which might break out there.

Post

- 5.32 The site should be designed so that post can be delivered separately for each pitch. Experience has shown that postal deliveries to pitches can be disrupted by complaints about harassment by dangerous dogs so the provision of an individual box at the entry to a pitch would be advisable.
- 5.33 Consultation has shown that a simple but key element in helping to avoid discrimination against the residents of a Gypsy and Traveller site is to allocate site and pitch addresses which are of a similar nature to those for the settled community – and which do not highlight that the accommodation is site based.

Communal facilities

- 5.34 Paragraphs 3.1–3.7 of this guidance outlined the key factors necessary for the right location for a sustainable site. Where these factors have been met it is likely that site residents will be in reasonable proximity of the facilities enjoyed by the community generally.
- 5.35 Where a site is isolated from local facilities however, either by distance or through lack of adequate public transport facilities and/or is large enough to contain a diverse community of residents rather than one extended family, provision of a communal building is recommended. This facility can be an important resource in sustaining a more remote site, offering an opportunity for visits by health visitors, youth workers and education services, as well as for use by site management and residents alike.

5.36 Any such building should include:

- Community room
- Toilets (male and female)
- Kitchenette.

5.37 Ideally it should be situated in a location towards the front of the site, to be accessible to all the community, not just site residents, and if promoted and managed well can help encourage good relations between the Gypsy and Traveller and neighbouring communities.

Chapter 6

Health, safety and accessibility – permanent sites

Introduction

- 6.1 Everyone should be able to live in a home that is safe, whether that home is a house, a flat or a trailer. Health and safety considerations and requirements for sites are included throughout this guidance. Additional guidance is provided below.

Risk assessment

- 6.2 It is essential that site owners undertake a risk assessment of the site during the initial design stage, including the homes on the site.

Fire safety

- 6.3 Fire safety law changed in October 2006 with the introduction of the Regulatory Reform (Fire Safety) Order 2005 (the Order). The Order applies in England and Wales. It covers 'general fire precautions' and other fire safety duties, which are needed to protect 'relevant persons' in case of fire in and around most 'premises'. The Order requires fire precautions to be put in place 'where necessary' and to the extent that it is reasonable and practicable in the circumstances of the case.
- 6.4 Caravan sites come under the scope of the Order ("premises" includes 'any place') and is not excluded by article 6. (1). The only areas excluded by article 6. (1) are those covered by the interpretation of "domestic premises" ie *premises occupied as a private dwelling (including any garden, yard, garage, outhouse, or other appurtenance of such premises which is not used in common by the occupants of more than one such dwelling)*. Caravans are considered private dwellings and as such fall under the category "domestic premises" and are therefore excluded from the Order. Any common areas on the site used by the occupants of more than one caravan come under the Order. The Order also applies to any amenity buildings on the site.

- 6.5 Responsibility for complying with the Order rests with the 'responsible person'. In the case of a caravan site, this could be an employer or any other person who may have control of any part of the site, eg occupier or owner, manager etc.
- 6.6 The 'responsible' person must carry out a fire risk assessment, which must focus on the safety in case of fire of all 'relevant persons'. It should pay particular attention to those at special risk, such as children, and must include consideration of any dangerous substance liable to be on the site. Fire risk assessment will help identify the risks that can be removed or reduced, and to decide the nature and extent of the general fire precautions that need to be taken.
- 6.7 The significant findings of the assessment should be recorded if the site is licensed or the site operator (eg the local authority) employs five or more staff, however, it is good practice to record the significant findings in any case.
- 6.8 The Order requires the 'responsible person' for the site to take such "general fire precautions" as will ensure, so far as is reasonably practicable, the safety of any of his employees and other relevant persons. General fire precautions include measures to reduce the risk of fire on the premises and the risk of the spread of fire on the premises (eg on the caravan site). Further guidance can be found in the Model Standards, for Park Homes. For example:
- i. Pitches should be no more than 30 metres from a fire point. Fire points must be housed in a weatherproof structure, easily accessible and clearly and conspicuously marked 'Fire Point'. A clearly written and conspicuous notice should be provided and maintained at each 'Fire Point' to indicate the action to be taken in the case of fire, including details of the muster point. The Model Standards for Park Homes provide more detailed guidance.
 - ii. Water standpipes, hydrants, or fire extinguishers should be provided on each site as determined by the risk assessment and as informed by consultation with the local fire officer. All equipment should conform to relevant British/European standards. The Model Standards for Park Homes provide more detailed guidance.
 - iii. A means of raising the alarm in the case of fire should be provided at each fire point. This must be appropriate to the size and layout of the site and informed by consultation with the local fire officer. The Model Standards for Park Homes provide more detailed guidance.

- iv. All alarm and fire fighting equipment should be installed, tested and maintained in working order by a competent person. All equipment susceptible to frost should be suitably protected.
- 6.9 The level of necessary safety (or service) must be dictated by the findings of the risk assessment. The responsible person must be prepared to show that what has been done complies with any requirements or prohibitions of the Order irrespective of whether you have relied on a particular standard.
- 6.10 A series of guides and checklist have been developed which may assist the 'responsible person' to comply with the fire safety law and provide help to carry out a fire risk assessment. These guides and checklist are available from the Communities and Local Government website.

Accessibility

- 6.11 All private or communal buildings on the site must be provided to mobility standards as specified within Part M of the Building Regulations 2000. Developers must also have regard to the requirements of the Disability Discrimination Act 2005 both when designing the site and during refurbishment planning.
- 6.12 When considering the extent to which pitches, parking spaces and amenity buildings should be suitable for wheelchair users, reference should be made to local Gypsy and Traveller Accommodation Needs Assessments. Where no need has been identified it is recommended that at least one pitch in 20 on a site of such size, or one pitch per site where smaller, be constructed to meet the needs of a disabled resident as a contingency for future demand. Where provided, these should be consistent with the standards for housing for wheelchair users as set out in the Housing Corporation's Design and Quality Standards and other related guidance¹⁶.

¹⁶ *Meeting Part M and Designing Lifetime Homes* The Joseph Rowntree Foundation (1999), *Wheelchair Housing Design Guide*, Construction Research Communications Limited (1997), *Inclusive Mobility*, Department of Transport, (2005)

Chapter 7

Individual pitches – permanent sites

Layout of pitches

- 7.1 The layout of pitches will be dependent on the layout of the overall site. There will be different views about whether to have grassed areas and amenities at the front, back or side of the pitch. Discussion with the local Gypsy and Traveller community will be useful, however developers need to consider future as well as current or prospective residents.
- 7.2 Each pitch should be clearly demarcated to make it entirely clear what each individual household may occupy in return for the fee paid and their responsibilities for the pitch they occupy. A range of different boundaries may be used including fences, low walls, hedges and natural features. The aim should be to achieve a boundary that is clear but which is sympathetic to, and in keeping with, the surrounding area.
- 7.3 Pitch boundary fences should provide a balance between good neighbourliness and privacy. For example fencing between pitches could be up to 6 feet in height, particularly where amenity buildings would otherwise be overlooked, whereas 4 foot high fencing around the front of the pitch will offer good surveillance of the road and the site in general.
- 7.4 More information on designing for privacy can be found in *Better Places to Live by Design* and section 6 of *Manual for Streets*, Department for Transport (2007).¹⁷

Hard standing

- 7.5 Each pitch must include a hard standing area constructed of concrete or a similar suitable hard wearing material which extends over the whole area to be occupied by a trailer, touring caravan or other vehicle. These standings must be constructed in accordance with the industry code of practice¹⁸ and project a sufficient distance outwards to enable occupants to enter and leave safely. The base must be sufficient to bear the load placed on it by the home or vehicle and its contents, and the anticipated level of vehicle movement.

¹⁷ *Better Places to Live by Design: A Companion Guide to PPG3*, DTLR, 2001

¹⁸ The 'Gold Shield' which specifies compliance with BS 3632:2005 Residential park homes

- 7.6 Hardstanding should be part of the landscape design. The pitch width need not be entirely paved but could be designed to break monotonous design with soft landscape. Where soft landscaping is adopted in the design consideration should be given to the inclusion of a storage facility on each pitch for residents to keep equipment to maintain it.
- 7.7 Local authorities and other developers should consider the environmental impact of the site and the measures that might be taken to improve sustainability. For example, the inclusion of separate identifiable containers for the collection of recyclable waste and provision of water butts is recommended.

Size of pitch

- 7.8 In common with some other ethnic minority communities, some Gypsies and Travellers often have larger than average families, for instance where members of an extended family live together. For this reason there is likely to be much greater demand amongst these communities for large family units, and small pitches may become quickly overcrowded. Larger than average family sizes, alongside the need for vehicles for towing trailers and for employment also creates particular requirements for parking.
- 7.9 There is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. In designing a new site, account should be taken of the likely characteristics of families on the waiting list and identified as a result of the Gypsy and Traveller Accommodation Needs Assessment, as there may be a larger element of families with children approaching teenage years, who are likely to need to supplement their accommodation with one or two additional small touring caravans on the pitch as separate sleeping accommodation, until their children are old enough to move on to a separate pitch.
- 7.10 Some families may also be in possession of larger mobile homes and one or two pitches should be designed where possible to cater for that possibility (see also paragraphs 4.17–4.19 re manoeuvrability).
- 7.11 Alternatively, potential residents may be single or elderly members of the community, who would not need a pitch of the same size.
- 7.12 Nevertheless, as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc), parking space for two vehicles and a small garden area.

- 7.13 Smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle).
- 7.14 Individual parking spaces should be a minimum of 2.4 × 4.8 metres¹⁹.
- 7.15 Where space permits the inclusion of a garden or playspace on each pitch is recommended.
- 7.16 Drainage falls must comply with Part H of the Building Regulations 2000. Ideally the pitch should be level apart from drainage falls.

Amenity buildings

- 7.17 It is essential for an amenity building to be provided on each pitch, although this can be provided across two pitches as two separate and entirely self contained semi-detached units. The amenity building must include, as a minimum: hot and cold water supply; electricity supply; a separate toilet and hand wash basin; a bath/shower room; a kitchen and dining area. The access to the toilet should be through a lobbied area or by separate access direct from the pitch.
- 7.18 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 provision of a gas hob could be considered.
- 7.19 The inclusion of a day/living room in the amenity building for family meals 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. Many existing amenity buildings do not of course contain this facility but inclusion in new sites would replicate the provision of a living room as enjoyed as standard by other sectors of the community. A plan of a typical modern amenity building is featured at Annex B.6.
- 7.20 The design and construction of amenity buildings must meet the requirements of the current Building Regulations, the Institution of Electrical Engineers regulations²⁰, and the Local Water Authority and should also meet the Housing Corporation Design and Quality Standards. 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 and meet the requirements of PPS3.

¹⁹ *Manual for Streets*, Department for Transport, (2007)

²⁰ *IEE Wiring Regulations* (16th Edition) available at www.iee.org

- 7.21 It is 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*²¹.
- 7.22 Adequate and sensibly situated electrical outlets, switching and controls should be installed throughout the amenity building.
- 7.23 Means of heating should be installed throughout the amenity building which provides temperatures suitable for room use, which is economical and capable of individual control for each room.
- 7.24 The width of main entrances, doorways and passageways must comply with building regulations to ensure mobility standards.
- 7.25 Fixtures and fittings in the amenity building should be of a domestic nature, but robust.
- 7.26 In line for standards for social housing other recommended features²² include:
- Glazing lines in living/dining areas that are no higher than 810mm above floor level
 - Hot water taps to baths with a thermostatically controlled supply
 - Adequate screening and wall tiling provided where showers are provided over baths
 - A worktop-cooker-sink-worktop sequence that is not broken by doors, passages or tall units
 - A 1.2 metre run between the cooker and sink
 - A 500 millimetre minimum clear work top each side of the cooker, and wall units set back minimum 100 millimetres
 - A space for additional equipment such as a microwave
 - Walls in bathrooms and WCs must be designed to take support aids
 - Smoke/fire detectors.

²¹ *The Green Guide to Housing Specification* available from the Building Research Establishment at www.bre.co.uk

²² Design and Quality Standards, Housing Corporation

Case Study 4

Severalls Lane Site, Colchester

Work on the proposed new site at Severalls Lane, Colchester began in 1999 with planning consent given in November 2006. The aim was to provide a site to accommodate Gypsies and Travellers living in or regularly travelling to the Colchester area. The Gypsy and Traveller community was involved in the design from the very start. They worked with the surveyors on the drawings and visited sites of different designs to highlight what did and didn't work on these existing sites. The site plans were finalised with the agreement of the Gypsy and Traveller community – both those working closely with the surveyors and other people living on existing sites.

The site is within easy access of a major trunk road, whilst still offering both privacy and good access to local services. The access road will be a bituminous macadam road surface. The internal oval road block will be paved and have strategically placed speed restricting ramps. The road layout allows for manoeuvring static units on and off all pitches. There will be a site manager's office with good storage space and a secure refuse/recycling area.

The new design provides a 12 pitch site around an oval shaped road, with a central fenced play area, creating a safe environment for children to play where they can be seen from all 12 pitches. Close boarded fencing will be provided between each pitch to give privacy and avoid loose debris, such as leaves, being blown across the site and into pitches. The delineation of individual pitches was regarded as a 'must', and Gypsies and Travellers were keen to avoid a 'no mans' land' which could encourage fly tipping.

Pitch sizes allow for the accommodation of up to three caravans, or one large static trailer plus a touring caravan to allow for travelling during the year. There will be different surfaces within the pitches. Apart from the necessary concrete hard standing there will be tarmac areas and a red brick paved patio and footpath around the amenity buildings. Each pitch will have a small garden area to the rear of the pitch where there will be a footpath access and hard standing for a shed or kennel and a position to stand a rotary line for washing. The Gypsies and Travellers requested this to allow for a place to hang the washing that would not impact on the look of the site from the access road.

Each pitch will have a semi-detached single story amenity building. These will be larger than those on the majority of existing sites, with a kitchen and separate lounge/dining area, plus a bathroom and storage space. The living area will look out to the front of the site to allow for views across it. To avoid the 'institutional' look of the amenity buildings on the existing site, a variety of building materials will be used.

Some will be brick built, others will be half-brick, half-weather boarding. The material for the roof will be either plain tiled or slate. There will be hardwood domestic front doors to each amenity building. There will be a post box at the front of the pitch to allow for individual delivery of mail without a need to access the pitch.

Chapter 8

Transit sites

Introduction

- 8.1 Although transit sites may be in use all year round, they are not intended or designed to be used as permanent accommodation by individual households. The guidance below therefore reflects that expectation. However developers should note that, in the past and due to the shortage of permanent sites, some transit sites have become permanent sites by default, even though the standard of facilities provided are not conducive to long term stays.
- 8.2 Views are mixed on the extent to which transit pitches can be successfully provided on permanent sites. Where this has been successful the transit pitches are usually provided adjacent to the main site, or at one end of it.

Site selection/location

- 8.3 The guidance for permanent sites largely also applies to transit sites except that the importance of proximity to community facilities is primarily in respect of the need for access to schools.
- 8.4 The presence of children on the site, and potential health and safety risks for them and other residents should receive equal consideration for transit sites.

Site layout, access and orientation

- 8.5 **Number of pitches** – For a transit site to be easily managed it has been shown that the number of pitches should not normally exceed 15.
- 8.6 **Site boundaries** – The guidance for permanent sites applies.
- 8.7 **Orientation of pitches** – The guidance for permanent sites applies.

- 8.8 **Health and safety** – The guidance for permanent sites applies.
- 8.9 **Access for emergency vehicles** – The guidance for permanent sites applies.
- 8.10 **Security** – The guidance for permanent sites applies.
- 8.11 **Balance between soft and hard landscaping** – The guidance for permanent sites applies although soft landscaping on transit sites can be more difficult to maintain. As transit sites are only intended for short stays there is less need for soft landscaping but this does not rule out maintaining the general ambience of the site to a limited and cost effective degree.
- 8.12 **Parking** – In the light of experience it is recommended that parking space for at least two vehicles is provided on each individual pitch at a minimum size of 2.4m x 4.8 metres each.
- 8.13 **Density and spacing between vehicles** – The guidance for permanent sites applies, except where the local Fire Officer has agreed alternative arrangements that provide the same degree of fire safety.
- 8.14 **Inclusion of work/animal space** – The guidance for permanent sites applies.

Site services and facilities

- 8.15 **Accommodation for a Resident Manager** – Transit sites may present particular management challenges and depending on local circumstances and sufficient usage, it is recommended that provision is generally made for a resident manager. As the resident manager will be living on the transit site on a semi-permanent basis, facilities for the manager should comply with the guidance for permanent sites, including the provision of an amenity building. A plan of a typical resident manager's accommodation, with office area, is at Annex B.7.
- 8.16 **Water supply** – The guidance for permanent sites applies.
- 8.17 **Electricity supply** – Where possible, the guidance for permanent sites applies, although in practice a central electricity supply administered by the site management may be provided, which would entail residents paying by meter or being charged cash retrospectively.
- 8.18 **Gas supply** – Mains gas supplies are not applicable to transit sites.
- 8.19 **Drainage** – The guidance for permanent sites applies.
- 8.20 **Sewerage** – The guidance for permanent sites applies.

- 8.21 **Lighting** – The guidance for permanent sites applies.
- 8.22 **Waste disposal** – Waste disposal for individual pitches on transit sites is recommended. Communal refuse disposal should be provided which is convenient (but away from pitches and associated dwellings on site), fenced off, robust and inconspicuous.
- 8.23 **Sluice** – A sluice should be provided on each site.

Health and safety

- 8.24 **Risk Assessment** – The guidance for permanent sites applies.
- 8.25 **Fire Safety** – The guidance for permanent sites applies.
- 8.26 **Accessibility** – The guidance for permanent sites is optional.

Individual pitches

- 8.27 **Hard standing** – The guidance for permanent sites applies.
- 8.28 **Size of pitch** – It is important to ensure that wherever possible each pitch is of a size sufficient to accommodate two touring caravans, two parking spaces and private amenities.
- 8.29 **Private amenities** – It has been found that the majority of Gypsies and Travellers prefer private amenities on each pitch including a toilet, wash basin and shower with hot and cold water supply. An illustration of a simple fixed utility building for a transit site is at Annex B.8).
- 8.30 Depending on the degree of usage, consideration could be given to providing portable facilities on a transit site to meet these needs. Where transit sites are empty for lengthy periods there is a risk of vandalism to facilities and it may be preferable for these to be removed until the site is reoccupied. In adopting this approach, it is sensible to ensure that permanent waste and water pipework is in place for facilities to be easily reinstalled.

Case Study 5

Clearwater Site, Chichester

The Clearwater site, near Chichester, is an example of a privately owned and run site which incorporates both permanent and transit pitches. It is a very attractive, green site on the edge of a village in a rural location, and with good access to the road network. The owner has planned the site specifically to enable future growth in both the number and size of households, without members of the extended family having to be overcrowded, displaced to another site or left homeless.

The owner recently received planning permission to add six transit pitches to the existing permanent site. It will not operate as an openly available transit site but will be available to family and other visitors of existing residents. Each transit pitch will have its own amenity building with toilet, shower and kitchen. Pitches will have space for two trailers, and planting is used to mark the boundary between each.

There are four permanent pitches on the site, with space for a further four to accommodate future needs. The pitches are spacious, and each incorporates an amenity building which is 10' wide by 20' long, with kitchen/laundry and bathroom.

There is a children's play area on the site. Residents are able to graze animals on the adjoining field.

Chapter 9

Temporary Stopping Places

Introduction

- 9.1 Temporary stopping places accommodate intermittent needs for site accommodation for which a charge may be levied as determined by the local authority concerned. They are not occupied all year around but may be made available at times of increased demand, such as fairs or cultural celebrations that are attended by Gypsies and Travellers.
- 9.2 The guidance below sets out the important features of temporary stopping places.

Site selection/location

- 9.3 Temporary stopping places should provide safe and convenient access to road networks and be located so as to cause minimum disruption to surrounding communities.
- 9.4 When considering the suitability of different sites, the potential presence of young children and any risks that may arise due to adjoining land uses must be considered.

Site layout, access and orientation

- 9.5 It is important to provide markings or barriers to encourage residents to park safely, allow access for emergency vehicles, and enable maximum use of the site in accordance with its intended capacity and fire safety standards. Particular regard must be given to the need to ensure a safe distance between trailers/caravans and other structures made of combustible materials. The advice of the Local Fire Officer must be sought during the planning of temporary stopping places.
- 9.6 The road to and from the site must be of sufficient quality and size to enable access onto and off the site by heavy vehicles such as trailers.
- 9.7 There must be a clear barrier around the emergency stopping place to discourage unauthorised expansion of the site.

Site services and facilities

- 9.8 It is essential for a cold water supply to be provided for the use of site residents which may be by use of water standpipe or bowser.
- 9.9 Portaloos must be provided for the use of residents, with separate provision for men and women. There must be at least one portaloos for every four households on the site.
- 9.10 It is essential for a sewerage disposal point to be provided.
- 9.11 Refuse disposal facilities should be provided.

Health and safety

- 9.12 The guidance for permanent sites applies.

Chapter 10

Consultation

Introduction

- 10.1 This guidance is not intended to replace local consultation with Gypsies and Travellers and other key agencies. Local consultation should include:
- Gypsies and Travellers from the communities whose needs will be met on the site, including if possible, the families who will move onto the site at first let
 - Planners – from the very first stages of site identification
 - The Fire Officer
 - The Police, for advice on site security
 - The Local Highway Authority
 - Site managers and maintenance officers who can advise on the design features that can promote good management and keep costs to a minimum.
- 10.2 The same principles apply to consultation on Gypsy and Traveller sites as with other refurbishment projects and new developments. Very few architects and developers will have first hand experience of living on a site as part of a Gypsy or Traveller community, and consultation with Gypsies and Travellers will be crucial to ensuring the site works successfully.
- 10.3 The needs and preferences of those who will live on the site should be given full consideration and should be met as far as is possible within available resources. People who have lived on sites for most or all of their lives are in the best position to advise on what works well and what doesn't for a particular community. However, the needs of those people who will move onto the site at first let, will need to be balanced with the needs of those who may live on the site at a later stage.

When to consult?

- 10.4 Gypsies and Travellers should be consulted throughout all stages of the design process, including site identification through the local authority's Local Development Framework. Local communities can be aware of factors which, despite site shortages, could prevent take up of site places in particular areas.

Consultation

Evidence provided to Select Committee

“Gypsy and Traveller families often wish to have small compact and well-managed sites located in areas where they have historically resided and have a network of local family support. Local authorities have in the past tended to provide accommodation in inappropriate areas and the sites have therefore not always been used to their full potential. As with the settled community, Gypsy families prefer clean well-managed sites where there is no fear of retribution from problem families and they can enjoy a peaceful coexistence. [...]. Caution should be used when seeking locations for sites to ensure that they are based on need in a particular area and not the availability of inappropriate land for alternative uses. Traditionally, Gypsy sites have been located on land which is inappropriate for alternative uses and this, in itself, has caused problems both for the Gypsy community and for Site Managers.”[210]

- 10.5 There is no reason why Gypsies and Travellers cannot be included in all design meetings with architects, so that expensive design mistakes are not made and so that professional perceptions of what will work well can be challenged if necessary at an early stage.

Methods of consultation

- 10.6 Local authorities should now have an established record of joint working with the Gypsy and Traveller community following the conduct of Gypsy and Traveller Accommodation Needs Assessments. It is recommended that an RSL wishing to work with these communities for the first time consult with the appropriate local authority at the outset to secure its own introductions.
- 10.7 Where difficulties remain introductions can usually be secured through other organisations which already have a good working relationship with members of these communities. This is often the case for the Traveller Education Service and health advocates, but may not necessarily be the case for existing site managers/ liaison officers, some of whom may have an enforcement role that has brought them into conflict with the communities in the past.
- 10.8 Participation will be greatly improved by holding the consultation in familiar and informal surroundings that are easy to get to, comfortable and warm. The office of a local organisation working with Gypsies and Travellers, or a local community building might be appropriate for instance.

- 10.9 There are low levels of literacy in some sections of the community. It is important therefore that consultation does not rely on written methods such as leaflets, surveys or feedback forms. Face to face consultation which enables Gypsies and Travellers to influence rather than just respond to the consultation agenda is important. Provision of models and computer generated images of proposed site development will also help prospective residents visualise the outcome and help identify useful refinements which may not otherwise be immediately apparent.
- 10.10 In some cases it may be appropriate to use a small number of people from the communities to represent their interests, however there is a danger with this type of approach that the perspective of some parts of the community will be missed – for instance children, women or men, or older people.
- 10.11 It would be beneficial to ensure as far as possible that sympathetic and knowledgeable architects and contractors are employed in the site design process. Local authorities could offer an “awareness raising” session on Gypsy and Traveller culture at an early stage with representatives of the local Gypsy and Traveller community, as a means of opening the dialogue and ongoing consultation needed with prospective residents to best ensure the successful design and construction of the site and best value for the money invested in it. Project managers could use suitably qualified and trained tenant liaison officers as used in social housing development.
- 10.12 The timing of the consultation will be important. For instance women are more likely to be able to take part in consultation that takes place on sites during the day (and outside school pick up hours) whereas men may be more likely to be able to make evening meetings.
- 10.13 One to one interviews are one method of consulting, but they can be time-consuming and do not provide an opportunity to attempt to resolve differing opinions. Focus groups can be a good way to encourage discussions around matters where there are differing perspectives and where there is a need to achieve a consensus position. If some tensions between different members of the community are anticipated then small meetings or group discussions will work better than large meetings.
- 10.14 Where prospective site residents or those already living on a site which is to be refurbished have appropriate skills, consideration could be given to proposing their involvement in the work required, provided they are included on the appropriate register of preferred contractors.
- 10.15 Gypsy and Traveller Accommodation Needs Assessments may gather views on site design and ask about satisfaction with existing sites. This information should be drawn upon where available.

Case Study 6

South Liberty Lane site, Bristol

Bristol County Council used 'Planning for Real' methods to consult with Gypsies and Travellers on the design for a new permanent site. This method of consultation involves making a three dimensional model of the area to be developed/improved. This encourages consultees to consider the area as a whole and how the different elements of their environment impact upon one another. They started by getting Gypsy and Traveller children to make models of the site, and made this into a fun event. The parents then became curious and got involved too. Consultation was carried out on a range of existing sites and at Stowe Fair.

The result of this consultation has been a 'state of the art' 12 pitch site. Many of the features were directly influenced by the consultation, including:

- Semi-detached utility buildings that incorporate a day room, kitchen, bathroom/toilet and separate toilet
- Boiler and central heating in utility buildings
- A variety of power points on each pitch to enable flexible positioning of trailers and caravans and avoid trailing wires
- The use of built-up flower beds to prevent trailers being positioned too close to each other
- Low walls and gates separating each pitch and creating 'defensible' space
- Parking on individual pitches
- Communal playspace for children.

Feeding back on the results of consultation

- 10.16 It will not always be possible to meet the needs and preferences of everyone and, if the reasons for this are explained clearly, this will normally be understood by participants. As a common courtesy the results of any consultation should always be fed back to the individuals and/or communities concerned. Where it has not been possible to meet the expressed preferences of the community the reasons for this should be clearly explained.
- 10.17 Once the site has been developed, this consultation process offers the basis of a permanent resident's forum, which can help sustain a good co-operative spirit of consultation between site managers and residents, a key element in managing a site successfully.

Consulting with the settled community

- 10.18 As for other kinds of development, it is important that members of the local community, whether Gypsies and Travellers or settled residents, are able to feed in views on plans for new sites.
- 10.19 Misinformation and limited contact between Gypsies and Travellers and the settled community can feed distrust and misconceptions, and these must be challenged and addressed proactively. Opposition from the settled community can delay, and in some cases prevent, the issue of planning permission for new sites. Councils and other developers need to plan for the possibility of such opposition at an early stage in the development and provide accurate information to help overturn negative stereotypes and allay concerns.
- 10.20 It will be important to demonstrate the need for new site provision in any consultation with the settled community, and the steps that the council or private developer will take to address concerns and deal with problems should they arise.

Case Study 7

Transit Site Development, Southampton

Southampton City Council has recently granted cabinet approval to allow a planning application to be made for a six pitch transit site on the outskirts of the city.

Local residents were sent a letter and information sheet setting out the proposed nature of the development and inviting them to attend public meetings. A phone hot line, email address and postal address were set up to receive comments.

The proposal was processed through both a full cabinet meeting and cabinet consultation meeting – all of which were open to the public. Local community representatives and individuals spoke at each meeting, as did a member of the Romani Rights Association.

Cabinet decided to defer the final decision for three weeks until after a public information day had been held.

The information day consisted of two drop-in events which were held in different locations both close to the proposed site and a public meeting in the larger of these two venues.

All events were held on the same day, a Saturday between 9 am and 4pm, and were attended by out of area speakers, including the Head of Kent Gypsy and Traveller Unit and the South East Regional Advisor on Gypsies and Travellers, as well local police and council officers from planning, community safety, inclusion, education and other teams.

A series of question and answer sheets were prepared for an Information Day that was attended by 450 local people. These covered: site selection and costs (which included evidence of need for the site); design and environmental matters; security, crime and community safety and having Gypsies and Travellers as neighbours. As well as providing information about the proposed development the sheets also tackled common prejudices head on. Objections from the local settled community focused on fears of increased anti-social behaviour and 'hawking', impact on local traffic conditions, potential overspill onto surrounding land; safety issues linked to the adjoining railway line, and potential negative impacts for local small businesses.

The consultation process demonstrated that the council was prepared to listen to the views of local people and devote resources to addressing concerns raised. As a result of the consultation, the council has set up a management group that includes representatives from local businesses and residents as well as agencies such as the police and schools, which will respond to any issues as they arise. It has also increased security proposals for the site, including the installation of closed circuit television and escalating charges for pitches on the site to discourage overstaying.

Annex A

Key References

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CLG – Planning Policy Statement 25: Development and Flood Risk (PPS25)

CLG – Model Standards for Park Homes (April 2008)

Commission for Racial Equality. Common Ground – Equality, good practice and race relations and sites for Gypsies and Irish Travellers

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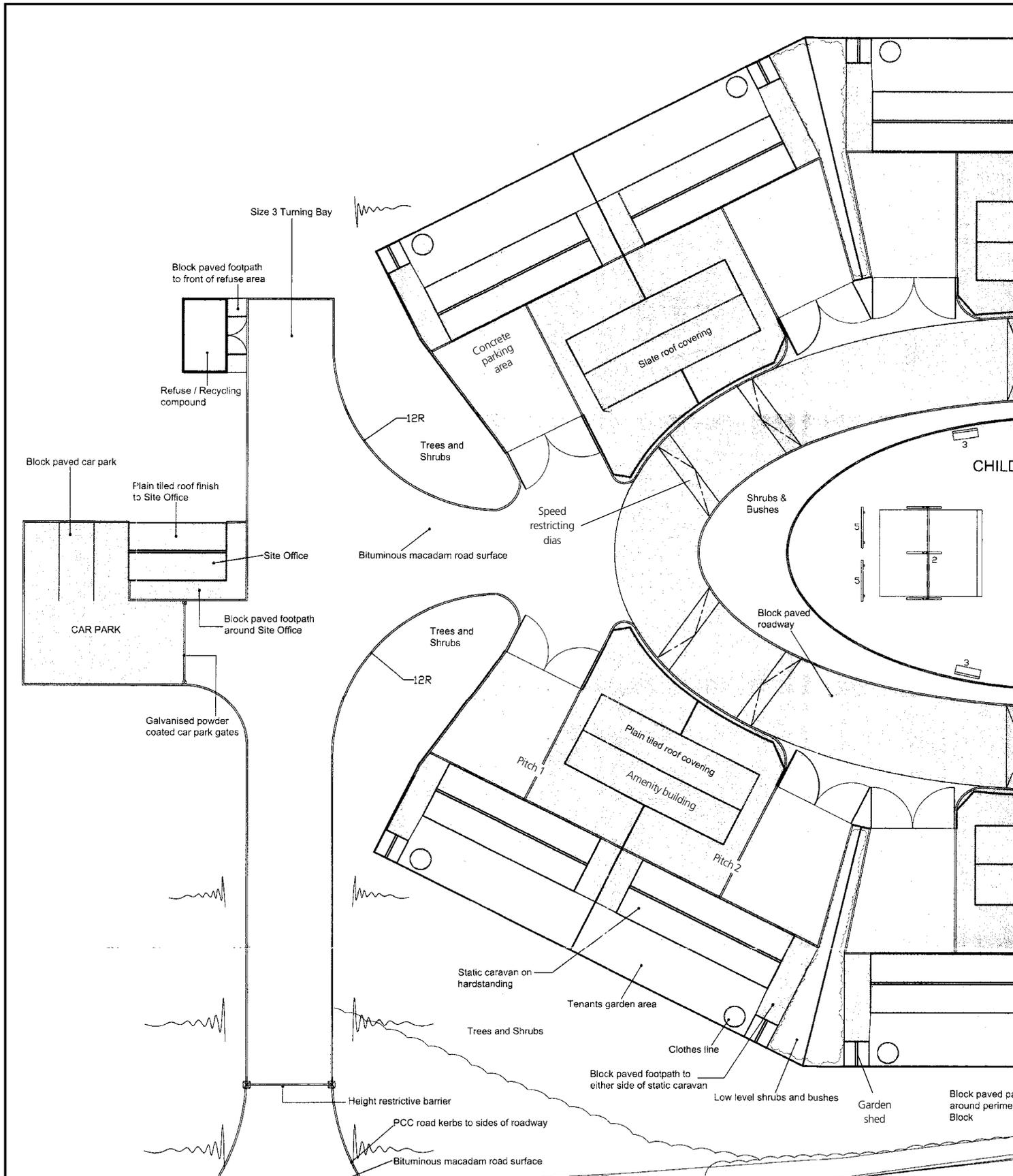
Housing Corporation Scheme Development Standards (April 2003)

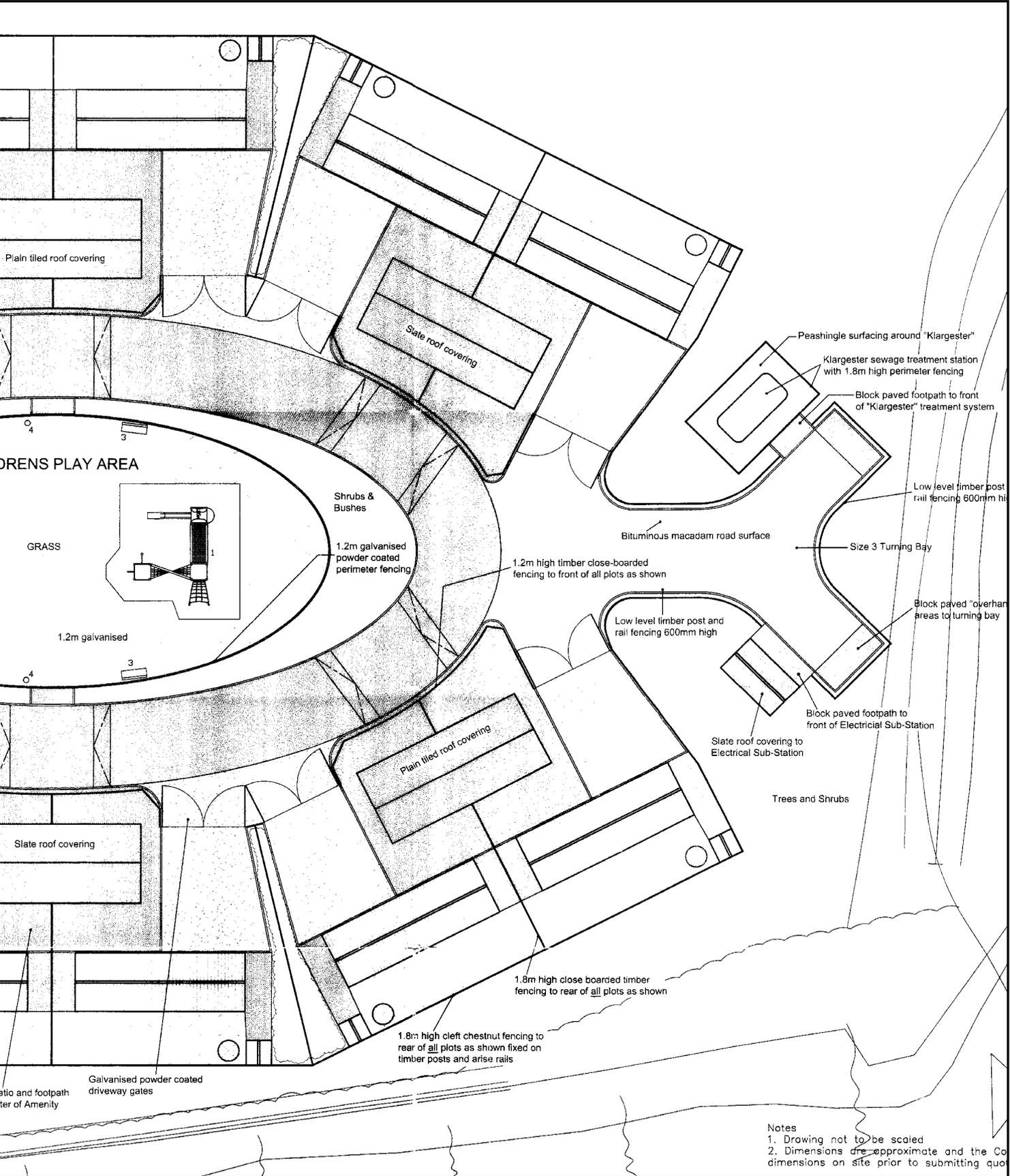
Department for Transport – Manual for Streets (March 2007)

DTLR – Better Places to Live by Design: A Companion Guide to PPG3, 2001

Travelling Showpeople's Sites – A planning focus. Model Standard Package'. Available from the Showmen's Guild of Great Britain, Guild House, 41 Clarence Street, Staines, Middlesex TW18 4SPY. Tel: 0784 461805

Annex B.1 Circular site design (see para 4.5)

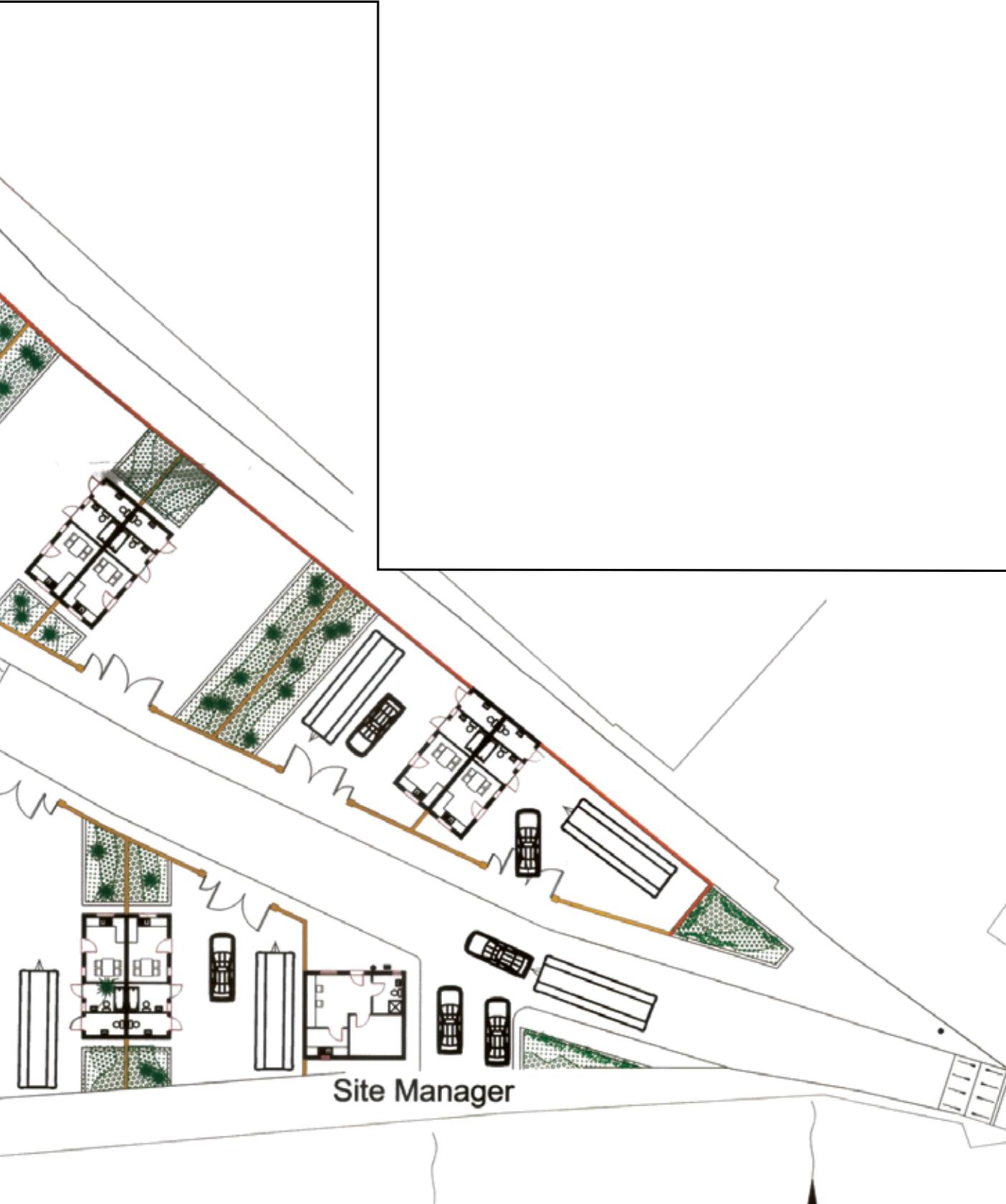




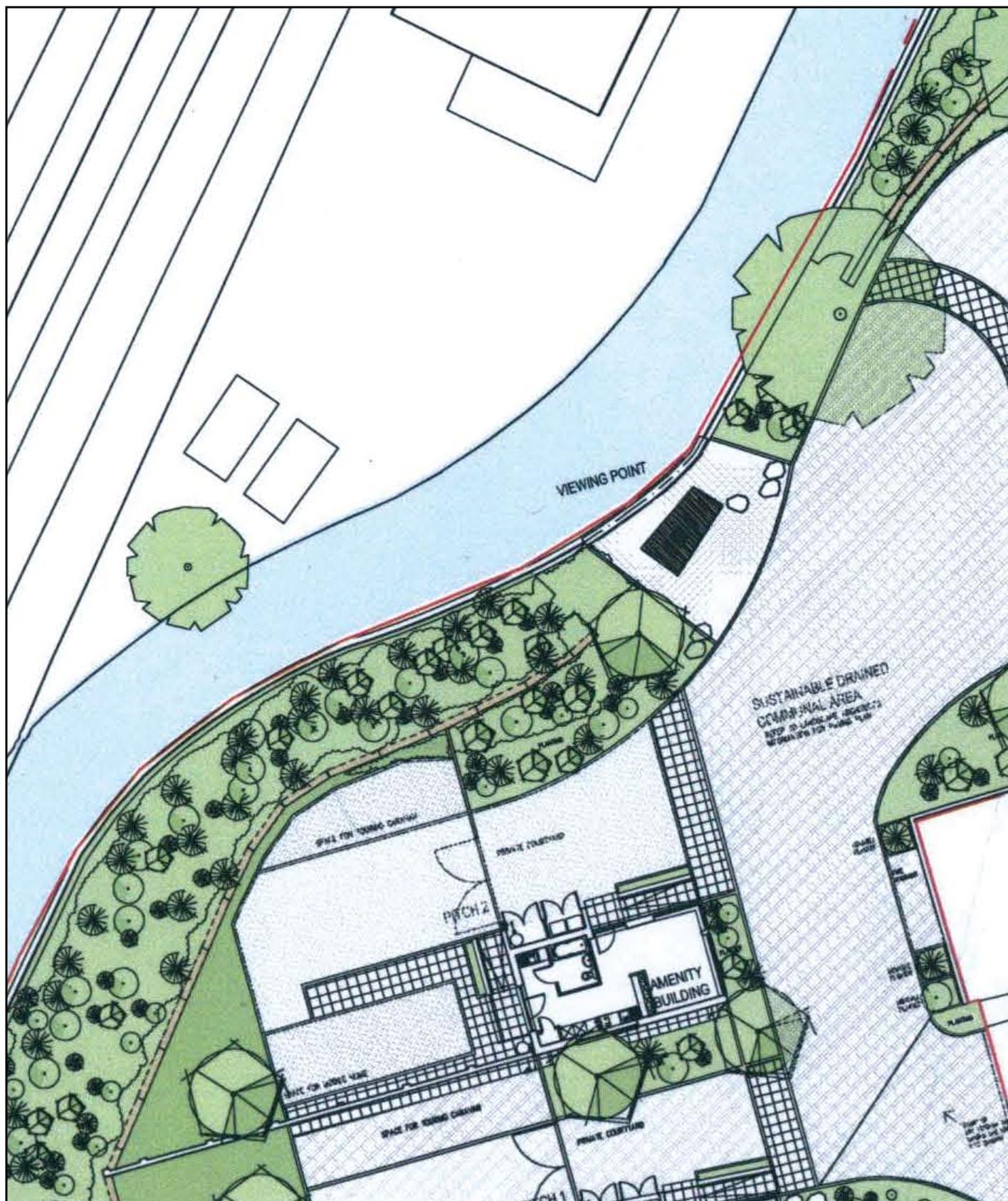
Notes
 1. Drawing not to be scaled
 2. Dimensions are approximate and the Client should check dimensions on site prior to submitting quotes

Annex B.2 Traditional site design (see para 4.5)



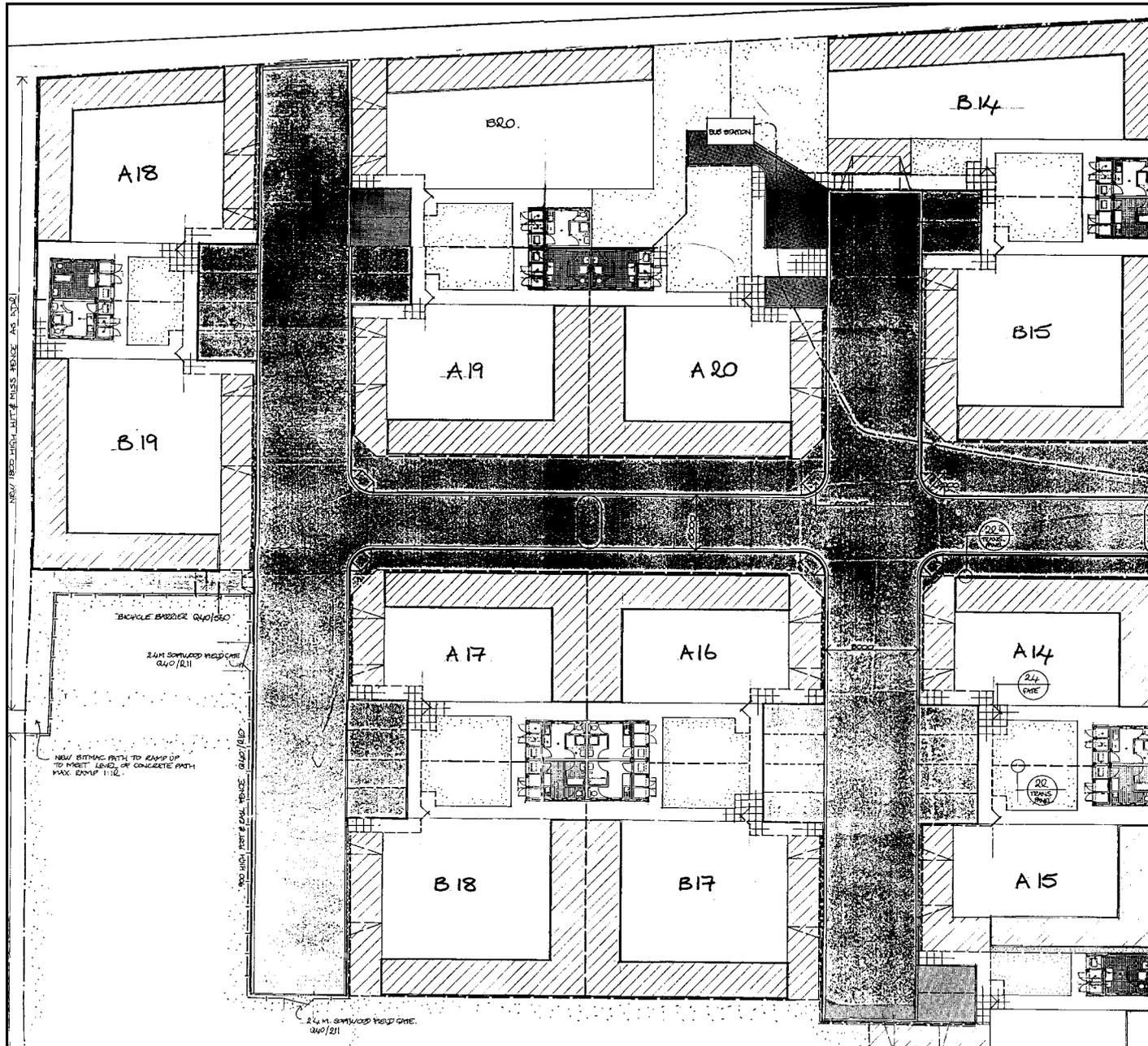


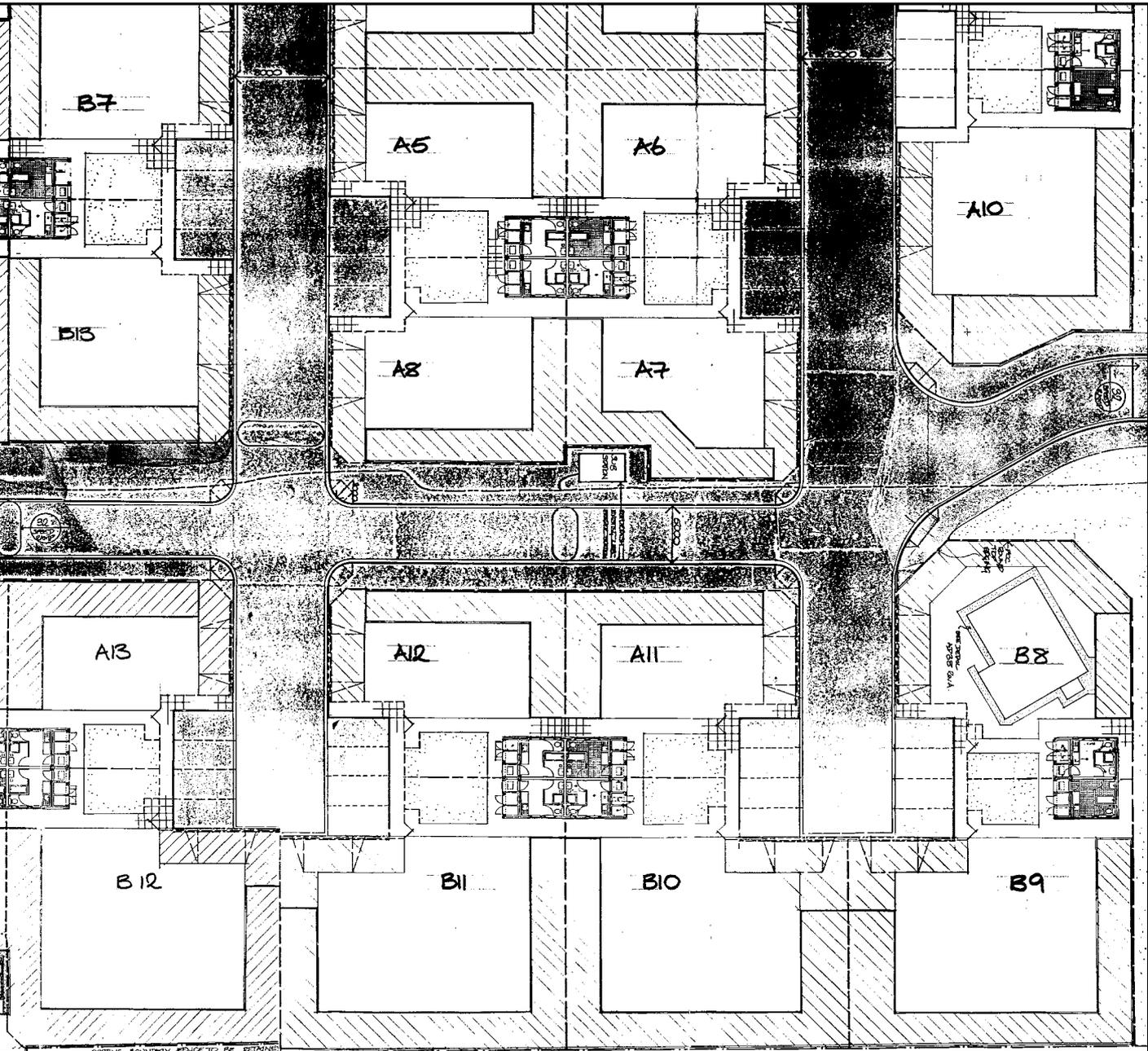
Annex B.3 Small scale site – urban location (see para 4.7)



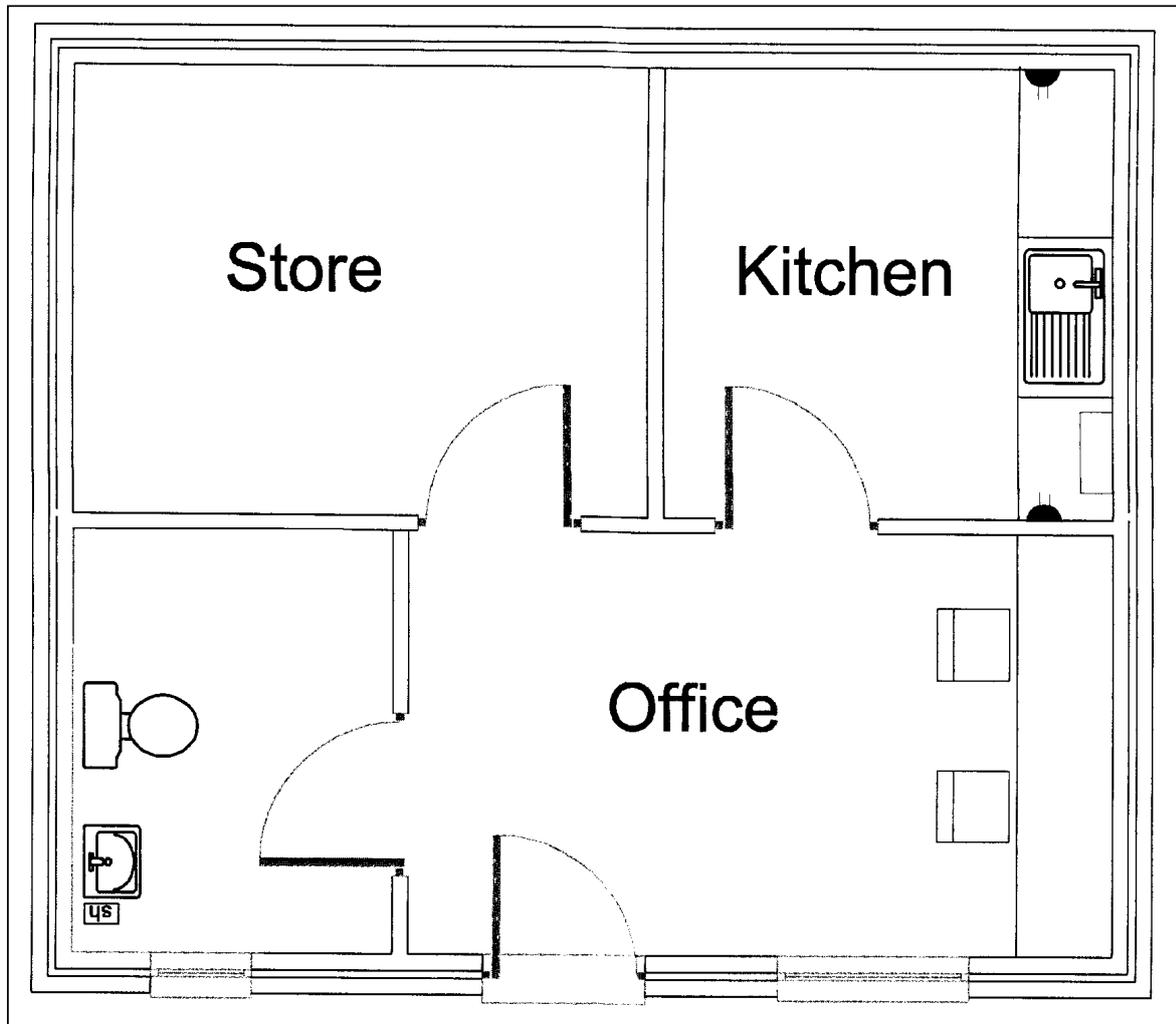


Annex B.4 Large site with small individual "closes" (see para 4.9)

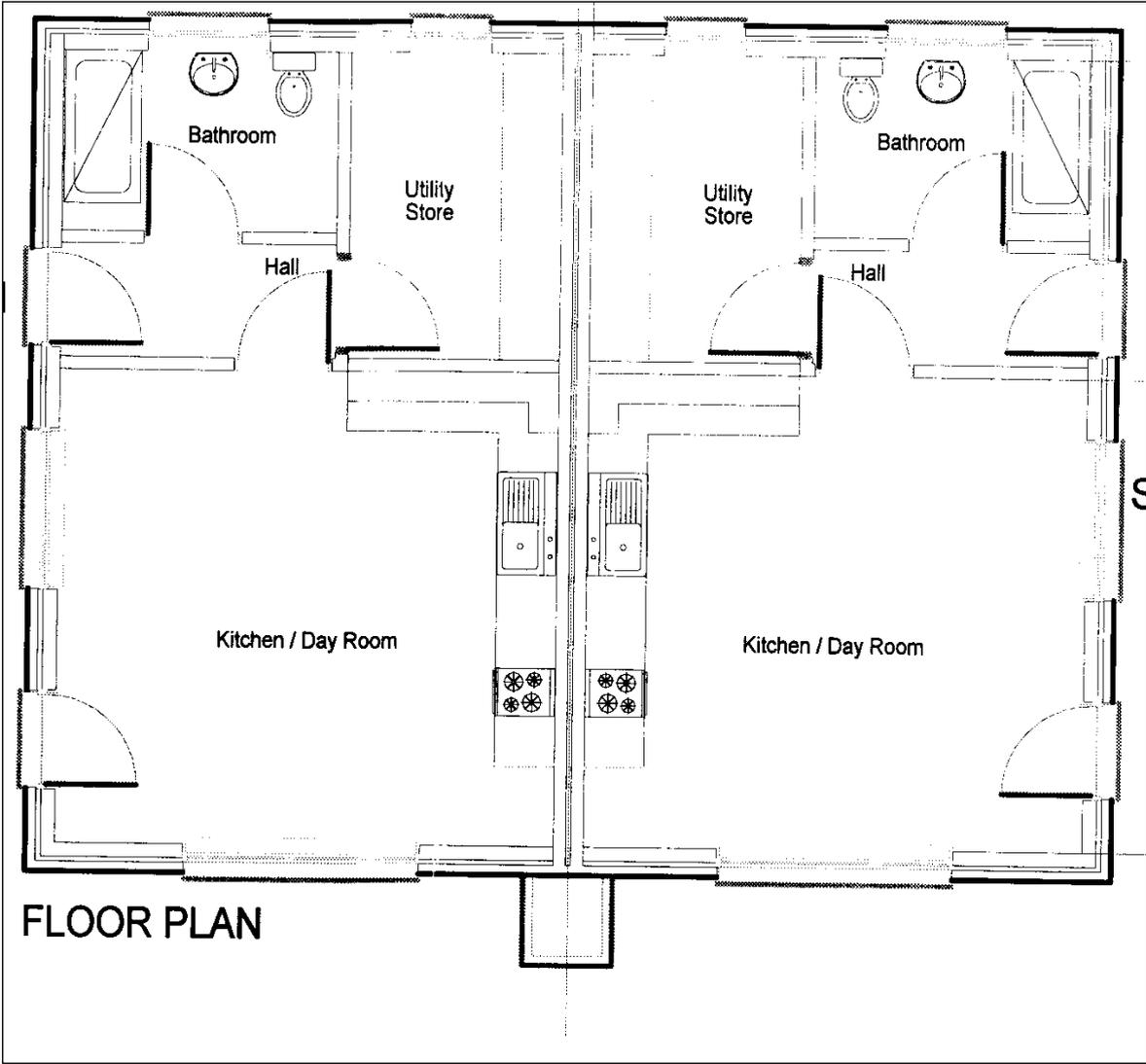




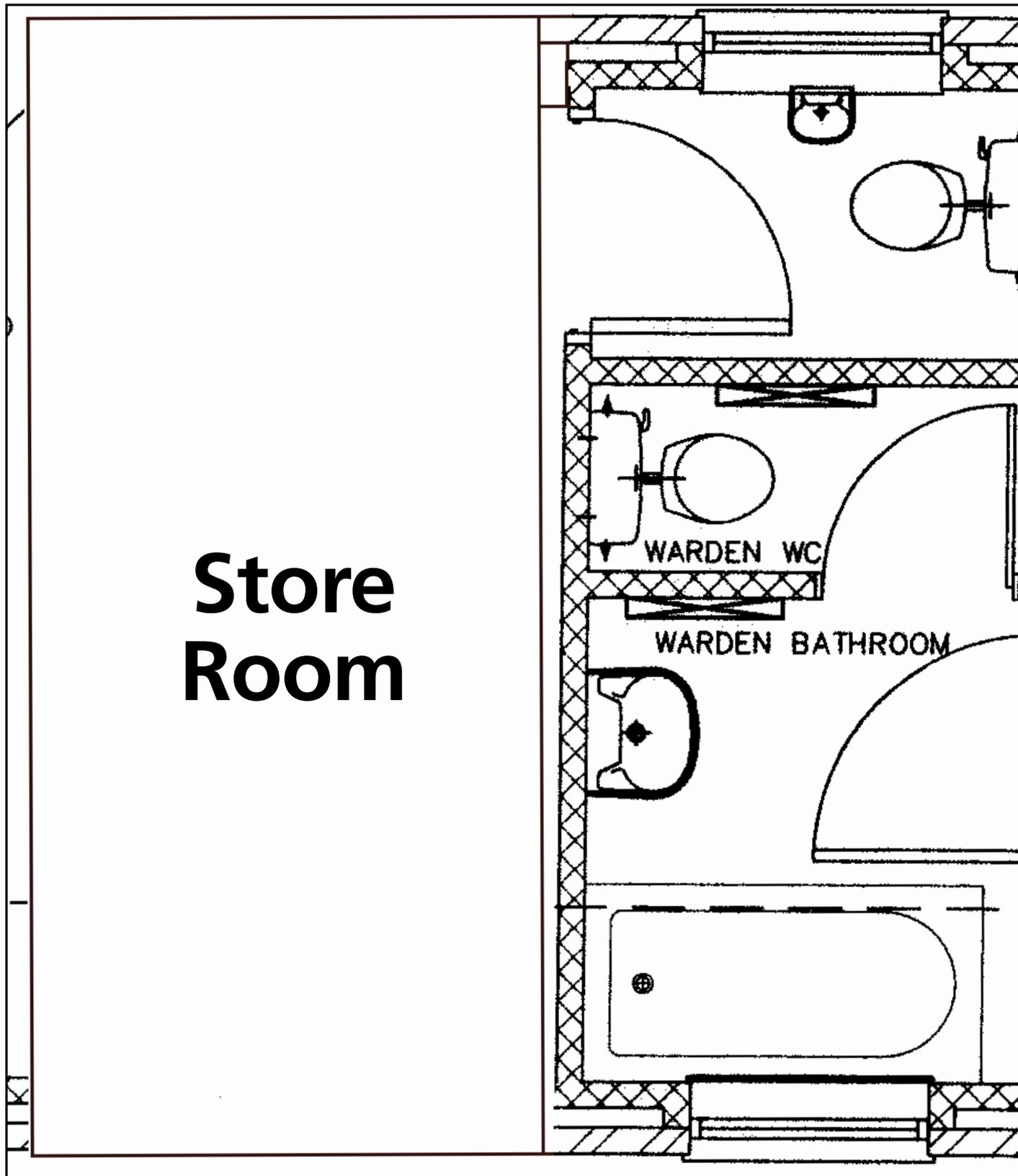
Annex B.5 Site manager's office – permanent site (see para 4.35)

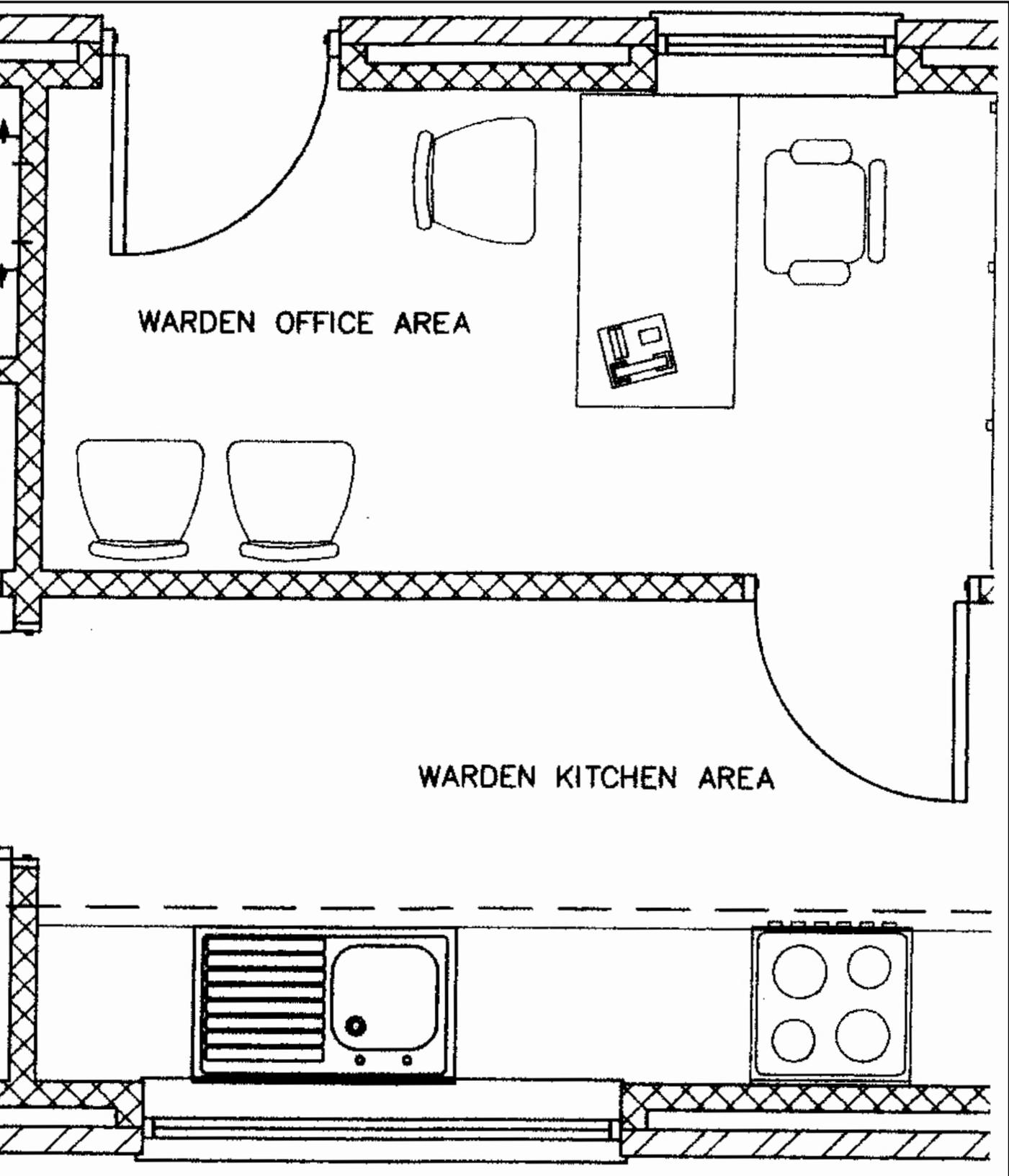


Annex B.6 Pair of amenity buildings – permanent site (see para 7.19)

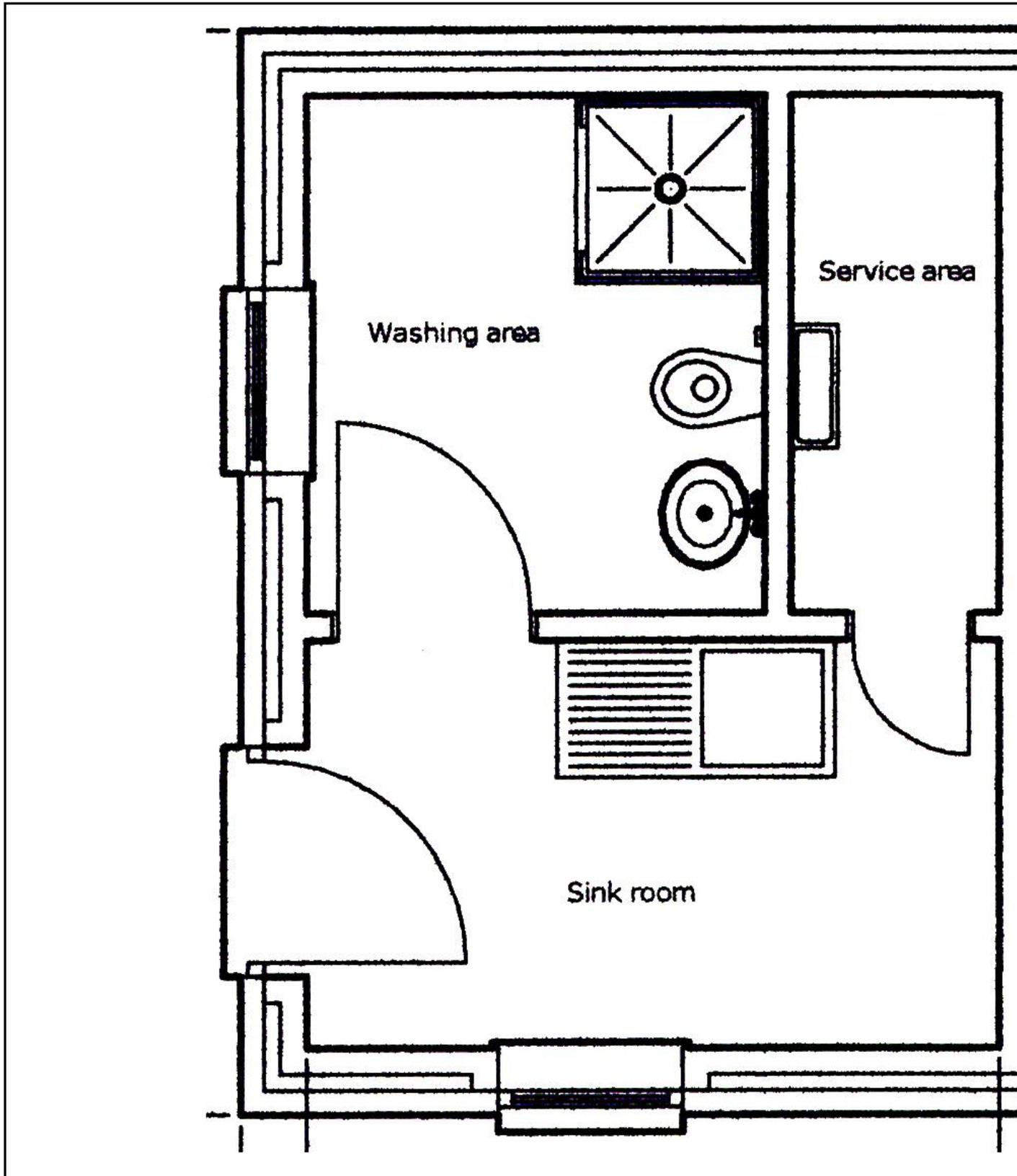


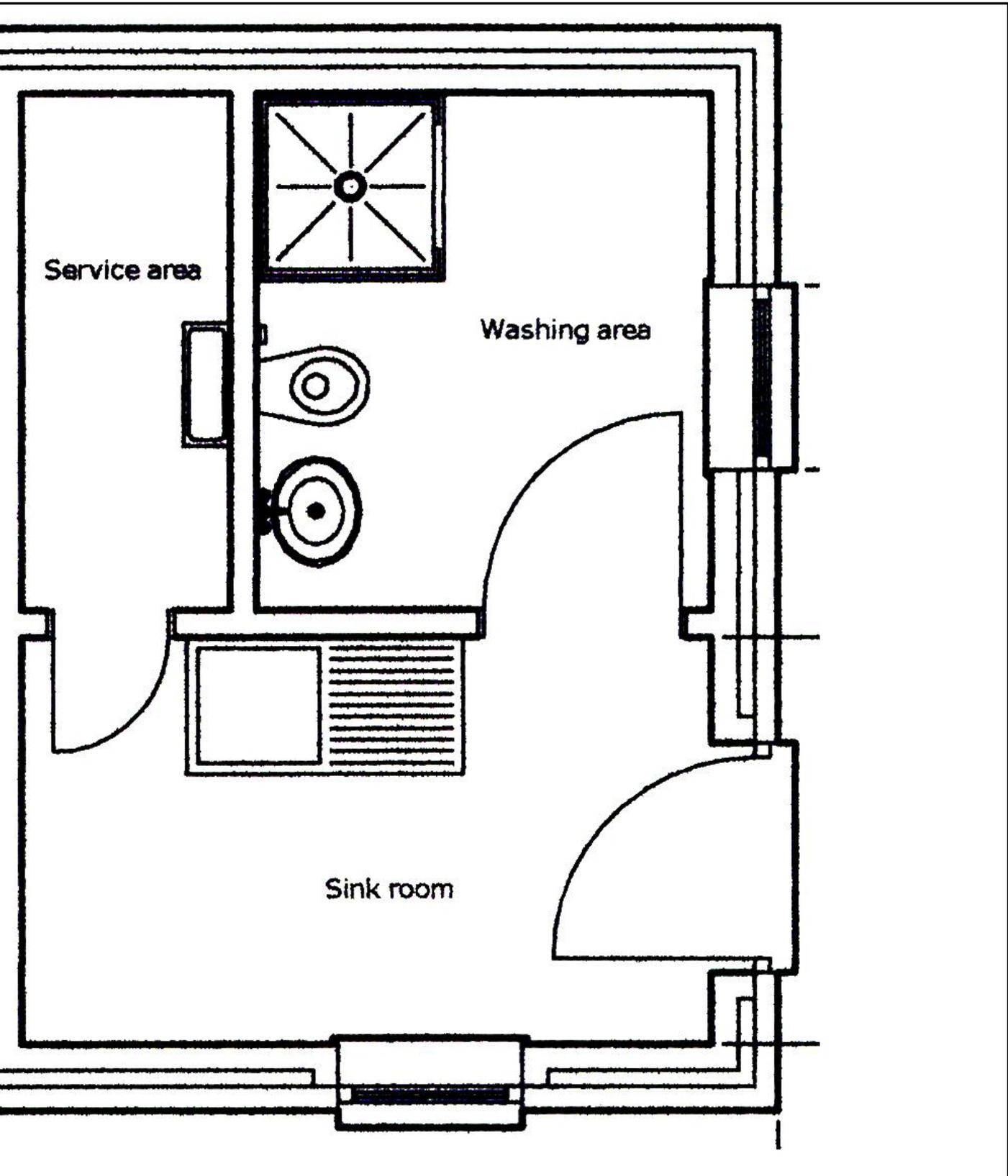
Annex B.7 Resident warden's office and accommodation – transit site (see para 8.15)





Annex B.8 Pair of amenity buildings – transit site (see para 8.29)





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Craven District Council

1 Belle Vue Square | Skipton | BD23 1FJ | www.cravencd.gov.uk

Planning Policy Team | 01756 706472 | localplan@cravencd.gov.uk



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