

Calderdale

Gypsy and Traveller and Travelling Showperson Accommodation Assessment 2015

Calderdale Metropolitan Borough Council

Final Report
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Please note that in this report some of the tables include rounded figures. This can result in some column or row totals not adding up to 100 or to the anticipated row or column 'total' due to the use of rounded decimal figures. We include this description here as it covers all tables and associated textual commentary included. If tables or figures are to be used in-house then we recommend the addition of a similarly worded statement being included as a note to each table used.

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1. Introduction

1.1 In May 2014, arc⁴ were commissioned by Calderdale Metropolitan Borough Council and Kirklees Council to undertake a joint Gypsy and Traveller Accommodation Assessment to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across Calderdale and Kirklees. The objective of the Gypsy Traveller Accommodation Assessment is to inform the emerging Local Plan policies and allocations. As part of the commission two separate reports have been produced and this document outlines the findings for Calderdale Council.

1.2 The research provides information about the current and future accommodation needs and demands of Gypsies and Travellers and Travelling Showpeople; as well as providing information about their additional support needs.

1.3 The study adopts the definition of 'Gypsies and Travellers' set out within the Government's 'Planning policy for traveller sites' (March 2012) within which the following definition of Gypsies and Travellers is adopted:

'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.'

1.4 Similarly, the following definition from the Guidance in respect of Showpeople is used:

'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 dependants' 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.'

1.5 The following definition also applies:

*'[A] "pitch" means a pitch on a "gypsy and traveller" site and "plot" means a pitch on a "Travelling Showpeople" site (often called a "yard"). This terminology differentiates between residential pitches for "gypsies and travellers" and mixed-use pitches for "Travelling Showpeople", which may/will need to incorporate space or to be split to allow for the storage of equipment.'*¹

1.6 For the purposes of this study, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.

1.7 The overall purpose of a Gypsy and Traveller Accommodation Assessment study is to assess overall accommodation need and distribution for each participating local authority, undertaken in a manner which conforms to national policy and guidance. The objectives of the Gypsy and Traveller Accommodation Assessment are therefore:

¹ DCLG Planning policy for traveller sites Appendix A Glossary March 2012

- To establish trends and characteristics of the sub regional Traveller population, households and their accommodation, including an assessment of drivers of need and demand;
- To establish provision, supply and characteristics of Traveller accommodation;
- To provide a clear and robust understanding of the permanent, transit and other accommodation needs of Travellers; and
- To identify key criteria for new provision, including broad locations, and optimum site size and number of pitches etc.

Study components

1.8 The study comprised five phases, which are set out below:

- **Phase 1:** Development of methodology. Collation and review of existing information and literature;
- **Phase 2:** Stakeholder consultation;
- **Phase 3:** Survey of Gypsies and Travellers and Travelling Showpeople across the study area;
- **Phase 4:** Data analysis, calculation of needs and report production; and
- **Phase 5:** Dissemination.

Report structure

1.9 The report structure is as follows:

- **Chapter 1 Introduction:** provides an overview of the study;
- **Chapter 2 Legislative and policy context:** presents a review of the legislative and policy context;
- **Chapter 3 Methodology:** provides details of the study's research methodology;
- **Chapter 4 Review of current provision of sites:** looks at the current provision of sites across the study area to provide a baseline picture of what is currently available;
- **Chapter 5 Review of current population:** reviews estimates of the Gypsy and Traveller and Travelling Showpeople population across the Calderdale district and the scale of existing site provision. A review of the current accommodation situation of Travellers identifies issues arising;
- **Chapter 6 Pitch and plot requirements:** focuses on current and future pitch and plot requirements. This chapter includes a detailed assessment of drivers of demand, supply and current shortfalls across the study area;

- **Chapter 7 Travelling practices and experiences:** highlights experiences of and issues relating to travelling;
- **Chapter 8 Wider service and support needs:** highlights survey findings with reference to wider services used;
- **Chapter 9 Stakeholder consultation:** summarises views of stakeholders expressed through the on line survey;
- **Chapter 10 Conclusion and strategic response:** concludes the report, identifying headline issues, and recommending ways in which these could be addressed.

1.10 The report is supplemented by the following appendices:

- **Appendix A** which provides details of the legislative background underpinning accommodation issues for Gypsies and Travellers;
- **Appendix B** Policy and guidance;
- **Appendix C** Fieldwork Questionnaire;
- **Appendix D** Stakeholder Questionnaire; and
- **Appendix E** Glossary of terms.

2. Legislative and Policy Context

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

Legislative background

- 2.2 Since 1960, three Acts of Parliament have had a major impact on Gypsies and Travellers and Travelling Showpeople:
- Caravan Sites and Control of Development Act 1960;
 - Caravan Sites Act 1968 (Part II); and the
 - Criminal Justice and Public Order Act 1994.
- 2.3 The 1994 Criminal Justice and Public Order Act abolished all statutory obligations to provide accommodation, discontinued Government grants for sites and made it a criminal offence to camp on land without the owner's consent.
- 2.4 Since the 1994 Act, the only places where Gypsies and Travellers and Travelling Showpeople can legally park their trailers and vehicles are:
- Council and Registered [Social Housing] Providers' Gypsy caravan sites;
 - Privately owned land with appropriate planning permission;
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence along with land required for seasonal farm workers.
- 2.5 The 1994 Act resulted in increased pressure on available sites. It eventually resulted in further reviews of law and policy, culminating in the Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller and Travelling Showpeople accommodation needs.
- 2.6 More detail on the legislation affecting Gypsies and Travellers and Travelling Showpeople can be found at Appendix A.

Policy background

- 2.7 As part of this research we have carried out a literature review. A considerable range of guidance documents have been prepared by central Government to assist local authorities in discharging their strategic housing and planning functions and numerous research and guidance documents have been published by other agencies. This review examines influential guidance and research which relates specifically to Gypsies and Travellers and Travelling Showpeople or makes reference to them; more information is provided within Appendices A and B.
- 2.8 Overall, this range of statutory documentation, advisory and guidance notes and accepted good practice has helped set a broad context within which this research can be positioned.

- 2.9 Some of the key themes to emerge from the review of relevant literature include:
- Recognising the long-standing role Gypsies and Travellers and Travelling Showpeople have played in society and how prejudice, discrimination and legislative change have increasingly marginalised these distinctive ethnic groups;
 - A recognised shortage of provision for Gypsies and Travellers;
 - The importance of understanding Gypsy and Traveller issues in the context of recent housing and planning policy development;
 - Recognition that Gypsies and Travellers are one of the most socially excluded groups in society and are particularly susceptible to a range of inequalities relating to health, education, law enforcement and quality of accommodation; and
 - A need for better communication and improved understanding between, and within, Travelling communities themselves, and between Travelling communities and elected members, service providers and permanently settled communities.

Planning policy

- 2.10 In March 2012 the Government published both the National Planning Policy Framework² and its accompanying 'Planning policy for traveller sites'³. These documents replace all previous national planning policy in respect of Gypsies and Travellers and Travelling Showpeople. This new national guidance is now a material consideration in determining planning applications and its overarching aim is *'to ensure fair and equal treatment for travellers'*.
- 2.11 Through Planning policy for traveller sites, local planning authorities are encouraged to make their own assessment of need for the purposes of planning, and plan for sites over a reasonable timescale. National policy aims to promote more private Traveller site provision *'while recognising that there will always be those travellers who cannot provide their own sites'* (paragraph 4).
- 2.12 The policy also states that⁴:
- Plan making and decision taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;
 - Planning policies need to be fair, realistic and inclusive; and
 - Planning policies should increase the number of Traveller sites in appropriate locations with planning permission, to address under-provision and maintain an appropriate level of supply.
- 2.13 It is within this policy context that local planning authorities will have to plan future provision for Gypsies and Travellers and Travelling Showpeople across

² CLG National Planning Policy Framework March 2012

³ CLG Planning policy for traveller sites March 2012

⁴ CLG Planning policy for traveller sites March 2012 para 4

their respective areas. The National Planning Policy emphasises the role of evidence and how it should be used within this context.

- 2.14 Using evidence to plan positively and manage development, stresses the need for timely, effective and on-going community engagement (both with Travellers and the settled community); the *'use of a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions'* is advocated. Paragraphs 8 and 9 of 'Planning policy for traveller sites' state that:

'Local planning authorities should set pitch targets for gypsies and travellers and plot targets for travelling show people which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities'.

- 2.15 *'Local planning authorities should:*

- a) Identify and update annually, a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets;*
- b) Identify a supply of specific, developable sites or broad locations for growth, for years 6 to 10 and, where possible, for years 11-15;*
- c) 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);*
- d) 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; and*
- e) Protect local amenity and environment.'*

- 2.16 In September 2014 the Department for Communities and Local Government issued a Consultation on Planning and Travellers. The paper proposes measures to:

- Amend the definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
- Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against a planning application;
- Protect 'sensitive areas' including the Green Belt; and
- Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. The proposed 'Draft planning guidance for travellers' would replace current guidance, including that set out in 'Gypsy and Traveller Accommodation Needs Assessments – Guidance' (2007) and 'Designing Gypsy and Traveller Sites – Good Practice Guide' (2008).

- 2.17 The consultation closed on 23rd November 2014 and a revised version of the Planning policy for traveller sites (PPTS) was published by CLG on 31st August, and its policies apply from the same date.

- 2.18 There are five changes to the text of the new PPTS that differentiate it from the March 2012 policy document. None of the changes relates to using evidence; the majority of changes relate to plan making and decision taking. The changed definition of gypsies and travellers will have an impact for GTAA's.
- 2.19 The changes focus upon:
- Ensuring that Local Planning Authorities (LPAs) are not required to address the accommodation requirements of one-off, largescale unauthorised encampments in their areas (para 12);
 - Protecting the Green Belt (paras 16, unnumbered para preceding para 25, and end of para 27); and
 - Amending the definition of gypsies and travellers but not that of travelling showpeople (Annex 1 para 2).

Largescale unauthorised encampments

- 2.20 The inclusion of paragraph 12 in the revised policy is aimed at preventing the reoccurrence of a 'Dale Farm' situation. The new policy seeks to ensure that LPAs do not need to plan to meet their traveller site needs in full where:
- There is a largescale unauthorised encampment that has significantly increased need in an area; and
 - The area is subject to 'strict and special planning constraints'.

Protecting the Green Belt

- 2.21 Additions to the policy reiterate the point that harm to the Green Belt through the development of temporary or permanent sites is unlikely to be outweighed by 'the best interests of the child, personal circumstances and unmet need.'⁵ This point is reiterated on page 7 of the policy thus ensuring that the priority of protecting Green Belt land is explicit: 'subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.'
- 2.22 Again protection of the Green Belt, as well as other sites subject to landscape or environmental designation⁶, is reiterated at paragraph 27, closing the loophole enabling grant of temporary planning permission on sites in the Green Belt where a LPA cannot demonstrate an up-to-date five year supply of deliverable sites.

Changes definition of gypsy and traveller

- 2.23 The revised policy retains the original definition of gypsies and travellers from the 2012 document, it however adds the following 'clarification' for determining whether someone is a gypsy or traveller:

⁵ Planning policy for traveller sites 31 Aug 2015 para 16

⁶ Sites protected under the Birds and Habitats Directives, sites designated as Sites of Special Scientific Interest, Local Green Space, Areas of Outstanding natural Beauty, or within a National Park (or the Broads).

- 2.24 'In determining whether persons are “gypsies and travellers” for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- a) whether they previously led a nomadic habit of life*
 - b) the reasons for ceasing their nomadic habit of life*
 - c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.⁷*

Implications of changed definition for future GTAAs

- 2.25 Future GTAAs will need to establish answers to these questions (a, b, and c above). However, it is not immediately apparent what ‘consideration of these matters’ will add to needs assessments other than to provide additional data in respect of those in the local gypsy and traveller community that are not currently travelling (i.e. how many do not travel, why and will they be starting again).
- 2.26 It is not clear how responses to these questions will shape the overall assessment of need for new permanent and transit provision, unless it is the intention to exclude from needs assessments those respondents indicating that they have no intention of travelling in the future.
- 2.27 Whilst our existing GTAAs ask about time spent travelling each year they do not ask about why people ceased to travel and do not assume that a nomadic lifestyle has been led previously. Given the changed definition it is not possible to go back and update existing needs figures. One thing we would say is that with the changes in the definition needs figures are unlikely to rise and are in fact potentially likely to reduce.
- 2.28 As yet we are unclear on the changes to unauthorised encampments and transit provision. We see the changes to this aspect of provision being more strongly linked to stopping a ‘new Dale Farm’ from occurring though it is difficult to quantify what the CLG see as ‘largescale’ in this respect.

Localism Act and Duty to Cooperate

- 2.29 Despite the revocation of the Regional Spatial Strategy, the need for strategic planning remains, especially to ensure coherent planning beyond local authority boundaries. To this end the Localism Act 2011 has introduced the Duty to Co-operate which the Planning Advisory Service⁸ advises:
- Requires councils and public bodies to engage constructively, actively and on an on-going basis in relation to planning of sustainable development;
 - Requires councils to consider whether to enter into agreements on joint approaches or prepare joint Local Plans (if a local planning authority); and
 - Applies to planning for strategic matters in relation to the preparation of Local and Marine Plans, and other activities that prepare the way for these activities.

⁷ Planning policy for traveller sites Aug 2015 Annex 1: Glossary para 2

⁸ PAS A simple guide to Strategic Planning and the Duty to Cooperate
<http://www.pas.gov.uk/pas/core/page.do?pagelid=2133454>

- 2.30 The Localism Act and the National Planning Policy Framework set out a requirement for local authorities to fulfil the Duty to Co-operate on planning issues, including provision for Gypsies and Travellers and Travelling Showpeople, to ensure that approaches are consistent and address cross border issues with neighbouring authorities. The Duty is intended to act as a driver for change in order to enhance co-operation and partnership working to assist in delivering appropriate provision of future accommodation for Gypsies and Travellers, which can be contentious.
- 2.31 In addition, the National Planning Policy Framework sets out a presumption in favour of sustainable development to guide local authorities in the delivery of new developments whilst the 'Planning policy for traveller sites' [Sections 7-11] provides specific advice as detailed above.

Progress on tackling inequalities

- 2.32 In April 2012 the Government published a 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers'⁹, which summarised progress in terms of meeting '*Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.*'¹⁰ The report covers 28 measures from across Government aimed at tackling inequalities, these cover:
- Improving education outcomes;
 - Improving health outcomes;
 - Providing appropriate accommodation;
 - Tackling hate crime;
 - Improving interaction with the National Offender Management Service;
 - Improving access to employment and financial services; and
 - Improving engagement with service providers.
- 2.33 In respect of provision of appropriate accommodation, the report advises that financial incentives and other support measures have been put in place to help councils and elected members make the case for development of Traveller sites within their areas. Changing perceptions of sites is also identified as a priority, and to this end the Government has made the following commitments:
- '*The Department for Communities and Local Government will help Gypsy and Traveller representative groups showcase small private sites that are well presented and maintained.*'
 - '*Subject to site owners agreeing to have their homes included we will help produce a case study document which local authorities and councillors, potential site residents and the general public could use. It could also be adapted and used in connection with planning applications.*'¹¹

⁹ The study only includes reference to Gypsies and Travellers and not Travelling Showpeople

¹⁰ www.communities.gov.uk/news/corporate/2124322

¹¹ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

- 2.34 Also aimed at improving provision of accommodation for Gypsies and Travellers, the Government has committed to:
- The provision of support, training and advice for elected members services up to 2015; and
 - The promotion of improved health outcomes for Travellers through the planning system; the report states that *'one of the Government's aims in respect of traveller sites is to enable provision of suitable accommodation, which supports healthy lifestyles, and from which travellers can access education, health, welfare and employment infrastructure.'*¹²

Emphasis on enforcement powers

- 2.35 On 4th May 2013 the Government revoked regulations governing the issuing of Temporary Stop Notices (TSNs)¹³ by local planning authorities, which had been in place since the introduction of TSNs in 2005. The regulations were originally introduced to mitigate the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the previous regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements, and in the spirit of Localism, local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response. Concerns have been raised that, without the regulations in place, TSNs risk violating the Human Rights of Gypsies and Travellers and Travelling Showpeople, especially in areas where there is an under-provision of sites/pitches/plots.
- 2.36 On 1st July 2013 in a Ministerial Statement issued by Local Government Minister Brandon Lewis¹⁴, the issue of inappropriate development in the Green Belt was highlighted. The statement sought to make clear that both temporary and permanent Traveller sites are inappropriate development in the green belt and that planning decisions *'should protect Green Belt land from such inappropriate development'*.
- 2.37 The statement specified that *'The Secretary of State wishes to give particular scrutiny to traveller site appeals in the Green Belt, so that he can consider the extent to which 'Planning policy for traveller sites' is meeting the government's clear policy intentions. To this end he is hereby revising the appeals recovery criteria issued on 30th June 2008 and will consider for recovery appeals involving traveller sites in the Green Belt.'*
- 2.38 This situation was to apply for a period of six months in the first instance, and a number of appeals have since been recovered in order to 'test' relevant policies at a national level. To this end, the Secretary of State recently upheld the Planning Inspector's decision to find in favour of an applicant seeking to extend an existing site in Runnymede, Surrey, which had previously been refused by the

¹² CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

¹³ Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013

¹⁴ <https://www.gov.uk/government/speeches/planning-and-travellers>

Council. The Secretary of State found that the Council's policy was not consistent with the National Planning Policy Framework's policies for the protection of the Green Belt.

2.39 The Statement also revoked the practice guidance on 'Diversity and equality in planning'¹⁵, deeming it to be outdated; the Government does not intend to replace this guidance.

2.40 Revised Guidance from Government¹⁶ in respect of dealing with unauthorised encampments was published on 9th August 2013; the updated guidance reflects the recent changes to TSNs. The Guidance states that:

*'As part of the Government's commitment to protecting the nation's green spaces, these powers will help protect Green Belt land and the countryside from illegal encampments. In addition to the powers which are available to councils to remove unauthorised traveller [sic] sites, protest camps and squatters from both public and private land, new Temporary Stop Notices now give councils powers to tackle unauthorised caravans, backed up with potentially unlimited fines. With the powers set out in this guide available to them, councils should be ready to take swift enforcement action to tackle rogue encampments and sites.'*¹⁷

2.41 In March 2015, the Government published 'Dealing with illegal and unauthorised encampments: a summary of available powers', which sets out *the robust powers councils, the police and landowners now have to clamp down quickly on illegal and unauthorised encampments.*¹⁸ The powers are reiterated as part of the Government's commitment to protecting the Green Belt. The summary advises authorities that they *'should not gold-plate human rights and equalities legislation'* and that they have in fact strong powers available to them to deal with unauthorised encampments. When dealing with encampments authorities are advised to consider the following:

- *'The harm that such developments can cause to local amenities and the local environment;*
- *The potential interference with the peaceful enjoyment of neighbouring property;*
- *The need to maintain public order and safety and protect health;*
- *Any harm to good community relations; and*
- *That the State may enforce laws to control the use of an individual's property where that is in accordance with the general public interest'.¹⁹*

2.42 Despite having a clear leadership role, the summary urges local authorities to work collaboratively with other agencies, such as the Police and/or the highways Agency to utilise these enforcement powers.

¹⁵ ODPM Diversity and Equality in Planning: A good practice guide 2005

¹⁶ CLG Dealing with illegal and unauthorised encampments: a summary of available powers 9th Aug 2013

¹⁷ CLG Dealing with illegal and unauthorised encampments: a summary of available powers Page 3 first para

¹⁸ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

¹⁹ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

CLG Caravan Counts

- 2.43 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by local authorities on a voluntary basis every January and July²⁰. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts, conducted on a single day twice a year, are the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches (i.e. capacity) on sites.
- 2.44 A major review²¹ of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process.

CLG Design Guidance

- 2.45 The Government's 'Planning policy for traveller sites' provides no guidance on design for Gypsy and Traveller sites, concentrating instead on the mechanics of the planning process, from using evidence to plan making and decision taking. The new policy does not therefore add to existing design guidance²² from CLG²³, which suggests that, among other things, there must be an amenity building on each site and that this must include, as a minimum:
- Hot and cold water supply;
 - Electricity supply;
 - A separate toilet;
 - A bath/shower room; and
 - A kitchen and dining area.
- 2.46 A Homes and Communities Agency (HCA) review (January 2012) of Non-Mainstream Housing Design Guidance found that the CLG Design Guide most '*succinctly outlines the physical requirements for site provision for travellers.*' It also identified a number of 'pointers' for future guidance, and these are worth mentioning here:
- The family unit should be considered to be larger and more flexible than that of the settled community due to a communal approach to care for the elderly and for children;
 - A distinct permanent building is required on site to incorporate washing and cooking facilities, and provide a base for visiting health and education workers; and

²⁰ Historically caravan counts have not included Travelling Showpeople. Since 2010 the Government has requested that January counts include Travelling Showpeople, however, the figures relating to Travelling Showpeople are reported separately and not included in the overall count figures.

²¹ Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

²² This guidance does not apply to the provision of new yards for Travelling Showpeople. Further information about good practice in the provision of yards can be obtained from the Showmens' Guild of Great Britain.

²³ CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008

- Clearer diagrams setting out the parameters for design are called for, both in terms of the scale of the dwelling and the site. Incorporating requirements for maintenance, grazing, spacing, size provision, communal spaces, etc. *'would ensure that a set of best practice principles can be established.'*²⁴

2.47 The HCA Review suggested the following design considerations:

- Travelling Showpeople should be considered in the development of provision for temporary/transit sites;
- Vehicular access is a requirement and not an option;
- Open space is essential for maintenance of vehicles and grazing of animals;
- Open play space for children needs to be provided;
- A warden's office is required for permanent sites;
- Communal rooms for use of private health/education consultations are required; and
- An ideal ratio of facilities provision (stand pipes, parking area, recreation space) to the number of pitches.

²⁴ Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

3. Methodology

- 3.1 In order to deliver the requirements of Government Guidance²⁵ the methodology for this study has comprised:
- Interviews with Gypsies and Travellers and Travelling Showpeople on authorised sites/yards;
 - Desktop analysis of existing documents, data and pitch/site information;
 - A census of sites reviewing total number of pitches, number of pitches occupied and vacant, and total number of households; and
 - A Key Stakeholder on-line questionnaire for professionals who have direct contact with and knowledge of local Gypsy and Traveller and Travelling Showpeople communities.
- 3.2 The information gathering has been carried out in three phases, as outlined below:
- Phase 1: Literature/desktop review and stakeholder discussions;
 - Phase 2: Survey of Gypsies and Travellers across the District; and
 - Phase 3: Production of Report.
- 3.3 The Gypsy and Traveller Accommodation Assessment has been overseen by a small steering group comprising officers from the Council's planning, housing, estates and environmental services. The Councils have engaged with LeedsGATE (Leeds Gypsy and Traveller Exchange) to provide further details on the Gypsy and Traveller population in Calderdale (see 6.21 for further information).

Phase 1: Literature/desktop review and stakeholder consultation

- 3.4 This phase comprised a review of available literature, including legislative background and best practice information; and available secondary data relating to Gypsies and Travellers and Travelling Showpeople.
- 3.5 Relevant regional, sub-regional and local information has been collected, collated and reviewed, including information on:
- The national policy and legislative context;
 - Current policies towards Gypsies and Travellers and Travelling Showpeople in the District (drawn from Local Authority and sub-regional policy documents, planning documents, housing strategies and homelessness strategies); and
 - Analysis of existing data sources available from stakeholders²⁶.

²⁵ CLG Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7838/accommneedsassessments.pdf

²⁶ This includes CLG caravan count data and information on unauthorised encampment data provided by the Council (see chapter 6 for more information on this data)

- 3.6 This information has helped to shape the development of this report, and in particular the review of the legislative and policy context set out in Chapter 2.
- 3.7 The views of a range of Key Stakeholders identified by Calderdale Council have been sought as part of this study, and these are summarised at Chapter 9. Stakeholders consulted as part of this process include Registered Providers, landlords, education officers, and housing and planning professionals.

Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across Calderdale

- 3.8 The primary fieldwork for this study comprised survey work with Gypsies and Travellers and Travelling Showpeople. This work was organised by Home Space Sustainable Accommodation (HSSA) and undertaken by Gypsy and Traveller fieldworkers, managed and monitored by arc⁴ staff. HSSA was involved in the design of the questionnaire and in the recruitment of fieldworkers.
- 3.9 Fieldwork interviews were carried out in August 2014. The overarching aim of the fieldwork was to maximise the number of interviews secured from households living on sites and yards within the District. Consulting with stakeholders ensured that the fieldwork team had a good understanding of the local issues facing Gypsies and Travellers and helped to maximise the community's participation in the study.
- 3.10 Interviews were undertaken by trained members of the Gypsy and Traveller community. Using members of the community as interviewers helps secure a good response rate, and ultimately deliver a more comprehensive picture of need.
- 3.11 The cultural needs of Gypsies and Travellers and Travelling Showpeople differ from those of the rest of the population and consideration of culturally specific requirements such as the need for additional permanent caravan sites and/or transit sites and/or stopping places (or improvements to existing sites) are key to this study. The research has therefore explicitly sought information from Travelling people across the district living in different types of accommodation.
- 3.12 A total of nine interviews were secured (Table 3.1) on the Atlas Mill Road yard containing 12 plots. This represents an overall response rate of 75%. No interviews were undertaken with Gypsies and Travellers living on unauthorised encampments due to the fact that the interview team tried to access these but were not welcome or were not available when the encampments were in place. No bricks and mortar household details were provided to arc⁴ by Calderdale Council and ultimately no bricks and mortar households were identified or took part in the process.

Table 3.1 Interviews secured	
Dwelling type	Number
Showperson	
Plot on Private Authorised Yard (12 plots)	9
Total	9

- 3.13 In conjunction with interviews with members of the Travelling community, a range of complementary research methods have been used to permit the triangulation of results. These are brought together during the research process and inform the outputs of the work and include:
- Desktop analysis of existing documents and data;
 - Preparing a database of authorised and unauthorised sites; and
 - Conducting a Key Stakeholder on-line questionnaire for professionals who have direct contact with local Gypsy and Traveller and Travelling Showpeople communities across the Calderdale area.
- 3.14 Good practice guidance and evidence from other studies emphasises that building trust with Travelling communities is a prerequisite of meaningful research. In this case it has been achieved by using interviewers from Gypsy, and Traveller communities to conduct the interviews, by engaging with Gypsy and Traveller and Travelling Showpeople groups, by using local resources and workers to make links, and working with officers who have already established good relationships with local Travelling communities.
- 3.15 We have also used the following sources of information:
- The bi-annual caravan count for CLG [from January 2013 to January 2015]; and
 - Local Authority information on existing site provision and unauthorised developments.
- 3.16 The assessment of pitch [and plot] requirements has been calculated by utilising information on current supply of pitches and the results from the survey. The overall number of pitches has been calculated using Local Authority information, with likely capacity through turnover assessed through the survey. A detailed explanation of the analysis of pitch requirements is contained in Chapter 6 but briefly comprises analysis of the following elements:
- Current pitch and plot provision, households living in bricks and mortar accommodation; households planning to move in the next FIVE years, and emerging households to give total demand for pitches and plots; and
 - Turnover on existing pitches, plots and total supply.
- 3.17 The approach used then reconciles the demand and supply data to identify overall pitch [and plot] requirements.
- 3.18 To identify the need for transit provision, data on unauthorised encampment activity has been collated and analysed, the results of this analysis are assessed alongside other contextual information to identify an appropriate target for transit provision in the District. The assessment of transit requirements is based on the median²⁷ number of caravans per transit related unauthorised encampment for the period July 2008 to June 2014.

²⁷ The median figure is used and not the mean as it is more representative of unauthorised encampment activity generally over the period. By using the median the overall transit target is not skewed by unrepresentative large or small scale one-off encampments.

4. The Current Picture: Provision of Gypsy and Traveller Sites

- 4.1 This chapter considers the current provision of sites across Calderdale. This is based on information provided by Calderdale Council and supplemented with observations from the fieldwork team.

Provision of authorised and unauthorised sites

- 4.2 Data on the provision of sites considers both authorised and unauthorised sites and yards across Calderdale. Broadly speaking, authorised sites are those with planning permission and can be on either local authority or privately owned land. In this instance unauthorised sites are made up of either longer term²⁸ unauthorised encampments²⁹, that have been in existence for some considerable time and so can be considered to be indicative of a permanent need for accommodation (in some instances local authorities class these as tolerated sites and do not take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they own and that does not have planning permission (see Appendix E for more detailed definitions).
- 4.3 From Council data, site census data and from related discussions with local authority officers there is, across the Calderdale study area, a total of 12 Showperson plots on a private permanent authorised Showpersons' yard in Brighouse. This is summarised in Table 4.1 and the location of site(s) and yard(s) is illustrated in Map 4.1.

Table 4.1 List of Gypsy & Traveller Pitches on Sites and Showperson Plots on Yards (as at August 2014)

Site Name	Site Location	Type of Site or Yard	Ownership	Total Number of pitches/plots on site/yard	Total occupied pitches/plots	Total vacant pitches/plots
Atlas Mill Road	Brighouse	Permanent Authorised Showperson	Private	12	12	0

²⁸ Approximately three months or longer

²⁹ Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see para 7.10 for more information on these encampments.

Map 4.1 Location of Gypsy and Traveller and Travelling Showperson Sites

5. The current picture: Gypsy and Traveller population and pitch availability

Population Estimates

- 5.1 This chapter looks at the current picture in terms of the current population and demography of Gypsies and Travellers and Travelling Showpeople across the study area before going on to explore the extent and nature of provision across the area.
- 5.2 Whilst it is recognised that some families may not identify themselves as Gypsies or Travellers in National Censuses, in the 2011 National Census³⁰, a total of 41 households in Calderdale District were identified as having a 'White: Gypsy or Irish Traveller' (WGoIT) ethnicity (Table 5.1a).

Table 5.1a Households identifying as Gypsy Traveller by Accommodation Type			
Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
41	31	7	3

- 5.3 The 2011 National Census provides further information on actual residents and Table 5.1b provides details of the breakdown of people.

Table 5.1b People from households identifying as WGoIT by Accommodation Type			
Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
80	63	9	8

- 5.4 Table 5.1c provides an analysis of people and households and shows that the average household size is 1.9 for Gypsies and Travellers in Calderdale District. This compares with an average household size of 2.3 (down from 2.4 in 2001) for the UK as a whole and looking at all households.

Table 5.1c People per Household, Calculation by Accommodation Type			
Total: Accommodation type	House or bungalow	A flat, maisonette or apartment	A caravan or other mobile or temporary structure
1.9	2.0	1.2	2.7

³⁰ Tables 5.1a to 5.1e are taken from the National Census 2011. Special tables were commissioned by ONS to cover the ethnicity and several data sets were produced and made available on the ONS website on the 21st January 2014. See Tables CT0127 and CT0128. Main article: <http://www.ons.gov.uk/ons/re/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-the-characteristics-of-gypsy-or-irish-travellers-in-england-and-wales-/index.html>

- 5.5 Table 5.1d identifies the number of Gypsy and Traveller households by tenure type. Social renting accounts for 15 households in terms of tenure and 15 households own or part own their home. 11 households rent privately or are living rent free.

Table 5.1d Households identifying as WGoIT by Tenure			
All Tenures	Owned or shared ownership: Total	Social rented: Total	Private rented or living rent free: Total
41	15	15	11

- 5.6 Table 5.1e identifies the number of households by age group. This is derived from the Household Representative Person (HRP). Households aged under 35 account for 21.9% of all households with most households (78.0%) being in the 35 to 64 age bracket. No households are aged 65+.

Table 5.1e Households identifying as WGoIT by Age Group							
All Age Groups	Age 24 & under	Age 25 to 34	Age 35 to 49	Age 50 to 64	Age 65 to 74	Age 75 to 84	Age 85+
41	1	8	21	11	0	0	0

Caravan Counts and authorised pitches and plots

- 5.7 Snapshot counts of the number of Gypsy and Traveller caravans were requested by the Government in 1979, and have since been made by local authorities annually on a voluntary basis every January and July. Their accuracy varies between local authorities and according to how information is included in the process. A major criticism is the non-involvement of Gypsies and Travellers themselves in the counts. However, the counts conducted on a single day twice a year are the only systematic source of information on the numbers and distribution of Gypsy and Traveller trailers. The counts include caravans (or trailers) on and off authorised sites (i.e. those with planning permission) but do not relate necessarily to the actual number of pitches (i.e. capacity) on sites.
- 5.8 A major review of the counting system was undertaken in 2003 by the then Office of the Deputy Prime Minister (ODPM), which made a number of recommendations and improvements to the process. With effect from July 2013, the Department for Communities and Local Government (CLG) renamed the 'Gypsy and Traveller caravan count' as the 'traveller caravan count' *[sic]*. This does not reflect any change to the coverage of the count, but brings its title into line with the terminology used for planning policy purposes. Since 2011, each January count has included a count of caravans occupied by Travelling Showpeople in each local authority in England. This count is undertaken annually.

5.9 The July 2014 Traveller Caravan Count³¹ nationally found that:

- The total number of Traveller caravans was 20,040, about 880 less than in July 2013;
- Approximately 6,510 caravans were on authorised socially-rented sites, a fall of 30 since the July 2013 count;
- The number of caravans on authorised privately-financed sites was just under 10,260, about 450 more than in July 2013;
- The number of caravans on unauthorised developments, on land owned by Travellers, was around 1,980, approximately 80 below the number in July 2013;
- The number of caravans on unauthorised encampments, on land not owned by Travellers, was 1,280, approximately 1,210 less than in July 2013; and
- Overall, the July 2014 count indicated that 84% of Traveller caravans in England were on authorised land and 16% were on unauthorised land.

5.10 The figures for the last five caravan counts for Calderdale are set out in Table 5.2. This shows that in the last count, January 2015, there were zero caravans counted for Gypsy Travellers and 20 for Travelling Showpeople. There were no Gypsy Traveller caravans counted in January 2014 but ten were recorded for Travelling Showpeople.

Table 5.2 Caravan count figures January 2013 to January 2015				
Calderdale Count	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total Unauthorised	
Jan 2015	0 ()	0 (20)	0 (0)	0 (20)
Jul 2014	0	10	0	10
Jan 2014	0 ()	0 (10)	0 (0)	0 (10)
Jul 2013	0	0	0	0
Jan 2013	0 ()	0 (0)	0 (0)	0 (0)
Five-Count Average (Three-Count Average)	0 (0)	2 (10)	0 (0)	2 (10)
Five-Count % Average	0% (0%)	100% (100%)	0% (0%)	100% (100%)

Source: DCLG Traveller Caravan Count

5.11 It should be noted that there may be more than one caravan per pitch, and in the case of households doubling up on pitches there could be several caravans. For

³¹ DCLG Count of Traveller Caravans July 2014 England. Supplemented with counts from previous data sets to add longer data window.

obvious reasons Gypsies and Travellers living on sites may not be present on the days on which the counts are conducted.

- 5.12 Table 5.3 summarises the range of sites and yards known to Calderdale Council. There are no Gypsy and Traveller pitches. There are no known temporary or unauthorised sites. There is one authorised Showpersons' yard which contains 12 plots.

Table 5.3a List of Gypsy & Traveller Pitches on Sites (as at August 2014)		
	No. Sites	No. Pitches
Private Authorised Gypsy and Traveller Site	0	0

Source: Calderdale Council

Table 5.3b List of Travelling Showperson Plots on Yards (as at August 2014)		
	No. Yards	No. Plots
Private Authorised Showpersons' Yard	1	12

Source: Calderdale Council

- 5.13 Residents across these sites were contacted and asked to participate in the study. A total of nine interviews were achieved as presented in Table 3.1 (Chapter 3). In order to maintain confidentiality of responses, data are presented district-wide throughout the Report.

Tenure of respondents

- 5.14 Overall, 78% of respondents stated that they own their own home and 22% stated 'not applicable' or provided no answer (Table 5.4).

Table 5.4 Tenure of respondents		
Tenure	Count	%
Rent from Council		
Rent privately		
Rent from HA / Registered Provider / Registered Social Landlord		
Own home	7	78%
Not applicable/No Answer	2	22%
Total	9	100%

Source: Survey fieldwork response data 2015

- 5.15 According to responses provided in the survey, there is limited information regarding the ownership of the land that the survey respondents live on. Of five responses, two (40%) said they rent the land from the Council and three (60%) stated 'not applicable' (Table 5.5).

Table 5.5 Ownership of land where trailer/caravan located		
Ownership	Count	%
Own land where trailer / wagon is normally located (with planning permission)		
Own land where trailer / caravan is normally located (no planning permission)		
Own land where trailer / wagon is normally located seeking planning permission		
Rent pitch from Council	2	40%
Rent pitch from HA / Registered Provider / Registered Social Landlord		
Rent pitch privately (with planning permission)		
Rent pitch privately (no planning permission)		
Neither own or rent the land (unauthorised)		
Tolerated site		
Not applicable/No Answer	3	60%
Other		
Total	5	100%

Source: Survey fieldwork response data 2015

Repairs and improvements

- 5.16 All nine respondents answered the survey question relating to the state of repair of their home, and all of them (100%) described the state of repair of their home as being good (Table 5.6).

Table 5.6 State of repair		
	Count	%
Very Good		
Good	9	100%
Neither Good nor Poor		
Poor		
Very Poor		
Total	9	100%

Source: Survey fieldwork response data 2015

- 5.17 Three of the nine respondents (33%) did not identify any repairs or improvements needed to their home (Table 5.7). However, five respondents (56%) needed more space on their pitch; two respondents (22%) needed improvements to their kitchen facilities; and two respondents (22%) mentioned

their bathroom facilities. In addition, the slab/drive, roof and doors/windows were mentioned by one respondent each (11%).

Table 5.7 Repairs or improvements needed		
Repair	Count	%
None	3	33%
More space on pitch	5	56%
Slab / drive	1	11%
Roof	1	11%
Doors / windows	1	11%
Kitchen facilities	2	22%
Bathroom facilities	2	22%
Other		
Total	9	100%

Source: Survey fieldwork response data 2015

Note: Some respondents identified more than one repair/improvement

Space requirements

5.18 Whilst there is no set pitch size, DCLG guidance states that there should be sufficient space on pitches to allow for:

- Manoeuvrability of an average size trailer of up to 15 metres in length;
- Capacity for larger mobile homes of up to 25 metres on a number of pitches on a site; and
- A minimum of six metres between every trailer, caravan or park home that is separately occupied on a site.

5.19 Good practice would suggest that ideally sites should be small, consisting of between five and 15 pitches unless there is clear evidence to suggest that either a smaller or larger site is preferred by the Traveller community³².

5.20 In terms of space for trailers, wagons and horseboxes, vehicles and loads (Table 5.8), 56% of respondents felt they had enough space and 44% respondents felt that they did not have enough space.

Table 5.8 Enough space for trailers, wagons and vehicles		
	Count	%
Yes	5	56%
No	4	44%
Total	9	100%

Source: Survey fieldwork response data 2015

³² Designing Gypsy and Traveller Sites – Good Practice Guide, DCLG, May 2008, Chapter 4.

- 5.21 Of the respondents who considered the question relevant (five of nine in total, 56%), all felt that there was enough space in their amenity block/shed (Table 5.9). None of the respondents expressed the view that they had insufficient space.

Table 5.9 Enough space in amenity blocks/sheds on pitch		
	Count	%
Yes	5	56%
No		
Not Relevant	4	44%
Total	9	100%

Source: Survey fieldwork response data 2015

- 5.22 Respondents were asked if they felt that there was enough space on their pitch (Table 5.10). Four respondents (44%) did not consider this relevant to them. However, of the five respondents (56%) who answered the question, all felt that they had adequate space on their pitch.

Table 5.10 Enough space on your pitch		
	Count	%
Yes	5	56%
No		
Not Relevant	4	44%
Total	9	100%

Source: Survey fieldwork response data 2015

- 5.23 The survey asked whether, if relevant, Travelling Showpeople had enough space to repair their equipment (Table 5.11). Of seven responses, four felt that this question was not relevant to them. Notably, however, of the three respondents (43%) who answered the question, all felt that they do not have enough space for repairing equipment.

Table 5.11 Enough space for Travelling Showpeople to repair equipment		
	Count	%
Yes		
No	3	43%
Not Relevant	4	57%
Total	7	100%

Source: Survey fieldwork response data 2015

Overcrowding

- 5.24 None of the respondents in Calderdale considered their home to be overcrowded (Table 5.12).

Table 5.12 Home / trailer / pitch overcrowded		
	Count	%
Yes		
No	9	100%
Total	9	100%

Source: Survey fieldwork response data 2015

Satisfaction with location of home

- 5.25 Satisfaction with the location of the home was relatively high (Table 5.13). 67% of respondents were satisfied with the location of their home, and 33% were neither satisfied nor dissatisfied. No respondents said that they were dissatisfied or very dissatisfied, and no respondents said that they were very satisfied.

Table 5.13 Satisfaction with the location of your home		
	Count	%
Very satisfied		
Satisfied	6	67%
Neither satisfied nor dissatisfied	3	33%
Dissatisfied		
Very dissatisfied		
Total	9	100%

Source: Survey fieldwork response data 2015

Cost of accommodation and services

- 5.26 There was limited response to the survey question relating to whether any of respondents housing costs were met by Housing Benefit. Of the three respondents who answered this question, 100% said that none of their housing costs were met by housing benefit (Table 5.14).

Table 5.14 Housing costs met by housing benefit

	Count	%
None	3	100%
Part		
All		
Total	3	100%

5.27 It was not deemed culturally sensitive to ask about income in the survey.

Location to amenities

5.28 Respondents were asked if they felt being near to a range of amenities was important, slightly important or not important to them (Table 5.15). Proximity to main roads was considered important by 78% of respondents and slightly important by 22% of respondents. Nearness to doctors, shops and post office / cash machine were each considered important by 56% of respondents and slightly important by 44% of respondents. Proximity to primary schools, secondary schools and pubs were each considered important by 56%, slightly important by 11% and not important by 33%.

Table 5.15 Location to amenities

		Count	%
Primary School nearby	Important	5	56%
	Slightly Important	1	11%
	Not Important	3	33%
	Total	9	100%
Secondary School nearby	Important	5	56%
	Slightly Important	1	11%
	Not Important	3	33%
	Total	9	100%
Doctors nearby	Important	5	56%
	Slightly Important	4	44%
	Not Important		
	Total	9	100%
Shops nearby	Important	5	56%
	Slightly Important	4	44%
	Not Important		
	Total	9	100%
Post Office/Cash point nearby	Important	5	56%
	Slightly Important	4	44%
	Not Important		
	Total	9	100%
Pubs nearby	Important	5	56%
	Slightly Important	1	11%
	Not Important	3	33%
	Total	9	100%
Public Transport nearby	Important	5	56%
	Slightly Important	1	11%
	Not Important	3	33%
	Total	9	100%
Main Roads nearby	Important	7	78%
	Slightly Important	2	22%
	Not Important		
	Total	9	100%

Source: Survey fieldwork response data 2015

Moving

- 5.29 Respondents were asked whether they planned to move over the next five years (Table 5.16). Of nine respondents, eight (89%) plan to stay where they are at the present time and one (11%) plans to move elsewhere. When asked where they were planning to move to the respondent said “onto another site/yard”.

Table 5.16 Respondents planning to move in the next five years

	Count	%
Planning to stay where you are based now	8	89%
Planning to move elsewhere	1	11%
Total	9	100%

Source: Survey fieldwork response data 2015

Household mobility

- 5.30 Limited information was obtained from the household survey in relation to how long respondents had lived in their current situation (Table 5.17). Only four respondents answered the question. Of these, 50% had lived in their current location for between one and two years and 50% had lived there for between two and three years.

Table 5.17 Length of residence

	Count	%
Up to 1 year		
Over 1 and up to 2 years	2	50%
Over 2 and up to 3 years	2	50%
Over 3 and up to 4 years		
Over 4 and up to 5 years		
5 years or over		
Total	4	100%

Source: Survey fieldwork response data 2015

- 5.31 Six people responded to the survey question relating to where they lived before moving to their current residence (Table 5.18). Of the six responses, all six (100%) stated a Town / District. None said that they were travelling with no permanent home, and none said that they were homeless. Of those who specified a place of origin, the following locations were mentioned: Burslem, Carlisle, Darlington, Derby and Kidderminster.

Table 5.18 **Origin of households**

	Count	%
Town / District	6	100%
Travelling at the time (no permanent home)		
Homeless		
Total	6	100%

Source: Survey fieldwork response data 2015

6. Pitch, Plot and Transit Requirements

Gypsy and Traveller pitch requirements

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Calderdale. It takes into account current supply and need, as well as future need, based on modelling of data, as advocated by the DCLG. This chapter also considers planning issues.
- 6.2 The calculation of pitch requirements is based on DCLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (DCLG, 2007). The DCLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The Guidance advocates the use of a survey to supplement secondary source information and derive key supply and demand information.
- 6.3 The GTAA has modelled current and future demand and current and future supply. The following analysis focuses on Gypsies and Travellers specifically.

Model overview

- 6.4 In terms of **need**, the model considers:
- The baseline number of households on authorised and unauthorised sites (as at 31st August 2014);
 - Existing households planning to move in the next five years (currently on sites) and where they are planning to move to;
 - The current shortfall in pitches relative to households on existing sites; and
 - Emerging households currently on sites and planning to stay within the study area; to derive a figure for
 - Total need.
- 6.5 In terms of **supply**, the model considers:
- Total supply of current pitches on authorised and private tolerated³³ sites;
 - Turnover on existing authorised sites; and
 - Total supply of authorised pitches based on turnover and existing pitch provision (as set out at Table 4.1a).
- 6.6 The model then reconciles total need and existing authorised supply by summarising:
- Total need for pitches; and
 - Total supply of authorised and unauthorised tolerated pitches.

³³ Note that Private Tolerated sites are included as they are reported in the Annual Monitoring Return

- 6.7 The assessment of current need should, in line with the guidance, take account of existing supply and demand. In the DCLG model, current residential supply refers to local authority residential sites and authorised privately owned sites.
- 6.8 In this assessment we have reported no pitches and no sites in the study area (as at 31st August 2014). We did not conduct any interviews on pitches. Therefore, the needs analysis has not used weighted data.

Description of factors in the model

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

Need

6.10 Current households living on pitches (1a to 1d)

This zero figure is derived from local authority data and the site census carried out as part of the fieldwork.

6.11 Current households in bricks and mortar accommodation (2)

According to the 2011 National Census, there were 41 Gypsy and Traveller households in Calderdale and of these 38 households lived in bricks and mortar accommodation. Attempts were made to interview households living in bricks and mortar accommodation but no interviews were secured.

6.12 Existing Households planning to move in the next five years (3)

This was derived from information from the household survey. As there were no respondents on authorised pitches, no existing households are planning to move in the next five years. With regards to bricks and mortar households, arc⁴ studies for 39 other local authorities provide information on dwelling preferences from a sample of 267 households living in bricks and mortar accommodation. This sample indicates that 5.6% of existing households living in bricks and mortar accommodation require a pitch. Therefore modelling assumes a need for two additional pitches from existing households in bricks and mortar accommodation over the next 5 years (2014/15 to 2018/19).

6.13 Emerging households (4)

This is the number of households expected to emerge in the next five years based on household survey information. Additionally, it is assumed that there will be emerging households from bricks and mortar accommodation. The sample of households derived from other arc⁴ studies indicates that the number of households emerging over a five year period is equivalent to 12.7% of the total number of households. This results in an overall need from five emerging households currently living in bricks and mortar accommodation over the next 5 years (2014/15 to 2018/19).

6.14 Total need for pitches (5)

This is a total of current households on authorised pitches, households planning to move in the next five years (either on pitches or in bricks and mortar accommodation) and demand from emerging households (either on pitches or in bricks and mortar accommodation). This indicates a total need for seven pitches (or zero if assumptions regarding bricks and mortar households are not included).

Table 6.1 Summary of demand and supply factors: Gypsies and Travellers – 2014/15 to 2018/19

NEED			Calderdale G&T
1	Total households living on pitches	1a. On LA Site	0
		1b. On Housing Association Site	0
		1c. On Private Site – Authorised	0
		1d. On Private Site – Temporary Authorised	0
		1e. Unauthorised	0
		1f. Unauthorised tolerated	0
		1g. TOTAL (1a to 1f)	0
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL	38
3	Existing households planning to move in next 5 years	Currently on sites	
		3a. To another pitch/same site	0
		3b. To another site in LA area	0
		3c. From site to Bricks and Mortar	0
		3d. To a site/B&M outside study area	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a site in LA	2
		3f. Planning to move to another B&M property	0
		3g. TOTAL net impact (3e-3c-3d)	2
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	0
		4b. Currently on site and planning to live on another site in LA	0
		4c. Currently on site and planning to live on site outside study area	0
		4d. Currently in B&M planning to move to a site in LA	5
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on Site and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4c+4d)	5
5	Total Need	1g+3g+4g	7
SUPPLY			
6	Current supply of authorised pitches	6a. Current occupied authorised pitches	0
		6b. Current vacancies on authorised pitches	0
		6c. TOTAL current authorised supply (6a+6b)	0
7	Summary of need and authorised supply excluding turnover	7a. Need – supply (5-6c)	7
8	Turnover on authorised sites	8a. Turnover on LA pitches which will provide for residents moving within or having a connection with the LA area	0
9	Total supply of pitches (5 yrs) including turnover	9a. Current authorised pitch provision, vacant pitches and turnover (6c+8a)	0
RECONCILING NEED AND SUPPLY			
10	Total need for pitches	5 years (from 5)	7
11	Total supply of authorised pitches (including turnover)	5 years (from 9a)	0
5 YEAR AUTHORISED PITCH SHORTFALL (2014/15 TO 2018/19) including B&M allowance			7
5 YEAR AUTHORISED PITCH SHORTFALL (2014/15 TO 2018/19) excluding B&M allowance			0

Supply

6.15 Current supply of pitches (6)

This is a summary of the total number of authorised pitches (excluding turnover) and the number of vacant authorised pitches. This shows a total supply of no authorised pitches and no vacant pitches.

6.16 Need minus supply (excluding turnover) (7)

This is a summary of pitch need minus current supply and presents the underlying mismatch between supply and need before turnover rates are considered. This suggests a shortfall of seven pitches in Calderdale which are all generated from households living in bricks and mortar accommodation and therefore the shortfall is zero if bricks and mortar assumptions are excluded.

6.17 Turnover on existing pitches (8)

There are no existing households living in pitches and therefore none expect to move in the next five years.

6.18 Total supply including turnover (9)

This figure is based on the total number of authorised permanent pitches available, vacant pitches and likely turnover. The model assumes a total supply of no pitches. There is therefore no turnover.

Reconciling supply and demand

6.19 There is a total demand over the next five years (2014/15 to 2018/19) for seven pitches in Calderdale (Table 6.1) compared with a supply of no authorised pitches, with no turnover assumed. However, if assumptions around households living in bricks and mortar accommodation wanting to move to a pitch are excluded from analysis, the overall shortfall reduces to zero.

6.20 The above should be viewed as a minimum requirement based on the current supply of pitches and assumptions regarding need from households living in bricks and mortar dwellings. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.

Sensitivity testing of alternative household numbers

6.21 Further research has been carried out by LeedsGATE³⁴ to estimate the total number of Gypsy and Traveller households living in Calderdale. Table 6.2 summarises the range of households under alternative assumptions. This summarises the Gypsy and Traveller population estimates from the 2011 National Census, the census carried out by LeedsGATE and an uplift recommended by LeedsGATE (due to concerns of population undercount) to establish a minimum estimate of Gypsy and Traveller residents in Calderdale.

³⁴ Calderdale and Kirklees Baseline Census January-February 2015, LeedsGATE

- 6.22 The LeedsGATE analysis begins with the 2011 National Census data and then produces two figures which represent an uplift of the 2011 National Census data: the lower figure assumes a national rate of 0.1% of residents identifying with a Gypsy and Traveller heritage. The higher figure applies a multiplier which takes account of work done by the Irish Traveller Movement in England which suggests that the Census undercount in Yorkshire and the Humber is one of the highest in England at 63%. This report notes that the true figure may be 'significantly higher' and would see these figures as a minimum estimate.

Table 6.2 Summary of baseline Gypsy and Traveller Households in Calderdale

Scenario	Population	Comments	Households *
1. National Census data	80	2011 National Census population	41
2. Baseline census LeedsGATE	29	2015 LeedsGATE survey	15
3. LeedsGATE Baseline uplift figures			
3A. Lower	203	Based on 0.1% of population identifying as Gypsy/Traveller	104
3B. Higher	216	Further uplift based on Irish Traveller Movement research	111

*The 2011 National Census reports a total of 41 Gypsy and Traveller households (38 in bricks and mortar and three in caravans/mobile/temporary structures) and applying this to the total population would give a ratio of 1.95 residents in each household (80 divided by 41). This proportion is then applied to the lower and higher baseline uplift figures to derive a household figure from the uplifted population figures.

Impact of baseline uplift on pitch requirements

- 6.23 The 2015 GTAA assumes that there may be pitch need from households living in bricks and mortar accommodation. This need is equivalent to 18.3% of households living in bricks and mortar accommodation based on other arc⁴ studies (see 6.12 and 6.13).
- 6.24 Table 6.3 considers how alternative baseline figures for Gypsy and Traveller households would impact on total pitch need assuming that an equivalent of 18.3% of households living in bricks and mortar accommodation require a pitch.

Table 6.3 Revised pitch requirements based on alternative bricks and mortar household estimates

	Including B&M Households	Excluding B&M households
1. 2015 GTAA baseline (38 households) from 2011 National Census	7	0
2. 2015 LeedsGATE baseline (15 households)	3	0
3A. LeedsGATE Lower population estimate (104 households)	19	0
3B. LeedsGATE Higher population estimate (111 households)	20	0

- 6.25 This analysis suggests that if the LeedsGATE baseline census is used, the number of pitches required would reduce from seven to three. However, by applying the LeedsGATE uplift figures, the pitch requirement would increase from seven to 19 (lower estimate) or 20 (higher estimate). It should be noted that the 2011 National Census reported that 0.05% of households in Calderdale had a Gypsy and Traveller Household Reference Person. This compares with 0.07% across Yorkshire and the Humber and 0.09% nationally. The 2015 census carried out by LeedsGATE identified a markedly lower number of households to the 2011 National Census, albeit within a limited time period, which would suggest that the lower and higher population estimates derived from this work based on national estimates may be unreliable.
- 6.26 This sensitivity analysis would suggest that the baseline position from the GTAA of seven would either be adjusted downwards to take account of the 2015 LeedsGATE baseline number of households; or adjusted markedly upwards to 19 or 20 pitches based on the uplifted figures. Given the relatively low base of households reported in both the 2011 National Census and 2015 LeedsGATE baseline survey, and a low number of households living on pitches, it would be difficult to justify an uplift based on national estimates.
- 6.27 It is therefore recommended that the pitch requirement is based on the 2015 GTAA survey which identifies a shortfall of seven pitches, which reduces to zero if need from bricks and mortar households is excluded.

Longer-term pitch requirements

- 6.28 Modelling has been carried out using known household structure information from the household survey. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18³⁵.
- 6.29 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the five year periods 2019/20 to 2023/24 and 2024/25 to 2028/29 and 2029/30 to 2033/34,

³⁵ Travellers are more likely to establish their own household at a relatively early age; it is not uncommon for a Traveller to be living in their own household by the age of 18.

with the assumption that they remain in the same district and that 50% of children will form households when they reach 18. This is a reasonable assumption because the survey indicates that most emerging households are likely to be couples. Analysis would suggest a requirement for pitches from no new households over the 15 year period 2019/20 to 2033/34 (Table 6.4).

Table 6.4 Future pitch requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2019/20-2023/24	0	0
2024/25-2028/29	0	0
2029/30-2033/34*	0	0
Total	0	0

*Data for 2029/30-2033/34 has been extrapolated to cover a five year period

- 6.30 It is recommended that the evidence base be updated in five years' time to review this situation.

Local Plan recommendations – Gypsies and Travellers

- 6.31 The total pitch requirement is for seven additional Gypsy and Traveller pitches for the period 2014/15 to 2033/34 and includes an allowance for households wanting to move from bricks and mortar accommodation onto a pitch. This is based on a shortfall of seven pitches (2014/15 to 2018/19), with currently no evidence of any further requirement up to 2033/34.

Travelling Showperson plot requirements

- 6.32 In terms of **need**, the model considers:
- The baseline number of households on authorised yards (as at 31st August 2014);
 - Existing households planning to move to a plot in the next five years (currently on yards);
 - Emerging households (currently on yards) and needing a plot within the study area; to derive a figure for
 - Total need.
- 6.33 In terms of **supply**, the model considers:
- Total supply of plots on authorised yards;
 - Turnover on existing authorised yards;
 - Vacant pitches on authorised yards; to derive

- Total supply of authorised plots based on turnover and existing plot provision.
- 6.34 The model then reconciles total need and existing authorised supply by summarising:
- Total need for plots; and
 - Total supply of authorised plots.
- 6.35 The assessment of current need should, in line with the guidance, take account of existing supply and need. In the CLG model, current residential supply refers to local authorised privately owned yards.
- 6.36 In this assessment we have reported the existing number of plots on authorised private plots which are available for occupancy.
- 6.37 A total of nine households living on plots have been interviewed compared with a total of 12 plots. As not all households living on plots in Calderdale have been interviewed it has been necessary to weight data as part of the needs modelling process to take account of non-response.

Description of factors in the model

- 6.38 Table 6.5 provides a summary of the future plot requirement calculation. Each component in the model is now discussed to ensure that the process is transparent and any assumptions clearly stated.

Need

6.39 Current households living on plots (1a to 1f)

These figures are derived from local authority data and the site census carried out as part of the fieldwork. There were 12 households living on 12 plots.

6.40 Current households in bricks and mortar accommodation (2)

None are assumed.

6.41 Households planning to move in the next five years (3)

This was derived from information from the household survey for respondents currently on authorised plots. One existing household plans to move in the next five years, but to another site/yard in the local authority area.

6.42 Emerging households (4)

This is the number of households expected to emerge in the next five years based on household survey information from respondents living on authorised plots. Analysis considers where emerging households are planning to move to. Of the two emerging households identified in the survey, one plans to live on the current yard they are on and one is planning to live on another site/yard in the local authority area.

6.43 Total need for plots (5)

This is a total of current households on authorised plots, households planning to move in the next five years and demand from emerging households living on plots. This indicates a total need for 14 plots.

Supply

6.44 Current supply of plots (6)

This is a summary of the total number of authorised plots (excluding turnover) and the number of vacant authorised plots. This shows a total supply of 12 authorised plots and no vacant plots.

6.45 Need minus supply (excluding turnover) (7)

This is a summary of plot need minus current supply and presents the underlying mismatch between supply and need before turnover rates on yards are considered. This suggests a shortfall of two plots in Calderdale over the period 2014/15 to 2018/19.

6.46 Turnover on existing plots (8)

No existing households expect to move in the next five years and therefore no turnover is assumed.

6.47 Total supply including turnover (9)

This figure is based on the total number of authorised permanent plots available plus expected turnover and any vacant plot provision and likely turnover. The model assumes a total supply of 12 private plots.

Reconciling supply and need

6.48 There is a total demand over the next five years (2014/15 to 2018/19) for 14 plots in Calderdale compared with a supply of 12 authorised plots. The result is an overall shortfall of two plots across Calderdale.

6.49 The above should be viewed as a minimum requirement based on the current supply of plots and the views expressed by Showperson households who have been interviewed. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.

Table 6.5 Summary of demand and supply factors: Showpeople – 2014/15 to 2018/19			
NEED			Showpeople
1	Total households living on plots	1a. On LA Yard	0
		1b. On Housing Association Yard	0
		1c. On Private Yard – Authorised	12
		1d. On Private Yard – Temporary Authorised	0
		1e. Unauthorised	0
		1f. Unauthorised tolerated	0
		1g. TOTAL (1a to 1f)	12
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL	0
3	Existing households planning to move in next 5 years	Currently on yards	
		3a. To another plot/same yard	0
		3b. To another yard in LA area (no net impact)	1
		3c. From yard to Bricks and Mortar	0
		3d. To a yard/B&M outside study area	0
		Currently in Bricks and Mortar	
		3e. Planning to move to a yard in LA	0
		3f. Planning to move to another B&M property	0
		3g. TOTAL net impact (3e-3c-3d)	0
4	Emerging households (5 years)	4a. Currently on site and planning to live on current yard	1
		4b. Currently on site and planning to live on another yard in LA	1
		4c. Currently on yard and planning to live on yard outside study area	0
		4d. Currently in B&M planning to move to a yard in LA	0
		4e. Currently in B&M and moving to B&M (no net impact)	0
		4f. Currently on yard and moving to B&M (no net impact)	0
		4g. TOTAL (4a+4b+4c+4d)	2
5	Total Need	1g+3g+4g	14
SUPPLY			
6	Current supply of authorised plots	6a. Current occupied authorised plots	12
		6b. Current vacancies on authorised plots	0
		6c. TOTAL current authorised supply (6a+6b)	12
7	Summary of need and authorised supply excluding turnover	7a. Need – supply (5-6c)	2
8	Turnover on authorised yards	8a. Turnover on LA plots which will provide for residents moving within or having a connection with the LA area	0
9	Total supply of plots (5 yrs) including turnover	9a. Current authorised yard provision, vacant plots and turnover (6c+8a)	12
RECONCILING NEED AND SUPPLY			
10	Total need for plots	5 years (from 5)	14
11	Total supply of authorised plots (including turnover)	5 years (from 9a)	12
5 YEAR AUTHORISED PLOT SHORTFALL (2014/15 TO 2018/19)			2

Longer-term plot requirements – Showpeople

- 6.50 Modelling has been carried out using known household structure information from the household survey. On the basis of the age of children in households, it is possible to determine the extent of 'likely emergence', which assumes that a child is likely to form a new household at the age of 18.
- 6.51 The year when a child reaches 18 has been calculated and it is possible to assess how many newly forming households may emerge over the five year periods 2019/20 to 2023/24 and 2024/25 to 2028/29 and 2029/30 to 2033/34, with the assumption that they remain in the same district and that 50% of children will form households when they reach 18. Analysis would suggest a total requirement for plots from one new households over the 15-year period 2019/20-2033/34 (or 0.1 each year) (Table 6.6).

Table 6.6 Future plot requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2019/20-2023/24	0	0
2024/25-2028/29	0	0
2029/30-2033/34*	2	1
Total	2	1

*Data for 2029-2033 has been extrapolated to cover a 5-year period

- 6.52 Plot requirements beyond 2019/20 are indicative and there will be a need to monitor occupancy and turnover and adjust assumptions as appropriate in future time periods. It is recommended that the evidence base be updated in five years' time to review this situation.

Local Plan recommendations – Travelling Showpeople

- 6.53 The total plot requirement is three additional Travelling Showperson plots for the period 2014/15 to 2033/34 and this should be viewed as a minimum requirement. This is based on a shortfall of two plots (2014/15 to 2018/19) plus a need for an additional plot (2019/20 to 2033/34).

Tenure of new sites

- 6.54 In terms of tenure the key findings show that:
- From nine respondents (Table 6.7), 89% said that sites should be managed by Councils and 11% said they preferred Registered Social Landlords or Housing Associations;
 - 100% of authorised pitches and plots in the District are private;
 - According to Council data and observations from the field team, there are currently no vacant Travelling Showperson plots;

- From a total of six households responding to the relevant question, no respondents felt that their yard had capacity for expansion and development of further plots (Table 6.8).

Table 6.7 Preferred management of sites/yards		
	Count	%
Councils	8	89%
Registered Social Landlords / Housing Associations	1	11%
Private (Gypsy/Traveller/Showman)		
Private (non-Gypsy/Traveller/Showman)		
Other		
Total	9	100%

Source: Survey fieldwork response data 2015

Note: More than one preference could be expressed

Table 6.8 Capacity for further development on the site/yard		
	Count	%
Yes		
No	6	100%
Total	6	100%

Source: Survey fieldwork response data 2015

7. Travelling Practices, Experiences and Transit Provision

- 7.1 The purpose of this chapter is to review the travelling patterns associated with respondents across Calderdale. Broadly speaking, travelling patterns are seasonal, generally linked to seasonal employment but travelling also takes place to enable visits to family and friends, and attendance at events, such as weddings and funerals. Families require safe and secure places from which to travel, and this home base is usually from where they access GPs, schools and a dentist.
- 7.2 Respondents were asked about their travelling practices in the previous year (Table 7.1). Overall, 89% of respondents had travelled in the previous year.

Table 7.1 Travelled in previous year		
	Count	%
Yes	8	89%
No	1	11%
Total	9	100%

Source: Survey fieldwork response data 2015

- 7.3 Of the eight respondents that had travelled in the previous year, three (38%) had travelled for between 10 and 12 months. The remaining five respondents had all travelled for less than two months: two (25%) for less than two weeks; two (25%) for two to four weeks; and one (13%) for five to eight weeks.

Table 7.2 Duration of travel		
	Count	%
No more than thirteen days	2	25%
2 to 4 weeks (or one month)	2	25%
5 to 8 weeks (or 2 months)	1	13%
9 to 12 weeks (or 3 months)		
13 to 26 weeks (or 6 months)		
Over 6 months but less than 10 months		
Over 10 months but less than 12 months	3	38%
All year		
Total	8	100%

Source: Survey fieldwork response data 2015

- 7.4 The questionnaire asked households about the time of year that they usually travel. Five respondents did not respond to this question; two stated “any time”; one stated “summer” and one stated “spring/summer/autumn”.
- 7.5 The survey also sought information on the reasons for travel (Table 7.3). Five respondents (56%) did not provide an answer to this question; two stated “religion” (22%); one stated “fairs” (11%); and one stated “work” (11%).

Table 7.3 Reason for travel		
	Count	%
Culture		
Fairs	1	11%
Religion	2	22%
Work	1	11%
No answer	5	56%
Total	9	100%

Source: Survey fieldwork response data 2015

- 7.6 A range of problems can be experienced whilst travelling and respondents were asked to identify these based on their experiences. There was a limited response to this survey question. Of the three respondents who answered this question, all of them mentioned the behaviour of other travellers. No other problems were mentioned.

Transit sites and stop over places

- 7.7 The CLG Guidance suggests that, in addition to the need for permanent provision, an assessment should be made of the need for temporary places to stop while travelling. Temporary, or transit, sites are intended for short-term use while in transit (travelling through or temporarily stopping in an area). These sites are authorised and usually permanent but there is a limit on the length of time residents can stay. In practice the length of stay on a transit pitch is generally limited to a maximum of 12 weeks (three months); however, no time limits are set out in any Government guidance.
- 7.8 Local authorities have a legal duty to provide emergency accommodation within their own areas if Travellers present themselves in that area. Whilst a local authority has no duty to find an authorised pitch or site, they are expected to facilitate the traditional [Traveller] way of life. A number of other requirements³⁶, in relation to welfare of children, access to essential services and right to private and family life, make it important that local authorities seek to provide sufficient pitches in their own area to reflect current, and meet possible future, transit needs.

³⁶ These are set out in a number of acts and regulations, including The Housing Act 1996; The Criminal Justice and Public Order Act 1994; and The Human Rights Act 1998.

- 7.9 The two key elements used in validating a need for transit provision in the study area were:
- Unauthorised encampment data; and
 - Contextual information available from the Council.

Unauthorised encampment activity

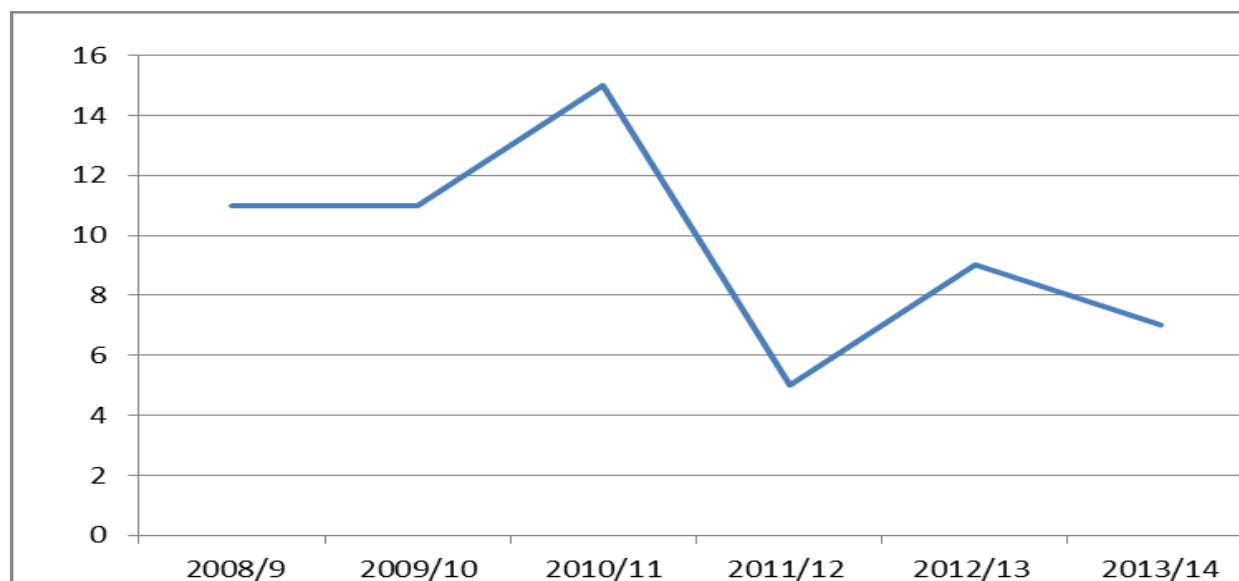
- 7.10 In order to establish the potential requirement for transit provision in Calderdale it is important to understand the extent of short term unauthorised encampment activity across the area. Generally these unauthorised encampments are of short duration (most were four weeks or less)³⁷. They occur as Gypsies and Travellers pass through an area either for the purposes of visiting or travelling through en route to an alternative destination; they are indicative of a lack of stop over or transit provision. Table 7.4 summarises unauthorised encampments across Calderdale for the period July 2008 to June 2014; there was a total of 58 encampments during this 72 month period.

Table 7.4 Unauthorised encampments July 2008 to June 2014							
	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Total
No. of encampments	11	11	15	5	9	7	58
No. of vans per encampment	2-12	2-10	3-15	1-20	1-20	1-12	1-20

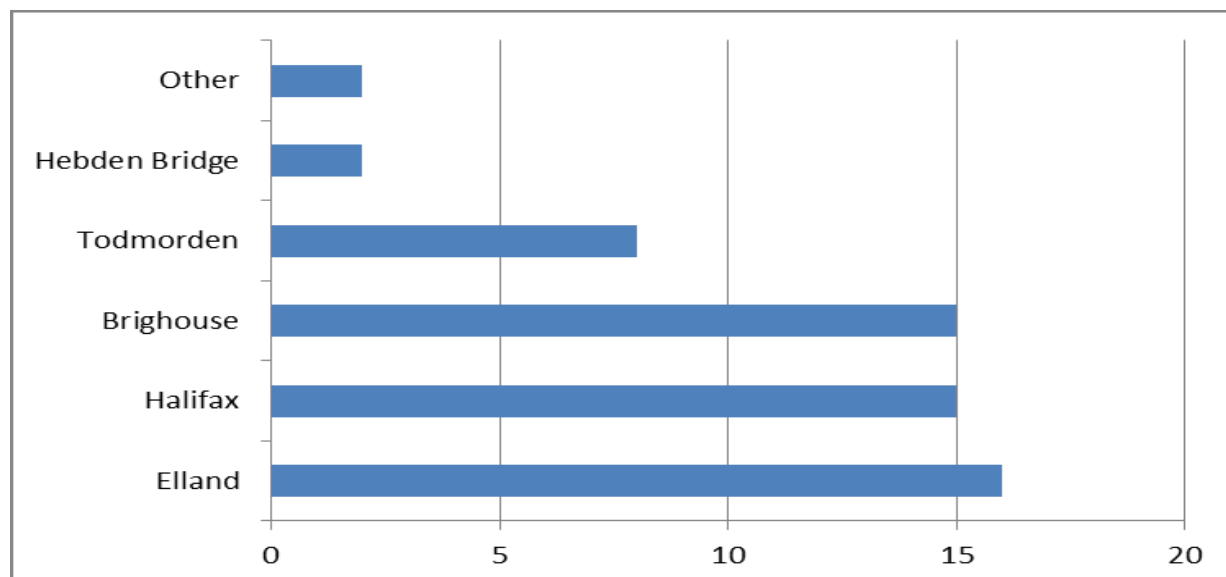
Source: Calderdale Council data

- 7.11 Data on the number of caravans per encampment for this period shows that the number of caravans per encampment ranges from one to 20. The median number of caravans per encampment was six.
- 7.12 The rate of unauthorised encampments was consistently high at between 11 and 15 encampments per annum between 2008/09 and 2010/11. It has fallen over recent years from a peak of 15 in 2010/11 to seven in 2013/14 (see Figure 7.1).

³⁷ Only one encampment exceeded this at 39 days duration, this took place in 2012.

Figure 7.1 Unauthorised encampments (1st July 2008 to 30th June 2014)

7.13 Between July 2008 and June 2014 the majority of unauthorised encampments (79.4%) were located in the vicinity of Elland (16 encampments), Brighouse (15) and Halifax (15). There were eight encampments in the Todmorden area and two in Hebden Bridge over this same period. Figure 7.2 below illustrates unauthorised encampments by location.

Figure 7.2 Unauthorised encampments by location (July 2008-June 2015)

Need for transit

7.14 Overall, analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed across the Calderdale District. It is recommended that provision for a minimum of six transit pitches be made across the study area (this usually equates to space for twelve vehicles/homes). This figure is derived from taking the median number of caravans over the period for

which comprehensive unauthorised encampment data was available (the 72 month period July 2008 to June 2014). Table 7.5 below summarises the unauthorised encampment data analysis.

- 7.15 For short periods or for family groups it is possible that the provision of six pitches could accommodate up to twelve caravans. This would have been sufficient to accommodate all but three of the 58 unauthorised encampments that occurred in Calderdale between 1st July 2008 and 30th June 2014.

Table 7.5 Unauthorised encampment data summary	
No. of months (Jul 2008-Jun 2014)	72
Total number of unauthorised encampments	58
Total caravan days	291
Average caravan days each month	4
Average caravan days each year (72 months)	48.5
Median duration (days)	2
Range of caravans	1 to 20
TRANSIT-STOPOVER NEED - Median no. caravans	6

- 7.16 As part of the household survey, views were sought on the current provision of transit sites across Calderdale (Table 7.6). Amongst the eight respondents to this question, two (25%) said that there was a need for provision of new transit sites across the District. Six respondents (75%) did not perceive a need for transit sites in Calderdale District.

Table 7.6 Perceived need for transit sites in Calderdale		
	Count	%
Yes	2	25%
No	6	75%
Total	8	100%

Source: Survey fieldwork response data 2015

- 7.17 There was a strong preference for transit sites to be managed by the local authority (89%), privately by people who themselves are Gypsies and Travellers or Travelling Showpeople (67%) or Registered Social Landlords / Housing Associations (44%).

Table 7.7 Preferred management of transit sites

	Count	%
Councils	8	89%
Registered Social Landlords / Housing Associations	4	44%
Private (Gypsy/Traveller/Showman)	6	67%
Private (non-Gypsy/Traveller/Showman)		
Other		
Total	9	100%

Source: Survey fieldwork response data 2015

Note: More than one preference could be expressed

Summary of transit need

- 7.18 Overall, analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed within Calderdale. It is recommended that provision for six transit pitches be made within Kirklees. Past trends in unauthorised encampment activity indicate that Elland, Halifax and Brighouse have experienced the highest levels of unauthorised encampment activity; provision of transit accommodation that is accessible for these locations in particular should therefore be considered.
- 7.19 However, the need for transit provision is not well supported by survey findings that show that three-quarters of respondents felt that there was not a need for new transit pitches across the study area (75%). Where transit sites exist, the preference of respondents is for these sites to be managed by the Council (89%).
- 7.20 Note that by definition the transit pitches would only be used for some parts of the year and it is not assumed that the scale of transit need will change over the five years 2014/15 to 2018/19 or beyond. By definition transit pitches are provided to meet the needs of those households travelling through an area, or visiting it temporarily. There is no reason to expect that the current level of this activity will alter significantly over future years beyond 2018/19. However, given that past trends in unauthorised encampment activity have varied it is recommended that the Council monitor this situation closely.
- 7.21 Provision of transit accommodation in line with the identified target (see Table 7.8 below) should address the regular and on-going annual transit requirements of Travellers in Calderdale. The actual occupancy levels of households using transit pitches should be monitored by the Council and compared with the anticipated need for transit pitches evidenced in this report.
- 7.22 It is assumed that each transit pitch would accommodate one caravan, however, established practice within the Travelling community means that pitches could accommodate up to two vans if the pitch is being occupied by the same household or members of a family group.
- 7.23 It may be more appropriate for the Council to consider a form of authorised 'stopover' or negotiated stopping provision rather than a conventional formal

transit site. The Council will have to determine through its Local Plan what would be the most appropriate type of provision that will best meet the needs of Travellers passing through the Calderdale area.

Table 7.8 Summary of transit requirements in Calderdale	
Five year pitch requirement (single van use)	Total maximum caravans that could be accommodated
6	12

8. Wider Service and Support Needs

- 8.1 This research provides a valuable opportunity to review the wider service and support needs of Gypsies, Travellers and Travelling Showpeople, and this chapter discusses issues raised through the household survey and stakeholder consultation.

Services used in the last year

- 8.2 Interviewees were asked which services they had used in the last year (Table 8.1). The most used services were Doctor (GP) and Dentist. Of the nine households who responded to this question, GP services were accessed by 100%, and dentists were accessed by 56% in the previous year. Other services mentioned by respondents was Traveller Education (33%) and Accident & Emergency (11%).

Table 8.1 Services used in past twelve months (%)		
	Count	%
Gypsy Services		
Traveller Education	3	33%
Adult Education		
Law Centre		
Citizens Advice Bureau		
Other welfare rights advice		
Doctor (GP)	9	100%
Dentist	5	56%
Accident and emergency	1	11%
Health visitors		
Social Services		
Total	9	100%

Source: Survey fieldwork response data 2015

Adaptations

- 8.3 Respondents were asked whether any adaptations were required in their homes (Table 8.2). No respondents identified a need for adaptations.

Table 8.2 Need for adaptations		
	Count	%
Yes		
No	8	100%
Total	8	100%

Source: Survey fieldwork response data 2015

9. Stakeholder Consultation

Overview

- 9.1 Stakeholder consultation in respect of the GTAA was undertaken in partnership with Kirklees Council. A single stakeholder survey was distributed to a joint list of stakeholders covering the two local authority areas. The findings of this consultation exercise are representative of both Calderdale and Kirklees local authority areas and are summarised in this chapter.
- 9.2 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing the Gypsy and Traveller and Showpeople community within Calderdale and Kirklees, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey. A total of 18 separate responses to the stakeholder consultation were obtained from a range of representatives including neighbouring Local Authorities, and community representatives. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey. A full summary of stakeholder feedback from the survey can be found at Appendix D.

General support for Gypsies and Travellers

- 9.3 Generally respondents felt that there was insufficient understanding of the education, employment, health and support needs of Gypsies, Travellers and Travelling Showpeople within the study area. A number of respondents felt that more could be done to address this, such as training and awareness raising to tackle prejudice and provide information about Travelling communities.
- 9.4 Similarly, respondents felt that the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople are not accurately monitored. One respondent questioned whether there are resources available for resource increased monitoring.
- 9.5 Five respondents indicated that, in their opinion, additional support is required to assist Travellers within the study area. Again, issues around resourcing any new provision were identified. The need to support Travellers in identifying sites to meet their accommodation requirements was highlighted by at least two respondents.
- 9.6 One respondent felt that it would be helpful for Travellers to have one named point of contact within local authorities who prioritised their welfare as opposed to issues linked to management and enforcement.
- 9.7 Another respondent identified that greater council engagement, understanding, planning and better legal systems could help reduce costs associated with illegal encampments.
- 9.8 The majority of respondents did not think that there was an adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area. Working with community

representatives, such as the Showman's Guild, was suggested by one respondent and another stakeholder identified that training and access to resources would improve things. One respondent identified that training on European Roma would be helpful.

- 9.9 Responses indicate limited action undertaken to raise awareness of the cultural, support and accommodation requirements of Travellers in the study area. Community representatives, such as the Showmans' Guild, have worked with local authorities about fairs, parking and associated matters.
- 9.10 One respondent stated that due to budget constraints work with Travellers has not been a priority.
- 9.11 One respondent identified that despite hard work on the part of the local authority (Kirklees) to engage with Travellers levels of understanding across the authority can vary.

Provision of accommodation

- 9.12 Stakeholders were asked to respond to a series of questions relating to the need for new pitch provision (both permanent and transit), existing pitch provision, households living in bricks and mortar accommodation, and unauthorised encampment activity. Their responses are summarised below.

New permanent

- 9.13 Only one respondent felt that there was sufficient provision of permanent pitches for Gypsies, Travellers and Travelling Showpeople in the study area. Three respondents felt that there was insufficient provision.
- 9.14 In terms of locations for new provision, the following points were made by respondents:
- It needs to be in sustainable and accessible locations;
 - Anywhere within reason;
 - In the countryside and accessible to schools;
 - Close to road networks on a level site that does not suffer from flooding; and
 - There should be sufficient space for travelling and permanent vans and equipment and storage areas, especially for Travelling Showpeople.
- 9.15 A number of respondents identified that opposition from the settled community to the provision of new sites will be an issue.
- 9.16 Respondents identified the following barriers to new provision:
- Strong feeling of NIMBYism;
 - Lack of political will;
 - Misconceptions about Travellers' way of life from the settled community;
 - Community opposition and intolerance (entrenched and inaccurate views of Travellers from the settled community) ;

- Negative publicity/press coverage, especially in relation to unauthorised encampments;
- Low numbers of Travellers visiting the area;
- Lack of resources; and
- Lack of suitable sites.

Transit

- 9.17 Seven respondents felt that transit provision was needed in the study area; one respondent felt that it was not.
- 9.18 The short term nature of stays within Calderdale was highlighted as a reason for transit being required, with possible locations for provision close to the M62 at, Ripponden, Brighouse and Elland being suggested by some respondents.
- 9.19 Other respondents felt that patterns of unauthorised encampment activity should be indicative of the type and location of provision required; if frequency is low then an alternative form of transit provision (ie negotiated stop over) may be a better solution. One respondent suggested consulting the Travelling communities about the best locations for transit provision.
- 9.20 The majority of respondents felt that there were barriers to the provision of transit accommodation within the study area. Barriers identified were similar to those for permanent provision and include:
- NIMBYism and local opposition;
 - Lack of funding and resources;
 - Intolerance and prejudice of settled community; and
 - Lack of political will.

Existing sites

- 9.21 There are limited sites in the study area and respondents had little direct experience of them.
- 9.22 In terms of tensions between Travellers and the settled community one respondent stated that they were aware of, and not surprised by, public opinions to sites. Tensions were identified by one respondent as being associated more with unauthorised encampments, especially linked to the disturbance and mess that they can create. One respondent distinguished between Travelling Showpeople and Gypsies and Travellers, identifying that complaints and tensions were linked to unauthorised Gypsy and Traveller encampment activity.
- 9.23 The lack of resources available to enable effective engagement with Travelling communities was identified as a problem in perpetuating a lack of understanding between settled and Travelling communities by one respondent.

Bricks and mortar

- 9.24 Respondents identified that there are Travelling Showpeople living in bricks and mortar accommodation in the study area; there are also Czech Roma families living in bricks and mortar housing, however these groups do not want to be classified as Gypsies and Travellers.
- 9.25 Stakeholders were asked whether additional pitches should be made available for Travelling families living in bricks and mortar accommodation. A number of respondents felt that this was for the fieldwork survey to inform, and that only those Travellers living in bricks and mortar will know the answer. One respondent felt that there was not a need for such provision, that the key issue is the lack of affordable housing, which is accessible to all via the choice based lettings system and so enables any Travellers wanting settled accommodation to access it.
- 9.26 The majority of respondents did not know whether there was sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation in the study area to help them manage their housing effectively.
- 9.27 The majority of respondents did not know whether Gypsies, Travellers and Travelling Showpeople feel safe in bricks and mortar accommodation in the study area. One respondent identified that they would prefer to *'live within their own community ie living on sites'*.

Unauthorised encampments

- 9.28 Eight respondents felt that unauthorised encampments were problematic for their organisations. The main reasons given for this were:
- Costs associated with dealing with encampments (including officer time, clear up costs, repair costs and cost of re-securing areas, legal costs and costs associated with liaising with Travellers and moving them on);
 - Distress caused by encampments depending upon their location, land ownership and occupants (when on public land distress usually linked to local amenities, temporary restrictions on use and damage; on private sites problems are caused by restriction of movement on industrial units and customers being unable or unwilling to access businesses affected);
 - Disturbance and nuisance caused;
 - Time spent dealing with complaints from the public; and
 - The limited powers and budgets available to local authorities to deal with unauthorised encampments.
- 9.29 Two respondents felt that unauthorised encampments were not problematic.
- 9.30 A number of respondents identified how unauthorised encampments raise negative issues, and generate prejudice and reinforce stereotyped perceptions of Travellers. These negative experiences then impact upon how the settled community views all Travellers, not just those occupying unauthorised encampments. Costs associated with dealing with unauthorised encampments further enhances negative attitudes and perceptions of Travellers from within the wider community.

Planning policy

- 9.31 Respondents were not generally aware of planning policies that had restricted the provision of Travellers sites, other than those linked to development within the Green Belt. One respondent felt that wording in a local policy that sites '*will have minimal impact upon the environment and surrounding areas, particularly nearby residential area*' would have an impact on delivery as there are likely to be many objections to an application for a new site.
- 9.32 Nine respondents felt that more could be done through planning policy to identify and bring forward new sites. Primarily respondents felt that suitable sites need to be identified by the local authorities through their Local Plans and Land Allocations Documents.
- 9.33 One respondent felt that planning authorities can only go so far and that other sectors should deliver the sites needed. Another respondent identified that in areas where the local community does not have the financial means to develop their own sites the Government should provide funding for local authorities or Registered Providers to develop the accommodation needed, as without such funding Local Plans will be ineffective.
- 9.34 One respondent indicated that a broader view needs to be taken as to what constitutes 'available land'.
- 9.35 Another respondent identified the complexities of delivering new sites through a planning system that is political and therefore makes it less likely that the need for new sites will be addressed. Another respondent stated that identifying a five year supply of land for sites and pitches is not given the same priority as identifying a five year supply of land for new houses.
- 9.36 Stakeholders were asked to identify what impact they thought the Planning Policy for Traveller Sites would have on future provision. Several (three) respondents felt like the guidance would make no difference. One respondent felt that the requirement to identify a five year supply of sites would have a positive impact in terms of ensuring that more sites are actually delivered.
- 9.37 One respondent identified the issue of objections from the settled community to proposed locations of new Traveller sites irrespective of where these are proposed, which in turn will lead to increased tensions. Conversely another respondent felt that the policy would enable Travelling families to settle and feel safe within the community.
- 9.38 One respondent hoped that the policy approach will lead to an increase in provision, whilst another respondent hoped that the approach would lead to a more consistent approach to pitch provision across local authorities, which would enable Travellers to smoothly travel between areas. This was reiterated by a further respondent who identified the need to plan strategically for new supply based on the needs and movements of Travellers, and ensure that supply is not simply 'loaded' into areas of existing supply when this might not be where it meets the needs of Travelling communities.
- 9.39 Two respondents identified that whilst the planning policy is 'ok' the main issues is how the sites will be delivered at a time of reducing public resources.

Cross-boundary issues

- 9.40 Two respondents were aware of regular movements of Gypsies, Travellers and Travelling Showpeople from neighbouring areas into or out of the study area (Calderdale and Kirklees). Movements linking Travellers to Bradford and Wakefield were identified. One respondent queried whether the assumption that the site at Cottingly Springs brings Travellers into the study area is in fact true.
- 9.41 In terms of cross-boundary issues respondents identified the following:
- It is crucial that cross boundary movements are identified;
 - Pooling resources to work across boundaries makes sense at a time of budget cuts;
 - There is no site in the study area; and
 - The location of any future provision where this may sit adjacent to local authority boundaries.
- 9.42 Respondents identified the following as key outcomes for the study in relation to cross boundary issues:
- Clear plans across all boundaries and pooled resources;
 - Established number of pitches and plots required taking into account reasonable assumptions about migration between neighbouring local authorities and other districts;
 - That land is identified for new provision;
 - That there is a debate amongst members;
 - Establish whether there are Travellers living in the study area and what their requirements are;
 - A residential Travellers site in Kirklees;
 - That there is a more consistent approach to working in West Yorkshire; and
 - That key migration flows of Travellers between authorities are identified, as well as the locations where they would like to live or move to.
- 9.43 Five respondents felt that the stakeholder survey contributed to the requirement under the Duty to Cooperate with neighbouring authorities. However, whilst the survey was felt to contribute to Duty to Cooperate requirements it does not fully address them. Further engagement was identified as being necessary to understand the research findings and how these are to be addressed.
- 9.44 Five respondents did not feel that the survey contributed to the Authorities' requirement under the Duty to Cooperate.

10. Conclusion and Strategic Response

- 10.1 This concluding chapter looks at the key challenges and issues facing the Council in respect of meeting the accommodation requirements of Gypsies and Travellers in Calderdale. The chapter provides a brief summary of key issues emerging from the research, and the challenges these pose; advice on the strategic responses available, including examples of good practice; and recommendations and next steps.

Meeting pitch/plot requirements

- 10.2 The research has evidenced:
- An overall five year requirement (2014/15 to 2018/19) of seven Gypsy and Traveller pitches (including bricks and mortar allowance) or zero pitches (excluding bricks and mortar allowance);
 - An overall five year requirement (2014/15 to 2018/19) for two Travelling Showperson plots (including turnover); and
 - A recommendation to identify six transit or stop-over pitches across Calderdale over the next five years (based on past trends of unauthorised encampment activity).
- 10.3 The above should be viewed as a minimum requirement based on the current supply of pitches and assumptions regarding need from households living in bricks and mortar dwellings. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.
- 10.4 Over the longer-term (15 years 2019/20 to 2033/34), the research would suggest a requirement of:
- Zero additional Gypsy and Traveller pitches over the period 2019/20 to 2023/24, zero additional pitches over the period 2024/25 to 2028/29, zero additional pitches over the period 2029/30 to 2033/34; and
 - Zero additional Showperson plots over the period 2019/20 to 2023/24 and zero additional plots over the period 2024/25 to 2028/29.
 - One additional Showperson plot for the period 2029/30 to 2033/34.
- 10.5 The above should be viewed as a minimum requirement based on the current supply of plots and the views expressed by Showperson households who have been interviewed. However, with the new revised guidance altering the definition of Travellers it is actually more likely that these may be seen as a maximum given that the new definition focuses on the needs of those who are actually Travelling or planning to travel.
- 10.6 In order to meet future requirements the Council has already considered the potential to increase the number of pitches on available sites, and needs to ensure they have an adequate supply of additional sites identified in their Local Plans to address immediate and longer-term need. The Council will need to work

closely with both settled and Travelling communities to do this. The Council, in partnership with Travelling communities, needs to consider the options available to help meet identified need, including the expansion of existing sites, re-designation of unauthorised sites, use of Community Land Trusts and exceptions site policies. Some of these areas are now looked at in more detail, alongside good practice in planning for Gypsy and Traveller provision.

- 10.7 Local planning authorities have a duty to identify land for Traveller and Travelling Showpeople development. Planning authorities are best placed to do this as they are most likely to know the current status of the land and the probability of securing planning permission.

New site identification

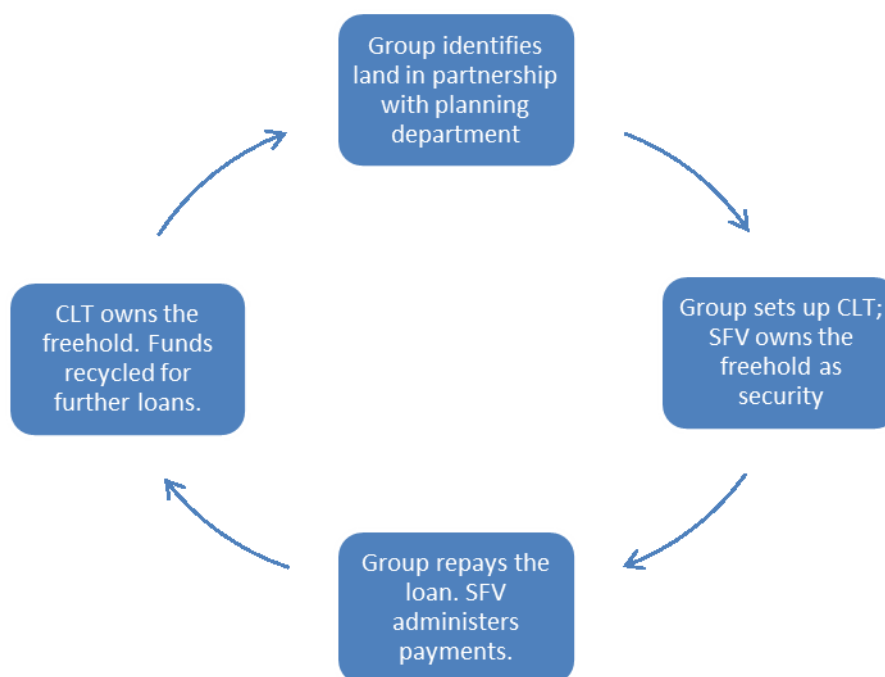
- 10.8 The Council should look to their land banks for suitable and appropriate land for development that is not in need of remediation, as this may well incur more financial investment than site provision itself. The Council should be looking to review releasing land for development rather than seeing this as an opportunity for fiscal reward. The Homes and Communities Agency also have a land bank and this should also be explored. Local land owners should also be approached as there may be 'set aside' land that is not economically viable to the landowner, but would be suitable for a small family unit and could 'reap' a dividend, thus making it attractive as a business venture. There has been suggestion of some local authorities 'gifting' land for development which should be given consideration.
- 10.9 The idea of local community members 'knowing' what land is available or suitable is a misnomer that has been indicated by research carried out by HSSA that shows Travellers are usually unaware of planning restrictions and current/past land use. However, where land is already owned by Travellers, support could be offered to bring these sites forward for planning permission as permanent sites where this is appropriate. Where Travellers own land and have a temporary permission, any decision to take it forward as a permanent site needs to be done in the context of the appropriateness of the location and all other relevant planning policies. Planning policies state that such sites are inappropriate in the green belt except in exceptional circumstances. Land ownership itself cannot be a deciding factor on whether planning permission is granted.

Community Land Trusts

- 10.10 The 2008 Housing and Regeneration Act established Community Land Trusts as an option for local communities to acquire and manage land to address a social, environmental or economic interest.
- 10.11 Community Land Trusts (CLTs) are now emerging as an option to help meet the need for more sites for Gypsies and Travellers (Figure 11.1). This approach has successfully been adopted by Mendip District Council in Somerset, which has committed funding to developing a CLT locally, despite Government cuts in funding.
- 10.12 In the Mendip model, the Council has worked with Travellers and community groups to develop a CLT which facilitates Gypsies and Travellers purchasing

land at low cost with a loan made available through a specific funding vehicle (SFV). Travellers develop a business plan for their proposal. Land owners are needed to sell small parcels of land for sites; this land cannot be sold for profit but is retained in perpetuity for provision of Traveller site accommodation. To incentivise landowners an upfront deposit is provided. The following diagram illustrates how the model works. A fundamental challenge with this approach is resourcing the model in the absence of Government subsidy; in Mendip the local authority has provided £100,000 to get their scheme off the ground.

Figure 10.1 How does CLT model work?



Planning gain

- 10.13 Use of planning obligations to deliver sites for Gypsies and Travellers and Travelling Showpeople could be explored further by the Council. The approach has been used successfully elsewhere. Planning obligations to address Traveller requirements on sites other than trailer parks could also be considered. However, it is important that, where this approach is adopted, regular monitoring takes place to ensure that the requisite pitches are being made available to, and are being used by, Travellers; enforcement action will be necessary where this is not the case.

Good practice in planning for Gypsy and Traveller provision

- 10.14 There are a number of resources available to local planning authorities to assist them in planning for Gypsy and Traveller provision, including resources from the Planning Advisory Service (PAS) and the Royal Town Planning Institute (RTPI), which are presented in Appendix B. In addition, the Local Government Agency and Local Government Association have resources available for local authorities

working with Traveller communities to identify sites for new provision, these include dedicated learning aids for elected members³⁸.

- 10.15 Work undertaken by PAS³⁹ identified ways in which the planning process can increase the supply of authorised Gypsy and Traveller pitches. The RTPi has developed a series of Good Practice notes for local planning authorities. Both are summarised at Appendix B.

³⁸ I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

³⁹ PAS spaces and places for gypsies and travellers how planning can help

Recommendations for meeting pitch requirements

To enable the Council to meet the identified pitch requirements it is recommended that consideration is given to the following:

- That the Council works collaboratively with neighbouring local planning authorities to meet identified need;
- That mechanisms are established to enable effective engagement with both settled and Traveller communities about identifying future sites;
- That existing sites are reviewed to ascertain the scope for extension and increasing the number of pitches available;
- That appropriate sites are identified to meet requirements;
- That consideration be given to the development of additional transit provision as identified across the study area;
- That links are made with the Showmen's Guild to ensure that the future needs of Travelling Showpeople are fully considered and addressed;
- That needs are monitored on an on-going basis;
- That options to secure provision of pitches through planning gain and exception sites are pursued;
- That the use of CLTs to meet needs is explored;
- That consideration is given to disposal of publicly owned land to meet pitch requirements;
- That consideration is given as to the ways in which Travellers can be supported through the planning application process;
- That a key point of contact is identified by the Council to deal with all matters relating to Travellers;
- That key stakeholders are kept up-to-date and fully briefed on progress;
- That resources are identified to develop a proactive communications strategy, starting with dissemination of these research findings, to enable positive media coverage of Traveller issues; and
- That, where necessary, training is provided for staff and elected members to promote better cultural understanding, counter prejudice and aid communication.

Concluding comments

10.16 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers and Travelling Showpeople across Calderdale. Overall a slight shortfall of both pitches and plots has been identified, and a recommendation for the provision of transit sites (Tables 10.1 and 10.2). It is also recommended that this evidence base is refreshed on a five-yearly basis to ensure that the level of pitch and pitch provision remains appropriate for the Gypsy and Traveller and Travelling Showpeople population across Calderdale.

Table 10.1 Summary of overall pitch/plot requirements over five years and longer term

		Gypsy and Traveller Pitch requirements	Showperson Plot requirements (assuming no turnover)
Calderdale	Five year shortfall 2014/15 to 2018/19	7 (including bricks and mortar allowance) OR 0 (excluding bricks and mortar allowance)	2
	Longer-term requirements 2019/20 to 2028/29	0	0
	Longer-term requirements 2029/30 to 2033/34	0	1
	Total	7	3

Table 10.2 Summary of transit requirements 2014/15 to 2018/19

	Pitch requirements to address unauthorised encampment activity
Calderdale Total	6

Appendix A: Legislative Background

Overall approach

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

- A Parliamentary Committee report (House of Commons 2004).
 - The replacement of Circular 1/94 by Circular 1/2006 (which has since been cancelled and replaced by the Planning policy for traveller sites 2012).
 - Guidance on accommodation assessments (ODPM 2006).
 - The Housing Act 2004 which placed a requirement (s.225) on local authorities to assess Gypsy and Traveller accommodation needs.
- A.7 More recent legislation with a direct impact on the lives of Gypsies and Travellers includes the Housing Act 2004 and the Planning and Compulsory Purchase Act 2004.
- A.8 **Section 225: Housing Act 2004** imposes duties on local authorities in relation to the accommodation needs of Gypsies and Travellers:
- Every local housing authority must as part of the general review of housing needs in their areas under section 8 of the Housing Act 1985 assess the accommodation needs of Gypsies and Travellers residing in or resorting to their district;
 - Where a local housing authority are required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
 - A local housing authority must have regard to section 226 ('Guidance in relation to section 225') in:
 - carrying out such an assessment, and
 - preparing any strategy that they are required to prepare.
- A.9 **The Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.
- The Act introduced major changes to the way in which the planning system operates. Local planning authorities are required to prepare a Local Development Framework; however, the term Local Plan was reintroduced following the National Planning Policy Framework in March 2012.
- This Act was subsequently amended to a Local Plan document with the introduction of the National Planning Policy Framework in March 2012.
- Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.
- A.10 **The Localism Act 2011** introduced a number of reforms, including changes to planning enforcement rules, which strengthen the power of local planning

authorities to tackle abuses of the planning system. The changes give local planning authorities the ability to take actions against people who deliberately conceal unauthorised development, and tackle abuses of retrospective planning applications. The Act also introduced the Duty to Co-operate (see Section 3) on all local planning authorities planning sustainable development. The Duty requires *‘neighbouring local authorities, or groups of authorities, to work together on planning issues in the interests of all their local residents. ... the Government thinks that local authorities and other public bodies should work together on planning issues in ways that reflect genuine shared interests and opportunities to make common cause. The duty requires local authorities and other public bodies to work together on planning issues.’*⁴⁰ The provision of Gypsy and Traveller sites falls within the Duty to Co-operate; which aims to ensure that neighbouring authorities work together to address issues such as provision of sites for Gypsies and Travellers in a planned and strategic way.

- A.11 **Statutory Instrument 2013 No 830 Town and Country planning Act, England (Temporary Stop Notice) (England) (Revocation) Regulations 2013** came into force on 4th May 2013. This Instrument revoked the regulations governing Temporary Stop Notices, which were in place to mitigate against the disproportionate impact of Temporary Stop Notices on Gypsies and Travellers in areas where there was a lack of sufficient pitches to meet the needs of the Travelling community.

⁴⁰ DCLG A plain English guide to the Localism Act Nov 2011

Appendix B: Policy and Guidance

Introduction

B.1 As part of this research, we have carried out a review of literature, which is presented in this Appendix. A considerable range of guidance documents has been prepared by Central Government to assist local authorities discharge their strategic housing and planning functions. In addition there is considerable independent and academic research and guidance on these issues; some of the key documents are summarised here. The documents are reviewed in order of publication date.

B.2 **A Decent Home: Definition and Guidance for Implementation Update, DCLG, June 2006**

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

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

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

- It meets the current statutory minimum standard for housing;
- It is in a reasonable state of repair;
- It has reasonably modern facilities and services; and
- It provides a reasonable degree of thermal comfort.

B.3 **Guide to Effective Use of Enforcement Powers - Part 1: Unauthorised Encampments, ODPM, 2006**

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

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

B.4 Common Ground: Equality, good race relations and sites for Gypsies and Irish Travellers, Commission for Racial Equality, May 2006

This report was written four years after the introduction of the statutory duty on public authorities under the Race Relations (Amendment) Act to promote equality of opportunity and good race relations and to eliminate unlawful racial discrimination. The CRE expressed concerns about relations between Gypsies and Irish Travellers and other members of the public, with widespread public hostility and, in many places, Gypsies and Irish Travellers leading separate, parallel lives. A dual concern about race relations and inequality led the Commission in October 2004 to launch the inquiry on which this report was based.

The Report's recommendations include measures relating to Central Government, local authorities, police forces and the voluntary sector. Among those relating to Central Government are:

- developing a realistic but ambitious timetable to identify land for sites, where necessary establishing them, and making sure it is met;
- developing key performance indicators for public sites which set standards for quality and management that are comparable to those for conventional accommodation;
- requiring local authorities to monitor and provide data on planning applications, outcomes and enforcement, and on housing and homelessness by racial group, using two separate categories for Gypsies and Irish Travellers; and
- requiring police forces to collect information on Gypsies and Irish Travellers as two separate ethnic categories.

Strategic recommendations affecting local authorities include:

- developing a holistic corporate vision for all work on Gypsies and Irish Travellers,
- reviewing all policies on accommodation for Gypsies and Irish Travellers,
- designating a councillor at cabinet (or equivalent) level, and an officer at no less than assistant director level, to coordinate the authority's work on all sites;
- emphasising that the code of conduct for councillors applies to their work in relation to all racial groups, including Gypsies and Irish Travellers;
- giving specific advice to Gypsies and Irish Travellers on the most suitable land for residential use, how to prepare applications, and help them to find the information they need to support their application;
- identifying and reporting on actions by local groups or individuals in response to plans for Gypsy sites that may constitute unlawful pressure on the authority to discriminate against Gypsies and Irish Travellers; and
- monitoring all planning applications and instances of enforcement action at every stage, by type and racial group, including Gypsies and Irish Travellers, in order to assess the effects of policies and practices on different racial groups.

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

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

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

B.5 Guidance on Gypsy and Traveller Accommodation Needs Assessments, DCLG, October 2007

This Guidance sets out a detailed framework for designing, planning and carrying out Gypsy and Traveller accommodation needs assessments. It includes the needs of Showpeople. It acknowledges that the housing needs of Gypsies and Travellers are likely to differ from those of the settled community, and that they have hitherto been excluded from accommodation needs assessments.

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

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

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

B.6 CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008

The Guide attempts to establish and summarise the key elements needed to design a successful site. In particular, the guidance intends to assist:

- Local authorities or Registered Providers looking to develop new sites or refurbish existing sites;
- Architects or developers looking to develop sites or refurbish existing sites; and
- Site residents looking to participate in the design/refurbishment process.

B.7 The National Planning Policy Framework, March 2012

The National Planning Policy Framework (NPPF) came into effect in March 2012 and sets out the Government's planning policies for England. It condenses previous guidance and places a strong emphasis on 'sustainable development'. It provides more focussed guidance on plan-making and refers to 'Local Plans' rather than Local Development Frameworks or Development Plan Documents. Despite the difference in terminology it does not affect the provisions of the 2004 Act which remains the legal basis for plan-making.

B.8 Planning policy for traveller sites, March 2012

In March 2012 the Government also published Planning policy for traveller sites, which together with the NPPF replaces all previous planning policy guidance in respect of Gypsies and Travellers. The policy approach encourages provision of sites for Gypsies and Travellers where there is an identified need, to help maintain an appropriate level of supply. The policy also encourages the use of plan making and decision taking to reduce unauthorised developments and encampments.

B.9 Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, April 2012

In April 2012 the Government published a Progress Report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers, which summarised progress in terms of meeting 'Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.'⁴¹ The report covers 28 measures from across Government aimed at tackling inequalities, these cover:

- Improving education outcomes;
- Improving health outcomes;
- Providing appropriate accommodation;
- Tackling hate crime;
- Improving interaction with the National Offender Management Service;
- Improving access to employment and financial services; and
- Improving engagement with service providers.

⁴¹ www.communities.gov.uk/news/corporate/2124322

B.10 **Dealing with illegal and unauthorised encampments: a summary of available powers, CLG August 2012**

This guidance note summarises the powers available to local authorities and landowners to remove encampments from both public and private land. Powers available to local authorities being:

- Injunctions to protect land from unauthorised encampments;
- Licensing of caravan sites;
- Tent site licences;
- Possession orders;
- Interim possession orders;
- Local byelaws;
- Power of local authorities to direct unauthorised campers to leave land;
- Addressing obstructions to the public highway;
- Planning contravention notice;
- Temporary stop notice;
- Enforcement notice and retrospective planning;
- Stop notice;
- Breach of condition notice; and
- Powers of entry onto land.

B.11 Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013: Made on 11th April 2013 and laid before Parliament on 12th April 2013 this Instrument revoking the regulations applying to Temporary Stop Notices (TSNs) in England came into force on 4th May 2013. The regulations were originally introduced to mitigate against the likely disproportionate impact of TSNs on Gypsies and Travellers in areas where there is a lack of sites to meet the needs of the Travelling community. Under the regulations, TSNs were prohibited where a caravan was a person's main residence, unless there was a risk of harm to a serious public interest significant enough to outweigh any benefit to the occupier of the caravan. Under the new arrangements local planning authorities are to determine whether the use of a TSN is a proportionate and necessary response.

B.12 Ministerial Statement 1st July 2013 by Brandon Lewis⁴² highlighted the issue of inappropriate development in the Green Belt and revised the appeals recovery criteria issued on 30th June 2008 to enable an initial six month period of scrutiny of Traveller site appeals in the Green Belt. This is so that the Secretary of State can assess the extent to which the National policy 'Planning policy for traveller sites' is meeting the Government's stated policy intentions. A number of appeals have subsequently been recovered. The Statement also revoked the practice

⁴² <https://www.gov.uk/government/speeches/planning-and-travellers>

guidance on ‘Diversity and equality in planning’⁴³, deeming it to be outdated; the Government does not intend to replace this guidance.

B.13 Dealing with illegal and unauthorised encampments: a summary of available powers 9th Aug 2013. This Guidance replaces that published in Aug 2012, and updates it in respect of recent changes to Temporary Stop Notices. The Guidance lists powers available to local authorities, including:

- More powerful temporary stop notices to stop and remove unauthorised caravans;
- Pre-emptive injunctions that protect vulnerable land in advance from unauthorised encampments;
- Possession orders to remove trespassers from land;
- Police powers to order unauthorised campers to leave land;
- Powers of entry onto land so authorised officers can obtain information for enforcement purposes;
- Demand further information on planning works to determine whether any breach of the rules has taken place;
- Enforcement notices to remedy any planning breaches; and
- Ensuring sites have valid caravan or tent site licences.

It sets out that councils should work closely with the police and other agencies to stop camps being set up when council offices are closed.

B.14 Consultation: Planning and Travellers, September 2014. This consultation document seeks to:

- Amend the Planning policy for Travellers sites’ definition of Travellers and Travelling Showpeople to exclude those who have ceased to travel permanently;
- Amend secondary legislation to bring the definition of Gypsies and Travellers, set out in the Housing (Assessment of Accommodation Needs)(Meaning of Gypsies and Travellers)(England) Regulations 2006 in line with the proposed changed definition set out above for the Planning policy for Traveller sites;
- Make the intentional unauthorised occupation of land be regarded by decision takers as a material consideration that weighs against the granting of planning permission. In other words, failure to seek permission in advance of occupation of land would count against the grant of planning permission;
- Protect ‘sensitive areas’ including the Green Belt;
- Update guidance on how local authorities should assess future Traveller accommodation requirements, including sources of information that authorities should use. In terms of future needs assessments the consultation suggests that authorities should look at:
 - The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;

⁴³ ODPM Diversity and Equality in Planning: A good practice guide 2005

- Broad locations where there is a demand for additional pitches;
- The level, quality and types of accommodation and facilities needed (e.g. sites and housing);
- The demographic profile of the Traveller community obtained from working directly with them;
- Caravan count data at a local level; and
- Whether there are needs at different times of the year.
- The proposed 'Draft planning guidance for travellers' would replace current guidance, including that set out in 'Gypsy and Travellers Accommodation Needs Assessments – Guidance' (2007) and 'Designing Gypsy and Traveller Sites – Good Practice Guide' (2008).
- The consultation closed on 23rd November 2014.

B.15 Dealing with illegal and unauthorised encampments: a summary of available powers, March 2015. This Guidance sets out the robust powers councils, the police and landowners have to deal quickly with illegal and unauthorised encampments. The Guidance lists a series of questions that local authorities will want to consider including:

- Is the land particularly vulnerable to unlawful occupation/trespass?
- What is the status of that land? Who is the landowner?
- Do any special rules apply to that land (e.g. byelaws, statutory schemes of management, etc.) and, if so, are any of those rules relevant to the occupation/trespass activity?
- Has a process been established for the local authority to be notified about any unauthorised encampments?
- If the police are notified of unauthorised encampments on local authority land, do they know who in the local authority should be notified?
- If the power of persuasion by local authority officers (wardens/park officers/enforcement officers) does not result in people leaving the land/taking down tents, is there a clear decision making process, including liaison between councils and local police forces, on how to approach unauthorised encampments? At what level of the organisation will that decision be made? How will that decision-maker be notified?

The Guidance also states that to plan and respond effectively local agencies should work together to consider:

- Identifying vulnerable sites;
- Working with landowners to physically secure vulnerable sites where possible;
- Preparing any necessary paperwork, such as applications for possession orders or injunctions, in advance;
- Working with private landowners to inform them of their powers in relation to unauthorised encampments, including advance preparation of any necessary paperwork;

- Developing a clear notification and decision-making process to respond to instances of unauthorised encampments;
- The prudence of applying for injunctions where intelligence suggests there may be a planned encampment and the site of the encampment might cause disruption to others;
- Working to ensure that local wardens, park officers or enforcement officers are aware of who they should notify in the event of unauthorised encampments;
- Working to ensure that local wardens or park officers are aware of the locations of authorised campsites or other alternatives; and
- Identifying sites where protests could be directed / permitted.

B.16 **PAS spaces and places for Gypsies and Travellers: how planning can help**

PAS list the following as key to successful delivery of new provision:

- **Involve Gypsy and Traveller communities:** this needs to happen at an early stage, innovative methods of consultation need to be adopted due to low levels of literacy and high levels of social exclusion within Gypsy and Traveller communities and members of the Gypsy and Traveller community should be trained as interviewers on Accommodation Assessments (Cambridgeshire, Surrey, Dorset and Leicestershire). Other good practice examples include distribution of material via CD, so that information can be 'listened to' as opposed to read. The development of a dedicated Gypsy and Traveller Strategy is also seen to be good practice, helping agencies develop a co-ordinated approach and so prioritise the issue. The report also recommends the use of existing Gypsy and Traveller resources such as the planning guide published in Traveller's Times, which aims to explain the planning process in an accessible way to members of the Gypsy and Traveller community. As well as consulting early, PAS also flags the need to consult often with communities;
- **Work collaboratively** with neighbouring authorities to address the issues and avoid just 'moving it on' to a neighbouring local authority area. With the new Duty to Co-operate established within the NPPF, working collaboratively with neighbouring local authorities has never been more important. Adopting a collaborative approach recognises that local authorities cannot work in isolation to tackle this issue;
- **Be transparent:** trust is highly valued within Gypsy and Traveller communities, and can take a long time to develop. The planning system needs to be transparent, so that members of the Gypsy and Traveller community can understand the decisions that have been taken and the reasoning behind them. PAS states that 'ideally council work in this area should be led by an officer who is respected both within the Council and also within Gypsy and Traveller communities: trust is vital and can be broken easily.⁴⁴ Local planning authorities also need to revisit their approach to development management criteria for applications for Gypsy and Traveller sites 'to ensure that criteria make it clear what applications are likely to be

⁴⁴ PAS *spaces and places for gypsies and travellers how planning can help* page 8

accepted by the council. Authorities need to ensure that these are reasonable and realistic. Transparent and criteria-based policies help everyone to understand what decisions have been made and why.’⁴⁵ Kent and Hertsmere councils are listed as examples of good practice in this regard.

- **Integration:** accommodation needs assessments need to be integrated into the Local Plan evidence base, with site locations and requirements set out within specific Development Plan Documents (DPDs); dedicated Gypsy and Traveller DPDs are advocated as a means of ensuring that the accommodation needs of Gypsies and Travellers are fully considered and addressed within the local planning process; and
- **Educate and work with councillors:** members need to be aware of their responsibilities in terms of equality and diversity and ‘understand that there must be sound planning reasons for rejecting applications for Gypsy and Traveller sites’⁴⁶. It is helpful for members to understand the wider benefits of providing suitable accommodation to meet the requirements of the Gypsy and Traveller community, such as:
 - An increase in site provision;
 - Reduced costs of enforcement; and
 - Greater community engagement and understanding of community need.

B.17 RTPI Planning for Gypsies and Travellers

The RTPI has developed a series of Good Practice notes for local planning authorities ‘Planning for Gypsies and Travellers’; the notes cover four key areas:

- Communication, consultation and participation;
- Needs assessment;
- Accommodation and site delivery; and
- Enforcement.

Whilst the notes were developed prior to the NPPF and the introduction of the new Planning policy for traveller sites, they remain relevant, and it is worth considering some of the papers’ key recommendations.

In terms of **communication, consultation and participation** the RTPI highlight the following good practice:

- **Define potentially confusing terminology** used by professionals working in the area;
- **Use appropriate methods of consultation:** oral exchanges and face-to-face dealings are essential to effectively engage with Gypsy and Traveller communities, whilst service providers tend to use written exchanges;
- **Consultees and participants need to be involved in the entire plan making process;** this includes in-house participants, external organisations, Gypsy and Traveller communities, and settled communities. The RTPI concludes that:

⁴⁵ PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

⁴⁶ PAS spaces and places for gypsies and travellers how planning can help page 10

- 'Local authorities should encourage Gypsy and Traveller communities to engage with the planning system at an early stage. However, they may request other agencies that have well-established relationships with members of Gypsy and Traveller communities to undertake this role.' and
- 'In the past, settled communities have often only become aware of the intention to develop Gypsy and Traveller accommodation when the local authority issues a notice or consultation. ... cultivating the support of the settled community for the development of sites should start as soon as possible. ... There is a sound case for front-loading and sharing information with small groups in the [settled] community, rather than trying to manage large public gatherings at the start of the process. Again, it may be beneficial for the local authority to work in partnership with organisations with established links in the community. The settled community is not a homogeneous whole. There will be separate groups with different perceptions and concerns, which the local authority must take account of.'⁴⁷
- **Dialogue methods:** the RTPI correctly identify that the experience of many Gypsies and Travellers of liaising with both public sector agencies and the settled community is both frightening and negative. As a result *'there should be no expectation that Gypsies and Travellers will participate in open meetings. Stakeholders should investigate suitable methods of bringing together individuals from the respective communities in an environment that will facilitate a constructive exchange of information and smooth the process of breaking down animosity and hostility.'*⁴⁸ The use of public meetings is discouraged, and the use of organisations with experience of working within both Gypsy and Traveller, and settled communities encouraged – advice and support groups, assisted by the latter, holding regular local meetings can be an effective means of engaging constructively with both communities. Representatives from these groups can also be included on appropriate forums and advisory groups. The location and timing of meetings needs to be carefully considered to maximise participation, with a neutral venue being preferable.
- **The media** has an important role to play in facilitating the delivery of sites locally, with past reporting being extremely damaging. Positive media liaison is important and requires:
 - A single point of contact with the local authority;
 - A liaison officer responsible for compilation and release of briefings, and for building positive relationships with editors, journalists, radio and television presenters;
 - All stakeholders to provide accurate and timely briefings for the liaison officer;
 - Provision of media briefings on future activities;

⁴⁷ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

⁴⁸ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- Officers to anticipate when and where the most sensitive and contentious issues will arise and use of a risk assessment to mitigate any negative impact;
 - Use of the media to facilitate engagement with both settled and Gypsy and Traveller communities; and
 - Stakeholders to provide politicians with clear, accurate and comprehensive briefings.
- **On-going communication, participation and consultation** are important. The continued use of the most effective methods of engagement once an initiative is completed ensures the maximum use of resources:
 - ‘The delivery of some services, such as the identification of sites in development plan documents, is the end of one process and the start of another. The various committees and advisory groups established to participate in the process of site identification and the accommodation needs assessment will have considerable background information and expertise embedded in their membership. This will prove useful in the management and monitoring of subsequent work. ... Whilst on-going engagement with all service users is important, it is especially important with regard to Gypsies and Travellers, given their long history of marginalisation.’⁴⁹

Whilst the RTPI’s Good Practice Note Planning for Gypsies and Travellers predates the NPPF, the principles that it establishes at Part C remain largely relevant in terms of the role of local plan making. The Note advises that whilst the use of the site specific DPDs to identify sites for Gypsy and Traveller accommodation may seem less divisive, subsequent to identification of sufficient sites to meet identified need, local planning authorities should seek to integrate provision for Gypsies and Travellers within their general housing strategies and policies. Early involvement of stakeholders, the community and special interest groups will help achieve a consensus.

However, the RTPI point out that, due to the contentious nature of Gypsy and Traveller provision, the use of a criteria based approach to the selection of development sites is unlikely to be *successful ‘in instances where considerable public opposition to the development might be anticipated.’* The paper concludes that it is not appropriate to rely solely on criteria as an alternative to site allocations where there is an identified need for the development.⁵⁰

The RTPI advocate adopting a pragmatic approach, whereby local planning authorities work with the Gypsy and Traveller communities within their areas to identify a range of potentially suitable sites:

‘The local authority and Gypsy and Traveller communities are both able to bring forward their suggested sites during this process, and the distribution and location of transit as well as permanent sites can be covered. The practicable options would then go forward for discussion with the local community, interest groups, and other stakeholders before the selection of preferred sites is finalised. The advantages of this

⁴⁹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

⁵⁰ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

*approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.*⁵¹

The RTPI also advocates the use of supplementary planning guidance to provide additional detail on policies contained within a Local Plan; in terms of Gypsies and Travellers this could include:

- Needs assessment evidence base;
- Design principles; and
- A design brief for the layout of sites.

⁵¹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

Appendix C: Fieldwork Questionnaire

Calderdale Council and Kirklees Council Gypsy, Traveller and Travelling Showpeople Survey

Introduction

I am an independent researcher doing a study on the accommodation needs of Gypsies, Travellers and Travelling Showpeople. This work is being conducted on behalf of Calderdale Council and Kirklees Council. I don't work directly for the Councils but they have asked me to do this study on their behalf.

We want to find out:

- What sort of homes – sites, yards and houses – Gypsies, Travellers and Travelling Showpeople need.
- What you think of existing sites, yards and homes
- Whether you think new permanent and temporary sites and yards are needed
- Whether you think easier access to bricks and mortar accommodation is needed
- Whether you travel and if so whether you've had problems while travelling
- What you think about the costs of your homes – houses, yards and sites
- What other services you feel you need to support you

Interviewed before?

1. Have you been interviewed for this survey before?
 - ***If 'Yes' and in same location as previous interview, politely decline interview and find new respondent.***
 - ***If 'Yes' on roadside and in different location from previous interview carry on with introduction***

- ***If 'No' carry on with introduction***

Do you have time to talk with me about these things – it will take about 40 minutes?

Your answers are completely confidential – I won't use your name in any report that I write and no one will be able to trace any answer back to you. You don't have to answer everything - if you don't want to answer any particular questions, just tell me to skip them.

[For most answers, check the boxes most applicable or fill in the blanks.]

Interview details

Attach label with interviewer details and URN

Date and time _____

Location (site name and address)

Property type

1. Unauthorised Encampment [] 1
2. Unauthorised Development [] 2
3. Caravan in Garden [] 3
4. Local Authority Site [] 4
5. Private Site [] 5
6. House (Bricks and Mortar) [] 6

No. of separate **respondent** self identified households living on pitch [this is to be added to site census sheets after all interviews completed]

1. ☐ 1
2. ☐ 2
3. ☐ 3
4. ☐ 4
5. ☐ 5 or more

Home base

1a. Do you usually live here? Is this your primary home base?

1. ☐ Yes
2. ☐ No

1b. Do you have any other home bases?

1. ☐ Yes Go to Q1c
2. ☐ No Go to Q2

1c. Please tell us about your other home base (record details of next most used home base). What type of home is it? (Select only one.)

1. ☐ Trailer or wagon
2. ☐ Chalet/mobile home (or similar)
3. ☐ House
4. ☐ Bungalow
5. ☐ Flat

6. ☐ Sheltered/Extra care housing

7. ☐ Other **[please state]:** _____

1d. How much time do you spend there (other home base)? (Select only one.)

1. ☐ up to 1 month a year
2. ☐ Over 1 and up to 2 months a year
3. ☐ Over 2 and up to 3 months a year
4. ☐ Over 3 and up to 4 months a year
5. ☐ Over 4 and up to 5 months a year
6. ☐ 5 months or over a year

1e. Do you have any other home bases?

1. ☐ Yes Go to Q1f
2. ☐ No Go to Q2

1f. Please tell us about your other home base (record details of next most used home base). What type of home is it? (Select only one.)

1. ☐ Trailer or wagon
2. ☐ Chalet/mobile home (or similar)
3. ☐ House
4. ☐ Bungalow
5. ☐ Flat
6. ☐ Sheltered/Extra care housing
7. ☐ Other **[please state]:** _____

1g. How much time do you spend there (other home base)? (Select only one.)

1. ☐ up to 1 month a year
2. ☐ Over 1 and up to 2 months a year
3. ☐ Over 2 and up to 3 months a year
4. ☐ Over 3 and up to 4 months a year
5. ☐ Over 4 and up to 5 months a year
6. ☐ 5 months or over a year

2. Why do you live here (at the location of interview)?
(Select all that apply.)

1. ☐ Close to family and friends
2. ☐ Near to place of work
3. ☐ Nowhere else that is suitable
4. ☐ Choose to travel
5. ☐ Simply chose this place/No particular reason
6. ☐ Other **[please state]**
:_____

3. How long have you lived here (at the location of interview)?
(Select only one.)

1. ☐ up to 1 year
2. ☐ Over 1 and up to 2 years
3. ☐ Over 2 and up to 3 years
4. ☐ Over 3 and up to 4 years
5. ☐ Over 4 and up to 5 years
6. ☐ 5 years or over

4. What do you normally live in (at the location of interview)? (Select only one.)

1. ☐ Trailer or wagon
2. ☐ Chalet/mobile home (or similar)
3. ☐ House
4. ☐ Bungalow
5. ☐ Flat
6. ☐ Sheltered/Extra Care housing
7. ☐ House and yard with or without trailers
8. ☐ Other **[please state]**: _____

5. Are you happy with your main home base/house or would you prefer to live in a different type of home? (Select only one.)

1. ☐ Happy with house/bungalow/flat/sheltered/other Go to Q7
 2. ☐ Happy with trailer/wagon/chalet/mobile home Go to Q7
 3. ☐ Prefer trailer Go to Q6
 4. ☐ Prefer caravan Go to Q6
 5. ☐ Prefer wagon Go to Q6
 6. ☐ Prefer chalet Go to Q6
 7. ☐ Prefer house/bungalow/flat/sheltered/other Go to Q6
 8. ☐ Prefer Trailer/Mobile Home/Chalet or similar with support for older people Go to Q6
 9. ☐ Other **[please state]**: Go to Q6
- _____

6. If you would prefer to live in a different type of home please tell us about your reasons for this? (Select all that apply.)

1. ☐ Health/Old age/Illness (Got to Q7d)
2. ☐ Lifestyle/Belief (Got to Q7d)
3. ☐ Prefer bricks and mortar (Got to Q6b)
4. ☐ Prefer Caravan/trailer/wagon/pitch (Got to Q6b)
5. ☐ I don't like where I currently live (Got to Q6b)
6. ☐ Want to travel (Got to Q7d)
7. ☐ Want to settle down (Got to Q7d)
8. ☐ Other **[please state]:** _____

6b. If you would prefer a different type of home such as moving from a caravan to bricks and mortar/moving from bricks and mortar to a caravan or if you do not like where you currently live please tell us more about this:

7a. In your view is the place where you live a popular place/location/site for Travellers to live?

1. ☐ Yes
2. ☐ No

7b. Why do you say this?

7c. Does the place where you currently live have any anti-social behaviour issues?

1. ☐ Yes
2. ☐ No

7d. Do you rent or own the home where you normally live? (Select only one.)

1. ☐ Rent from Council
2. ☐ Rent privately
3. ☐ Rent from Housing Association/Registered Provider/Registered Social Landlord
4. ☐ Own home
5. ☐ Not applicable
6. ☐ Other **[please state]:** _____

8. Do you own or rent the land you live on? (Select only one.)

1. ☐ Own land where trailer/wagon is normally located (with planning permission)
2. ☐ Own land where trailer/caravan is normally located (no planning permission)
3. ☐ Own land where trailer/wagon is normally located seeking planning permission
4. ☐ Rent pitch from Council
5. ☐ Rent pitch from Housing Association/Registered Provider/Registered Social Landlord
6. ☐ Rent pitch privately (with planning permission)
7. ☐ Rent pitch privately (no planning permission)
8. ☐ Neither own or rent the land (unauthorised)
9. ☐ Tolerated site
10. ☐ Not applicable
11. ☐ Other **[please state]** _____

[ONLY FOR PEOPLE LIVING ON SITES/YARDS]

9. How many pitches/plots are there currently on the site/yard where you are living?

.....

10. Are these all occupied?

1. ☐ Yes (Go to Q13)
2. ☐ No (Go to Q11)
3. ☐ Don't know (Go to Q13)

11. If no, how many pitches/plots are vacant?

[]

12. How long have these been empty? If more than one vacant pitch/plot please comment on the one that has been vacant for the longest time.

1. ☐ up to 1 year
2. ☐ 1 to 2 years
3. ☐ 2 to 3 years
4. ☐ 3 to 4 years
5. ☐ 4 to 5 years
6. ☐ over 5 years

12b. In your opinion why is it that these pitches are vacant:

13. In your opinion, is there capacity for further development in the site/yard on which you live to incorporate new pitches/plots?

1. ☐ Yes
2. ☐ No

14. If yes, how many new pitches/plots?

[]

15. Do you have development option(s) for land adjacent to the site? (select one only)

1. ☐ Yes, including ownership or lease for the land. If 'Yes' please go to Q16a
2. ☐ Yes, with no ownership or lease for the land. If 'Yes' please go to Q16a
3. ☐ No. If 'No' please go to Q17a

16a. If you do have options for land around the site where are these and how many additional pitches could potentially be accommodated?

17a. Do you have an option(s) for a new site? (i.e. on land that would not be an extension to your existing site)

1. ☐ Yes Go to Q17b
2. ☐ No Go to Q18

17b. If you do have option(s) for a new site where are these and how many additional pitches could potentially be accommodated?

18. Do you have any other comments about the capacity of the site/yards you are currently living on?

ALL RESPONDENTS

19. Do you think your home/trailer/pitch is overcrowded?

(Select only one.)

1. ☐ Yes
2. ☐ No

20. If yes, please tell us in what way the home is overcrowded (i.e. number of caravans/households living on pitch)

21. What repairs or improvements, if any, are needed to your home?

(Select all that apply.)

1. ☐ none
2. ☐ more space on pitch
3. ☐ slab/drive
4. ☐ roof
5. ☐ doors/windows
6. ☐ kitchen facilities
7. ☐ bathroom facilities
8. ☐ Other **[please state]:**

22. How would you describe the state of repair of your home?

(Select only one.)

1. ☐ Very Good
2. ☐ Good
3. ☐ Neither Good nor Poor
4. ☐ Poor
5. ☐ Very Poor

23. Do you feel you have enough space:

a) for your trailers, wagons, horse boxes, vehicles and loads?

Yes 1. ☐ No 2. ☐

b) in your own amenity block (shed) - if relevant?

Yes 1. ☐ No 2. ☐ Not relevant 3. ☐

c) on your pitch - if relevant?

Yes 1. ☐ No 2. ☐ Not relevant 3. ☐

d) for travelling show people only, room to repair equipment - if relevant?

Yes 1. ☐ No 2. ☐ Not relevant 3. ☐

24. Do you have to share any of the following facilities with another household (this could be a family in another trailer/pitch)?
(Select all that apply.)

1. ☐ Bathroom
2. ☐ Toilet
3. ☐ Kitchen
4. ☐ Laundry

25. How many bedrooms/sleeping trailers or wagons do you have?

Number: _____

26. How much does your home cost per week (excluding water, heating and lighting; including rent, mortgage, and ground rent)?

Please state amount £ _____

27. How much of your housing costs, if any, are covered by housing benefit? (Select only one.)

1. ☐ None
2. ☐ Part
3. ☐ All

Neighbourhood and local services

28. How satisfied are you with the location of your home?
(By home we mean the location where the interview is taking place and this covers questions 28-29. Location can mean the street/road/site) (Select only one.)

1. ☐ Very Satisfied
2. ☐ Satisfied
3. ☐ Neither Satisfied nor Dissatisfied
4. ☐ Dissatisfied
5. ☐ Very Dissatisfied

29. Please say if being near to the following is important, slightly important or not important to you? (Near can be classed as having easy/quick access)

	Important	Slightly Important	Not important
a) Primary schools	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
b) Secondary schools	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
c) Doctors	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
d) Shops	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
e) Post Office/cash point machine	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
f) Pubs	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
g) Public Transport	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
h) Main roads	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>
i) Other (specify)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>

Housing History

30. Where did you live before you came here (or moved to your existing home)?

1. ☐ Please state town/district _____
2. ☐ Travelling all the time (no permanent home) - **go to Q35**
3. ☐ Homeless - **go to Q35**

31. How long did you live there?
(Select only one.)

1. ☐ up to 1 year
2. ☐ 1 to 2 years
3. ☐ 2 to 3 years
4. ☐ 3 to 4 years
5. ☐ 4 to 5 years
6. ☐ over 5 years

32. What kind of home did you have there?
(Select only one.)

1. ☐ Trailer or wagon
2. ☐ Chalet/mobile home (or similar)
3. ☐ House
4. ☐ Bungalow
5. ☐ Flat
6. ☐ Sheltered
7. ☐ Other

[please state] _____:

33. Why did you leave that place?

34. How many times have you moved pitch (not including travelling) in the last 2 years

Number: _____

Or ☐ b. Travelled for the whole time

Or ☐ c. None/Have not moved

Travelling

35. In the last year, have you travelled?

(Select only one.)

1. ☐ Yes

2. ☐ No - **go to Q39**

36. How many days or weeks do you normally travel every year?

(Select only one.)

1. ☐ No more than thirteen days

2. ☐ 2 to 4 weeks (or one month)

3. ☐ 5 to 8 weeks (or 2 months)

4. ☐ 9 to 12 weeks (or 3 months)

5. ☐ 13 to 26 weeks (or 6 months)

6. ☐ Over 6 months but less than 10 months

7. ☐ Over 10 months but less than 12 months

8. ☐ All year

37. Where would you normally go when you are travelling, when and why? And what is the main route you would take to get there (please specify main roads taken /towns passed through)

Location	Month	Reason	Route
a.			
b.			
c.			
d.			

38. What problems, if any, do you have while travelling?

(Select all that apply.)

1. ☐ No places to stop over

2. ☐ Closing of traditional stopping places

3. ☐ Abuse, harassment or discrimination

4. ☐ Lack of toilet facilities

5. ☐ No water facilities

6. ☐ Problems with rubbish collection

7. ☐ Police behaviour

8. ☐ Enforcement officer behaviour

9. ☐ Behaviour of other Travellers

10. ☐ Other **[please state]:**

(Tick all that apply)

39. Transit sites are intended for short-term use while in transit. Sites are usually permanent and authorised, but there is a limit on the length of time residents can stay.

1. ☐ Yes
2. ☐ No

Is there a need for transit sites in the Calderdale Council and/or Kirklees Council areas?

40. If yes, where should the transit site(s) be located? (Select all that apply.)

Where are transit sites needed?	How big does the site need to be? (no pitches)	Who needs this transit site?	When is this transit site needed? (all the time/certain times of year – please specify)	
Calderdale Council area [please specify]				1
Kirklees Council area [please specify]				2
Other local authority area bordering Calderdale Council and/or Kirklees Council [please specify]				3

41. Who should manage transit sites? (Select all that apply.)

1. ☐ Councils
2. ☐ Registered Social Landlords/Housing Associations
3. ☐ Private (Gypsy/Traveller/Showman)
4. ☐ Private (non-Gypsy or Traveller/Showman)
5. ☐ Other **[please state]:**

42. Why do you travel?

(Select all that apply.)

1. ☐ Cultural heritage
 2. ☐ Personal preference
 3. ☐ Work related
 4. ☐ Visit family/friends
 5. ☐ Only way of life I know
 6. ☐ Limited opportunity to settle/no pitch on which to live/lack of site provision
 7. ☐ Other **[please state]**
-

Advice, support, health and other services

43a. Have you used any of the following services in the last year?

(Select all that apply.)

1. ☐ Gypsy services
 2. ☐ Traveller Education
 3. ☐ Adult education
 4. ☐ Housing Options service/Open Moves/Housing Advice Service
 5. ☐ Citizens Advice Bureau
 6. ☐ Other welfare rights advice
 7. ☐ Doctor (G.P.)
 8. ☐ Dentist
 9. ☐ Accident and emergency
 10. ☐ Health visitors
 11. ☐ Social services
 12. ☐ Law Centre
 13. ☐ Other **[please state]:**
-

43b. Do you or anyone in your household have any health problems (Select all that apply for each person.)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Arthritis	1[]	1[]	1[]	1[]	1[]	1[]	1[]
Asthma	2[]	2[]	2[]	2[]	2[]	2[]	2[]
Depression/anxiety disorders	3[]	3[]	3[]	3[]	3[]	3[]	3[]
Diabetes	4[]	4[]	4[]	4[]	4[]	4[]	4[]
Problems with hearing	5[]	5[]	5[]	5[]	5[]	5[]	5[]
Learning difficulties/dyslexia	6[]	6[]	6[]	6[]	6[]	6[]	6[]
Problems with mobility	7[]	7[]	7[]	7[]	7[]	7[]	7[]
Problems with vision	8[]	8[]	8[]	8[]	8[]	8[]	8[]
Respiratory condition/bronchitis	9[]	9[]	9[]	9[]	9[]	9[]	9[]
Other [please state]:	10[]	10[]	10[]	10[]	10[]	10[]	10[]

43c. Has living here at this location/address/site affected your physical or mental health in anyway?

1. [] Yes (Go to Q43d)

2. [] No (Go to Q43e)

43d. In what way(s) has it affected you?

43e. Have you experienced any problems accessing health services in the past year?

1. ☐ Yes Go to Q44f
2. ☐ No Go to Q44g

43f. Have these problems been due to any of the following? (Select all that apply.)

1. ☐ Language
2. ☐ Hours the service were open
3. ☐ Transport
4. ☐ Knowledge of services offered
5. ☐ Lack of privacy
6. ☐ Getting an appointment
7. ☐ Other **[please state]:**

43g. Does your home need adapting in any way, for instance to help with mobility around the home?

1. ☐ Yes Go to Q44
2. ☐ No Go to Q45

44. In your opinion, what assistance/adaptations are required to help? e.g. Handrails, re-positioned sockets etc

Adaptation 1	
Adaptation 2	
Adaptation 3	

45. What type of services (other than those you currently receive) would help you with your health care needs?

46. Is there anything else that you would like to tell us about your health or health services?

The future

47. **In the next five years, is your household:**

1. ☐ Planning to stay where you are based now – **go to Q50**
2. ☐ Plan to move elsewhere - **go to Q48**

48. If you are planning to move elsewhere, are you planning to move to (select one):

1. ☐ Another pitch/plot on the same site/yard in a trailer/wagon go to Q50
2. ☐ Another pitch/plot on the same site/yard in a chalet/mobile home go to Q50
3. ☐ Onto another site/yard (if so, where)

_____ **go to Q50**

4. ☐ Into bricks and mortar accommodation go to Q49
5. ☐ From bricks and mortar accommodation onto a site/yard (if so, where?) go to Q50

6. ☐ Other [please specify]: _____ go to Q50

49. If you are planning to move to bricks and mortar accommodation
a. Where would it be ? _____

b. What type of accommodation?

1. ☐ House
2. ☐ Bungalow
3. ☐ Flat
4. ☐ Sheltered/extra care housing

c. Would you be renting or buying?

1. ☐ Rent from Council
2. ☐ Rent privately
3. ☐ Rent from Housing Association/RP/RSL
4. ☐ Buy
5. ☐ Other
6. **[please state]:** _____

49d. What are your reasons for wanting to move to bricks and mortar accommodation?

49e. If planning to move to bricks and mortar accommodation would you use (or have you used) the Housing Options Service/Open Council and/or Kirklees Council areas?

Moves/Housing Advice Service

1. ☐ Yes, would use or have used (Go to Q50)
2. ☐ No (Go to Q49f)
3. Don't know/not sure

49f. If you said you would not use the service please can you tell us why this is the case?

50. How do you think sites should be managed?

(Select only one.)

1. ☐ Councils
2. ☐ Private (Gypsy/Traveller/Showman)
3. ☐ Private (non-Gypsy/Traveller/Showman)
4. ☐ Registered Social Landlords/Housing Associations
5. ☐ Other **[please state]:** _____

51. Is there a need for new permanent site(s) in the Calderdale you use (or have you used) the Housing Options Service/Open Council and/or Kirklees Council areas?

1. ☐ Yes
2. ☐ No

52. If yes, in which of the following locations? (Tick all that apply)

Where are permanent sites needed?	Why this location?	How big does the site need to be? (no pitches)	
Calderdale Council area [please specify]			1
Kirklees Council area [please specify]			2
Other local authority area bordering Calderdale Council and/or Kirklees Council [please specify]			3

53. Is there anything else that you want to tell us about the future need for homes and sites for Gypsies, Travellers and Travelling Showpeople?

54. Do you have children or grandchildren who want to live in a similar way to you (e.g. Travelling lifestyle)?

(Select only one.)

☐ Yes

☐ No

Emerging Families

56. How many members of your family who are living with you now, if any, are likely or need to move on and set up by themselves in the next five years? ***[IF POSSIBLE, ASK THOSE WHO ARE LIKELY TO MOVE ON THE 'EMERGING FAMILIES' QUESTIONS DIRECTLY - PLEASE TICK THE APPROPRIATE BOX]***

(Select only one.)

1. ☐ 1
2. ☐ 2
3. ☐ 3
4. ☐ 4

Q57 (Select only one.)	✓
1. Respondent is part of emerging household	
2. Respondent is not part of emerging household	

58. What type of household (HH) are you (or they) likely to form?
(Select only one for each household.)

	HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)	
Single person (under 60 years)	1	[]	1	[]	1	[]	1	[]
Single person (60 years and over)	2	[]	2	[]	2	[]	2	[]
Lone parent	3	[]	3	[]	3	[]	3	[]
Young couple (under 30) with no children	4	[]	4	[]	4	[]	4	[]
Young couple (under 30) with child(ren)	5	[]	5	[]	5	[]	5	[]
Couple (aged 30-under 60) with no children	6	[]	6	[]	6	[]	6	[]
Couple (aged 30-under 60) with children.	7	[]	7	[]	7	[]	7	[]
Older Couple (at least one over 60 years)	8	[]	8	[]	8	[]	8	[]
Other [please state]:	9	[]	9	[]	9	[]	9	[]

59. What would you (or they) want as a permanent base?

		HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)
Continue to live on current site/yard	1	[]	1	[]	1	[]	1	[]
Move to another site/yard	2	[]	2	[]	2	[]	2	[]
Move to bricks and mortar accommodation	3	[]	3	[]	3	[]	3	[]
Other (please specify)	4	[]	4	[]	4	[]	4	[]

60. If planning to move to another location, where would you (they) prefer to live? Please state town/district. This can be an area out with the study areas.

HH1 _____

HH2 _____

HH3 _____

HH4 _____

61. If planning to move to another location, what is the main reasons for this?

HH1 _____

HH2 _____

HH3 _____

HH4 _____

62. What type of home do you (or do you think they would) want as a permanent base?
(Select only one for each household.)

	HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)	
Trailer or wagon go to Q63	1	[]	1	[]	1	[]	1	[]
Chalet/mobile home or similar go to Q63	2	[]	2	[]	2	[]	2	[]
House - go to Q64	3	[]	3	[]	3	[]	3	[]
Bungalow - go to Q64	4	[]	4	[]	4	[]	4	[]
Flat - go to Q64	5	[]	5	[]	5	[]	5	[]
Sheltered housing go to Q64	6	[]	6	[]	6	[]	6	[]
Extra Care Housing – go to Q64	7	[]	7	[]	7	[]	7	[]
No permanent base required	8	[]	8	[]	8	[]	8	[]
Other (please specify)	9	[]	9	[]	9	[]	9	[]

Interviewer note:

Sheltered housing is usually a group of bungalows or flats and you have your own front door. Schemes usually have a manager/warden to arrange services and are linked to a careline/alarm service

Extra Care housing is designed with the needs of frailer older people in mind. It includes flats, bungalows and retirements villages. You have your own front door. Domestic support and personal care are available.)

63. Which of the following options would you (or do you think they would) require? (Select only one.)

	HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)	
Rent pitch/plot from Council	1	[]	1	[]	1	[]	1	[]
Rent pitch/plot from Registered Provider/Housing Association	2	[]	2	[]	2	[]	2	[]
Rent pitch/plot privately	3	[]	3	[]	3	[]	3	[]
Own land where trailer/ caravan is normally located	4	[]	4	[]	4	[]	4	[]
To travel/Use multiple/various sites	5	[]	5	[]	5	[]	5	[]
Other [please state]:	6	[]	6	[]	6	[]	6	[]

64. If in a house, which of the following options would you (or do you think they would) require?
(Select only one.)

	HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)	
Rent house/flat from Council	1	[]	1	[]	1	[]	1	[]
Rent house/flat privately	2	[]	2	[]	2	[]	2	[]
Rent house/flat from Registered Provider/Housing Association	3	[]	3	[]	3	[]	3	[]
Own house	4	[]	4	[]	4	[]	4	[]
Other [please state]:	5	[]	5	[]	5	[]	5	[]

65. Do you (or do you think they will) want to travel for some time of the year? (Select only one.)

	HH1 (a)		HH2 (b)		HH3 (c)		HH4 (d)	
Yes	1	<input type="checkbox"/>	1	<input type="checkbox"/>	1	<input type="checkbox"/>	1	<input type="checkbox"/>
No	2	<input type="checkbox"/>	2	<input type="checkbox"/>	2	<input type="checkbox"/>	2	<input type="checkbox"/>

Your Household (Respondent)

66. Family type (Select only one.)

1. ☐ Single person (under 60 years)
2. ☐ Single person (60 years and over)
3. ☐ Lone parent
4. ☐ Young couple (aged under 30) – no children
5. ☐ Young Couple (aged under 30 years) - with children
6. ☐ Couple (aged 30 to under 60) - no children
7. ☐ Couple (aged 40 to under 60) - with children
8. ☐ Older Couple (at least one of 60 years or over)
9. ☐ Other [please state]:_____

Number of Households sharing a pitch

67. How many other households are **currently** living on your pitch/plot with you? (i.e. grandparents, parents, children and their respective spouses)

Number of households:

1. ☐ 0
2. ☐ 1
3. ☐ 2
4. ☐ 3
5. ☐ 4
6. ☐ Other (please specify):_____

68. Of these households, how many want to live on their own pitch/plot on a site/yard?

1. ☐ 0
2. ☐ 1
3. ☐ 2
4. ☐ 3
5. ☐ 4
6. ☐ Other (please specify):_____

69. Over the next 15 years do you have dependents who would want to live on a pitch on a site and who will need additional pitches? Number of dependent households needing pitches or a pitch in the next 15 years:

1. ☐ Not applicable/No pitch on a site requirement
2. ☐ Dependents would prefer another type of home
3. ☐ 1
4. ☐ 2
5. ☐ 3
6. ☐ 4
7. ☐ Other (please specify): _____

70. If you do have dependents who will need additional pitches could you tell us their age?

	Dependent (a)	Dependent (b)	Dependent (c)	Dependent (d)	Dependent (e)	Dependent (f)	Dependent (g)
Age							

IF RESPONDENT HAS A SPOUSE OR PARTNER THEN RECORD INFORMATION ABOUT THIS PERSON IN THE SECOND COLUMN.

71. For each person in your household, starting with yourself and then your spouse (partner, husband or wife) please could you tell us their sex and age? (Select only one for each person.)

		R (a)		P2 (b)		P3 (c)		P4 (d)		P5 (e)		P6 (f)		P7 (g)
Male	1	[]	1	[]	1	[]	1	[]	1	[]	1	[]	1	[]
Female	2	[]	2	[]	2	[]	2	[]	2	[]	2	[]	2	[]

72. Age

		R (a)		P2 (b)		P3 (c)		P4 (d)		P5 (e)		P6 (f)		P7 (g)
Age														

IF NO SCHOOL AGE CHILDREN GO TO Q74

73. What type of education are your children receiving? (Select all that apply.)

1. [] Nursery education
2. [] State school
3. [] Private school
4. [] Home schooled
5. [] College or university
6. [] Other **[please state]:** _____

74. Employment status (Select only one for each person.)

	R (a)		P2 (b)		P3 (c)		P4 (d)		P5 (e)		P6 (f)		P7 (g)	
Full-time employee	1	[]	1	[]	1	[]	1	[]	1	[]	1	[]	1	[]
Part-time employee	2	[]	2	[]	2	[]	2	[]	2	[]	2	[]	2	[]
Self-employed	3	[]	3	[]	3	[]	3	[]	3	[]	3	[]	3	[]
Retired	4	[]	4	[]	4	[]	4	[]	4	[]	4	[]	4	[]
No paid work	5	[]	5	[]	5	[]	5	[]	5	[]	5	[]	5	[]
Disability benefit	6	[]	6	[]	6	[]	6	[]	6	[]	6	[]	6	[]
In education	7	[]	7	[]	7	[]	7	[]	7	[]	7	[]	7	[]
Other [please state]:	8	[]	8	[]	8	[]	8	[]	8	[]	8	[]	8	[]

75. How would you describe yourself (ethnic or cultural identity)?(Select all that apply)

	R (a)	P2 (b)	P3 (c)	P4 (d)	P5 (e)	P6 (f)	P7 (g)
Romany Gypsy	1 []	1 []	1 []	1 []	1 []	1 []	1 []
English Gypsy	2 []	2 []	2 []	2 []	2 []	2 []	2 []
English Traveller	3 []	3 []	3 []	3 []	3 []	3 []	3 []
Irish Traveller	4 []	4 []	4 []	4 []	4 []	4 []	4 []
Welsh Gypsy	5 []	5 []	5 []	5 []	5 []	5 []	5 []
Welsh Traveller	6 []	6 []	6 []	6 []	6 []	6 []	6 []
Scottish Gypsy	7 []	7 []	7 []	7 []	7 []	7 []	7 []
Scottish Traveller	8 []	8 []	8 []	8 []	8 []	8 []	8 []
New Traveller	9 []	9 []	9 []	9 []	9 []	9 []	9 []
Showman	10 []	10 []	10 []	10 []	10 []	10 []	10 []
Circus Traveller	11 []	11 []	11 []	11 []	11 []	11 []	11 []
DK/No answer	12 []	12 []	12 []	12 []	12 []	12 []	12 []
None of the above	13 []	13 []	13 []	13 []	13 []	13 []	13 []
Other [please state]:	14 []	14 []	14 []	14 []	14 []	14 []	14 []

76. **IMPORTANT:** Do you know of a household in bricks and mortar accommodation? Could you provide some contact details as we may approach them for an interview to better understand their needs?

77. Is there anything else you would like to tell us?

78. Would you be happy to be contacted again? Yes [] No [].

If yes, record contact details on SEPARATE SHEET and **please now take a note of the respondents FULL TELEPHONE number for quality assurance purposes**. We may use the number provided to check the response to a small number of questions as part of our internal quality processes. FULL TELEPHONE NUMBER:_____

79. If you would like us/the Council to contact you with the results of this research please provide either an email or postal address for us to advise you of the results. Yes [] No []. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

80. Are there any housing needs issues raised in this questionnaire that you would like your Council to contact you about? If so do we have your permission to pass on your contact details to your Council for this purpose only? Yes [] No []. If yes, record contact details on SEPARATE SHEET TO THE ONE ABOVE

Appendix D: Stakeholder Consultation

Approach

- D.1 Stakeholders were invited to participate in a survey aimed at identifying a range of information, including establishing the key perceived issues facing Gypsies, Travellers and Travelling Showpeople within the Calderdale and Kirklees area, and ways in which these need to be addressed. Stakeholders were asked to respond to any of the questions within the survey.
- D.2 A total of 18 separate responses to the Stakeholder consultation were obtained, including a number from neighbouring Local Authorities.
- D.3 The questions and a summary of Stakeholders' verbatim responses are set out below. As a general observation, it is useful to note that there was not a comprehensive response to every question. The responses to each question therefore do not represent a proportional representation of the 18 Stakeholders who took part. The comments received represent only an expression of the views of those who participated in that specific question, or had a specific point to make.

Stakeholder questions and responses

- D.4 *Which Local Authority areas do you work in? Please tick all that apply. If you work in an area outside Calderdale or Kirklees (such as a neighbouring local authority who is responding as part of the duty to co-operate guidance) then please detail where you are from by using the list below or by using the 'other' option.*

	Response percent
Calderdale	27.78%
Kirklees	5.56%
Bradford	16.67%
Leeds	11.11%
Wakefield	16.67%
Craven	0%
Barnsley	5.56%
Sheffield	0%
Harrogate	0%
Selby	0%
Doncaster	5.56%
Rotherham	0%
York	5.56%
Richmondshire	0%
Greater Manchester (you can specify which Council in the other box if preferred)	0%
Derbyshire (you can specify which Council in the other box if preferred)	5.56%
Other: please tell us which local authority area/Council you operate in:	27.78%

Other areas included:

- Pendle Borough Council
- Oldham
- Peak District National Park Authority
- Rossendale, Lancashire
- High Peak

D.5 *Do your responses relate to Calderdale, Kirklees or to both Councils? Please tick all that apply. If you can be clear about who or what areas your responses refer to this would be very helpful. Most questions allow you to include text so you can state which Council you are referring to*

	Response percent
Calderdale	33.33%
Kirklees	11.11%
Calderdale and Kirklees	22.22%
General responses - not Geographic or related to any specific Council	5.56%
A combination of the above	22.22%
Other	5.56%

Other

- Wakefield Council

D.6 *If you are interested do you want to be informed of the results of the study? If you do then we will keep a note of the contact details that you provided above and get in touch with any appropriate outputs.*

	Response percent
Yes I would like to be kept informed of the GTAA such as results, reports or stakeholder events	94.12%
No I would not like to be kept informed of the GTAA	5.88%

D.7 *Which Local Authority areas do you work in? Please tick all that apply. If you work in an area outside Calderdale or Kirklees (such as a neighbouring local authority who is responding as part of the duty to co-operate guidance) then please detail where you are from by using the list below or by using the 'other' option.*

	Response percent
Calderdale	27.78%
Kirklees	5.56%
Bradford	16.67%
Leeds	11.11%
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Craven	0%
Barnsley	5.56%
Sheffield	0%
Harrogate	0%
Selby	0%
Doncaster	5.56%
Rotherham	0%
York	5.56%
Richmondshire	0%
Greater Manchester (you can specify which Council in the other box if preferred)	0%
Derbyshire (you can specify which Council in the other box if preferred)	5.56%
Other: please tell us which local authority area/Council you operate in:	27.78%

Other areas included:

- Pendle Borough Council
- Oldham
- Peak District National Park Authority
- Rossendale, Lancashire
- High Peak

D.8 *Do your responses relate to Calderdale, Kirklees or to both Councils? Please tick all that apply. If you can be clear about who or what areas your responses refer to this would be very helpful. Most questions allow you to include text so you can state which Council you are referring to*

	Response percent
Calderdale	33.33%
Kirklees	11.11%
Calderdale and Kirklees	22.22%
General responses - not Geographic or related to any specific Council	5.56%
A combination of the above	22.22%
Other	5.56%

Other

- Wakefield Council

D.9 *If you are interested do you want to be informed of the results of the study? If you do then we will keep a note of the contact details that you provided above and get in touch with any appropriate outputs.*

	Response percent
Yes I would like to be kept informed of the GTAA such as results, reports or stakeholder events	94.12%
No I would not like to be kept informed of the GTAA	5.88%

General questions

D.10 Q1. *Do you think that there is sufficient understanding of the education, employment, health and support needs of Gypsies, Travellers and Travelling Showpeople within the study area? If not, what could be done to improve the current position?*

- No comment.
- No. The latest information is the West Yorkshire Gypsy and Traveller Accommodation Assessment which is over six years old. Commission a new study, which focuses more on interviews with Gypsies, Travellers and Travelling Showpeople.
- As Local Authority funding has been cut there is not a designated role for this as there was in the past.
- Do not know.
- No

- No. Major campaign is needed to reduce traditional ideas and fears about what the Travelling community are perceived to be.
- I think workforce development should offer some specific briefings - or bite size information leaflets on the issues. In particular for Children's Services, schools and health services. There is little or no understanding in my experience.
- Not known.
- N/A
- From experience elsewhere, the answer is no. There is widespread ignorance of both the culture and needs of the community among the public, media and some politicians.
- I have never worked in the area in question so can't answer this question.
- No, I think as statutory services we should do more engagement with Gypsy and Traveller families to have a better understanding of their priorities, aspirations and how they see their lives. We also need to communicate with Gypsies and Travellers more effectively about the issues that arise in relation to community cohesion and perceptions of fairness. There needs to be a more common sense approach when dealing with issues for example fly tipping, access to services and dealing with criminal justice offences.
- Not sure but this is generally a significant issue for these communities.
- No comment. Not aware of the situation in the study area.

D.11 Q2. *Are the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople adequately monitored? If not, what more could be done?*

- No comment.
- No. Accessing information from households in transit can be difficult.
- Do not know.
- More Travelling teachers, more Showpeople sites.
- Not that I am aware. If monitoring is identified as being needed then any such scheme will have to be scoped to identify exactly what issues need to be monitored and at what level of detail; undertaken by whom; funded by whom and by what amount of funding; with such as a cost benefit analysis for how this work be prioritised against other work of both funder and implementation services. Then decision needed of who gets the monitoring information and what the outcome of this is expected to be.
- Not known.
- N/A
- See answer to Question 1. I do not know how we could monitor the health needs of Gypsies and Travellers in Calderdale as we see so few. The Travelling Showpeople all live in central Brighouse and I feel that their needs are probably already monitored by local health services.
- N/A

- No, there needs to be more helpers in all areas.
- I would say not, we do not have a site here, and what is recorded? There is not the political willingness to implement a site, as this would be seen as a vote-loser. Services struggle to engage with Gypsies and Travellers due to transient nature of people moving on, and the unwillingness/fear/lack of interest of communities to engage with professionals.
- Not sure but possibly not.
- No comment. Not aware of the situation in the study area.

D.12 Q3. *In your opinion, is additional support required to assist Gypsy, Traveller and Travelling Showpeople families living within the study area? If yes, please expand.*

- No comment.
- Yes. The Local Plan draft Core Strategy indicated that a number of pitches are required over the plan period to meet the requirements of Gypsy and Traveller households. Suitable sites need to be identified within the Land Allocations document to provide support.
- Do not know.
- There is unmet need for Showpeople's site across the country and no land is being identified in the GTAA.
- I am only aware of minimal support at present for any short stay, encampments.
- A single point of contact that has their welfare at the heart of it rather than 'enforcement and management'.
- Not known.
- N/A
- No - there is only one group of Travelling Showpeople and few if any resident Gypsies and Travellers.
- N/A
- Not worked in the area.
- Yes, due to the high cost of court action, clear up and suspected criminal activities which can happen when an encampment occurs. Many of the costs could be reduced if there was more understanding, more planning and better legal systems, and more engagement from the council.
- Not sure
- No comment. Not aware of the situation in the study area.

D.13 Q4. *Do you think that there is adequate awareness of the cultural, support and accommodation needs of Gypsies, Travellers and Travelling Showpeople in the study area? If not, what more could be done to raise awareness.*

- No comment.
- No, and public cases such as Dale Farm have done little to raise the profile of Gypsies and Travellers.

- Probably not, unfortunately when families arrive in the area the public perception is to have them moved on.
- Do not know.
- No, but if councils, organisations etc approach [Showmans] Guild they are more than willing to help.
- No. See question 1.
- No - as above, training or access to resources.
- Not known.
- N/A
- See above - I would imagine not.
- No, there is no residential site in the area, one should be provided.
- No, there is very little awareness, as above - there needs to be a more common sense approach with better understanding on all sides.
- Probably not but not sure.
- No comment. Not aware of the situation in the study area

D.14 Q5. *Has your organisation undertaken any action to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople in the study area? If so, please expand.*

- No comment.
- Not to my knowledge, other than contributed towards studies.
- Budget constraints mean that this has not been a priority.
- No.
- We are constantly meeting councils concerning fairs and parking sites reassuring them that the Guild also has its own rules governing fairs and sites keeping them and the standard and behaviour of Showman's Guild members respectable whilst integrating within community.
- Only in relation to European Roma - not Gypsy/Roma in the more traditional sense. We are part of the Roma Matrix project with Migration Yorkshire.
- No
- N/A
- No
- Not in the study area but Bradford Council has a number of groups and mechanisms in place to improve both mutual understanding between the authority and the Gypsy and Traveller community and wider awareness of their needs externally.
- Yes, recent Gypsy and Travellers Accommodation Needs Assessment carried out.
- No comments about Gypsy and Travellers within the study area.

- We have taken part in two jointly commissioned GTAA studies for the Derbyshire area in order to improve our understanding of these issues.
- Kirklees works hard to engage with Travellers and Gypsy communities with relation to schools, and community safety, but levels of understanding vary across the Council. Very often different officers can be coming from different perspectives, trying to encourage Travellers to access health/schools and services and promote better relations, or working to evict families from public land, or dealing with residents who feel angry and annoyed that Travellers are in their area.
- No
- No there are no Gypsy and Traveller sites in High Peak. The Council is part of the Derbyshire Traveller Issues Working Group level which covers a range of issues relating to the needs of Gypsies and Travellers.

Provision of Accommodation

Site Provision

- D.15 Q6. *Do you think that there is sufficient provision of permanent sites/pitches for Gypsies, Travellers and Travelling Showpeople across the Calderdale and/or Kirklees Council areas?*

	Response percent
Yes	7.14%
No	28.57%
Other	0%

- D.16 Q7. *If new permanent sites/pitches are needed in the Calderdale Council and/or Kirklees Council areas, where do you think that these should be located? Which location is best and why?*

- No comment.
- Unsure.
- I am unable to comment on this question.
- In sustainable and accessible locations associated with the main settlements.
- Within reason anywhere! As Showmen have the ability and willingness to make anywhere their home.
- Issue really for Housing (i.e. Homelessness section) and Planning initially. Then, if is a need to be progressed, for Council Senior Management and Elected Members to get involved with the decision making.
- In the countryside, accessible to schools, away from towns and villages to avoid community tensions.

- Not able to comment on specific locations but they should follow any national guidance and through consultation with the Gypsies and Travellers and residents of the district to determine suitable locations.
- N/A
- There would be local opposition to the creation of any new provision.
- N/A
- Haven't worked or lived in this area.
- Full consultation would be needed, in real terms no-one is going to want a site next to them.
- Ideally should be located with Good access to road network and facilities such as schools but with sufficient screening/distance to avoid conflict with settled communities. Should be sufficient space for travelling and permanent vans and storage areas, especially for Travelling Showpeople.
- No comment. Not aware of the situation in the study area.

D.17 Q8. *Do you think there are barriers to the provision of new permanent sites? If so, what do you consider the main barriers to be?*

- No comment.
- Yes. NIMBYism and politics.
- Local community opposition.
- Public perception of Travellers.
- Yes, lack of understanding of the need for additional permanent provision and intolerance of settled community.
- Low numbers of Travellers visiting the Borough. Local opposition.
- Political will.
- Yes, political nervousness, perception of community resistance, concerns about resources required to support the community.
- Resources and determining suitable locations that meet the needs of the Travelling and settled communities.
- N/A
- Local opposition.
- In most areas there is a general lack of knowledge of the needs of the community among the public, media and some politicians and entrenched and often inaccurate views of the Gypsy and Traveller community.
- Haven't worked or lived in this area.
- University research has proved that having a site is more expensive and attracts more families to the authority area, therefore the costs of removal of temporary sites is a cheaper option. If there is the budget and will for a permanent site then this could help with engagement and an improvement in relations.
- Acceptance by local community and issues with management of sites.

- No comment. Not aware of the situation in the study area.

D.18 Q9. *Do you think that transit sites are needed in the Calderdale Council and/or Kirklees Council areas? If so, why, and where do you think these should be located? Please note: Transit provision is a pitch or site intended for short-term use whilst in transit; such provision is usually permanent and authorised, but there is a limit on the length of time that residents can stay there.*

- No comment.
- Yes. Most stays within Calderdale are short-term in nature, usually in transit.
- This would be a good idea.
- Yes it is likely. To meet the needs of Travellers who pass through the districts as part of their nomadic lifestyle. Sites should be well located to main roads in the districts to provide convenient stopping places.
- Transit sites are needed but are better incorporated within new site or extend established sites.
- Yes in an accessible location (close to M62).
- N/A
- No.
- N/A
- Yes, it would assist in dealing with unauthorised encampments.
- Leeds has proposed to include nine new transit pitches as outlined in Policy H7 of the Core Strategy.
- Not enough knowledge to know. This needs to be explored and discussed.
- Probably yes though in some cases could be short stay "stop-over" sites with basic facilities for things like stops on way to Appleby Horse Fair. Worth consulting community on best places and existing site managers as can be issues between permanent and temporary residents.
- No comment. Not aware of the situation in the study area.

D.19 Q10. *Do you think there are barriers to new transit site provision? If so, what do you consider the main barriers to be?*

- No comment.
- NIMBYism.
- LA budget pressure.
- Local opposition.
- Lack of understanding of the need for additional permanent and transit provision and intolerance of the settled community.
- Yes but it is just fear of change from local residents. Once the site is established then all is ok.
- See previous comments.

- Access to school.
- Community tensions.
- As for question 8.
- N/A
- Local opposition.
- N/A
- Political pressure from members of the public.
- Facilities, budget, community backlash, perceptions of crime, lack of understanding.
- Similar to question 8 but maintenance can be an issue as transit users have no on-going interest in maintaining the site.
- No comment.

Existing Sites

D.20 Q11. *What are your views on the standard of facilities on existing sites in the Calderdale Council and/or Kirklees Council areas?*

- No comment.
- Atlas Mills, Brighouse which is for Travelling Showpeople and from an external point of view appears well managed and maintained.
- N/A
- Could be improved.
- Best to ask Licensing section in Council. They issue the site licence for the Travelling Showpeople site at Brighouse which is the only authorised, permanent site I am aware of.
- Calderdale doesn't have one.
- Not known.
- N/A
- There are no existing sites for Gypsies and Travellers in Calderdale.
- N/A
- As far as I'm aware there are no Gypsy or Traveller sites.
- No permanent sites in either district.
- Not sure.
- No comment. Not aware of the situation in the study area.

D.21 Q12. *Do you have any views on how existing sites are managed in the Calderdale Council and/or Kirklees Council areas?*

- No comment.
- No.

- No.
- No.
- See above.
- N/A
- No.
- N/A
- No- see answers above.
- N/A
- As far as I'm aware there are no Gypsy or Traveller sites.
- As above - but suspect it's so ad hoc, with a lack of strategic thinking, but probably to the best of the ability of the staff doing them.
- No.
- No comment. Not aware of the situation in the study area.

D.22 Q13. *Are you aware of any issues/tensions between Gypsies, Travellers and Travelling Showpeople within a site/location, between different sites/locations or with the settled community within the Calderdale Council and/or Kirklees Council areas? If so, has your organisation addressed this in any way?*

- No comment
- No
- No.
- I am fully aware and seldom surprised by public opinions to site.
- Often get tensions between settled community neighbouring an unauthorised site with the Gypsies or Travellers encamped on the site. Not aware.
- N/A
- Not aware of any tensions between the Travelling Showpeople living in Brighouse and the settled community.
- N/A
- As far as I'm aware there are no Gypsy or Traveller sites.
- Massively - communities are in fear of Gypsies/Travellers arriving in their neighbourhood, residents feel it is unfair that people are treated in a different way, there is hostility towards Gypsies/Travellers due to fear of crime, lack of input into the tax system, fear of mess/clear up after people leave relating to public health issues such as human excrement being left behind. We have little knowledge of how Gypsies and Travellers feel as we have very limited resources and opportunities to engage with them - other than from a legal process, e.g. schools, eviction, doctors, health. We try to work with communities who are feeling tension to deal with issues, improve understanding and reassurance and promote tolerance and better understanding through community engagement work.
- No

- No comment. Not aware of the situation in the study area.

Bricks and Mortar Accommodation

D.23 Q14. *Do you know of any Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation in the Calderdale Council and/or Kirklees Council areas? Can you provide any additional information? We are happy to receive comments or data but we will talk to you about the use of such data as we cannot breach data protection and we need permission to use such addresses that you may be aware of.*

- No comment.
- The 2008 West Yorkshire Gypsy and Traveller Accommodation Assessment indicated that there are around 40 Gypsies, Travellers and Travelling Showpeople living in brick and mortar accommodation.
- Do not know.
- Yes some showmen in houses with their equipment stored within property.
- Czech and Slovak Roma- around 800 people. Mainly living in the Park Ward areas.
- No.
- N/A
- No.
- No.
- No.
- Not aware.
- No.
- No comment. Not aware of the situation in the study area.

D.24 Q15. *Do you think that additional provision of sites/pitches needs to be made to accommodate the requirements of Gypsies, Travellers and Travelling Showpeople currently living in settled (i.e. bricks and mortar) accommodation across the Calderdale Council and/or Kirklees Council areas? Why do you think this?*

- No comment.
- Not specifically for this client group.
- It is likely and should be informed by survey.
- Yes.
- Not aware.
- If studies identify a need for additional pitches to accommodate people living in settled accommodation.
- N/A
- No.

- N/A
- Don't know.
- Don't know - ask people.
- It would really depend on what these families think. Some are happy to stay in such accommodation provided they can travel part of the year.
- No comment. Not aware of the situation in the study area.

D.25 Q16. *Is there sufficient support available to Gypsies, Travellers and Travelling Showpeople living in settled accommodation to help them manage their housing effectively (i.e. help in dealing with practical tenancy issues, such as paying rent, bills and making benefit applications)?*

- No comment.
- Do not know.
- No.
- Not known.
- N/A
- N/A
- Don't know.
- Not sure.
- Don't know.
- No comment. Not aware of the situation in the study area.

D.26 Q17. *Are you aware if Gypsies, Travellers and Travelling Showpeople feel safe in settled accommodation? If you have any information please provide. Are their specific cultural needs given consideration by the local authority when offering conventional accommodation, in your opinion?*

- No comment.
- Do not know.
- They would prefer to live within their own community i.e. sites.
- No.
- Not known.
- N/A
- N/A
- Don't know.
- As above.
- Don't know.
- No comment. Not aware of the situation in the study area.

Both Bricks and Mortar and Pitches

D.27 Q18. *If your organisation provides accommodation in the Calderdale Council and/or Kirklees Council areas, how many Gypsy, Traveller and Travelling Showpeople households have approached you for housing during the past five years?*

- No responses

D.28 Q19. *If your organisation provides accommodation in the Calderdale Council and/or Kirklees Council areas, how many Gypsy, Traveller and Travelling Showpeople households have approached you for HOUSING RELATED SUPPORT during the past five years?*

- From those living on pitch(es) – 0
- From those living in bricks and mortar - 300
- Overall/Not sure of accommodation type - 0
- Total – 300

Unauthorised Encampments

D.29 Q20. *If you are a local housing authority that shares a border with the Calderdale Council and/or Kirklees Council areas how many unauthorised encampments do you have each year in your area? Please note: An unauthorised encampment refers to land where Gypsies, Travellers and Travelling Showpeople reside in vehicles or tents without permission and can occur in a variety of locations (private or Council owned) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent.*

- N/A
- 80
- No. of encampments varies: 2009 – 12
2010 – 8
2011 – 1
2012 - 4
2013 – 2
2014 - 7 so far.
- I do not have this information.
- I assume that you will have this information as part of the Bradford GTAA currently being undertaken.
- Approximately 80 camps.
- Not sure.
- On average about seven unauthorised encampments pa - though a lot of these are often groups of Travellers that move to different sites close by.

D.30 Q21. *Are unauthorised encampments problematic for your organisation? If so, please expand.*

- Unauthorised encampments are problematic in that costs and distress are created due to these. There are various costs attached to dealing with encampments that include officer time, clear up costs, repair costs and the re-securing of areas to name but a few. Distress caused by the encampments differ in the impact of the local environment that is dependent on the location, land ownership and the family occupying the encampment. Where unauthorised encampments are on public land the main distress is usually with regards to local amenities and the temporary restriction on its use and damage to areas. Where the land is privately owned the main distress usually comes from the restriction of movement on industrial units and customers not willing to access these areas of business. In both instances rubbish and littering are a problem in the majority of encampments where the area becomes unsightly, unhygienic and creates costs to the landowner to clear up.
- No - they happen very rarely.
- Yes, cause disturbance and nuisance. Council and police incur costs liaising and moving Travellers on.
- No.
- Resources required to deal with unauthorised encampments.
- Yes. Time consuming. Clear up costs, legal costs.
- Unauthorised encampments can be problematic due to the amount of officer time required to deal with the encampments. This includes time spent serving notice and attending Court etc. It also includes the officer time spent responding to complaints from the public.
- I cannot comment on this question as my service has not been affected by unauthorised encampments.
- Yes - see above.
- Yes, in both numbers and locations.
- Yes because of the costs incurred from eviction, clear up and dealing with the wider community issues - when we have very limited powers and budgets.
- Yes but pretty good procedures are now in place with Lancashire, the Police, etc to manage unauthorised encampments.
- NA.

D.31 Q22. *Have you a view on how unauthorised encampments affect local perceptions?*

- In the majority of cases, settled Travellers who live on authorised pitches or live in bricks and mortar go unnoticed by other members of the community. Unfortunately, unauthorised encampments raises negative issues and produces prejudices and stereotyping of the Traveller community. These negative perceptions then impact on Traveller members of the community

and often raises unwarranted prejudices that can have a negative impact on community integration.

- Unauthorised encampments increase negative feelings towards Gypsies and Travellers, particularly given the costs involved.
- Public perception is usually due to previous experience whereby when families leave unauthorised encampments they also leave their household rubbish behind.
- Yes, cause disturbance and nuisance. Reinforces settled community views and perceptions about the bad and unlawful behaviour of Travellers.
- Unauthorised sites confirm lack of alternative site.
- Always negative.
- No.
- Complaints are often received from the local community regarding waste/fly tipping that can be left by the Travellers.
- They have a significant and perhaps disproportionate distorting effect because of the high profile way these encampments are reported in the local media.
- Yes, it puts public opinion against the Travellers.
- Negatively - as stated previously.
- There is local antipathy towards unauthorised encampments (and Gypsies generally).
- NA

Planning Policy

D.32 Q23. *Are there any areas within planning policy that you consider have restricted the provision of new sites/pitches for Gypsies, Travellers and Travelling Showpeople? If so, can you think of any way in which this can be overcome in the future?*

- No comment.
- No but there has been a reluctance of councils to make provision.
- Don't know.
- Not known.
- In relation to Oldham Council, we have an adopted policy on Gypsies, Travellers and Travelling Showpeople which sets out clear criteria for allocating sites and determining planning applications.
- Unknown - not my area of expertise.
- Don't know.
- Not aware.

- Not really though the Government's approach to Gypsies in the Green Belt not being a "very special circumstance" may have an effect.

D.33 Q24. *Do you think that more could be done through planning policy to identify and bring forward new sites for the provision of pitches for Gypsies, Travellers and Travelling Showpeople? If so, please expand.*

- No comment.
- Yes, actually identify suitable sites through the Land Allocations Document of the Local Plan.
- Government guidance is clear that in preparing a Local Plan, local authorities should allocated sites where there is an identified need. Planning policy can only go so far. It would be for other sectors to deliver the sites needed.
- Councils need to complete local accommodation assessments and allocate land in development plans.
- Quite simply planners identify land just like they do for houses etc
- Don't know.
- Not known.
- In relation to Oldham Council, we will make provision for Gypsies, Travellers and Travelling Showpeople in the Sites Allocations Development Plan Document if there is a clear and demonstrable need to do so based on up-to-date evidence.
- Unknown- not my area of expertise.
- Local Plans need to be in place to ensure that the required number of pitches are planned for. However in areas where the local community do not have the financial means to develop their own sites, the Government needs to provide local authorities or RSL's with the funding to develop needed accommodation. Without such funding, Local Plans will be ineffective.
- Yes, take a broader view of available land.
- Yes, but this has to be done through a political system, which is going to make the issue more complex and less likely to be addressed.
- Yes - Gypsy five year land supply not given same priority as for "bricks and mortar" housing. It is often very controversial both with the public and politicians.

D.34 Q25. *What impact do you think that the Government's changes to planning policy (set out in DCLG's publication 'Planning Policy for traveller sites': 23rd March 2012) will have on future provision?*

The key points made in the Policy guidance are:

- *that local planning authorities should make their own assessment of need for the purposes of planning;*
- *to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites;*

- *to encourage local planning authorities to plan for sites over a reasonable time-scale;*
 - *that plan-making and decision-taking should protect Green Belt from inappropriate development;*
 - *to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites;*
 - *that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective;*
 - *for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies;*
 - *to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply;*
 - *to reduce tensions between settled and traveller communities in plan-making and planning decisions;*
 - *to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure;*
 - *for local planning authorities to have due regard to the protection of local amenity and local environment.*
- The requirement to demonstrate a rolling 5 year supply of sites may have a positive impact in terms of ensuring more sites are actually delivered. This will ensure that local authorities remain accountable to demonstrate an adequate supply, even after a Local Plan is adopted. Even though PPTS only requires allocations to cover the first five year period with broad locations for the remainder of the plan period, the requirement to demonstrate a five year supply in order to help the determination of planning applications will help to ensure that supply is constant - if a local authority cannot demonstrate a five year supply this could lead to weakened defence at planning appeals for sites in inappropriate locations and potentially lead to an early review of the Local Plan.
 - Not much impact. It all sounds to be things we are working towards. Although it will be difficult to reduce tensions between settled and Traveller communities in plan-making when there will be a large number of objections from settled communities irrespective of where Traveller sites are proposed, naturally leading to increased tension.
 - The aim of the Government's planning policy is to ensure each local authority provides sites to meet the needs of their Gypsy and Traveller communities. This is likely to mean that new local plans will include policies which allocate land for sites/pitches for the Gypsy and Traveller community.
 - I think it should enable these groups of families to settle and feel safe within the community.

- Likely to increase provision of Traveller accommodation as councils will need to include policies and sites in development plans, in order for the plans to be sound.
- I agree with most of above.
- That the key points as detailed above are met.
- It will help to ensure there is consistent provision of pitches across Local Authorities allowing Gypsies, Travellers and Travelling Showpeople to smoothly transit and will ensure that pitches are located in appropriate places.
- Unknown - not my area of expertise.
- The guidance is broadly ok; the bigger issue is how to ensure delivery when public sector funding is absent.
- None.
- The key issue from studies undertaken in the Derbyshire area seemed to be the need to plan strategically, understanding needs and movement of these communities in the context of the planning constraints. In some assessments it seemed too easy to simply load more and more sites into the same areas, when this might not actually respond to the needs of the Gypsy and Traveller community.
- It is going to place more responsibility on local authorities, at a time when we have less budgets and resources to deal with the issues. Residents already feel that they are losing services, and if more money is spent on one community this will increase perceptions of unfairness and cause more community cohesion issues.
- I don't see it as making much difference yet though there is definitely more of an awareness of cross-border issues and "duty to co-operate".

Cross Boundary issues

D.35 Q26. *For neighbouring Local Authorities, please can you advise how your most recent Gypsy and Traveller Accommodation Assessment has taken this into account i.e. migration between the authorities?*

- N/A
- Our latest GTAA made an assessment of neighbouring local authorities' plans and policies. It also considered movements of the Gypsy and Traveller community in the questionnaire survey that was carried out with the community.
- Wakefield Traveller Accommodation Assessment 2012 did not explicitly take account of migration, although the pitch turnover will reflect some outward movement.
- I am unaware.
- Oldham is part of the Association of Greater Manchester Authorities which is currently in the process of refreshing their Gypsy and Traveller Accommodation Assessment.

- Unknown.
- Don't know.
- Leeds engaged with other authorities through the Duty to Cooperate meetings. The new Leeds GTAA primarily focuses on Leeds based Travellers but does include an element of Transit provision.
- Migration seemed less of an issue than the need for permanent pitches.
- Don't know.
- Our most recent assessment is from 2010. It followed the methodology applying at the time and took some account of migration though this wasn't prominent.

D.36 Q27. *Are you aware of any regular movements of Gypsies, Travellers and Travelling Showpeople from neighbouring areas, in or out of the Calderdale Council and/or Kirklees Council areas?*

	Response percent
Yes	31%
No	69%

If Yes which routes have you noted?

- Movements on to and off the Council's Heath site are recorded providing a reasonable assessment of the origins and destinations of Travellers using the site.
- All legal, roads would be used by Showmen to travel from site to fair etc.
- Various, no pattern.

D.37 Q28. *Are there any cross boundary issues, in respect of Gypsies, Traveller and Travelling Showpeople that should be considered as part of this study? If yes, please provide information.*

- No Comment.
- N/A
- Given the impacts of the Government's budget cuts to local authorities it makes sense to work cross boundary to pool resources as we have done in the past.
- Yes, it is crucial to assess local movements between districts to allow the scale of accommodation needs to be understood.
- No.
- Locations identified as suitable sites that sit near to the boundary of the neighbouring LA.
- Unknown
- Taking account of the high quality environment of the Peak District National Park and the established policy position that sites should only be permitted

where there is are exceptional circumstances for a small site. The last two assessments have revealed no need for new pitches within the National Park.

- The site at Cottingley Springs is perceived to bring people into Kirklees, but not sure if this is correct
- Nearly all our issues relate to Gypsies travelling from the Rochdale area.
- No.

D.38 Q29. *In terms of the study as a whole and in relation to any cross-boundary issues, what do you think should be the key outcomes of this study?*

- No Comment.
- Clear plans worked across all boundaries. Pool resources to benefit the families involved.
- Establish the number of pitches and plots/yards needed for Gypsies, Travellers and Travelling Showpeople in Calderdale and Kirklees, taking into account a reasonable assessment of / assumption about local migration between neighbouring and other districts in Leeds City Region / Sheffield City Region.
- More land identified.
- Debate amongst members.
- Establish whether there are any Gypsies and Travellers living in Calderdale and what their accommodation and related needs are.
- A residential Travellers site in Kirklees.
- There needs to be more consistent approach and working together West Yorkshire wide, rather than just seeing it as a boundary that we can push a problem across into.
- It should identify key flows of Gypsies between authorities and where Gypsies would like to live; move to.

Neighbouring Authorities

D.39 Q30. *We consider that this questionnaire contributes to our requirement on the Duty to Cooperate with neighbouring authorities as set out in Section 33A of the Planning and Compulsory Purchase Act (as amended by Section 110 of the Localism Act 2011) and described in the National Planning Policy Framework (NPPF) as an integral part of the Local Plan-making process and its assessment at Examination.*

Do you have any views on this?

- No comment.
- N/A
- We would agree that engagement in the preparation of this evidence base document is an important part of the Duty to Cooperate - helping to identify

whether there are any strategic cross boundary issues relating to the needs of the Gypsy and Traveller community.

- Yes the questionnaire contributes to the requirement, but further engagement is necessary to understand and take into account a reasonable assessment of / assumption about local migration between neighbouring and other districts in Leeds City Region / Sheffield City Region.
- No.
- No because I am not familiar with the legislation.
- Oldham bounds both Calderdale and Kirklees; however we are largely separated by the Peak District National Park. It is considered that this questionnaire contributes to both Calderdale and Kirklees requirement on Duty to Cooperate.
- No.
- I agree that this survey should be seen as a key component in meeting the 'duty to co-operate' requirement.
- No.
- Agree.
- No.
- Yes - no problem with that.

Appendix E: Glossary of Terms

Caravans: Mobile living vehicles used by Gypsies and Travellers; also referred to as trailers.

CJ&POA: Criminal Justice and Public Order Act 1994; includes powers for local authorities and police to act against unauthorised encampments.

CRE: Commission for Racial Equality.

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

Emerging Households: These are individuals/households that are under the age of 18 that will reach this age within the timeframe under analysis. For example a 14 year old will potentially have a need at 18 to move out a form a new household though work/marriage/age. Emerging households can also cover those households who want to move away from the original core household and who are potentially over 18 but still living with their families.

Gypsies and Travellers: Defined by DCLG 'Planning policy for traveller sites' (March 2012) as '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.'

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

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

Pitch: Area of land on a Gypsy/Traveller site occupied by one resident family; sometimes referred to as a pitch.

Pitch: see pitch

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

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

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

Showpeople: Defined by DCLG 'Planning policy for traveller sites' (March 2012) 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 dependants' 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.'

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

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

Stopping places: A term used to denote an unauthorised temporary camping area tolerated by local authorities, used by Gypsies and Travellers for short-term encampments, and sometimes with the provision of temporary toilet facilities, water supplies and refuse collection services.

Tolerated site: An unauthorised encampment/site where a local authority has decided not to take enforcement action to seek its removal.

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

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

Unauthorised development: Establishment of Gypsy and Traveller sites without planning permission, usually on land owned by those establishing the site. Unauthorised development may involve ground works for roadways and hard standings. People parking caravans on their own land without planning permission are not Unauthorised Encampments in that they cannot trespass on their own land – they are therefore Unauthorised Developments and enforcement is always dealt with by Local Planning Authorities enforcing planning legislation.

Unauthorised encampment: Land where Gypsies or Travellers reside in vehicles or tents without permission. Unauthorised encampments can occur in a variety of locations (roadside, car parks, parks, fields, etc.) and constitute trespass. The 1994 Criminal Justice and Public Order Act made it a criminal offence to camp on land without the owner's consent. Unauthorised encampments fall into two main categories: those on land owned by local authorities and those on privately owned land. It is up to the land owner to take enforcement action in conjunction with the Police.

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

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