

# Redcar and Cleveland Gypsy and Traveller Accommodation Assessment



Final Report  
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# 1. Executive Summary

## Introduction and Methodology

- 1.1 The primary objective of the 2015 Gypsy and Traveller Accommodation Assessment (GTAA) is to provide a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpeople accommodation in Redcar and Cleveland. The GTAA provides a robust and credible evidence base which can be used to aid the implementation of Development Plan policies and the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the 15 year period to 2030.
- 1.2 The GTAA has sought to understand the accommodation needs of the Gypsy, Traveller and Travelling Showpeople population in Redcar and Cleveland through a combination of desk-based research, stakeholder interviews and engagement with members of the Travelling Community living on sites, as well as those living in bricks and mortar housing. A total of 18 interviews were completed with Gypsies and Travellers living on The Haven site; and despite efforts to identify them no interviews were completed with travellers living in bricks and mortar. A total of 24 telephone interviews were completed with Officers from the Council; Officers from neighbouring Councils; other local stakeholders including Cleveland Fire Brigade, Tees Valley Public Shared Health Service and the Society for Protection and Advancement of Romany Culture (SPARC); and a written response was received from the Showman's Guild.

## Key Findings

- 1.3 The majority of residents on The Haven site were English Travellers, with the remainder stating that they are Roma. The households surveyed showed a mixed range of ages across their members, though a much larger proportion of the population were younger and female. There were very few teenagers or young adults living on the site, with the majority (81%) of all children and teenagers aged under 10. The interviews also recorded fewer males aged 18-60 years, many of whom travel on a more regular basis.
- 1.4 Overall stakeholders reported that the current situation in Redcar and Cleveland is static and there appear to be no trends relating to Gypsies, Travellers or Travelling Showpeople.
- 1.5 In relation to the future priorities for the Council the majority of stakeholders confirmed that it depended on the results of the GTAA. If a need for pitches is the outcome then good quality pitches should be developed to meet any current and future need.
- 1.6 Some stakeholders believe that the Council and other organisations should improve services in relation to both health and education for Gypsies, Travellers and Travelling Showpeople. Other key priorities included improving opportunities to engage and consult with the Travelling Community; improved cross-boundary working; and improving community cohesion by raising awareness of Gypsies, Travellers and Travelling Showpeople issues.

## Additional Pitch Needs – Gypsies and Travellers

- 1.7 Based upon the evidence presented in this study the pitch provision needed for Gypsies and Travellers to 2030 in Redcar and Cleveland is for **8 additional pitches**, as detailed in the table below. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the Gypsy and Traveller population arising in Redcar and Cleveland. A detailed breakdown which sets out the components that make up this additional need, together with any other issues that have been taken into consideration are included in Chapter 7 of this report.
- 1.8 The study has assumed that the needs arising from new household formation of 8 is apportioned over the 5 year time periods based on a net compound growth rate of **2.50%**.

**Table 1**  
Extra net pitch provision in Redcar and Cleveland in 5 Year Periods

|                      | 2015-2020 | 2020-2025 | 2025-2030 | Total    |
|----------------------|-----------|-----------|-----------|----------|
| Redcar and Cleveland | 2         | 3         | 3         | <b>8</b> |

- 1.9 It is also important to consider the impact that the overall assessment of need may have if a change in the definition of Gypsies and Travellers is introduced. This may result in the exclusion of those who no longer travel in the assessment of need. For example the site interviews indicated that only a small number of households on The Haven site travel on a regular basis.

## Additional Pitch Needs – Travelling Showpeople

- 1.10 This study recommends that there is **no need for any provision for Travelling Showpeople** to be made given that none were identified living in Redcar and Cleveland or seeking to move to Redcar and Cleveland.

## Transit Provision

- 1.11 Evidence provided by stakeholders and data from the Council indicates that there are only a very small number of roadside encampments in Redcar and Cleveland each year and that these are almost all families passing through en route to another destination, visits to friends or family, or attending a specific event. Therefore it is recommended that there **is not a need to provide any transit provision at this time** – although the Council should continue to closely monitor unauthorised encampments in partnership with neighbouring local authorities.

## 2. Introduction

### The Study

- 2.1 Opinion Research Services (ORS) were appointed by Redcar & Cleveland Borough Council (the Council) in November 2014 to complete a robust and up-to-date needs assessment of accommodation for Gypsies and Travellers to 2030.
- 2.2 The study provides an evidence base to enable the Council to comply with their requirements towards Gypsies, Travellers and Travelling Showpeople under the Housing Act 2004, the National Planning Policy Framework (NPPF) 2012, the Planning Practice Guidance (PPG), and Planning Policy for Traveller Sites (PPTS) 2012.
- 2.3 The GTAA provides a robust assessment of need for Gypsy, Traveller and Travelling Showpeople accommodation in Redcar and Cleveland. It is a robust and credible evidence base which can be used to aid the implementation of development plan policies and the provision of traveller pitches and plots for the period to 2030. As well as identifying current and future permanent accommodation needs, it will also seek to identify whether or not the Council needs to plan for the provision of transit sites or emergency stopping places.
- 2.4 We would note at the outset that the study covers the needs of Gypsies (including English, Scottish, Welsh and Romany Gypsies), Irish Travellers, New Age Travellers, and Travelling Showpeople, but for ease of reference we have referred to the study as a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment (GTAA).

### Local Planning Policy in Redcar and Cleveland

- 2.5 The Tees Valley Gypsy and Traveller Accommodation Assessment (2009) estimated that 3 additional residential pitches would be required in the borough by 2021. The Council published its second Gypsy and Traveller Strategy in 2007. Its objectives are set out below:
  - » Balance the rights and needs of resident communities with those of Gypsies and Travellers.
  - » Manage unauthorised camping in an efficient and effective way, having regard to the potential level of nuisance for local residents and businesses and the rights and responsibilities of Gypsies and Travellers.
  - » Work with partners and other local authorities, the voluntary sector and police to address issues of social exclusion amongst Gypsy and Traveller communities.

The Council are currently carrying out this review of the Gypsy, Traveller and Travelling Showpeople Accommodation Needs as part of updating the evidence base for their upcoming Local Plan.

## Definitions

2.6 For the purposes of the planning system, the current definition<sup>1</sup> for Gypsies and Travellers means:

*Persons of nomadic habit of life, whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such. (Planning Policy for Traveller Sites, DCLG, March 2012).*

2.7 Within the main definition of Gypsies and Travellers, there are a number of main cultural groups which include:

- » Romany Gypsies
- » Irish Travellers
- » New Age Travellers.

2.8 Romany Gypsies and Irish Travellers are recognised in law as distinct ethnic groups and are legally protected from discrimination under the Equalities Act 2010.

2.9 Alongside Gypsies and Travellers, a further group to be considered is Travelling Showpeople. They are defined as:

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

## Legislation and Guidance for Gypsies and Travellers

2.10 Decision-making for policy concerning Gypsies, Travellers and Travelling 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 developing policies relating to Gypsies, Travellers and Travelling Showpeople:

- » Planning Policy for Traveller Sites (PPTS), 2012
- » National Planning Policy Framework (NPPF), 2012
- » Planning Practice Guidance (PPG)
- » Gypsy and Traveller Accommodation Needs Assessments Guidance, 2007
- » The Human Rights Act 1998 (when making decisions and welfare assessments)
- » The Town and Country Planning Act, 1990
- » Criminal Justice and Public Order Act, 1994

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<sup>1</sup> Changes to this definition were the subject of a consultation by DCLG that ended in November 2014

- » Anti-social Behaviour Act, 2003
- » Planning and Compulsory Purchase Act, 2004
- » Housing Act, 2004 (which requires local housing authorities to assess the accommodation needs of Gypsies and 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).

- 2.11 To focus on Gypsies and Travellers, the Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities from the Caravans Act 1968 to provide appropriate accommodation for Gypsies and Travellers. However, at this time Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.
- 2.12 For site provision, the previous Government guidance focused on increasing site provision for Gypsies and Travellers and Travelling Showpeople and encouraged local authorities to have a more inclusive approach within their Housing Needs Assessment. The Housing Act 2004 Section 225 requires 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 and Travelling Showpeople either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 2.13 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.
- 2.14 The Government announced that 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. The DCLG published 'Planning Policy for Traveller Sites' in March 2012 which set out the Government's policy for traveller sites. It should be read in conjunction with the National Planning Policy Framework.
- 2.15 A letter from the Parliamentary Under Secretary of State for the Department for Communities and Local Government in March 2014 helped to clarify the Government's position on household formation rates and also suggested that current planning guidance will soon be updated and stated:

*'Following the recent consolidation of planning guidance we will be seeking to consult on updating and streamlining the remaining elements of traveller planning practice guidance and also on strengthening traveller planning policy. We will ensure that any new guidance supports councils to accurately assess their needs and would remove ambiguous references to the 3% growth rate figure, which, I stress, is only illustrative. This would, once published, have the effect of cancelling the last Administration's guidance.'*

*'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, though in some cases we are aware that inspectors have, in considering the level of unmet local need when demonstrating specific traveller appeals, used the 3% growth rate figure in the absence of a local authority's own up-to-date assessment of need.'*

<sup>2.16</sup> More recently (Sept–Nov 2014) DCLG launched a consultation on proposed changes to government policy on Planning and Travellers. This consultation addressed a number of issues including ensuring that the planning system applies fairly and equally to both the settled and traveller communities; further strengthening protection of sensitive areas and Green Belt; and addressing the negative impact of unauthorised occupation. It also set out how local authorities should assess future traveller accommodation needs in Annex A of the consultation document and this is very similar to the approach set out in this study. The consultation ended in November 2014 and the Council will need to be aware of the implications should subsequent changes to national policy and guidance be made.

## Planning Policy for Traveller Sites (PPTS)

<sup>2.17</sup> Planning Policy for Traveller Sites, which came into force in March 2012, sets out the direction of Government policy. Planning Policy for Traveller Sites is closely linked to the National Planning Policy Framework<sup>2</sup>. Among other objectives, the aims of the policy in respect of traveller sites are (PPTS Pages 1-2):

- » *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.*

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<sup>2</sup> <http://planningguidance.planningportal.gov.uk/>

- » *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.*

<sup>2.18</sup> In practice, the document states that (PPTS 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.*

<sup>2.19</sup> PPTS goes on to state (Page 3) that in producing their Local Plan local planning authorities should:

- » *Identify and annually update 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 6-10 and, where possible, for years 11-15.*
- » *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.*

<sup>2.20</sup> Local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for traveller sites. However, 'Planning Policy for Traveller Sites' also notes on Pages 3-4 that:

- » *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.*

## Tackling Inequalities for Gypsy and Traveller Communities

<sup>2.21</sup> In April 2012 the Government issued a further document relating to Gypsies and Travellers titled 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers' (DCLG April 2012).

<sup>2.22</sup> The aforementioned report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including:

- » 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 £60 million 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

- <sup>2.23</sup> In 2011 the Government introduced financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new pitches on local authority or Registered Provider-owned and managed sites, local authorities are eligible for a New Homes Bonus equivalent to Council Tax (based on the national average for a Band A property), plus an additional affordable homes premium of £350 per annum for six years. This equates to around £8,000 per pitch.
- <sup>2.24</sup> Direct grant funding was 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 DCLG in April 2009. Since then they have invested £16.3million in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches, through bids from local authorities, Housing Associations and traveller community groups working with Registered Providers.
- <sup>2.25</sup> The HCA has now confirmed allocations for all of its £60 million of future funding through the Traveller Pitch Funding and New Homes Bonus incentives which will support 96 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. For the HCA 2015-18 Affordable Housing Programme there is no ring-fenced funding, but proposals for Gypsy and Traveller pitches will be considered within the programme. The table below shows the current allocation outside of London.

**Figure 1**  
HCA Grant Allocations for New Pitches (Source: HCA 2014)

| Local Authority Area                 | Amount of money    | Number of new pitches |
|--------------------------------------|--------------------|-----------------------|
| East and South East                  | £6,218,381         | 91                    |
| Midlands                             | £14,126,576        | 216                   |
| North East, Yorkshire and The Humber | £15,328,694        | 375                   |
| North West                           | £3,850,763         | 108                   |
| South and South West                 | £16,713,954        | 309                   |
| <b>Total</b>                         | <b>£56,238,368</b> | <b>1,099</b>          |

- <sup>2.26</sup> While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Local authorities and Registered Providers are advised to continue to work closely with HCA area teams to develop their proposals should any further funding become available as a result of some funded schemes not proceeding.
- <sup>2.27</sup> In addition to HCA funding and the New Homes Bonus, other sources of funding should be considered, for example S106 funding that has been identified to fund the provision of new pitches in other local authorities, working closely with Registered Providers, and encouraging the development or expansion of other private sites or yards.
- <sup>2.28</sup> It should be noted that the Council successfully secured funds through allocation of TPF from the HCA totalling £890,000 which, together with £136,800 of funding from the Council, was to be used to reconfigure The Haven site, increasing the number of residential pitches from 13 to 18 whilst also ensuring the amenity units on each pitch are larger and more practical. As part of the bid for funds, residents of the site participated in a consultation exercise concerning the site refurbishment plans. They were supportive of the proposed works and also commented as to how the site could be improved.

## 3. Methodology

- 3.1 This section sets out the methodology that has been followed to deliver the outputs for this study. Over the past 10 years ORS has developed a methodology which provides the required outputs from a Gypsy and Traveller (and Travelling Showpeople) Accommodation Assessment and this has been updated in light of Planning Policy for Traveller Sites, as well as recent changes set out by the Planning Minister in March 2014, with particular reference to new household formation rates, and the recent DCLG consultation. This is an evolving methodology that has been adaptive to recent changes in planning policy as well as the outcomes of Local Plan examinations and planning appeals that ORS have been involved in. More recently ORS were approached by the Welsh Government to provide advice to support the development of new Gypsy and Traveller Policy for Wales on the basis of our considerable experience in undertaking GTAA studies across the UK, having completed studies for over 100 local authorities since PPTS was published in 2012.
- 3.2 The stages below provide a summary of the revised methodology that was used to complete this study. More information on each stage is provided in the appropriate sections of this report.

### Glossary of Terms

- 3.3 A Glossary of Terms can be found in **Appendix A**.

### Stage 1: Desk-Based Research

- 3.4 At the outset of the project ORS researched the background to the Gypsy, Traveller and Travelling Showpeople population in Redcar and Cleveland. This comprised the collation of a range of important secondary data from the following available sources:
- » Census data.
  - » Details of all authorised public and private sites and yards.
  - » Site management records.
  - » Waiting lists.
  - » Biannual Traveller Caravan Counts.
  - » Records of any unauthorised sites and encampments.
  - » Relevant information from planning, housing, education, community safety, environmental health and health services.
  - » Information on planning applications and appeals.
  - » Information on any other current enforcement actions.
  - » Existing GTAAs and other relevant local studies.
  - » Existing policy, guidance and best practice.

- 3.5 This data has been used to inform the stakeholder interviews and fieldwork and has also been analysed in conjunction with the outcomes of the other elements of the study to allow ORS to complete a thorough review of the needs of travelling communities in Redcar and Cleveland.

## Stage 2: Stakeholder Engagement

- 3.6 This study included extensive local stakeholder engagement. This involved a series of in-depth telephone interviews with officers from Planning; Housing; Traveller Education and Enforcement. In addition interviews were completed with the manager of The Haven site, the Society for the Promotion and Advancement of Romany Culture (SPARC), a local planning consultant, the NHS South Tees CCG, Coast and Country Housing (a Registered Provider who took over the ownership and management of homes from Redcar & Cleveland Borough Council as part of a large-scale voluntary stock transfer (LSVT) in July 2002), and the Showmen's Guild.
- 3.7 Contact was made with the Gypsy Council but they refused to participate in the study unless they received payment for their time. Despite this ORS are confident that the outcomes of the study are robust due to other successful stakeholder engagement.
- 3.8 The stakeholder interviews covered the following key topics:
- » What dealings or relationships people have with Gypsies, Travellers and Travelling Showpeople.
  - » Experiences of any particular issues in relation to Gypsies, Travellers and Travelling Showpeople.
  - » Awareness of any Gypsy and Traveller sites and Travelling Showpeople yards either with or without planning permission and whether this varies over the course of a year.
  - » Any trends people may be experiencing with regard to Gypsies, Travellers and Travelling Showpeople (e.g. increase in privately owned sites or temporary sites).
  - » What attracts Gypsies, Travellers and Travelling Showpeople to an area.
  - » Identification of any seasonal fluctuations that may occur.
  - » Awareness of any occurrences of temporary stopping by travellers.
  - » Identifying the relationship between the settled and travelling communities.
  - » Awareness of any travellers currently residing in bricks and mortar accommodation.
  - » Awareness of any cross boundary issues.
  - » Any other comments on the Gypsy, Traveller and Travelling Showpeople community in the study area.

## Stage 3: Working Collaboratively with Neighbouring Planning Authorities

- 3.9 Interviews were also conducted with officers from neighbouring planning authorities and any other authorities where we identified a direct link with the needs of the study area – for example transit sites and wider travelling routes. The interviews ensure that the GTAA addresses wider issues that may impact on the outcomes of the study. These stakeholders were identified as part of the desk-based review and in

conjunction with officers from the Council. Interviews were conducted with officers from the following neighbouring authorities and covered the same broad issues as the local stakeholder interviews:

- » Darlington
- » Hambleton
- » Hartlepool
- » Middlesbrough
- » North York Moors National Park
- » Scarborough
- » Stockton-on-Tees

## Stage 4: Survey of Travelling Communities

- <sup>3.10</sup> Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in Redcar and Cleveland. This work identified 1 public site (18 pitches) and 2 unauthorised sites (each 1 pitch). Full details of the sites can be found in **Appendix B**.
- <sup>3.11</sup> ORS sought to undertake a full demographic study of *all* pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. All pitches were visited by experienced ORS researchers who conducted interviews with residents on as many pitches as possible to determine their current demographic characteristics, whether they have any current or likely future accommodation needs and how these may be addressed, and whether there are any concealed households or doubling-up. The interview was based around an approach that was agreed with the Council. A copy of the Site Visit Record Form can be found in **Appendix C**. This approach also allowed the interviewers to identify information about the sites and pitches that could help support any future work on possible site expansion by undertaking an overall assessment of each pitch/site.
- <sup>3.12</sup> Where it was not possible to undertake an interview, researchers captured as much information as possible about the site from site management or from residents on adjacent sites or pitches.
- <sup>3.13</sup> All of the site fieldwork was undertaken during January 2015.

## Stage 5: Bricks and Mortar Households

- <sup>3.14</sup> In our experience many Planning Inspectors and Appellants question the accuracy of GTAA assessments in relation to those Gypsies and Travellers living in bricks and mortar accommodation who may wish to move on to a site. ORS feel that the only practical approach is to take all possible measures to identify as many households in bricks and mortar who may want to take part in an interview to determine their future accommodation needs, including a wish to move to a permanent pitch in the study area.
- <sup>3.15</sup> Contacts in bricks and mortar were sought through a wide range of sources including speaking with people living on existing sites to identify any friends or family living in bricks and mortar who may wish to move to a site, intelligence from the Council and other local stakeholders including Coast and Country Housing. Adverts were also placed prominently on the Council's website as well as on the Travellers Times website.<sup>3</sup>

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<sup>3</sup>Details can be found in **Appendix D**

- 3.16 Through this approach we endeavoured to do everything within our means to publicise that a local study was being undertaken in order to give all households living in bricks and mortar who may wish to move on to a site the opportunity to make their views known to us.
- 3.17 As a rule we do not extrapolate the findings from our fieldwork with Gypsies and Travellers living in bricks and mortar households up to the estimated Gypsy and Traveller bricks and mortar population as a whole, and work on the assumption that those wishing to move will make their views known to us based on the wide range of publicity that we put in place.

## Stage 6: Current and Future Pitch/Plot Need

- 3.18 The methodology used by ORS to calculate future pitch and plot need has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best practice from Gypsy, Traveller and Travelling Showpeople Accommodation Assessments conducted across the country.
- 3.19 To identify need, Planning Policy for Traveller Sites requires an assessment for current and future pitch needs, but does not provide a methodology for this. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the population. The key factors in each of these elements are set out below and will be set out in more detail in Chapter 6 of this report:

## Supply of Pitches

- » Current vacant pitches.
- » Pitches currently with planning consent due to be developed within the study period (unimplemented sites).
- » Pitches to be vacated by households moving to bricks and mortar.
- » Pitches to be vacated by households moving from the study area (out-migration).

## Current Need

- 3.20 Total current need, which is not necessarily the need for additional pitches because they may be able to be addressed by space available in the study area, is made up of the following. It is important to address issues of double counting:
- » Households on unauthorised sites or encampments for which planning permission is not expected.
  - » Concealed households/doubling-up/over-crowding.
  - » Households in bricks and mortar wishing to move to sites or yards.
  - » Households on waiting lists for public sites.

## Future Need

- <sup>3.21</sup> Total future need is the sum of the following three components:
- » Households living on sites with temporary planning permissions.
  - » Population and household growth.
  - » Movement to and from sites.
- <sup>3.22</sup> Household formation rates are often the subject of challenge at appeals or examinations. We agree with the position now being taken by DCLG (as set out in the Introduction to this report) and firmly believe that any household formation rates should use a **robust local evidence base**, rather than simply relying on precedent. This is set out in more detail later in Chapter 6 of this report.
- <sup>3.23</sup> All of these components of supply and need are presented in easy to understand tables which identify the overall net need for current and future accommodation for both Gypsies and Travellers. No Travelling Showpeople were identified in Redcar and Cleveland. This has proven to be a robust model for identifying needs. The residential and transit pitch needs for Gypsies and Travellers are identified separately and the needs are identified in 5 year periods to 2030.

## Stage 7: Conclusions

- <sup>3.24</sup> This stage of the study will draw together the evidence from Stages 1 to 6 to provide an overall summary of the needs for Gypsies and Travellers in Redcar and Cleveland.

## 4. Gypsy, Traveller and Travelling Showpeople Sites and Population

### Sites in Redcar and Cleveland

- 4.1 A Strategic Housing Market Assessment (SHMA) focuses upon the number and type of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy, Traveller and Travelling Showpeople accommodation needs.
- 4.2 One of the main considerations of this study is to provide evidence to support the provision of pitches and plots for Gypsies and Travellers and Travelling Showpeople. 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 and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople. Throughout this study the main focus is upon how many extra pitches for Gypsies and Travellers and plots for Travelling Showpeople are required in Redcar and Cleveland.
- 4.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of a Gypsy and Traveller site is the publicly-provided residential site, which is provided by a local authority or by a Registered Provider (usually a Housing Association). Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing).
- 4.4 The alternative to public residential sites are private residential sites for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally the majority of Travelling Showpeople yards are privately owned and managed.
- 4.5 The Gypsy, Traveller and Travelling Showpeople population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few days or weeks to a period of months. An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate, for a temporary period, Gypsies, Travellers and Travelling Showpeople whilst they travel. A number of authorities also operate an accepted encampments policy where short-term stopovers are tolerated without enforcement action.

- 4.6 Further considerations for the Gypsy and Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers or with the approval of the land owner, 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.
- 4.7 In Redcar and Cleveland there is 1 public residential site and no other authorised provision for Gypsies, Travellers or Travelling Showpeople. The public site provides a total of 18 residential pitches. There were also 2 unauthorised sites identified and further details can be found in Chapter 5.

**Figure 2**  
**Total amount of authorised provision in Redcar and Cleveland**

| Category   | Sites/Yards | Pitches/Plots |
|--|-------------|---------------|
| Private with permanent planning permission       | 0           | 0             |
| Private sites with temporary planning permission | 0           | 0             |
| Public Sites (Council and Registered Providers)  | 1           | 18            |
| Transit Provision                                | 0           | 0             |
| Travelling Showpeople Provision                  | 0           | 0             |

## The Haven Site

- 4.8 Opened mid-1990, The Haven is the only authorised Gypsy and Traveller site within Redcar and Cleveland. It is a publicly-owned site.
- 4.9 Since it opened The Haven has suffered from spates of vandalism which have resulted in temporary closures and partial refurbishments. The situation was not particularly stable, with no families remaining settled on the site for any substantial length of time. In 2007, the site closed again for partial refurbishment.
- 4.10 In 2008, following extensive consultation with the Travelling Community, the management of The Haven site was contracted out to a member of the Travelling Community. This individual has a wealth of experience operating residential Gypsy and Traveller sites, also operating a large private site in Darlington for several years. As a result, with the support of council officers and the site leaseholder, the site has remained stable for many years, highlighting the effective partnership work that has already been carried out. Families are more closely involved in the process of developing the site and services. It was recognised however that further improvements were needed.
- 4.11 In 2012, a number of meetings were held with the HCA and officers from other local authorities in the north east region regarding possible joint procurement. It was envisaged that a standard amenity unit could be provided across the region in those areas that had secured Travellers Pitch Funding (TPF). Council officers visited other sites around the region to provide an insight into site design, forms of amenity provision, etc. in other areas and it became clear that provision on The Haven site was not consistent with sites across the region.
- 4.12 The Council successfully secured funds through allocation of TPF from the HCA totalling £890,000 which, together with £136,800 of funding from the Council, was used to reconfigure the site, increasing the

number of residential pitches from 13 to 18 whilst also ensuring the amenity units on each pitch were larger and more practical. As part of the bid for funds, residents of the site participated in a consultation exercise concerning the site refurbishment plans. They were supportive of the proposed works and also commented as to how the site could be improved.

- 4.13 This work is now complete and the site re-opened in October 2014. Whilst the works were taking place, following extensive consultation with site residents, a temporary site was provided on Council owned land at John Boyle Road. Some of the families moved onto that site whilst others temporarily relocated within bricks and mortar housing or on to another site elsewhere in the country with the intention of returning to The Haven.
- 4.14 Upon the site's re-opening, and as part of the HCA conditions to funding, site residents now hold a Pitch Tenancy Agreement. The Council also hold a formal waiting list.
- 4.15 To ensure fair and equal treatment of all travelling groups, the Council promotes an equal access approach to accommodation on The Haven site. Prior to its recent closure, The Haven site comprised of families from both Romany Gypsies and Irish Travellers, although the predominant ethnicity is Romany. The Council continues to monitor and maintain this approach.

## Caravan Count

- 4.16 Another source of information available on the Gypsy and Traveller population is the bi-annual Traveller Caravan Count which is conducted by each local authority in England on a specific date in January and July of each year, and reported to DCLG. This is a statistical count of the number of *caravans* on both authorised and unauthorised sites across England. With effect from July 2013, DCLG has renamed the 'Gypsy and Traveller Caravan Count' as the 'Traveller Caravan Count.' This includes caravans lived in by both ethnic Gypsies and Travellers and non-Gypsies and Travellers.
- 4.17 As this count is of caravans and not households, it makes it more difficult to interpret for a study such as this because it does not count pitches or resident households. The count is merely a 'snapshot in time' conducted by the local authority on a specific day, and that any unauthorised sites or encampments which occur on other dates will not be recorded. Likewise any caravans that are away from authorised sites on the day of the count will not be included. As such it is not considered appropriate to use the outcomes from the Traveller Caravan Count in the calculation of current and future need as the information collected during the site visits is seen as more robust and fit-for-purpose.

## 5. Stakeholder Engagement

### Introduction

- 5.1 To be consistent with the guidance set out in Planning Policy for Traveller Sites and the methodology used in other GTAA studies undertaken by ORS, a stakeholder engagement programme was undertaken to complement the other elements of the study. This involved a series of in-depth telephone interviews and the outcomes of the interviews have been used to provide a wider context to the assessment of need, and also to identify and cross-border issues with neighbouring local authorities.
- 5.2 The Council identified stakeholders which included housing providers, Gypsy and Traveller and Travelling Showpeople representatives, support services, and relevant Council officers and housing and planning officers from neighbouring local authorities: Darlington, Hambleton, Hartlepool, Middlesbrough, North York Moors National Park, Scarborough and Stockton-on-Tees. A list of all those interviewed is included in **Appendix E**.
- 5.3 Organisations such as Friends Families and Travellers and the Society of Independent Roundabout Proprietors, although willing to take part, said they do not operate in the area or there are other organisations that better represent Travelling communities.
- 5.4 Contact was also made with the Gypsy Council but they refused to participate in the study unless they received payment for their time. Despite this, ORS are confident that the outcomes of the study are robust due to other successful stakeholder engagement.
- 5.5 ORS reviewed the list of contacts for consistency with other studies to ensure that it was comprehensive and fair. The number and range of stakeholders interviewed is viewed to be consistent with similar GTAAs that ORS has completed.
- 5.6 Importantly, this element of the study provided an opportunity for the research team to speak to stakeholders who may house Gypsies, Travellers and Travelling Showpeople in bricks and mortar housing. This is important as it enables identifying accommodation needs resulting from this group which may otherwise be hidden.
- 5.7 There are issues in relation to data protection, and in order to protect the anonymity of those who took part, this Section presents a summary of the views expressed by interviewees.
- 5.8 The views expressed in this Section of the report represent a balanced summary of the responses given by stakeholders. In all cases they reflect the views of the individual concerned, rather than the official policy of their employer/organisation.

## Redcar and Cleveland - Main Findings from Stakeholder Interviews

### Accommodation for Gypsies and Travellers

- 5.9 The majority of stakeholders believe there is sufficient site provision in the Redcar and Cleveland area.
- 5.10 A minority of stakeholders believe there may be a need for a small transit site because there are instances of unauthorised encampments in the area.
- 5.11 Should a need be evidenced for a further site, the general opinion is that need will be from Gypsies or Travellers living in bricks and mortar housing who have yet to be identified.
- 5.12 Some stakeholders said that any new site should run on the same basis as The Haven. In terms of the site size stakeholders said it would need to be relevant to any need evidenced; however those who commented thought that smaller sites of less than 10 would be preferable.
- 5.13 Stakeholders' highlighted criteria they felt should be considered when developing a new site and this is included in **Appendix F**.
- 5.14 Should a need for a new site be evidenced the following locations were suggested:
- |                             |                |
|-----------------------------|----------------|
| » Dormanstown;              | » Guisborough; |
| » South Bank;               | » Redcar;      |
| » Expand the existing site; | » Coatham.     |
- 5.15 Some stakeholders said that if a new site is needed and a location identified close to another local authority boundary, it would be helpful if Redcar and Cleveland could speak to that local authority. This is because a proposed site close to an existing site in a neighbouring borough's area could present issues such as feuding between Gypsies or Travellers or concerns could be raised by the general public in their area; in this way they could discuss any potential issues and discuss potential resolutions etc.
- 5.16 In terms of ownership and management of sites interviewees mainly preferred public sites but there were mixed views regarding management. It was largely agreed that sites where a manager visited daily or was living on site was preferable. It was also suggested that The Haven site being managed by a member of the Travelling Community worked better for both residents and the Council.
- 5.17 A minority of stakeholders held the view that small family owned/run private sites are preferable to large public sites. Some stakeholders also held the view that local authorities should provide public sites for those who could not afford to buy land and therefore a mixture of sites is needed in the same way as housing provides a variety of tenures to meet both choice and needs.

### Bricks and Mortar

- 5.18 Redcar & Cleveland Council's housing stock was transferred to Coast and Country Housing in 2002. Compass is the choice based lettings scheme for the Tees Valley Sub region and there is a Tees Valley common housing register.

- 5.19 Some stakeholders understood there to be many Gypsies or Travellers living in bricks and mortar that would prefer to live on a site in the area, but this was anecdotal.
- 5.20 ORS liaised with the manager of The Haven site to see if residents knew of friends or relatives living in bricks and mortar in the area and to see whether they would be interested in taking part in the Assessment. ORS have made a good attempt to involve housed travellers in this study including advertising in The Travellers Times and the Council's website.
- 5.21 All those interviewed were asked whether they could help ORS to contact Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing in the area. However, only 3 organisations identified households and passed letters on, but ORS had no response.
- 5.22 Some stakeholders said they thought it would be hard to engage with those living in bricks and mortar housing because they may not wish to identify themselves and/or they may not trust those asking questions of them. Some stakeholders also thought that those living in bricks and mortar may not see the point of taking part in the Assessment because they are happy living in a house and do not wish to move to a site.
- 5.23 Some neighbouring authorities also reported they had found it difficult to find out whether Gypsies, Travellers or Travelling Showpeople were living in bricks and mortar in their area.
- 5.24 Some stakeholders believe that bricks and mortar housing can meet the needs of some Gypsies and Travellers because they may want more secure accommodation or specific accommodation because of old age and/or a physical or mental disability. It was further suggested that some older council houses may be more suited to Gypsies or Travellers because they are often larger and have bigger gardens. One stakeholder suggested that a small development of bungalows with a larger curtilage may better meet the needs of some Gypsies and Travellers than site provision.
- 5.25 Some stakeholders believe that because of the lack of site provision Gypsies and Travellers have no other choice but to move into bricks and mortar housing and that it does not meet their cultural needs.
- 5.26 Some stakeholders believe that bricks and mortar housing does not meet their needs because they are not shown how to use things in a new house e.g. heating systems. It was also mentioned that they sometimes have difficulties in adapting to living in flats, other than ground floor flats, and houses because of stairs; they can also experience difficulties in integrating into the wider community. Anecdotally this often results in unsustainable tenancies and Gypsies and Travellers moving into and out of bricks and mortar housing.
- 5.27 RPs and support agencies mentioned that sometimes there are management issues in relation to anti-social behaviour. Issues with neighbours arise from keeping animals in gardens e.g. horses, noise and large gatherings of friends and family to socialise and congregate outside properties.

### Unauthorised Encampments

- 5.28 There are few unauthorised encampments in Redcar and Cleveland and when they do occur they are only for a few days. They are thought to be in the area because they are passing through e.g. to attend Appleby Fair, looking for work, attend specific events or are meeting up with friends or family. Encampments are more likely to occur in the summer months.

5.29 Locations where encampments have occurred in the area are:

- » Redcar seafront;
- » Puddlers Lane, Redcar;
- » Skippers Lane (Industrial Estate), Redcar;
- » Redcar to Marske (coast road);
- » South Bank;
- » Dormanstown;
- » Warrenby;
- » Eston.

### Accommodation for Travelling Showpeople

5.30 There are no yards for Travelling Showpeople in Redcar and Cleveland; therefore stakeholders had little knowledge about their accommodation needs. The nearest yard to Redcar and Cleveland is in North Ormesby, Middlesbrough, which is relatively close to RCBC's boundary and to The Haven Site in South Bank; however there are not known to be any issues between the yard and The Haven site.

5.31 ORS spoke with a representative of the Showman's Guild of Great Britain who also confirmed that there are no yards in Redcar and Cleveland and it would be unlikely they would be living in bricks and mortar in the area.

### Cross Boundary Issues

5.32 The travelling routes that are used by Gypsies and Travellers in Redcar and Cleveland are the A66, A19 and A1. There were different views as to whether Gypsies, Travellers or Travelling Showpeople were more or less likely to use either main or back roads to travel through the area.

5.33 It is reported that Travelling Showpeople would be less likely to travel the same routes through the area but will criss-cross the country dependent on the location of a fair or show and that Travelling Showpeople travel to work in a known location, not to find a place to live or to find opportunities for work.

5.34 There was little evidence to suggest that Gypsies, Travellers or Travelling Showpeople are being moved on between Redcar and Cleveland and other council areas.

5.35 There is little partnership working or forums that offer opportunities to specifically discuss Gypsy, Traveller or Travelling Showpeople in Redcar and Cleveland. There was mention of the Tees Valley Gypsy and Traveller Group but this was disbanded. Discussions are held with neighbouring authorities with regards to planning matters in relation to Gypsies, Travellers and Travelling Showpeople.

5.36 In relation to partnership working in neighbouring authority areas some stakeholders highlighted Joint Strategic Needs Assessments (JSNAs), the North Yorkshire Gypsy and Traveller Partnership, the Society for the Promotion and Advancement of the Romany Culture (SPARC) and Horton Housing who are commissioned by North Yorkshire County Council to provide GaTWAY - a floating support service for the settled and travelling communities. These forums also enable a certain amount of consultation to be

undertaken with members of the Gypsy, Traveller and Travelling Showpeople communities who have the opportunity to attend.

<sup>5.37</sup> Stakeholders were mainly of the view that Redcar & Cleveland Council is complying with the Duty to Cooperate and are engaging with neighbouring authorities and neighbouring authorities believe they are too. However, stakeholders mentioned the following:

- » Redcar & Cleveland Council does not appear to support and enable Gypsies, Travellers or Travelling Showpeople to obtain their own private sites as there are none in the area;
- » Some local authorities have a need but have no sites;
- » Local authorities are engaging with each other in relation to GTAAs but where need has been identified they are not discussing how it can be met across boundaries in a wider context;
- » Some stakeholders highlighted that Darlington has a greater need for pitches; and
- » It was highlighted that some authorities have no sites and no need but they are not helping to share the unmet need there is in the wider area.

## Other Issues

<sup>5.38</sup> A range of other issues were also discussed during the interviews including Consultation with the Travelling Community, Community Cohesion, Health and Wellbeing, Education and Employment. The outcomes of these discussions can be found in **Appendix G**.

## Neighbouring Authorities

<sup>5.39</sup> As stated in the Planning Policy for Traveller Sites, local authorities have a duty to cooperate (S.110 Localism Act 2011) on strategic planning issues that cross administrative boundaries. In order to explore issues relating to cross border working, ORS interviewed council officers from neighbouring authorities:

- » Darlington;
- » Hambleton;
- » Hartlepool;
- » Middlesbrough;
- » North York Moors National Park;
- » Scarborough;
- » Stockton-on-Tees.

<sup>5.40</sup> Details of the accommodation provision for Gypsies, Travellers and Travelling Showpeople and the current status of GTAA studies undertaken by each neighbouring authority are set out below and additional details regarding provision for Gypsies, Travellers and Travelling Showpeople can be found in **Appendix H**.

## Darlington

- 5.41 Darlington Borough Council owns two sites: Honeypot Lane (32 residential pitches and 24 transit pitches) and Neasham Road site (20 residential pitches). Both sites are managed by members of the travelling community and operate as commercial sites. Both sites were built during the 1970s but Honeypot Lane was refurbished in 2004. A new additional site has recently been developed next to the Neasham Road site for an additional 20 pitches. There are not known to be any issues on either of the sites.
- 5.42 The majority of new provision in the Darlington area over the last 5 years has been through windfall sites. There are 7 authorised private sites (16 pitches) and a number of applications for private sites (77 pitches in total) that have been/are being considered by the Council through the planning process. There are not known to be any issues on the authorised private sites.
- 5.43 There are currently no Travelling Showpeople Yards, sites with temporary planning permission or unauthorised developments in Darlington.
- 5.44 Darlington's last GTAA in 2014 evidenced a need for 32<sup>4</sup> additional pitches (2014-2026). In addition to this, 6-8 plots were identified for the needs of Travelling Showpeople and 11 additional bricks and mortar accommodation units were identified. No need for additional transit pitches or emergency stopping places were evidenced.
- 5.45 In terms of housed travellers the GTAA estimated there to be approximately 200 Gypsies, Travellers or Travelling Showpeople living in bricks and mortar in the borough's area. It is believed that those living in properties do not have a significant aversion to living in bricks and mortar housing. The majority of those living in bricks and mortar housing are renting from RPs (social housing).
- 5.46 The Council confirmed that as far as they know there are no Gypsies, Travellers or Travelling Showpeople living in bricks and mortar housing that wish to move to a site in Redcar and Cleveland.

## Hambleton

- 5.47 Hambleton District Council has two sites: Thirsk and Seamer (32 residential pitches in total). The sites are owned by the County Council and managed by a third party. There are not known to be any issues on the sites.
- 5.48 The Council has 20 private sites – in total there are 25 residential pitches and 9 transit pitches. There are not known to be any issues on the private sites.
- 5.49 There is one pitch which has been tolerated for a number of years and there are no sites with temporary planning permission. There are 13 pitches which are currently unauthorised, 2 are occupied. There are no Travelling Showpeople Yards in the area.
- 5.50 Hambleton undertook its own GTAA in 2012 and this was refreshed in 2014. The latest update has identified a need for 10 pitches up to 2029. The Council has undertaken a call for sites and this resulted in an application being approved last year for 8 permanent pitches and 4 transit pitches.

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<sup>4</sup> The actual need identified was 105 but taking into account existing planning permissions, this could be reduced to 32.

- 5.51 In terms of housed travellers the Council is aware that there are many Gypsy and Traveller households in bricks and mortar in a small area of Stokesley. In the refreshed GTAA in 2014 there was no evidence that those living in bricks and mortar accommodation wishing/need site accommodation in Hambleton; there is no evidence to suggest they would want to live on a site in Redcar and Cleveland.

## Hartlepool

- 5.52 Hartlepool Borough Council has no sites either private or public in their area. There are no unauthorised developments or sites with temporary planning permission. There are not known to be any Travelling Showpeople yards in the area.
- 5.53 Officers confirmed that an updated GTAA had been undertaken in 2014. The analysis presented a hypothetical need for five Gypsy and Traveller pitches in Hartlepool between 2016 and 2031.
- 5.54 In terms of housed travellers, the Council is aware that there are Gypsies and Travellers living in bricks and mortar accommodation in the area. The GTAA found no evidence of those living in bricks and mortar accommodation needing/wishing site accommodation in Hartlepool. Officers suggested that it was unlikely that they would want to live on a site in Redcar and Cleveland.

## Middlesbrough

- 5.55 Middlesbrough Borough Council owns and manages one public site called Metz Bridge (21 pitches). There are few issues on the site - one side has recently been refurbished and those living on the other side would also like their accommodation updated. The Council hopes that further refurbishment will be undertaken soon but it will depend on what money is available.
- 5.56 There are no private sites other than one Travelling Showpeople yard at North Ormesby which accommodates approximately 10 extended families. There are no known issues other than additional plots are needed.
- 5.57 There are no unauthorised developments, tolerated sites or sites with temporary planning permission.
- 5.58 Middlesbrough Council took part in the Tees Valley sub-regional GTAA in 2009 which identified an additional need of 8 residential pitches and 3 Travelling Showpeople plots to 2021.
- 5.59 As regards existing local policies, as the GTAA was incomplete when the Core Strategy was adopted and regeneration Development Plan Document (DPD) was going through the examination process, Gypsy and Traveller, and Travelling Showpeople provision was addressed through:
- » a criteria-based policy for identifying new sites where demonstrable need could not be met by existing provision (Core Strategy Policy CS12); and
  - » Appropriate protection being offered to existing sites at (Regeneration DPD Policy REG19).
- 5.60 In terms of housed travellers the Council is unaware as to the level of Gypsies, Travellers or Travelling Showpeople who may be living in bricks and mortar and whether there is a need/wish for them to move to

sites in the area; there is no current evidence to suggest they would want to live on a site in Redcar and Cleveland.

## North York Moors National Park

- 5.61 The North York Moors National Park is not a housing authority and relies on the relevant local authority GTAA when considering accommodation issues for Gypsies, Travellers or Travelling Showpeople.
- 5.62 There are no sites either public or private in the area neither are there any unauthorised developments or sites with temporary planning permission.
- 5.63 In terms of housed travellers, the Authority is unaware as to the level of Gypsies, Travellers or Travelling Showpeople who may be living in bricks and mortar and whether there is a need/wish for them to move to sites in the area; there is also no evidence to suggest they want to live on a site in Redcar and Cleveland.

## Scarborough

- 5.64 Scarborough Borough Council has no permanent Gypsy and Traveller sites neither are there any Travelling Showpeople yards in the area. However, in partnership with North Yorkshire County Council, short term temporary sites are currently made available during the Seamer Horse Fair and the Whitby Regatta.
- 5.65 The Council has no tolerated sites, unauthorised developments or sites with temporary planning permission.
- 5.66 The Council undertook its own GTAA in 2013 and no extra pitch provision for Gypsies, Travellers or Travelling Showpeople (including Circus performers) was required in the next 15 years. However, it was recommended that the Council look to have clear criteria based planning policies in place for any new potential sites which could arise.
- 5.67 In terms of housed travellers, the GTAA did not evidence whether there are any Gypsies, Travellers or Travelling Showpeople who may be living in bricks and mortar and need or wish to move to sites in the area; there is no evidence to suggest they would want to live on a site in Redcar and Cleveland.

## Stockton-on-Tees

- 5.68 Stockton Borough Council has one public site at Mount Pleasant (28 pitches). There are currently two unoccupied pitches but this is unusual and the site is normally fully occupied. The site is thought to be well managed although there may be some concerns that the current manager will retire and such positions are difficult to recruit for. There are not known to be any major issues on the site. The site was fully refurbished in 2011 by a Gypsy and Travellers Sites Grant from the Department of Communities and Local Government. There are 10 small private sites accommodating 14 pitches (some of these sites are Travelling Showpeople yards). There are not known to be any issues on the private sites.
- 5.69 The Council has no tolerated sites, unauthorised developments or sites with temporary planning permission.

- 5.70 The Stockton-on-Tees Gypsy and Traveller Accommodation Needs Assessment Update, 2012 identified a need for 26 pitches within the borough by 2027.
- 5.71 The Census 2011 identified 143 Gypsies and Travellers living in bricks and mortar in the area and there are thought to be some living in the Thornaby area. As far as is known there is no evidence to suggest there are Gypsies, Travellers or Travelling Showpeople living in bricks and mortar who need or wish to move to sites in the area; there is no evidence to suggest they would want to live on a site in Redcar and Cleveland.

## Future Priorities and Recommendations

- 5.72 The current situation in Redcar and Cleveland is static and there appear to be no trends relating to Gypsies, Travellers or Travelling Showpeople.
- 5.73 In relation to the future priorities for the Council the majority of stakeholders confirmed that it depended on the results of the GTAA. If a need for pitches is the outcome then good quality pitches should be developed to meet any current and future need.
- 5.74 Some stakeholders believe that the Council and other organisations should improve services in relation to both health and education for Gypsies, Travellers and Travelling Showpeople. Other key priorities raised for Redcar & Cleveland Council and neighbouring authorities included:
- » Improving opportunities to engage and consult with Gypsies, Travellers and Travelling Showpeople regardless of the type of accommodation;
  - » Improving cross boundary and partnership working opportunities and
  - » Improving community cohesion by raising awareness of Gypsies, Travellers and Travelling Showpeople issues.
- 5.75 The following ideas could help improve services and strengthen joint working and ORS would recommend that the Council consider them:
- » Ensure the results of the GTAA are shared and discussed with Gypsies, Travellers and Travelling Showpeople in the area;
  - » Work with neighbouring authorities on a joint approach to recording and dealing with encampments in order to share a database of information to inform assessments in the future;
  - » Work with RPs in the area to improve ethnic monitoring and recording of needs;
  - » Work with neighbouring authorities to improve partnership working by setting up a joint Gypsy, Traveller and Travelling Showpeople Forum;
  - » Work with neighbouring authorities once GTAAs have been published to share experiences and plan for future site identification and discuss ways of sharing the impact of any unmet need across the wider area;
  - » Some additional research would be recommended on sites in the wider area to see what level of unemployment/NEETs there are (please see **Appendix G**). From experience, ORS has found that Gypsies or Travellers may need to be supported in finding out what their options are regarding access to employment advice services or training opportunities.

## 6. Survey of Travelling Communities

### Interviews with Gypsies and Travellers

- 6.1 One of the major components of this study was a detailed survey of the Gypsy and Traveller population in Redcar and Cleveland (no New Age Travellers or Travelling Showpeople were identified during the study). This aimed to identify current households with housing needs and to assess likely future household formation from within existing households, to help judge the need for any future site provision. As noted in the introduction, “Gypsy and Traveller” refers to:

*Persons of nomadic habit of life, whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such (Planning Policy for Traveller Sites, DCLG, March 2012).*

- 6.2 Through the desk-based research and stakeholder interviews ORS sought to identify all authorised and unauthorised sites and encampments in the study area. This identified 1 public site on which to conduct interviews, and 2 unauthorised sites. The table below identifies the sites that ORS staff visited during the course of the fieldwork.

**Figure 4**  
**Sites Visited in Redcar and Cleveland**

|                           |
|---------------------------|
| <b>Public Site</b>        |
| The Haven                 |
| <b>Unauthorised Sites</b> |
| Junction Works            |
| East Upsall Farm          |

- 6.3 ORS sought to undertake a full demographic study of all pitches as part of our approach to undertaking the GTAA as our experience suggests that a sample based approach very often leads to an under-estimate of current and future needs which can be the subject of challenge at subsequent appeals and examinations. A summary of the findings from each site can be found under the headings below.
- 6.4 Though site surveys data was collected for all 18 of the households living on The Haven site, no data was collected for the 2 households living on the unauthorised sites.

## Public Site

### The Haven

- 6.5 Staff from ORS visited The Haven site in January 2015. The site has planning permission for 18 pitches and has recently re-opened after a full refurbishment that involved all of the residents moving to a temporary site and the provision of 5 additional pitches. Despite only recently reopening, at the time of the fieldwork the site was fully occupied including unanticipated occupation of all of the additional new pitches. No concealed or doubled-up households were identified. The 18 households that were identified comprised 26 adults and 32 children and teenagers (aged under 18).
- 6.6 Additional information that was gathered during the site visit indicated that the site is well maintained and managed and that although it is located in an industrial area, there are many facilities and local services nearby. All of the residents said that they had moved to the site by choice. Approximately half of the households on the site said that they do travel, some of these for work, but most saying that they travel during the summer months to visit various fairs. Six of the households had moved to the site from outside of Redcar and Cleveland including Leeds, Great Yarmouth, Widnes and Swansea.

## Unauthorised Sites

### Junction Works

- 6.7 Staff from ORS visited the Junction Works site in January 2015 and were unable to access the site to interview the residents. They observed that it was occupied and appears to be an established site. Information obtained from the Council has confirmed that the residents are travellers and that they intend to vacate the site and leave Redcar and Cleveland in 2015.

### East Upsall Farm

- 6.8 Staff from ORS visited the East Upsall Farm site in January 2015 and were unable to access the site to interview the residents. The site was occupied and appeared to be well established as a Gypsy site. A retrospective planning application was made to seek permission for 1 Gypsy and Traveller pitch on the site. This planning application was refused in August 2014 and an enforcement notice was subsequently served on the occupier. The occupier has appealed against this enforcement notice and an appeal was held in April 2015. The appeal decision was published in August 2015 and found that the occupiers were not Gypsies or Travellers and the appeal was dismissed.

## Travelling Community Characteristics

- 6.9 Ethnicity data was captured from all of the households that were interviewed at The Haven. The majority of households stated that they were English Travellers and the remainder were Romany Gypsies.
- 6.10 The fieldwork also sought to identify the demographics of Gypsies and Travellers living in Redcar and Cleveland. The households surveyed showed a mixed range of ages across their members, though a much larger proportion of the population were younger and female. There were very few teenagers or young

adults living on the site. We would note that, as with other studies carried out by ORS elsewhere, the interviews recorded fewer males aged 18-60 years, many of whom travel on a more regular basis.

<sup>6.11</sup> It was possible to record demographics of residents in all 18 households at The Haven, and they comprised 26 adults and 32 children and teenagers aged under 18. This equates to 45% adults, 55% children and teenagers. Although not a direct comparison, data from the Census for Redcar and Cleveland as a whole (the settled community and the traveller community) and for Gypsies or Irish Travellers within the borough has been compared to the site population. This shows a significant difference between the site population and that of the Redcar and Cleveland population as a whole, and a very small difference between the site population and the Census Gypsy or Irish Traveller population for Redcar and Cleveland. It illustrates the larger number of young people (children and teenagers) present on the site compared with the number of adults. Of these the vast majority (81%) were aged under 10.

**Figure 5**  
**Demographic Comparison in Redcar and Cleveland**

|                                  | Age 0-17 | Age 18+ |
|----------------------------------|----------|---------|
| Site Interviews The Haven        | 55%      | 45%     |
| Census Gypsy and Irish Traveller | 52%      | 48%     |
| Census Redcar and Cleveland      | 21%      | 79%     |

  

|           | Male | Female |
|-----------|------|--------|
| Age 0-4   | 22%  | 28%    |
| Age 5-9   | 16%  | 16%    |
| Age 10-14 | 6%   | 9%     |
| Age 15-17 | 0%   | 3%     |

## 7. Current and Future Pitch Provision

### Pitch Provision

- 7.1 This section focuses on the additional pitch provision which is required by Redcar & Cleveland Borough Council currently and to 2030. This includes both current unmet need and need which is likely to arise in the future. This time period allows for robust forecasts of the need for future provision, based upon the evidence contained within this study and also secondary data sources.
- 7.2 We would note that this section is based upon a combination of the on-site surveys, planning records, stakeholder interviews and site waiting list information. In many cases, the survey data is not used in isolation, but instead is used to validate information from planning records or other sources.
- 7.3 This section concentrates not only upon the total additional provision which is needed in the area, but also whether there is a need for any transit sites and/or emergency stopping place provision.
- 7.4 To identify current and future need, Planning Policy for Traveller Sites requires an assessment for current and future pitch need, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply that is available for occupation with the current and future needs of the households. The key factors in each of these elements are set out in the sections below.

### Supply

- 7.5 The supply of available pitches is made up of the following:
- » Current vacant pitches.
  - » Pitches currently with planning consent due to be developed within the study period (unimplemented sites).
  - » Pitches to be vacated by households moving to bricks and mortar.
  - » Pitches to be vacated by households moving from the study area (out-migration).

### Current Need

- 7.6 Total current need is not necessarily the need for additional pitches because it may be able to be addressed by space available in the study area. It is important to address issues of double counting. For example potential in-migrants may already be included on a waiting list, or households on a waiting list may already be living as a concealed household on a permitted site, or on an unauthorised encampment in the area. Total current need is made up of the following:

- » Households on unauthorised sites or encampments for which planning permission is not expected.
- » Concealed households/doubling-up/over-crowding.
- » Households in bricks and mortar wishing to move to sites.
- » Households on waiting lists for public sites.

## Future Need

7.7 Total future need is the sum of the following three components. Again it is important to address issues of double counting as, for example, potential in-migrants or concealed households may already be on a waiting list:

- » Households living on sites with temporary planning permissions.
- » New household formation.
- » In-migration.

7.8 In order to determine the overall net pitch need for the borough ORS will firstly carry out the calculation as set out below for Gypsies and Travellers, and then separately set out issues relating to the possible need for additional transit provision in the study area. As there were no Travelling Showpeople or other Travelling Communities identified as living in Redcar and Cleveland no calculation will be included to determine the need for additional plots.

$$\text{Net Pitch Need} = (\text{Current Need} + \text{Future Need}) - \text{Supply}$$

## Current Gypsy and Traveller Site Provision - Supply

7.9 To assess the current Gypsy and Traveller provision it is important to understand the total number of existing pitches and their planning status. Council records indicate that there are 18 authorised public pitches at The Haven. There is no transit provision and no Travelling Showperson provision.

**Figure 6**

**Total number of authorised sites and pitches in Redcar and Cleveland as at March 2015**

| Category   | Sites/Yards | Pitches/Plots |
|--|-------------|---------------|
| Private with permanent planning permission       | 0           | 0             |
| Private sites with temporary planning permission | 0           | 0             |
| Public Sites (Council and Registered Providers)  | 1           | 18            |
| Transit Provision                                | 0           | 0             |
| Travelling Showpeople Provision                  | 0           | 0             |

7.10 The next stage of the process is to assess how much space is, or will become, available on existing sites in order to determine the supply of available pitches. The main ways of finding this is through:

- » **Current vacant pitches** – There are no vacant pitches at The Haven.

- **Pitches currently with planning consent due to be developed within the study period** – There are no unimplemented pitches with planning consent in Redcar and Cleveland.
- » **Pitches to be vacated by households moving to bricks and mortar** – No households on The Haven indicated a desire to move to bricks and mortar accommodation.
- » **Pitches to be vacated by people moving from the study area (out-migration)** – There was no evidence of pitches likely to be vacated by households moving from the study area in the short to medium-term.<sup>5</sup>

<sup>7.11</sup> This gives a figure for **overall supply of zero pitches** during the first 5 years of the study.

## Additional Pitch Provision: Current Need

<sup>7.12</sup> The next stage of the process is to assess current need and determine how many households are currently seeking pitches in the area.

## Current Unauthorised Sites

<sup>7.13</sup> A problem with many Gypsy and Traveller Accommodation Assessments is that they often count caravans on unauthorised sites and encampments as requiring a pitch in the area when in practice many are simply visiting or passing through, and some may be on sites that are tolerated for planning purposes. In order to remedy this, ORS' approach is to treat need as only those households on unauthorised sites already in the planning system (i.e. sites/pitches for which a planning application has been made or are likely to be made); those otherwise known to the Council as being resident in the area; or those identified through the household survey as requiring pitches.

<sup>7.14</sup> Whilst the study identified potential 2 unauthorised developments in Redcar and Cleveland; one was subject to enforcement action which was the subject of an appeal in April 2015 that was dismissed due to the occupants not being Gypsies or Travellers; and the household living at the unauthorised Junction Works site had advised the Council that they intended to leave the borough by summer 2015. As such there are currently **no unauthorised pitches** in Redcar and Cleveland.

## Concealed Households

<sup>7.15</sup> The site interviews sought to identify concealed or doubled-up households on authorised sites that require a pitch immediately. A concealed household is one living in a multi-family household in addition to the primary family, such as a young couple living with parents, who need their own separate family accommodation, but are unable to do obtain it because of a lack of space on public or private sites, or a single family member or individual living within an existing family unit in need of separate accommodation. The demographic information collected during the site interviews identified **no concealed or doubled households** in Redcar and Cleveland.

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<sup>5</sup> Whilst a small number of households indicated that they may choose to move at some point in the future (5-10yrs) none expressed an immediate move away from the site. Also as the site is currently full it is likely that any vacant pitch will be taken up from a household on the waiting list.

## Bricks and Mortar

- <sup>7.16</sup> Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. The 2011 UK Census of Population identified a total of just 25 Gypsy and Traveller households in Redcar and Cleveland. It is unknown what proportion of these were living on sites and what proportion were living in bricks and mortar as the data from the 2011 Census does not break down accommodation type to this level.
- <sup>7.17</sup> As noted earlier, ORS went to all possible lengths to identify Gypsies and Travellers living in bricks and mortar and worked with stakeholders, Council officers, and on-site interviewees to identify households to interview. This process resulted in **no contacts to interview**.
- <sup>7.18</sup> ORS would also note that in a number of recent studies work has been undertaken with Gypsy and Traveller representatives to identify households in bricks and mortar. For a number of these studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. In the majority of cases the actual number who eventually took part in the surveys ranged from zero to six households per area, and a very small proportion of these wished to move back to sites. However in a recent study for a London Borough a similar approach resulted in the identification of over 50 contacts who were interviewed. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing, in most cases households appear to be content to remain there and when provided with the opportunity by representatives to register an interest in returning to sites, few choose to do so.

## Waiting Lists

- <sup>7.19</sup> Redcar & Cleveland Borough Council owns the only public site (The Haven) in the study area which was full at the time of the study. Information obtained from the Council indicated that there were a total of 3 households on the waiting list for The Haven and confirmed that 2 of these are living in bricks and mortar in Redcar and Cleveland and 1 is living in bricks and mortar in Middlesbrough.
- <sup>7.20</sup> Given that no immediate need has been identified for those currently living in bricks and mortar, it is recommended that **no additional pitches** are included for the purpose of this study and that these households remain on the waiting list until a pitch is released through natural turnover – for example females marrying and moving from the site or households moving out of Redcar and Cleveland in the future.

## Additional Pitch Provision: Future Need

- <sup>7.21</sup> The next stage of the process is to assess future need and determine how many households are likely to be seeking pitches in the area in the future. There are three key components of future need.
- » Households living on sites with temporary planning permissions.
  - » Population and household growth.
  - » Movement to and from sites.

## Temporary Planning Permissions

- 7.22 There are currently **no sites** in Redcar and Cleveland with temporary planning permission.

## Population and Household Growth

- 7.23 Nationally, a household formation and growth rate of 3.00% net per annum has been commonly assumed and widely used in local Gypsy and Traveller assessments, even though there is no statistical evidence of households growing so quickly. The result has been to inflate both national and local needs for additional pitches unrealistically. In this context, ORS has prepared a Technical Note on Household Formation and Growth Rates. The main conclusions are set out here and the full Note can be found in **Appendix I**.
- 7.24 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.
- 7.25 In fact, the growth in the national Gypsy and Traveller population may be as low as 1.50% per annum – much less than the 3.00% per annum often assumed, but still four times greater than in the settled community. Even using extreme and unrealistic assumptions, it is hard to find evidence that net Gypsy and Traveller population and household growth rates are above 2.00% per annum nationally.
- 7.26 The often assumed 3.00% 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 1.50% per annum for Gypsies and Travellers.
- 7.27 However, some local authorities might allow for a household growth rate of up to 2.50% per annum, to provide a ‘margin’ if their populations are relatively youthful. In areas where on-site surveys indicate that there are fewer children in the Gypsy and Traveller population, the lower estimate of 1.50% per annum should be used for planning purposes.
- 7.28 The (compound) net household formation rate that will be used for this study will be based on evidence from the site surveys. The base for this calculation will include all current authorised households, all households identified as current need, including concealed households, movement from bricks and mortar and those on waiting lists not currently living on a pitch or plot, as well as households living on tolerated unauthorised pitches or plots who are not included as current need. Consideration will also be given to pitches not currently occupied by Gypsies and Travellers.
- 7.29 The Technical Note on household formation supports a national net growth rate for the Gypsy and Traveller population of 1.50% using a population base from the 2011 Census where, nationally, approximately 36% of the Gypsy and Traveller population were aged under 18. The household survey for Gypsies and Travellers in Redcar and Cleveland indicates that approximately **55%** of the on-site population are children and teenagers aged under 18. Given that this is higher than the proportion that were used to calculate the national net growth rate, ORS consider that it is appropriate to allow for future projected household growth for the Gypsy and Traveller population in Redcar and Cleveland to occur at an annual net growth rate of **2.00%**, and that an additional further allowance of **0.50%** be added to allow for new pitches for households in bricks and mortar who may not have been identified in this study. This **generous overall rate**

of **2.50%** will provide enough new pitches to accommodate all newly-forming households have their future needs met.

- 7.30 Based on a new household formation rate of **2.50%** we estimate that a total of 8 additional pitches will be required during the study period as a result of new household formation, assuming that each forming household will require a pitch of its own. This has used a base figure of 18 pitches which includes full occupancy of the 18 pitches at The Haven.

### **Movement to and from sites and migration activity**

- 7.31 Assessments should also allow for likely in-migration (households requiring accommodation who move into the study area from outside) and out-migration (households moving away from the study area). Site surveys typically identify only small numbers of in-migrant and out-migrant households and the data is not normally robust enough to extrapolate long-term trends. At the national level, there is zero net migration of Gypsies and Travellers across the UK, but assessments such as this need to take into account local migration effects on the basis of the best local evidence available.

- 7.32 Unless such evidence indicates otherwise, net migration to the sum of zero will be used for the study – which means that net pitch needs are driven by locally identifiable need rather than speculative modelling assumptions. But where there are known likely in-migrant households they will be included in the needs figures – while stressing the potential for double-counting across more than one local authority area. Likewise, where there is likely to be movement away the study area, the net effects will be taken into consideration when calculating current and future needs.

- 7.33 There are three main sources of in-migration that could account for additional needs in the study area. The first is out-migration from London. However, In ORS's current or recent assessments in London (including Bexley, Camden; Hackney, Haringey, Lambeth, Lewisham and for the London Legacy Development Corporation) in the majority of cases show additional need – and work is being progressed to meet these needs. However it is felt unlikely that migrants from London would choose to relocate to Redcar and Cleveland as evidence suggest that the main impact of this source of migration is to local authorities surrounding London.

- 7.34 The second potential source of in-migration is from local authorities with significant areas of Green Belt. A Ministerial Statement in July 2013 reaffirmed that:

*'The Secretary of State wishes to make clear that, in considering planning applications, although each case will depend on its facts, he considers that the single issue of unmet demand, whether for traveller sites or for conventional housing, is unlikely to outweigh harm to the Green Belt and other harm to constitute the 'very special circumstances' justifying inappropriate development in the Green Belt.'*

- 7.35 This position was reaffirmed in the DCLG consultation on the revised policy for Gypsies and Travellers (September 2014), which suggests placing further restrictions on the development of traveller sites in the Green Belt:

*'Subject to the best interests of the child, unmet need and personal circumstances are unlikely to outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.'*

- 7.36 However, this does not remove the need for local authorities with Green Belt to assess their needs and provide pitches/plots where this is possible. Where this is not possible Paragraphs 178 and 179 of the NPPF set out that 'Joint working should enable local planning authorities to work together to meet development needs which cannot wholly be met within their own areas'. It is not the place of the Gypsy and Traveller Accommodation Assessment to assume one authority will meet the needs of another; and authorities unable to meet their own needs should work with neighbours to do so. This process is well established in general housing provision.
- 7.37 The final main source of in-migration to the study area is from the closure of unauthorised sites and encampments. There are several well documented cases of large-scale movements of Gypsies and Travellers following enforcement action against unauthorised sites – for example, from Dale Farm in Essex. There is no evidence of the closure of large unauthorised sites around Redcar and Cleveland.
- 7.38 If in-migration to a study area is a source of demand for pitches, out-migration is a source of supply. The potential for the supply of some pitches arising from out-migration includes households moving to other areas from private sites with general planning consent for Gypsy or Traveller occupation and selling the sites to other Gypsy and Travellers or for housing development; and households moving away from private sites with personal planning consents, so that the sites revert to their previous status.
- 7.39 Evidence drawn from stakeholder and site interviews in Redcar and Cleveland has been carefully considered and has **not identified any specific sources of movement due to in-migration or out-migration**, other than natural pitch turnover through marriage. Beyond this, rather than assess in-migrant households seeking to develop new sites in the area, it is recommended that each case is assessed as a desire to live in the area and that site criteria rules are followed for each new site. It is therefore important for the Council to continue to follow its existing criteria-based planning policies for any new potential sites which do arise.

## Overall Need for Redcar and Cleveland

7.40 Each element of the calculation for the need has been examined and the next stage of the process is to balance need against supply to provide an overall need for Redcar and Cleveland. As set out at the start of this section the following calculation is carried out to derive the overall net pitch need.

$$\text{Net Pitch Need} = (\text{Current Need} + \text{Future Need}) - \text{Supply}$$

7.41 The estimated additional provision that is needed over the plan period to 2030 will be **8 additional pitches** to address the needs of all identifiable households. This includes the expected growth in household numbers due to new household formation from the existing site.

**Figure 7**  
**Additional Pitches Needed in Redcar and Cleveland from 2015-2030**

| Source of Need/Supply                      | Current and Future Need | Supply   | Net Pitch Need |
|--|-------------------------|----------|----------------|
| <b>Supply of Pitches</b>                   |                         |          |                |
| Additional supply from vacant pitches      | -                       | 0        | -              |
| Movement to bricks and mortar              | -                       | 0        | -              |
| Additional supply from unimplemented sites | -                       | 0        | -              |
| Additional supply new sites                | -                       | 0        | -              |
| <b>Total Supply</b>                        |                         | <b>0</b> |                |
| <b>Current Need</b>                        |                         |          |                |
| Unauthorised developments or encampments   | 0                       | -        | -              |
| Concealed households                       | 0                       | -        | -              |
| Net movement from bricks and mortar        | 0                       | -        | -              |
| <b>Total Current Need</b>                  | <b>0</b>                |          |                |
| <b>Future Need</b>                         |                         |          |                |
| Pitches with temporary planning permission | 0                       | -        | -              |
| Net migration                              | 0                       | -        | -              |
| New household formation (2.50%)            | 8                       | -        | -              |
| <b>Total Future Need</b>                   | <b>8</b>                |          |                |
| <b>Total</b>                               | <b>8</b>                | <b>0</b> | <b>8</b>       |

## Split to 2030 in 5 year Time Periods

7.42 In terms of providing results by 5 year time periods, ORS has assumed that all unauthorised pitches are addressed in the first 5 years. In addition new household formation is apportioned over time based on a net compound growth rate of 2.50%. The figure for 2015-20 is made up of 2 from new household formation. The remainder of the net new household formation is split between years 6-10 and 11-15 based on a net compound growth rate of 2.50%.

**Figure 8**  
**Additional pitch provision in Redcar and Cleveland in 5 Year Periods (Financial Year 01/04-31/03)**

|                      | 2015-2020 | 2020-2025 | 2025-2030 | Total |
|----------------------|-----------|-----------|-----------|-------|
| Redcar and Cleveland | 2         | 3         | 3         | 8     |

## Transit/Emergency Stopping Site Provision

- 7.43 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. A transit site typically has a restriction on the length of stay of around 13 weeks and has a range of facilities such as water supply, electricity and amenity blocks. An alternative to a transit site is an emergency stopping place. This type of site also has restrictions on the length of time for which a traveller can stay on it, but has much more limited facilities with typically only a source of water and chemical toilets provided. Some authorities also operate an accepted encampment policy where households are provided with access to lighting, drinking water, refuse collection and hiring of portable toilets at a cost to the travellers.
- 7.44 The Criminal Justice and Public Order Act 1994 is particularly important with regard to the issue of Gypsy and Traveller transit site provision. Section 62A of the Act allows the Police to direct trespassers to remove themselves, their vehicles and their property from any land where a suitable pitch on a relevant caravan site is available within the same local authority area (or within the county in two-tier local authority areas). A suitable pitch on a relevant caravan site is one which is situated in the same local authority area as the land on which the trespass has occurred, and which is managed by a local authority, a Registered Provider or other person or body as specified by order by the Secretary of State. Case law has confirmed that a suitable pitch must be somewhere where the household can occupy their caravan. Bricks and mortar housing is not a suitable alternative to a pitch.
- 7.45 Therefore, a transit site both provides a place for households in transit to an area and also a mechanism for greater enforcement action against inappropriate unauthorised encampments.
- 7.46 Evidence provided by stakeholders and data from the Council indicates that there are only a small number of roadside encampments by Gypsies and Travellers in Redcar and Cleveland each year and that these are almost all families passing through en route to another destination, visits to friends or family, or attending a specific event. In addition the biannual Caravan Count has also only recorded small numbers of unauthorised caravans in the borough.
- 7.47 Given the limited levels of unauthorised encampments over recent years that have been identified in Redcar and Cleveland, it is recommended that there is **not a need for the Council to deliver any new transit provision at this time**. However the situation should be closely monitored with neighbouring local authorities during the plan period, with a view to delivering future provision on a cross-border basis should a future need arise.

## Need for Travelling Showpeople Plots

- <sup>7.48</sup> There are currently no known Travelling Showpeople plots in Redcar and Cleveland, nor any evidence of Showpeople in bricks and mortar accommodation from the stakeholder interviews, and therefore there is no projected future need for accommodation. Nonetheless, it is still important for the authorities to have criteria based planning policies in place in the event of someone seeking to develop a new Showpeople's yard in the borough.

## Provision for Other Travelling Communities

- <sup>7.49</sup> The study did not find any evidence of other travelling communities in Redcar and Cleveland such as New Age Travellers, and therefore there is no projected future need for accommodation for members of these communities.

## 8. Conclusions

### Introduction

- 8.1 This chapter brings together the evidence presented earlier in the report to provide some key conclusions for Redcar and Cleveland. It focuses upon the key issues of current and future site provision for Gypsies, Travellers and Travelling Showpeople.

### Gypsy and Traveller Future Pitch Provision

- 8.2 Based upon the evidence presented in this study the estimated additional pitch provision needed for Gypsies and Travellers in Redcar and Cleveland to 2030 is **8 pitches**. These figures should be seen as the projected amount of provision which is necessary to meet the statutory obligations towards identifiable needs of the population arising in the area. The table below shows the provision required in 5 year time periods to 2030. This is based upon projecting forward household growth based on a net compound growth rate of 2.50%. The figure for 2015-20 is made up of 2 from new household formation. The remainder of the net new household formation is split between years 6-10 and 11-15 based on a net compound growth rate of 2.50%.

**Figure 9**

**Additional pitch provision in Redcar and Cleveland to 2030 (Financial Year 01/04-31/03)**

|                      | 2015-2020 | 2020-2025 | 2025-2030 | Total    |
|----------------------|-----------|-----------|-----------|----------|
| Redcar and Cleveland | 2         | 3         | 3         | <b>8</b> |

### Transit Sites

- 8.3 Given the limited levels of unauthorised encampments over recent years that have been identified in Redcar and Cleveland it is recommended that there is **not a need for the Council to deliver any new transit provision at this time**. However the situation should be closely monitored with neighbouring local authorities during the plan period, with a view to delivering future provision on a cross-border basis should a future need arise.

### Travelling Showpeople Needs

- 8.4 There are currently no known Travelling Showpeople plots in Redcar and Cleveland, nor any evidence of Showpeople in bricks and mortar accommodation from the stakeholder interviews, and therefore there is no projected future need for accommodation. Nonetheless, it is still important for the authorities to have criteria based planning policies in place in the event of someone seeking to develop a new Showpeople's yard in the borough.

## Provision for Other Travelling Communities

- 8.5 The study did not find any evidence of other travelling communities in Redcar and Cleveland such as New Age Travellers, and therefore there is no projected future need for accommodation for members of these communities.

## Stakeholder Engagement

- 9.5 In relation to the future priorities for the Council the majority of stakeholders confirmed that it depended on the results of the GTAA. If a need for pitches is the outcome then good quality pitches should be developed to meet any current and future need.
- 9.6 Some stakeholders believe that the Council and other organisations should improve services in relation to both health and education for Gypsies, Travellers and Travelling Showpeople. Other key priorities raised for Redcar & Cleveland Council and neighbouring authorities included:
- » Improving opportunities to engage and consult with Gypsies, Travellers and Travelling Showpeople regardless of the type of accommodation;
  - » Improving cross boundary and partnership working opportunities and
  - » Improving community cohesion by raising awareness of Gypsies, Travellers and Travelling Showpeople issues.
- 9.7 The following ideas could help improve services and strengthen joint working and ORS would recommend that the Council consider them:
- » Ensure the results of the GTAA are shared and discussed with Gypsies, Travellers and Travelling Showpeople in the area;
  - » Work with neighbouring authorities on a joint approach to recording and dealing with encampments in order to share a database of information to inform assessments in the future;
  - » Work with RPs in the area to improve ethnic monitoring and recording of needs;
  - » Work with neighbouring authorities to improve partnership working by setting up a joint Gypsy, Traveller and Travelling Showpeople Forum;
  - » Work with neighbouring authorities once GTAA's have been published to share experiences and plan for future site identification and discuss ways of sharing the impact of any unmet need across the wider area;
  - » Some additional research would be recommended on sites in the wider area to see what level of unemployment/NEETs<sup>6</sup> there are (please see **Appendix G**). From experience, ORS has found that Gypsies or Travellers may need to be supported in finding out what their options are regarding access to employment advice services or training opportunities.

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<sup>6</sup> Definition: 15-24 years old Not in Education, Employment or Training

## Appendix A: Glossary of Terms

|                                     |  |
|-------------------------------------|--|
| <b>Amenity block/shed</b>           | A building where basic plumbing amenities (bath/shower, WC, sink) are provided.  |
| <b>Bricks and mortar</b>            | Mainstream housing.  |
| <b>Caravan</b>                      | Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.  |
| <b>Chalet</b>                       | A single storey residential unit which can be dismantled. Sometimes referred to as mobile homes.   |
| <b>Concealed household</b>          | Households, living within other households, who are unable to set up separate family units.  |
| <b>Doubling-Up</b>                  | Where there are more than the permitted number of caravans on a pitch or plot.   |
| <b>Emergency Stopping Place</b>     | A temporary site with limited facilities to be occupied by Gypsies and Travellers while they travel.   |
| <b>Green Belt</b>                   | A land use designation used to check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside from encroachment; preserve the setting and special character of historic towns; and assist in urban regeneration, by encouraging the recycling of derelict and other urban land. |
| <b>Household formation</b>          | The process where individuals form separate households. This is normally through adult children setting up their own household.  |
| <b>In-migration</b>                 | Movement into or come to live in a region or community   |
| <b>Local Plans</b>                  | Local authority spatial planning documents that can include specific policies and/or site allocations for Gypsies, Travellers and Travelling Showpeople.   |
| <b>Out-migration</b>                | Movement from one region or community in order to settle in another.   |
| <b>Personal planning permission</b> | A private site where the planning permission specifies who can occupy the site and doesn't allow transfer of ownership.  |
| <b>Pitch/plot</b>                   | Area of land on a site/development generally home to one household. Can be varying sizes and have varying caravan numbers. Pitches refer to Gypsy and Traveller sites and Plots to Travelling Showpeople yards.  |
| <b>Private site</b>                 | An authorised site owned privately. Can be owner-occupied, rented or a mixture of owner-occupied   |

|                                      |  |
|--------------------------------------|--|
|                                      | and rented pitches.  |
| <b>Site</b>                          | An area of land on which Gypsies, Travellers and Travelling Showpeople are accommodated in caravans/chalets/vehicles. Can contain one or multiple pitches/plots. |
| <b>Social/Public/Council Site</b>    | An authorised site owned by either the local authority or a Registered Housing Provider.   |
| <b>Temporary planning permission</b> | A private site with planning permission for a fixed period of time.  |
| <b>Tolerated site/yard</b>           | Long-term tolerated sites or yards where enforcement action is not expedient and a certificate of lawful use would be granted if sought.                         |
| <b>Transit provision</b>             | Site intended for short stays and containing a range of facilities. There is normally a limit on the length of time residents can stay.                          |
| <b>Unauthorised Development</b>      | Caravans on land owned by Gypsies and Travellers and without planning permission.  |
| <b>Unauthorised Encampment</b>       | Caravans on land not owned by Gypsies and Travellers and without planning permission.  |
| <b>Waiting list</b>                  | Record held by the local authority or site managers of applications to live on a site.   |
| <b>Yard</b>                          | A name often used by Travelling Showpeople to refer to a site.   |

## Appendix B: Gypsy and Traveller Sites in Redcar and Cleveland (March 2015)

| Site   |           | Number Pitches |
|--|-----------|----------------|
| <b>Public Site</b>   |           |                |
|  | The Haven | 18             |
| <b>Private Sites with Permanent Permission</b>                 |           |                |
|  | None      | 0              |
| <b>Private Sites with Temporary Permission</b>                 |           |                |
|  | None      | 0              |
| <b>Tolerated Sites – Long-term without Planning Permission</b> |           |                |
|  | None      | 0              |
| <b>Unauthorised Sites</b>                                      |           |                |
|  | None      | 0              |
| <b>TOTAL PITCHES</b>   |           | <b>18</b>      |
| <b>Transit Sites</b>   |           |                |
|  | None      | 0              |
| <b>Travelling Showpeople Yards</b>                             |           |                |
|  | None      | 0              |

# Appendix C: Site Record Form

| <b>Gypsy &amp; Traveller Accommodation Assessment – Site/Pitch Record</b>  |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
|--|-----|----------|-----|---|-----|----------|-----|----------|-----|----------|-----|----------|-----|----------|-----|
| <b>General Information</b>   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Name of Local Authority  |     |          |     | Redcar and Cleveland  |     |          |     |          |     |          |     |          |     |          |     |
| Date of Site Visit   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Time of Site Visit   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Name of Interviewer(s)   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Address and Pitch Number   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Type of Site   |     |          |     | Council   |     |          |     |          |     |          |     |          |     |          |     |
| Name of Family   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Ethnicity of Family  |     |          |     | Romany Gypsy / Irish Traveller / Scots Gypsy or Traveller / Show Person / New Age Traveller / English Traveller / Welsh Gypsy / Non Traveller (specify) |     |          |     |          |     |          |     |          |     |          |     |
| How long have you live here?   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Who else lives here?   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| <b>Family Demographics</b>   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| Person 1   |     | Person 2 |     | Person 3  |     | Person 4 |     | Person 5 |     | Person 6 |     | Person 7 |     | Person 8 |     |
| Sex  | Age | Sex      | Age | Sex   | Age | Sex      | Age | Sex      | Age | Sex      | Age | Sex      | Age | Sex      | Age |
| How many caravans of the pitch?  |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| How many separate families or unmarried adults live on this pitch?<br>Is there enough room on this pitch for everyone?<br>If not, how many need a home of their own?   |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |
| How many of your children or grandchildren will need a home of their own in the next 5-10 years?<br>If they live here now, will they want to stay on this site if they can?<br>If not, where would they wish to move? (Bricks & Mortar Within the North East Elsewhere in the UK.)<br><br>If they do not live on this site, would they want to move on this site or another Redcar and Cleveland site if they could get a pitch? |     |          |     |   |     |          |     |          |     |          |     |          |     |          |     |

|  |   |
|--|---|
|  |   |
| <p>How many people living here are on the waiting list for a pitch in Redcar and Cleveland?</p> <p>How long have they been on the waiting list for?</p> <p>Are you aware of anyone who is not on Waiting List, and should / would like to be? If so have you got their details</p>                                 |   |
| <p>Do you live here out of your own choice or because there was no other option?</p>   |   |
| <p>Do you plan to move out in the next 5-10 years? If so why?</p>  |   |
| <p>Where would you move to? (Bricks &amp; Mortar Within the North East Elsewhere in the UK.)</p> <p>Why?</p>   |   |
| <p>How long have you lived in the Redcar and Cleveland area ?</p> <p>Where did you live previously to coming to this site ?</p> <p>What type of accommodation (site or housing)</p> <p>What are the things that attract you to this area ?</p> <p>Have you got other family members who live in the North East</p> |   |
| <p>Contacts for Bricks &amp; Mortar Interviews</p>   | <p><i>Details of any friends or family living in bricks and mortar who want to move to a site</i></p> |
| <p>Travelling</p> <p><i>Whether households travel, frequency and reasons for travelling.</i></p> <p><i>Length of travelling period and whether it is head of household travelling or whole family who travel.</i></p> <p><i>If not travelling, the reasons why not.</i></p>  |   |

|   |   |
|---|---|
|   |   |
| <b>Any additional information</b><br><br><i>Recent accommodation history, extent of lacking or sharing of basic amenities, any special educational needs/ requirements, access to local services etc.</i> |   |
| <b>Site/Pitch Plan</b>  | <i>Sketch of Site/Pitch – any concerns?</i> |
|   |   |

# Appendix D: Bricks and Mortar Adverts

The screenshot shows the homepage of the Redcar & Cleveland Council website. At the top, there is a navigation bar with links for HOME, SITE MAP, CONTACT US, and an RSS feed icon. The council's logo and name 'this is Redcar & Cleveland' are prominently displayed. Below this is a search bar with the placeholder text 'Enter key words here and click search' and a 'Search' button. A secondary navigation menu includes Home, Resident (highlighted), Business, The Council, Visit, and Contact Us. Further down, there are links for Adult, Children & Health, Schools & Learning, Bins & Recycling, Planning & Building, Council Tax & Benefits, and More. An A-Z INDEX is provided for easy navigation. The main content area features several news items: 'Gypsy & Traveller Accommodation' with a sub-headline 'A review of the Gypsy & Traveller Accommodation Needs Assessment'; 'Landlords in the Tees Valley area' invited to an event; 'Healthy Heart Check' for those aged 40-74; and 'Care home supports independent living' for those struggling. To the right, an 'Online Services' section lists 'Apply for it', 'Pay for it', 'Report it', 'Request it', and 'Have your say'. Below the main content, there are three featured sections: 'Your top questions' with a list of common queries like 'How do I report a missed bin?'; 'Who is my local MP / Councillor' featuring photos and names of Mary Lanigan, Tom Blenkinsop, and Ian Swales; and 'Look up your bin collection' which provides a search tool for refuse collection timetables. At the bottom right, there is a promotion for 'this is Redcar & Cleveland Magazine'.

**In this section**

- ▶ Energy Efficiency
- ▶ Adult, Children & Health
- ▶ Neighbourhoods
- ▶ Schools & Learning
- ▶ Bins & Recycling
- ▶ Births, Deaths & Marriages
- ▶ Housing & Property
- ▶ Planning & Building
- ▶ Leisure & Events
- ▶ Roads & Travel
- ▶ Council Tax & Benefits

## Gypsies & Travellers

- Education for Travellers
- Information Exchange
- Gypsy & Traveller Strategy

At present there are more Gypsy/Traveller trailers than there are authorised legal places for them to stop. Government research estimates that at any one time there are approximately 3500 trailers on unauthorised encampments in England.

Having regard to the above information, it is likely that unauthorised camping may take place within this Borough. In order to ensure adequate planning and preparation for unauthorised encampments an Unauthorised Camping Procedure has been prepared and adopted.

Redcar & Cleveland Borough Council will consider each unauthorised encampment on an individual basis balancing the welfare needs of Travellers with those of the resident communities.

Redcar & Cleveland Borough Council recognise that Gypsies and Travellers, other agencies/departments, elected members and members of the settled community should be kept informed about what is happening with unauthorised encampments. Regular Gypsy/Traveller information exchanges provide information regarding current issues within the borough.

### Housing

#### Gypsy & Traveller Accommodation Assessment Study

Redcar and Cleveland Council are currently carrying out a review of the Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment as part of updating the evidence base for the upcoming Local Plan.

In order to identify if there is any unmet accommodation need from persons of the travelling communities in this borough, the Council have recruited Opinion Research Services (ORS) to carry out this assessment. Whilst interviews have already taken place with members of the travelling community in the borough living in caravans/trailers, ORS also recognise that some members of the travelling community also live in bricks and mortar housing and would like to make contact with this group.

If you are interested in taking part, please see the attached advert for relevant contact details.

#### Download Attachments:

 [Accommodation Assessment Advert.pdf \(157k\)](#)  
Last modified: 11/02/2015 11:02:48

**Online Services**

- Apply for it** 
- Pay for it** 
- Report it** 
- Request it** 
- Have your say** 

 **SHARE**  **PRINT**

 [Report Page Error](#)

### Tags

Gypsies (4) Romanies (4)  
Travellers (4)

 **SUBMIT TAG**

**Last updated:**  
13/02/2015

**Assigned review date:**  
01/06/2015

**Page Section:**  
[Resident](#)  
[Housing & Property](#)

[Home](#) > [Resources & Services](#) > [Planning, Law & Policy](#) > [Opinion Research Services](#)

# Opinion Research Services

11 March 2015 / *Julie Colman*

   



## Gypsy, Traveller & Travelling Showpeople Accommodation Assessments

Opinion Research Services (ORS) is an independent research company who carry out Gypsy, Traveller and Travelling Showpeople Accommodation Assessments across the country.

These assessments must be carried out by every council to inform them how many new pitches and plots will need to be provided in the future.

ORS would like to speak to Gypsies, Travellers and Travelling Showpeople who are looking to develop a site or yard or who live in bricks and mortar and would prefer to live on a site or yard in any of the following areas:

**Bracknell Forest, Hackney, Haringey, Hinckley & Bosworth, Lewisham, North Somerset, Redcar and Cleveland, Royal Borough of Windsor and Maidenhead, and St Albans City and District.**

Your views are very important to us.

If you would like to speak to ORS about your needs please contact **Claire Thomas** on **01792 535337** or email [claire.thomas@ors.org.uk](mailto:claire.thomas@ors.org.uk)

# Appendix E: List of Stakeholders Interviewed

- » Redcar & Cleveland Council Officers x 5
- » Neighbouring Authority officers x 13
- » Cleveland Fire Brigade x 1
- » Tees Valley Public Shared Health Service x 1
- » Coast and Country Housing x 1
- » Society for Protection and Advancement of Romany Culture (SPARC) x 1
- » Site Manager x 1
- » Planning Consultant x 1
- » Showmen's Guild of Great Britain x 1 written response

## Appendix F: Stakeholder Views on Site Criteria

- » Sites should be considered in the same context as housing;
- » in reasonable proximity to other residential areas e.g. on the edge of urban areas but not located in central city or rural locations as Gypsies and Travellers wish to be integrated into communities rather than tolerated;
- » Sites located in rural areas are more desirable to Gypsies and Travellers as they do not want to be located near to existing communities;
- » Sites should not be placed near waste tips or industrial areas or on land that is contaminated;
- » Sites should be near local services and facilities such as shops, GPs/health services including screening clinics, community support agencies, public transport, laundrettes and schools and offer opportunities for employment;
- » Local authorities should consider proximity of any new sites to existing sites, either within their own area or neighbouring authority areas;
- » Sites should have access to all utilities such as water (for both health and fire safety), sanitation, drainage, rubbish collection and electricity;
- » Environmental constraints need to be considered such as any potentially hazardous areas including flood zones, noise or air quality issues and also land use constraints such as green belt, Area of Outstanding Natural Beauty (AONB), conservation areas and wildlife sites;
- » Sites should be accessible to local road networks without causing safety issues;
- » Sites need to be affordable to those that wish to purchase their own land;
- » Effective consultation should be undertaken with Gypsies, Travellers or Travelling Showpeople and the settled community on any proposed sites;
- » Gypsies and Travellers should be involved in the identification of sites, design of sites and the drafting of allocation and management policies;

# Appendix G: Additional Stakeholder Comments

## Consultation with the Travelling Community in Redcar and Cleveland

Stakeholders said that regular consultation with Gypsies, Travellers or Travelling Showpeople in Redcar and Cleveland and neighbouring council areas is largely related to specific issues e.g. GTAA, the biannual caravan count or if there is a requirement by Health Visitors to attend site - because of an outbreak of measles for example.

Regular engagement by councils is more common on public sites and tends to be to deal with concerns/issues on a day to day basis. Redcar & Cleveland Council confirmed that having a community centre on site has improved opportunities to engage and consult with residents. Darlington confirmed that Gypsies and Travellers in their area are members of the Equalities Group and attend various forums and this enables pathways to consult with Gypsy and Traveller communities.

It was suggested that successful engagement usually depended on whether the subject was of interest or not. One to one conversations were reportedly more acceptable to Gypsies, Travellers and Travelling Showpeople than written material or focus groups. Focus groups were said to be more likely to be attended if there were incentives attached to them.

Gypsies, Travellers and Travelling Showpeople living in bricks and mortar and on private sites/yards are less likely to be consulted.

ORS is aware that local authorities often hold data bases of those they wish to consult with. Their data bases often include national bodies such as the National Gypsy and Traveller Federation, the Gypsy Council and local consultation is carried out by involving those living on sites in an area and local stakeholders such as the Police for example. Consultation is often carried out by advertising in the media through local papers, websites, and letters are sent to households who are registered on the Council Tax (including Traveller Sites) in an area.

## Community Cohesion

When asked to consider whether there were any issues in relation to community cohesion there were few current and specific issues in Redcar and Cleveland or neighbouring areas to record. Some did report that in the past there had been serious tensions between Irish Travellers and English Gypsies in the South Bank area, but these issues appeared to have been resolved.

Some interviewees gave the opinion that when there is an encampment, unauthorised development, negative press or a new site proposed, the public are immediately concerned.

Reasons given for why there are sometimes poor relationships between Gypsies and Travellers or between those communities and the settled community are:

- » The perception they have of each other;

- » feuds (either family or between Gypsies and Travellers);
- » Fear and ignorance on all sides and
- » The feeling the settled community can have that Gypsies and Travellers circumvent planning policy to gain permission for sites especially in relation to the green belt.

The general view given in relation to Travelling Showpeople is that they are more likely to be accepted in an area, especially where they have an historical connection.

## Health and Well-being

When considering access to health services stakeholders are of the opinion that Gypsies, Travellers and Travelling Showpeople are able to access health services in Redcar and Cleveland and neighbouring areas.

Some stakeholders mentioned that transient Gypsies and Travellers are less able to access health services especially with regard to registering with a GP for a short period of time; however with NHS walk-in centres this is now less of a challenge.

Stakeholder highlighted that Gypsies and Travellers have difficulties registering with GP surgeries because of discrimination; this means they are more likely to use hospital accident and emergency services as a first point of contact.

A minority of stakeholders highlighted that some sites are regularly attended by Health Visitors who are able to offer support and advice and this improves access to other health services through a referral process.

The health and well-being of Gypsies and Travellers is widely known to be significantly lower than other communities in the UK as well as being less likely to access health and support services. It is widely reported that improving site access and accommodation improves the health and well-being outcomes for these communities.

## Education

Officers from Redcar & Cleveland Council confirmed that they have a Traveller Education Service that provides support to those living on The Haven site as well as those living in bricks and mortar housing or transient in the area. Other local authorities such as Middleborough provide similar services in their area.

Some interviewed believe there has been a step change. This is because Gypsies and Travellers are encouraging their children to attend school and in some cases there are young people attending college. Travelling Showpeople are now aware of the importance for their children to attend school all year round; this means that what were known and used as winter quarters are now used 12 months a year.

The early age at which Gypsy and Traveller children leave education and the level of literacy skills of some Gypsies and Travellers, in particular, are areas of concern for some interviewees. It was generally agreed, however, that access to education and the quality of education being received by Gypsies, Travellers and Travelling Showpeople has improved over the last 10 years.

ORS are aware that that Gypsy and Traveller children, girls in particular, continue to leave education to help with domestic chores and childcare once they reach high school age and there is a tradition for boys to leave school around 13 to help their fathers. Attendance by Gypsy and Traveller children has historically been lower than the settled community, but in recent years, especially at primary level, attendance has improved nationally.

## Employment

When asked about employment opportunities some stakeholders said that Gypsies, Travellers and Travelling Showpeople will not want or need to access employment services because of being self-employed and unlikely to seek employment outside of their communities.

Some stakeholders mentioned that where Gypsies or Travellers are employed outside of their communities they are careful not to declare their ethnicity or background. This is because they fear they will lose their job. If they are living on a site and applying for a job they may not disclose their address because they fear they will be discriminated against. To overcome this they may use an address of a friend or relative.

It is said that a minority of Gypsies and Travellers have secured full employment through cleaning firms, retail outlets and in schools as teaching assistants or cooks.

It was further mentioned those who are employed outside of Traveller Communities may not tell friends and family because it is not always culturally accepted.

Stakeholders mentioned that low skills sets may be a barrier to Gypsies, Travellers or Travelling Showpeople accessing employment.

One stakeholder highlighted that because of recent changes in legislation relating to dealing in cash, the cost of diesel and being registered to deal in scrap metal made some areas of work sometimes associated with Gypsies or Travellers no longer feasible. This may mean that more Gypsies and Travellers will be reliant on state benefits.

A minority of stakeholders thought that Gypsies, Travellers or Travelling Showpeople would have greater success in some areas of employment because of their networks and being employed within family businesses.

ORS have undertaken GTAA's across the UK and is aware that there is an obstacle for members of these communities in accessing employment services and opportunities because of what is believed to be innate prejudice from the settled community when a job application is received from a Gypsy or a Traveller living on a site because it could be discarded; therefore the majority have only one option but to be self-employed or receive benefits.

ORS is also aware that the knowledge that traditional employment opportunities are decreasing and the number of NEETs on public sites is common. With this in mind the Council may wish to consider seeking residents' views, should a site be developed, as to their current employment status and whether they would like some career advice especially for younger people in order to support them further.

# Appendix H: Additional Views from Neighbouring Authorities

## Darlington

Officers were not aware of any cross border movements or encampments being moved on between neighbouring local authorities. Encampments are irregular and are usually due to Travellers passing through or visiting for short periods of time to attend specific family events.

Routes that are thought to be used through the area include the A1, A19 and A66.

Officers did not report any trends in their area and the situation remains static.

The priority for the Council is believed to be successfully adopting the local plan and where pitches have been identified enabling delivery. In addition to this it is hoped that communication and liaison with Gypsies and Travellers living in the area will be improved in order to better understand what their needs may be in the future.

## Hambleton

The Council has not been made aware of any cross border movements or encampments being moved on between Hambleton and Redcar and Cleveland or other neighbouring authorities. There may be a group/small community being moved on between Hambleton and Ryedale and York during the summer months. There is also said to be one family/extended family with complex needs that moves in and out of Hambleton and neighbouring authority areas but whether it is through eviction is not known

Encampments are irregular despite the annual Seamer Horse Fair being held 15 miles away. Encampments may be due to Travellers passing through or visiting for short periods of time to attend specific family events.

Routes that are thought to be used through the area include the A1 and A19 to Appleby and the Seamer Horse Fair in Scarborough.

In relation to trends there are more applications being submitted for small private sites and some appeal decisions have been successful. It is hoped that these single sites will count towards what has been evidenced as local need in the area.

The priority for the Council is said to be working with the local Gypsy and Traveller community towards meeting the identified unmet need. A further priority will be to ensure that the 8 permanent pitches and 4 transit pitches recently authorised are developed and taken forward to help meet the evidenced local need.

## Hartlepool

There is no awareness of cross border movements because as far as is known Gypsies and Travellers in the area are living in bricks and mortar and are less transient.

Encampments are irregular and there is no suggestion of encampments being moved on between Hartlepool and Redcar and Cleveland. When encampments occur they are usually for short periods of time; on vacant land or on seafront car parks. The main reason why they are in the area is to visit family living in bricks and mortar accommodation.

There are thought to be no travelling routes through Hartlepool but the Tees Valley route would be the A1 and A66 to the Lake District for Appleby Fair.

There are no trends to report in the area relating to Gypsies, Travellers or Travelling Showpeople.

The priority for the Council is said to be working with the local Gypsy and Traveller community living in bricks and mortar accommodation especially those who have identified their aspiration to move to site accommodation. As the need for pitches is relatively few, it could be more cost effective to identify what would be acceptable and suitable bricks and mortar accommodation.

## Middlesbrough

The Council has not been made aware of any cross border movements or encampments being moved on between Middlesbrough and Redcar and Cleveland.

Encampments are irregular and on the few occasions more recently have been because people are seeking solutions to homelessness. When encampments have been Gypsies or Travellers they have been visiting the area to visit relatives, attending a specific event such as a funeral or have been travelling through.

Routes that are thought to be used through the area include the A1, A19 and A66.

There are no trends to report in the area relating to Gypsies, Travellers or Travelling Showpeople.

The priority for the Council will depend on the results of the elections, but it may be that a new GTAA will be required to update the Council. There are sites that can be brought forward including the possible expansion of the existing site but that is dependent on what need is evidenced and what money is available at the time.

## North York Moors National Park

The Authority has not been made aware of any cross border movements or encampments being moved on between its area and Redcar and Cleveland.

Encampments are irregular but when they do occur they are likely to be travelling through to attend horse fairs and shows. Areas where encampments have occurred have been near to Scarborough and in Whitby.

Routes that are thought to be used through the area include the A19 and A64.

There are no trends to report in the area relating to Gypsies, Travellers or Travelling Showpeople.

The priority for the Authority will depend on evidence being provided by local authorities that there is a need for site accommodation in the North York Moors National Park.

## Scarborough

The Council has not been aware of any cross border movement or encampments being moved on between Scarborough and Redcar and Cleveland.

Encampments are irregular despite the annual Seamer Horse Fair and Whitby Regatta. When encampments occur they are for short periods of time during the summer to attend these two events or they are passing through.

Travelling routes possibly used through the area include the A64 and A171.

There are no trends to report in the area relating to Gypsies, Travellers or Travelling Showpeople.

The priority for the Council is said to be working more closely with Gypsies and Travellers attending the two annual events held in the area in order to make further improvements to the support currently being provided. A further priority for the Council in relation to Gypsies, Travellers and Travelling Showpeople is to ensure the Council has clear criteria based planning policies so that they can deal with any planning applications that may arise.

## Stockton-On-Tees

The Council has not been aware of any cross border movement or encampments being moved on between Stockton and Redcar and Cleveland.

Encampments are irregular and last year (2014) there were 3. When encampments occur they are for short periods of time during the summer and are because they are visiting family or are passing through to Yarm Fair.

Travelling routes possibly used through the area include the A66 and A19.

There are few trends to report other than there has been a decline in the number of encampments over the last four years. There is a local community of Gypsies and Travellers based on the public site in the borough who remain mainly static and are less transient and the situation remains static in the area.

While the Gypsy, Traveller and Travelling Showpeople Site Allocations Local Development Document (LDD), as it was consulted on in February and March 2014, no longer exists, the Council is still committed to providing for the accommodation needs of Gypsies and Travellers, in line with national planning policy. The Council is to carry out a new comprehensive assessment into the accommodation needs of Gypsies and Travellers in the borough and will then carry out a new search for sites.

# Appendix I: Technical Note on Household Formation and Growth Rates

# **Technical Note**

## **Gypsy and Traveller Household Formation and Growth Rates**

**March 31<sup>st</sup> 2015**

**Opinion Research Services**  
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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%        |
| <b>Total</b>    | <b>22,063,368</b> | <b>100%</b> | <b>19,458</b> | <b>100%</b> |

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%                    |
| <b>Total</b>                            | <b>22,063,368</b>         | <b>100%</b>              | <b>19,458</b>                             | <b>100%</b>              |

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. It

is also well documented that adult Gypsy and Traveller males travel far more frequently than females for work purposes. 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 2014) – 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 and 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.