

Gypsy and Traveller Accommodation Assessment

Bradford Metropolitan Borough Council

Final Report

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Contents

1. Introduction.....	6
Study Components	7
Report structure.....	7
2. Legislative and Policy Context.....	9
Legislative background	9
Policy background	9
CLG Caravan Counts	15
CLG Design Guidance.....	15
3. Methodology	17
Phase 1: Literature/desktop review and stakeholder consultation	17
Phase 2: Survey of Gypsies and Travellers and Travelling Showpeople across Bradford.....	18
4. The Current Picture: Provision of Gypsy and Traveller & Travelling Showpeople Sites.....	21
Provision of authorised and unauthorised sites	21
5. The Current Picture: Gypsy and Traveller population and pitch and plot availability.....	23
Population Estimates	23
Caravan Counts and Authorised Pitches.....	24
Tenure of respondents	26
Repairs and improvements.....	27
Space Requirements	29
Overcrowding	29
Planned Moves.....	30
Household mobility	30
6. Gypsy and Traveller Pitch Requirements and Travelling Showperson Plot Requirements.....	32
Gypsy and Traveller Pitch Requirements	32
Model overview.....	32
Description of factors in the model	33
Longer-term pitch requirements.....	37
Local Plan recommendations – Gypsies and Travellers.....	38
Travelling Showperson Plot Requirements.....	38
Description of factors in the model	39
Longer-term pitch requirements – Showpeople	42
Local Plan recommendations – Travelling Showpeople	42
Tenure of new sites	43
Transit requirements and negotiated stopping places	43

7.	Travelling practices and experiences	47
8.	Wider Service and Support Needs	50
	Adaptations.....	50
9.	Stakeholder consultation	51
	Overview	51
	General support for Gypsies and Travellers	51
	Provision of accommodation – new and existing.....	52
	Unauthorised encampments.....	55
	Planning policy	55
	Cross-boundary issues.....	56
	Neighbouring Authorities	57
10.	Conclusion and Strategic Response	58
	Key issues and how to tackle them	58
	Concluding comments	63
	Appendix A: Legislative Background	65
	Overall approach	65
	Appendix B: Policy and Guidance	68
	Introduction.....	68
	Appendix C: Fieldwork Questionnaire	80
	Appendix D: Stakeholder Consultation	108
	Appendix E: Glossary of Terms	129

List of tables

Table 3.1	Interviews secured	19
Table 4.1	List of Gypsy & Traveller Pitches on Sites and Showperson Plots on Yards (as at July 2014)	21
Table 5.1a	Households identifying as Gypsy Traveller by Accommodation Type	23
Table 5.1b	People from households identifying as WGoIT by Accommodation Type	23
Table 5.1c	People per Household, Calculation by Accommodation Type.....	24
Table 5.1d	Households identifying as WGoIT by Tenure	24
Table 5.1e	Households identifying as WGoIT by Age Group	24
Table 5.2	Count of Traveller Caravans in Local Authorities in Bradford.....	25
Table 5.3a	List of Gypsy & Traveller Pitches on Sites (as at July 2014)	26
Table 5.3b	List of Travelling Showperson Plots on Yards (as at July 2014).....	26
Table 5.4	Tenure of respondents	27
Table 5.5	Ownership of land	27

Table 5.6	State of repair.....	28
Table 5.7	Repair problems.....	28
Table 5.8	Enough space for trailers, wagons and vehicles	29
Table 5.9	Overcrowding	29
Table 5.10	Respondents planning to move in the next five years	30
Table 5.11	Length of Residence	30
Table 5.12	Summary of the origin of moving households	31
Table 6.1	Summary of demand and supply factors: Gypsies and Travellers – 2014/15 to 2018/19	36
Table 6.2	Future pitch requirements based on the assumption that 50% of children form households on reaching 18	37
Table 6.3	Summary of demand and supply factors: Showpeople – 2014/15 to 2018/19	41
Table 6.4	Future pitch requirements based on the assumption that 50% of children form households on reaching 18	42
Table 6.5	Capacity for further development on the site/yard	43
Table 6.6	Perceived need for transit sites in Bradford	44
Table 6.7	Preferred management of transit provision by tenure	45
Table 7.1	Travelling behaviour in previous year.....	47
Table 7.2	Duration of travel.....	48
Table 7.3	Reason for travel.....	49
Table 7.4	Problems whilst travelling.....	49
Table 8.1	Need for adaptations in the home	50

List of figures

Figure 7.1	Month of Travel	48
Figure 11.1	How does CLT model work?	60

List of maps

Map 4.1	Location of Gypsy and Traveller and Showperson Sites.....	22
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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 arc⁴ were commissioned in the summer of 2014 by the City of Bradford Metropolitan District Council (CBMDC hereafter) to undertake a Gypsy and Traveller Accommodation Assessment to identify the housing needs of Gypsies and Travellers and Travelling Showpeople from across the District.
- 1.2 The overall objective of the research was to provide a robust evidence base to inform future reviews of Local Plans and housing strategies. This work updates the previous 2008 West Yorkshire Gypsy and Traveller Accommodation Assessment.
- 1.3 The research provides information about the current and future accommodation needs of Gypsies and Travellers, and Travelling Showpeople; as well as providing information about additional support needs.
- 1.4 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 [sic] or circus people travelling together as such.’*
- 1.5 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.’*
- 1.6 The following definitions also apply:
- ‘[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 plots for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.’¹*
- 1.7 For the purposes of this study, Gypsies and Travellers live on pitches on sites, whilst Travelling Showpeople live on plots on yards.
- 1.8 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 CLG Planning policy for traveller sites Appendix A Glossary March 2012

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

Study Components

1.9 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

1.10 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 Bradford 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.

1.11 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).

The consultation closed on 23rd November 2014.

- 2.17 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 Service⁵ 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.
- 2.18 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.
- 2.19 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

- 2.20 In April 2012 the Government published a 'Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers⁶', which summarised progress in terms of meeting '*Government commitments to tackle inequalities and promote fairness for Gypsy and Traveller communities.*'⁷ 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.

⁵ PAS A simple guide to Strategic Planning and the Duty to Cooperate
<http://www.pas.gov.uk/pas/core/page.do?pagelid=2133454>

⁶ The study only includes reference to Gypsies and Travellers and not Travelling Showpeople

⁷ www.communities.gov.uk/news/corporate/2124322

- 2.21 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.'*⁸
- 2.22 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.'*⁹

Emphasis on enforcement powers

- 2.23 On 4th May 2013 the Government revoked regulations governing the issuing of Temporary Stop Notices (TSNs)¹⁰ 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.
- 2.24 On 1st July 2013 in a Ministerial Statement issued by Local Government Minister Brandon Lewis¹¹, the issue of inappropriate development in the Green Belt was

⁸ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 commitment 12 page 18

⁹ CLG Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers April 2012 para 4.13 page 19

¹⁰ Statutory Instrument 2013 No.830 Town and Country Planning (Temporary Stop Notice) (England) (Revocation) Regulations 2013

¹¹ <https://www.gov.uk/government/speeches/planning-and-travellers>

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'*.

- 2.25 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.'*
- 2.26 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 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.
- 2.27 The Statement also revoked the practice guidance on 'Diversity and equality in planning'¹², deeming it to be outdated; the Government does not intend to replace this guidance.
- 2.28 Revised Guidance from Government¹³ 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.'*¹⁴
- 2.29 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.'*¹⁵ 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:

¹² ODPM Diversity and Equality in Planning: A good practice guide 2005

¹³ CLG Dealing with illegal and unauthorised encampments: a summary of available powers 9th Aug 2013

¹⁴ CLG Dealing with illegal and unauthorised encampments: a summary of available powers Page 3 first para

¹⁵ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

- *‘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’.*¹⁶
- 2.30 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.

CLG Caravan Counts

- 2.31 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 July¹⁷. 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.
- 2.32 A major review¹⁸ 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

- 2.33 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 guidance¹⁹ from CLG²⁰, 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;

¹⁶ CLG Home Office and Ministry of Justice Dealing with illegal and unauthorised encampments a summary of available powers March 2015 introduction

¹⁷ 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.

¹⁸ Counting Gypsies and Travellers: A Review of the Caravan Count System, Pat Niner Feb 2004, ODPM

¹⁹ 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.

²⁰ CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008

- Electricity supply;
- A separate toilet;
- A bath/shower room; and
- A kitchen and dining area.

2.34 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
- 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.'*²¹

2.35 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.

²¹ Non-Mainstream Housing Design Guidance Literature Review, HCA January 2012 page 63

3. Methodology

- 3.1 In order to deliver the requirements of Government Guidance²² 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 Leeds City Region Duty to Co-operate Group has shared information and best practice on methodology and cross-boundary issues. Neighbouring local authorities have also been invited to comment on drafts of this report. In addition, the Gypsy and Traveller Accommodation Assessment has been overseen by a small steering group comprising officers from CBMDC's planning, housing and environmental services. Leeds GATE were also consulted and invited to be part of the group.

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 stakeholders²³.

²² CLG Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7838/accommneedsassessments.pdf

- 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 CBMDC 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 Bradford

- 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 July 2014, with further interviews carried out in March 2015. 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 78 interviews were secured (Table 3.1), 30 with households living on a pitch on a local authority authorised site and six with households living on a pitch on a private authorised site. 42 interviews were undertaken with households living on a plot on a private authorised yard.
- 3.13 As part of the study attempts were made to secure interviews with Gypsy and Traveller households currently living in bricks and mortar accommodation. Although a number of such households were identified in conjunction with Council officers and were contacted by the field team, none agreed to be interviewed. However, this should not be seen as an indicator of there being no pitch need from bricks and mortar households.

²³ 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)

- 3.14 Although no interviews were achieved on unauthorised encampments during the fieldwork process, there was one unauthorised encampment reported in November 2014 near Radwell Drive.

Table 3.1 Interviews secured	
Dwelling type	Number
Gypsy and Traveller	
Pitch on Local Authority Site	30
Pitch on Private Authorised Site	6
Showperson	
Plot on Private Authorised Yard	42
In Bricks and Mortar accommodation	0
Total	78

- 3.15 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 Bradford area.
- 3.16 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.
- 3.17 We have also used the following sources of information:
- The bi-annual caravan count for CLG [from January 2011 to January 2014]; and
 - Local Authority information on existing site provision and unauthorised developments.
- 3.18 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.
- 3.19 The approach used then reconciles the demand and supply data to identify overall pitch [and plot] requirements.
- 3.20 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 average number of caravans per transit related unauthorised encampment for the 33 month period 31st March 2011 to 31st January 2014.

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

4.1 This chapter considers the current provision of sites and yards across Bradford. This is based on information provided by CBMDC 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 the area. 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 term²⁴ unauthorised encampments²⁵, 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 decide not to take enforcement action to remove them); and unauthorised developments, where Travellers are residing upon land that they do not 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 are, across the Bradford study area, a total of 52 Gypsy and Traveller pitches and 36 Showperson plots. This is summarised in Table 4.1 and the location of sites is illustrated in Map 4.1.

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

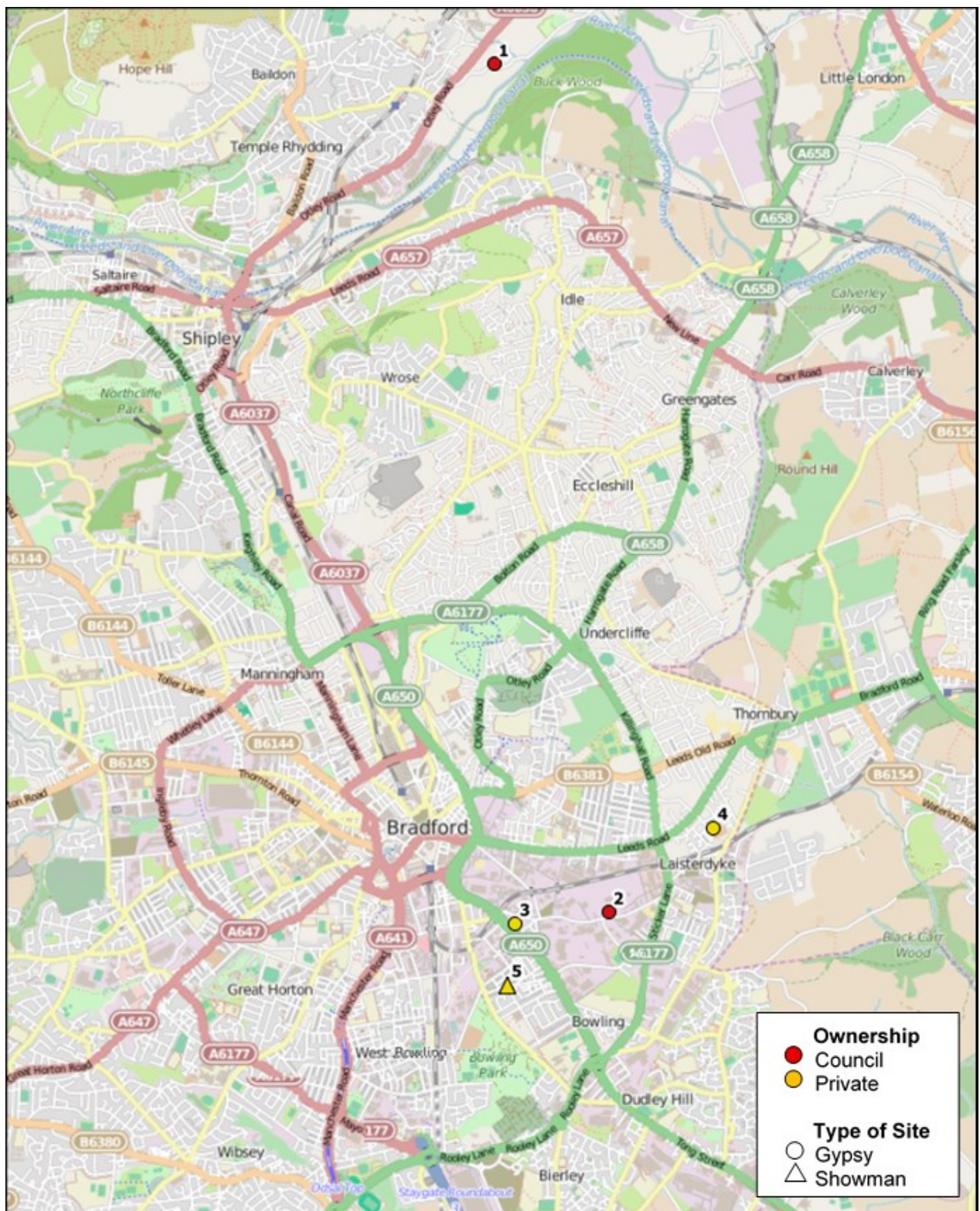
Site Name	Site Location	Type of Site	Ownership	Total Number of Pitches on Site	Total occupied pitches	Total vacant pitches
Esholt Gypsy Site	Esholt Lane, Esholt. BD17 7RJ	Authorised	Council	19	5	14*
Mary Street Gypsy Site	Mary Street, Bradford. BD4 8TF	Authorised	Council	28	25	3
Square Street	Square Street, Bradford. BD4 7NP	Authorised	Private	3	3	0
Gavin Close	Gavin Close, Bradford. BD3 8PS	Authorised	Private	2	2	0
Paley Road	Payley Road, Bradford. BD4 7EN	Authorised Showperson	Private	36	36	0

* There have been issues on the Esholt site that have resulted in higher vacancy levels

²⁴ Three months or longer

²⁵ Please note that unauthorised encampments also encompass short-term illegal encampments, which are more indicative of transit need, see Chapter 6 for more information on these encampments.

Map 4.1 Location of Gypsy and Traveller and Showperson Sites



5. The Current Picture: Gypsy and Traveller population and pitch and plot 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 Censuses, in the 2011 Census²⁶, a total of 168 households in CBMDC were identified as having a 'White: Gypsy or Irish Traveller' (WGoIT) ethnicity (Table 5.1a). This compares with a conservative estimate of 80 households as reported in the 2008 West Yorkshire GTAA.

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
168	105	34	29

- 5.3 The 2011 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
424	324	55	45

- 5.4 Table 5.1c provides an analysis of people and households and shows that the average household size is 2.5 for Gypsies and Travellers in CBMDC. 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.

²⁶ Tables 5.1a to 5.1e are taken from the 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/rel/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>

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
2.5	3.1	1.6	1.6

5.5 Table 5.1d identifies the number of Gypsy and Traveller households by tenure type. Social renting accounts for 46 households in terms of tenure and 33 households own or part own their home. 89 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
168	33	46	89

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 39% of all households with most households (53%) being in the 35 to 64 age bracket. 12 households (7%) 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+
168	14	52	65	25	6	6	0

Caravan Counts and Authorised Pitches

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 on a voluntary basis every January and (until 2013) July²⁷. 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 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,

²⁷ No count took place in July 2014 and CLG have now confirmed that the counts will take place once a year each January

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 latest figures available are from the January 2015 Count of Traveller Caravans. Nationally, this found that:

- The total number of traveller caravans in England in January 2015 was 20,123, about 604 more than in January 2014;
- Approximately 6,870 caravans were on authorised socially-rented sites, an increase of 21 since the January 2014 count;
- The number of caravans on authorised privately-financed sites was just under 10,590, about 570 more than in January 2014;
- The number of caravans on unauthorised developments, on land owned by travellers, was 1,893, approximately 211 above the number in January 2014;
- The number of caravans on unauthorised encampments, on land not owned by travellers, was 778, which is 200 less than in January 2014; and
- Overall, the January 2015 count indicated that 87% of traveller caravans in England were on authorised land and that 13% were on unauthorised land.

5.10 The figures for the last caravan count for Bradford are set out in Table 5.2. This shows that in January 2015 there were a total of 65 caravans, 35 on Council-owned sites (54%) and 30 (46%) on private sites. This figure compares with a five-count average (Jul 2012-Jan 2015) of 63 caravans, 76% on Council-owned sites, 22% on private sites and 2% on unauthorised sites. The recent reduction in the number of caravans on social rented sites could be linked to on-going issues at the Esholt site and therefore unrepresentative of longer-term trends. There is therefore a need to exercise caution when using these data, particularly in relation to the analysis of pitch need.

	Authorised sites with planning permission		Unauthorised pitches without planning permission	Total
	Social Rented	Total Private	Total unauthorised	
Jan 2015	35	30	0	65
Jan 2014	33	5	0	38
July 2013	34	23	0	57
Jan 2013	44	3	7	54
July 2012	92	8	0	100
Five-Count Average	48	14	1	63
Five-Count % Average	76%	22%	2%	100%

Source: CLG January 2014 Count of Traveller Caravans

- 5.11 It should be noted that there may be more than one trailer per pitch, and in the case of households doubling up on pitches there could be several trailers. For obvious reasons Gypsies and Travellers living on sites may not be present on the days on which the counts are conducted.
- 5.12 Table 5.3 summarises the range of sites and yards known to CBMDC. There are a total of 52 Gypsy and Traveller pitches; 47 pitches on Council-owned sites and 5 pitches on private authorised sites. There are no known temporary or unauthorised sites. There is one Showpersons' yard which contains 36 plots.

Table 5.3a List of Gypsy & Traveller Pitches on Sites (as at July 2014)		
	No. Sites	No. Pitches
Local Authority Site	2	47
Private Authorised Site	2	5
Private Temporary Site	0	0
Unauthorised Site	0	0
TOTAL	4	52

Source: CBMDC

Table 5.3b List of Travelling Showperson Plots on Yards (as at July 2014)		
	No. Yards	No. Plots
Private Showperson Authorised Yard	1	36

Source: CBMDC

- 5.13 Residents across these sites and yards were contacted and asked to participate in the study. A total of 78 interviews were achieved as presented in Table 3.1 (Chapter 3). In order to maintain confidentiality of responses, data are presented Bradford-wide by household type, including Gypsies and Travellers living on local authority and private sites and Travelling Showpeople living on a private yard.

Tenure of respondents

- 5.14 Overall, 92% of respondents stated that they own their own home, 1% rent their home from the Council and 6% stated 'not applicable' (Table 5.4).

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Own home	No	24	6	42	72
	%	80%	100%	100%	92%
Rent from Council	No	1			1
	%	3%			1%
Not applicable	No	5			5
	%	17%			6%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

5.15 According to the responses provided in the survey, there is limited information regarding the ownership of the land that the survey respondents live on (Table 5.5). 46% of respondents stated that they rent their pitch from the Council, accounting for 100% of the respondents from the Local Authority Site. However, 14% of respondents from the Showpersons' yard (private) stated that they rent from the Council, while the remaining 86% stated 'not applicable'. Of those responding from private Gypsy sites, one said that they own the land, while the remaining four stated 'not applicable'.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Own land with planning permission	No		1		1
	%		20%		1%
Rent pitch from Council	No	29		6	35
	%	100%		14%	46%
Not applicable	No		4	36	40
	%		80%	86%	53%
TOTAL	No	29	5	42	76
	%	100%	100%	100%	100%

Repairs and improvements

5.16 95% of all respondents described the state of repair of their home as being good or very good. Overall, 65% described the state of repair of their home as being very good and 29% good. 100% of respondents from private Gypsy and Traveller sites stated that their home was in very good repair. Of those from Local Authority Gypsy and Traveller sites, 60% stated very good, 37% good and 3% neither good nor poor. There was a greater range of opinion on the Showpersons' yard, with 64% stating very good, 29% good, 2% neither good nor poor, 2% poor and 2% very poor (Table 5.6).

Satisfaction		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Very Good	No	18	6	27	51
	%	60%	100%	64%	65%
Good	No	11		12	23
	%	37%		29%	29%
Neither Good nor Poor	No	1		1	2
	%	3%		2%	3%
Poor	No			1	1
	%			2%	1%
Very Poor	No			1	1
	%			2%	1%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

5.17 89% of respondents did not identify any repairs or improvements. The need for more space on the pitch/plot was mentioned by a total of four respondents. Repairs to the slab/drive were mentioned by five respondents. One respondent from a Council-owned Gypsy and Traveller site stated that repairs to fences and gates were needed. Two respondents from the Showpersons' yard identified additional repair problems; one mentioned plumbing problems and another sinking holes where they had to keep relaying tarmac (Table 5.7).

5.18 CLG guidance states that sites should provide, as a minimum, access to a separate toilet, bath/shower room, and a kitchen and dining area should be provided.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
None	No	25	6	36	67
	%	93%	100%	86%	89%
More Space on Pitch	No	1		3	4
	%	4%		7%	5%
Slab/Drive	No	2		3	5
	%	7%		7%	7%
Fences and Gates	No	1			1
	%	4%			1%
Plumbing	No			1	1
	%			2%	1%
Sinking holes/Tarmac	No			1	1
	%			2%	1%
TOTAL	No	27	6	42	75
	%	100%	100%	100%	100%

Note: some respondents mentioned more than one repair; hence columns add to more than 100%.

Space Requirements

- 5.19 Whilst there is no set pitch size, CLG 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.
- 5.20 Good practice would suggest that sites with between six and 12 pitches are preferable.
- 5.21 In terms of space for trailers, wagons and horseboxes, vehicles and loads (Table 5.8), 95% of all survey respondents felt they had enough space. This included 100% of those on Gypsy and Traveller sites. By comparison, 10% of respondents from the Showpersons' yard did not feel that they had enough space for trailers, wagons, vehicles, etc.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Yes	No	30	6	38	74
	%	100%	100%	90%	95%
No	No			4	4
	%			10%	5%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

Overcrowding

- 5.22 None of the survey respondents from Gypsy and Traveller sites thought that their home was overcrowded (Table 5.9). However, 10% of those from the Showpersons' yard considered their home/trailer/pitch to be overcrowded.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Yes (Overcrowded)	No			4	4
	%			10%	5%
No (Not Overcrowded)	No	30	6	38	74
	%	100%	100%	90%	95%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

Planned Moves

- 5.23 Respondents were asked whether they planned to move over the next five years (Table 5.10). All respondents plan to stay where they are at present.

Response		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Planning to stay where you are based now	No	30	6	42	78
	%	100%	100%	100%	100%
Plan to move elsewhere	No				
	%				
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

Household mobility

- 5.24 The household survey identified a high degree of mobility, with only 14% of households overall living in their current place of residence for five years or over (Table 5.11). There is considerable mobility demonstrated across all property types. The mobility of Gypsies and Travellers on the local authority and private sites is broadly similar to that of Travelling Showpeople on the Showpersons' Yard. 48% of Travelling Showpeople living on the Showpersons' Yard had lived in their current place of residence for over four years. This compares with 40% of Gypsies and Travellers living on Local Authority sites and none of those from the private sites. Respondents were asked where they lived before moving to Bradford. The majority (90.3%) stated travelling all the time and did not state a previous home. Of the remaining households, Leeds, Kendal and Bradford were mentioned as their previous place of residence.

Response		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Over 1 and up to 2 years	No	1			1
	%	3%			1%
Over 2 and up to 3 years	No	5	2	10	17
	%	17%	33%	24%	22%
Over 3 and up to 4 years	No	12	3	12	27
	%	40%	50%	29%	35%
Over 4 and up to 5 years	No	8		14	22
	%	27%		33%	28%
5 years or over	No	4	1	6	11
	%	13%	17%	14%	14%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

5.25 Prior to their current place of residence, 86% of all respondents had been travelling with no permanent home (Table 5.12). Of the 11 respondents who stated 'Town/District', four specified 'here' or the surrounding area. Of the remaining seven respondents, locations in West Yorkshire, the North West and Midlands were mentioned.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Town/District	No	4	1	6	11
	%	13%	17%	14%	14%
Travelling at the time (no permanent home)	No	26	5	36	67
	%	87%	83%	86%	86%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

6. Gypsy and Traveller Pitch Requirements and Travelling Showperson Plot Requirements

Gypsy and Traveller Pitch Requirements

- 6.1 This section reviews the overall pitch requirements of Gypsies and Travellers across Bradford. It takes into account current pitch need and supply, as well as future need, based on modelling of data, as advocated by the CLG. Requirements for Gypsies and Travellers are reviewed.
- 6.2 The calculation of pitch requirements is based on CLG modelling as advocated in Gypsy and Traveller Accommodation Assessment Guidance (CLG, 2007). The CLG Guidance requires an assessment of the current needs of Gypsies and Travellers and a projection of future needs. The focus of the calculation of pitch requirements is the need arising from within the study area. 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 need from households and current and future supply of pitches.

Model overview

- 6.4 In terms of pitch **need**, the model considers:
- The baseline number of households on authorised and unauthorised sites (as at July 2014);
 - The number of households living in bricks and mortar accommodation (a minimum baseline based on 2011 census data);
 - Existing households currently on sites planning to move to a pitch in the next five years;
 - Emerging households (currently on sites) and needing a pitch within the study area;
 - An estimate of existing and emerging households wanting to move from bricks and mortar; to derive a figure for a minimum
 - Total pitch need.
- 6.5 In terms of **supply**, the model considers:
- Total supply of pitches on authorised sites;
 - Turnover on existing authorised sites;
 - Vacant pitches on authorised sites; to derive
 - Total supply of authorised pitches based on turnover and existing pitch provision.
- 6.6 The model then reconciles total need and existing authorised supply by summarising:

- Total need for pitches; and
 - Total supply of authorised pitches.
- 6.7 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 authority residential sites and authorised privately owned sites.
- 6.8 In this assessment we have reported the existing number of pitches on authorised local authority and private sites which are available for occupancy.
- 6.9 A total of 36 households living on pitches have been interviewed. As all households living on pitches in Bradford have been interviewed it has not been necessary to weight data to take account of non-response.

Description of factors in the model

- 6.10 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

6.11 **Current households living on pitches (1)**

These figures are derived from local authority data and the site census carried out as part of the fieldwork. There was no doubling up of households evidenced on pitches and the model assumes 30 households living on Council sites and six on private sites.

6.12 **Current households in bricks and mortar accommodation (2)**

Analysis assumes that there are 139 households living in bricks and mortar accommodation based on the 2011 census. Attempts were made to interview households living in bricks and mortar accommodation but no interviews were secured.

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

This was derived from information from the household survey for respondents currently on authorised pitches. The survey indicated that no existing households plan to move in the next five years. However, it should be acknowledged that this is at variance with past trends in mobility which indicate that 86% of Gypsies and Travellers had moved to their current pitch in the preceding 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, which is drawn from a range of local authority areas and reasonably assumed to be a representative sample of bricks and mortar households, indicates that 5.6% of existing households living in bricks and mortar accommodation require a pitch. Therefore modelling assumes a need for eight additional pitches from households in bricks and mortar accommodation. This is greater than the allowance for bricks and mortar need as indicated in the 2008 West Yorkshire GTAA. Additionally, stakeholders also commented that there should be new pitch

provision for Gypsies and Travellers living in bricks and mortar accommodation who would prefer to live on a site (this is reported further in Chapter 9 paras 9.17 to 9.21). Ultimately, the modelling acknowledges a need for pitches from bricks and mortar households and uses reasonable and proportionate assumptions.

6.14 **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 pitches. Emerging households are generally young people leaving the parental home and forming new households. They can also include households that form following a relationship breakdown. Analysis considers where emerging households are planning to move to. Out of 20 emerging households identified in the survey, 15 plan to live on the current site they are on and five plan to live on another site within Bradford District. Additionally, it is assumed that there will be some 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 and requiring a pitch is equivalent to 12.7% of the total number of households (the analysis indicates that for every 100 bricks and mortar households, a total of 13 newly-forming households are likely to emerge in the next five years). In the case of Bradford, this results in a need for 18 additional pitches across Bradford. It should be noted that the scale of household growth over the period 2014/15 to 2018/19 from households living on pitches is markedly higher than that for subsequent five year time periods to 2033/34. This is due to the demographic profile of households (specifically the number and age of children) and fact that the majority of new household formation is expected to take place in the first five years.

6.15 **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 82 pitches.

Supply

6.16 **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 35 authorised pitches and 17 vacant pitches.

6.17 **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 on sites is considered. This suggests a shortfall of 30 pitches in Bradford.

6.18 **Turnover on existing pitches (8)**

Turnover is a measure of the likely number of pitches coming available for occupancy over the next five years. Based on the situation in Bradford, there may be some turnover but this is difficult to quantify. Virtually all households living on authorised pitches stated that they had moved to their current pitch in

the past five years but this trend may be atypical as all households stated that they did not expect to move in the next five years. Furthermore, Council officers report low levels of turnover in the recent past. Although no turnover is assumed in the modelling, it is recommended that the Council record vacancy and re-occupancy data to enable the future updating of the model.

6.19 **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 52 pitches (47 Council and 5 private authorised pitches). No turnover is assumed.

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

NEED		Bradford G&T	
1	Total households living on pitches	1a. On LA Site	30
		1b. On Housing Association Site	0
		1c. On Private Site – Authorised	6
		1d. On Private Site – Temporary Authorised	0
		1e. Unauthorised	0
		1f. Unauthorised tolerated	0
		1g. TOTAL (1a to 1f)	36
2	Estimate of households in bricks and mortar accommodation	2a. TOTAL	139
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	8
		3f. Planning to move to another B&M property	0
		3g. TOTAL net impact (3e-3c-3d)	8
4	Emerging households (5 years)	4a. Currently on site and planning to live on current site	15
		4b. Currently on site and planning to live on another site in LA	5
		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	18
		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)	38
5	Total Need	1g+3g+4g	82
SUPPLY			
6	Current supply of authorised pitches	6a. Current occupied authorised pitches	35
		6b. Current vacancies on authorised pitches	17
		6c. TOTAL current authorised supply (6a+6b)	52
7	Summary of need and authorised supply excluding turnover	7a. Need – supply (5-6c)	30
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+8c)	52
RECONCILING NEED AND SUPPLY			
10	Total need for pitches	5 years (from 5)	82
11	Total supply of authorised pitches (including turnover)	5 years (from 9a)	52
5 YEAR AUTHORISED PITCH SHORTFALL (2014/15 TO 2018/19)			30

Reconciling supply and need

- 6.20 There is a total demand over the next five years (2014/15 to 2018/19) for 82 pitches in Bradford (Table 6.1) compared with a supply of 52 authorised pitches, with no turnover assumed. The result is an overall shortfall of 30 pitches across Bradford.
- 6.21 In line with Government guidance and in order to be consistent with the approach taken for setting requirement targets for conventional housing, the above should be viewed as a minimum requirement based on the current supply of pitches, the views expressed by Gypsy and Traveller households who have been interviewed and assumptions regarding need from households living in bricks and mortar dwellings.
- 6.22 It should be noted that the shortfall of 30 compares with a shortfall of 25 pitches over the period 2008 to 2015 as reported in the 2008 West Yorkshire GTAA.

Longer-term pitch requirements

- 6.23 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 18²⁸.
- 6.24 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. This is a reasonable assumption because the survey indicates that most emerging households are likely to be couples. Analysis would suggest a total requirement for pitches from nine new households (over the 15 year period 2019-2033) (or 0.6 each year) (Table 6.2).

Table 6.2 Future pitch requirements based on the assumption that 50% of children form households on reaching 18

Time period	No. children	Expected household formation
2019-2023	8	4
2024-2028	8	4
2029-2033	2	1
Total	18	9

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

²⁸ 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.

- 6.25 It should be recognised that in the longer-term, vacancy and turnover rates may change but have not been applied to longer-term projections. Pitch requirements beyond 2019/20 are therefore 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 – Gypsies and Travellers

- 6.26 The Bradford Local Plan covers the period to 2030. The total pitch requirement is 39 additional Gypsy and Traveller pitches for the period 2014/15 to 2029/30 and this should be viewed as a minimum requirement. This includes an allowance for households wanting to move from bricks and mortar accommodation onto a pitch. This is based on a shortfall of 30 pitches (2014/15 to 2018/19) plus a need for an additional 9 pitches (2019/20 to 2029/30).

Travelling Showperson Plot Requirements

- 6.27 In terms of **need**, the model considers:
- The baseline number of households on authorised yards (as at July 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.
- 6.28 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.
- 6.29 The model then reconciles total need and existing authorised supply by summarising:
- Total need for plots; and
 - Total supply of authorised plots.
- 6.30 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.
- 6.31 In this assessment we have reported the existing number of plots on authorised private plots which are available for occupancy.
- 6.32 A total of 42 households living on plots have been interviewed compared with a total of 36 plots which indicates a degree of doubling up on plots. As all

households living on plots in Bradford have been interviewed it has not been necessary to weight data to take account of non-response.

Description of factors in the model

- 6.33 Table 6.3 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

6.34 **Current households living on plots (1)**

These figures are derived from local authority data and the site census carried out as part of the fieldwork. There were 42 households living on 36 plots which suggests some doubling up of households on plots is taking place.

6.35 **Current households in bricks and mortar accommodation (2)**

None are assumed as the household and stakeholder surveys revealed no specific evidence of such need and also because it could be argued that the cultural desire to move from bricks and mortar to a yard is less pronounced.

6.36 **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. No existing households plan to move in the next five years.

6.37 **Emerging households (4)**

This is the number of households expected to emerge in the next five years based on the demographic evidence from household survey information from respondents living on authorised plots. Analysis considers where emerging households are planning to move to. Out of 26 emerging households identified in the survey, all 26 households plan to live on the current yard they are on.

6.38 **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 68 plots.

Supply

6.39 **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 36 authorised plots and no vacant pitches.

6.40 **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 32 plots in Bradford.

6.41 **Turnover on existing plots (8)**

Although just over half of Travelling Showperson households had moved to their yard in the past five years, none expect to move in the next five years and therefore no turnover is assumed. It could be reasonably assumed that yards may have become available in the past five years, allowing households to move onto them for the long-term which is reflected in this data.

6.42 **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 36 private plots.

Table 6.3 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	42
		1d. On Private Yard – Temporary Authorised	0
		1e. Unauthorised	0
		1f. Unauthorised tolerated	0
		1g. TOTAL (1a to 1f)	42
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	0
		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	26
		4b. Currently on site and planning to live on another yard in LA	0
		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)	26
5	Total Need	1g+3g+4g	68
SUPPLY			
6	Current supply of authorised plots	6a. Current occupied authorised plots	36
		6b. Current vacancies on authorised plots	0
		6c. TOTAL current authorised supply (6a+6b)	36
7	Summary of need and authorised supply excluding turnover	7a. Need – supply (5-6c)	32
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)	36
RECONCILING NEED AND SUPPLY			
10	Total need for plots	5 years (from 5)	68
11	Total supply of authorised plots (including turnover)	5 years (from 9a)	36
5 YEAR AUTHORISED PLOT SHORTFALL (2014/15 TO 2018/19)			32

Reconciling supply and need

- 6.43 There is a total demand over the next five years (2014/15 to 2018/19) for 68 plots in Bradford compared with a supply of 36 authorised plots. The result is an overall shortfall of 32 plots across Bradford.
- 6.44 The above should be viewed as a minimum requirement based on the current supply of pitches and the views expressed by Showperson households who have been interviewed.

Longer-term pitch requirements – Showpeople

- 6.45 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.
- 6.46 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 13 new households over the 15-year period 2019-2033 (or 0.9 each year) (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
2019-2023	11	6
2024-2028	9	4
2029-2033*	4	3
Total	24	13

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

- 6.47 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

- 6.48 The Bradford Local Plan covers the period to 2030. The total plot requirement is 45 additional Travelling Showperson plots for the period 2014/15 to 2029/30 and this should be viewed as a minimum requirement. This is based on a shortfall of 32 plots (2014/15 to 2018/19) plus a need for an additional 13 plots (2019/20 to 2029/30).

Tenure of new sites

6.49 In terms of tenure the key findings show that:

- From 78 respondents, 44% said that sites should be managed by Councils, 54% said they preferred private (Gypsy/Traveller/Showman) and 3% said private (non-Gypsy/Traveller/Showman) to manage sites;
- 90% of authorised pitches in the study area are public / social rented – of 52 total pitches in Bradford, 47 are local authority and five private;
- According to Council data and observations from the field team, there are currently 17 vacant Gypsy and Traveller pitches and no travelling showperson plot vacancies;
- From a total of 77 households responding to the relevant question, two respondents from the Showpersons' yard felt that the yard had capacity for expansion and development of further pitches/plots (Table 6.5). Of these, one respondent considered that there was capacity for six new plots and the other thought that there was space for ten new plots.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Yes	No			2	2
	%			5%	3%
No	No	30	6	39	75
	%	100%	100%	95%	97%
TOTAL	No	30	6	41	77
	%	100%	100%	100%	100%

Transit requirements and negotiated stopping places

6.50 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. 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.

6.51 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 does not have a duty to find an authorised pitch or site, they are expected to facilitate the traditional (Traveller) way of life. A number of other requirements²⁹, 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

²⁹ 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

provide sufficient pitches in their own area to reflect current and meet possible future transit needs.

- 6.52 The two key elements used in validating a need for transit provision were:
- Unauthorised encampment data; and
 - Any contextual information from the local authority.
- 6.53 Unauthorised encampment data for the previous four years (March 2011 to March 2014) was collated and analysed to give an indication as to the level of activity across the area – as unauthorised encampments are generally indicative of a lack of transit accommodation this is a useful starting point.
- 6.54 Contextual information from the local authority across the study area enabled further analysis of the unauthorised encampment data, and allowed us to identify repeated incidences of unauthorised encampment activity by the same group of households, where necessary. It also enabled longer-term “one-off” unauthorised encampments to be eliminated from the assessment of transit requirements.
- 6.55 Overall, analysis of unauthorised encampment data and contextual information indicates that new transit provision is needed across Bradford District. It is recommended that provision for a minimum of seven transit pitches be made across the study area (this usually equates to space for 14 vehicles/homes). This figure is derived from taking the average number of caravans over the four-year period over all encampments recorded. When this was analysed removing all families with more than one encampment the figure does not change.
- 6.56 Views were sought on the current provision of transit sites across Bradford. Amongst Gypsies and Travellers and Travelling Showpeople, 58% said that there was a need for provision of new transit sites across the District (Table 6.6).

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Yes	No	19	3	23	45
	%	63%	50%	55%	58%
No	No	11	3	19	33
	%	37%	50%	45%	42%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

- 6.57 Of the 45 respondents who perceived a need for transit sites within Bradford, there was a strong preference for such sites to be managed either by the local authority (82%) or privately by people who themselves are Gypsies and Travellers or Travelling Showpeople (80%) (Table 6.7).

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Councils	No	18	2	17	37
	%	95%	67%	74%	82%
Registered Social Landlords / Housing Associations	No	4		3	7
	%	21%		13%	16%
Private (Gypsy/Traveller / Showman)	No	13	2	21	36
	%	68%	67%	91%	80%
Private (non-Gypsy or Traveller / Showman)	No	1		2	3
	%	5%		9%	7%
TOTAL	No	19	3	23	45
	%	100%	100%	100%	100%

Note: Some respondents registered more than one preference

- 6.58 An alternative model to provide temporary accommodation is through a negotiated stopping agreement which is being adopted in other parts of West Yorkshire. It is recommended that the Council investigate this as an option for meeting transit needs and do so in conjunction and co-operation with neighbouring authorities. The LeedsGATE website provides a useful overview of the Negotiated Stopping approach which is now presented³⁰.
- 6.59 Negotiated Stopping describes an agreement reached between a local authority and members of the Gypsy and Traveller communities. The agreement may apply to a location that Gypsies and Travellers have chosen themselves to pull onto, or it may be applied to another piece of ground that the local authority itself suggests. The agreement is a temporary 'social contract' which outlines the terms under which families may stay on a particular piece of ground, without being evicted by the authority, for a defined limited period. Gypsies and Travellers agree simple terms (such as not lighting large fires, not dumping commercial waste). The authority would usually agree to provide household rubbish disposal and sanitation of some sort (skips and portaloos). Gypsies and Travellers often offer to contribute to the cost of facilities offered although it can be difficult for local authorities to process payments outside of the council tax system (which also means that there is no way to distinguish who would otherwise be eligible for comparable council tax benefit).
- 6.60 Negotiated Stopping rests on a mutual, negotiated agreement. Residents of negotiated camps do have a reason to 'get on with' their neighbours if they wish to be offered a negotiated agreement with that local authority in the future. Particularly where unauthorised encampment is a result of insufficient provision of permanent pitches, families are going to wish to continue to remain roughly in the same local authority area and will be inclined to seek further agreements in the future. Therefore they are motivated to behave in such a way as to make the offer of further agreements with the local authority likely.

³⁰ Paras 6.58 to 6.62 Source: <http://www.leedsgate.co.uk/2013/11/25/negotiated-stopping-versus-transit-sites-whats-the-difference/>

- 6.61 Negotiated temporary stopping places do not require a planning application. The local authority has the power to ‘tolerate’ encampments for limited periods of time provided the location is not deemed to be in a sensitive location. As stopping places are not permanent, neighbours to the negotiated camp are not required to ‘tolerate’ an ever present, ongoing, succession of short term neighbours which are a feature of ‘transit’ provision.
- 6.62 Facilities provided to negotiated stopping camps are not permanent. The local authority can lease necessary skips and portaloos when required and is not obliged to pay for, or maintain, them when they are not required.

7. Travelling practices and experiences

- 7.1 The purpose of this chapter is to review the travelling patterns associated with respondents across Bradford. Broadly speaking, travelling patterns are seasonal and generally linked to 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 doctors, schools and a dentist.
- 7.2 Respondents were asked about their travelling practices in the previous year (Table 7.1). Just over one-half (56%) of all respondents had travelled. 64% of respondents from the Showpersons' yard had travelled, compared with 50% of respondents from Council sites and 33% of households from private sites.

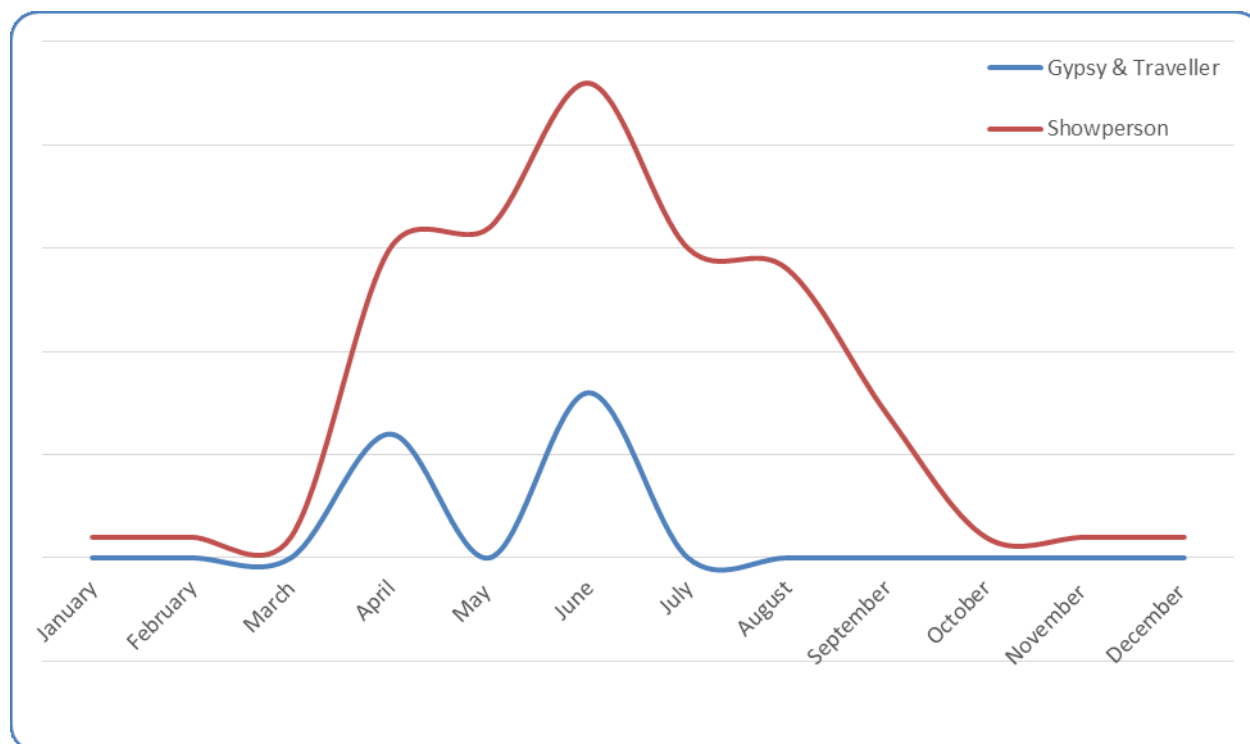
		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Yes	No	15	2	27	44
	%	50%	33%	64%	56%
No	No	15	4	15	34
	%	50%	67%	36%	44%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

- 7.3 Of the 44 respondents that had travelled in the previous year, an overall 30% had travelled for no more than 13 days (Table 7.2). There is a significant difference in responses between the different property types, however; 80% of respondents from Council-owned sites travelled for no more than 13 days. Of the two households from private sites who had travelled, one (50%) had also been away for less than two weeks. By comparison, households from the Showpersons' yard had typically travelled for longer. 30% of Travelling Showpeople had been away for 9 to 12 weeks and 44% had been away for 13 to 26 weeks.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
No more than 13 days	No	12	1		13
	%	80%	50%		30%
2 to 4 weeks	No	3		5	8
	%	20%		19%	18%
5 to 8 weeks	No			2	2
	%			7%	5%
9 to 12 weeks	No			8	8
	%			30%	18%
13 to 26 weeks	No		1	12	13
	%		50%	44%	30%
TOTAL	No	15	2	27	44
	%	100%	100%	100%	100%

7.4 Figure 7.1 summarises when respondents travelled. Most travelling activity is between April and September with the key peak period being the month of June.

Figure 7.1 Month of Travel



7.5 A range of reasons were given for travelling but the most frequently mentioned were fairground rides or stalls (63%) and attending Gypsy fairs or gatherings (21%) (Table 7.3). There was a clear difference in response by property type. Of

the 24 Travelling Showpeople households who had travelled, 100% had gone for the purpose of working fairground rides or stalls.

Table 7.3 Reason for travel

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Gypsy Fair or Gathering	No	7	1		8
	%	54%	100%		21%
Holiday	No	4			4
	%	31%			11%
Visiting Family or Friends	No	2			2
	%	15%			5%
Fairground Rides or Stalls	No			24	24
	%			100%	63%
TOTAL	No	13	1	24	38
	%	100%	100%	100%	100%

7.6 A range of problems can be experienced whilst travelling and respondents were asked to identify these based on their experiences (Table 7.4). Most frequently the problems mentioned were 'lack of toilet facilities' (67%), 'closing of traditional stopping places' (56%) and 'problems with rubbish collection' (54%).

Table 7.4 Problems whilst travelling

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
No places to stop over	No	3			3
	%	21%			8%
Closing of traditional stopping places	No	7	1	14	22
	%	50%	100%	58%	56%
Abuse, harassment or discrimination	No			2	2
	%			8%	5%
Lack of toilet facilities	No	14	1	11	26
	%	100%	100%	46%	67%
No water facilities	No	7	1	2	10
	%	50%	100%	8%	26%
Problems with rubbish collection	No	4		17	21
	%	29%		71%	54%
Police behaviour	No			1	1
	%			4%	3%
Behaviour of other travellers	No			3	3
	%			13%	8%
TOTAL	No	14	1	24	39
	%	100%	100%	100%	100%

Note: more than one problem whilst travelling could be expressed

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.

Adaptations

- 8.2 One of the Gypsy and Traveller households living on a Council-owned site stated that they needed adaptations to their home, as seen in Table 8.1. When asked what adaptations they require, they said that they need the chalet plumbed in and rails for the shed.

		Property Type			Total
		Local Authority Site	Private Site	Showpersons' Yard	
Yes	No	1			1
	%	3%			1%
No	No	29	6	42	77
	%	97%	100%	100%	99%
TOTAL	No	30	6	42	78
	%	100%	100%	100%	100%

9. Stakeholder consultation

Overview

- 9.1 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 Travelling Showpeople community within Bradford District, 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 16 separate responses to the stakeholder consultation were obtained from a range of representatives including local authorities, health, 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 on-line survey. A full summary of stakeholder feedback from the survey can be found at Appendix D.

General support for Gypsies and Travellers

- 9.2 The majority of 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. Research was suggested as being needed by a number of respondents to address this situation, alongside better collation of information, training and awareness raising.
- 9.3 Generally it was felt that more could be done to improve monitoring of the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople in Bradford District. Standardisation of monitoring categories across services, and staff training and awareness raising were suggested to help improve matters. Additional support for Travelling communities in respect of health, education (especially literacy), and employment were identified by stakeholders as being required. The role of the Police in terms of tackling hate crimes against Gypsies and Travellers was also flagged as important. Several respondents identified the need for a multi-agency approach working alongside communities and their representatives.
- 9.4 Awareness of the cultural, support and accommodation needs of Gypsies and Travellers and Travelling Showpeople was felt to be low and suggestions for training and awareness raising for staff and elected members were made by a number of respondents. The need to address this lack of understanding was identified as critical if future needs are to be met appropriately, for example, through provision of smaller sites, not large sites that Travellers do not like and would prefer not to have to live on.
- 9.5 Some respondents indicated that their organisation had undertaken action to raise awareness of the cultural, support and accommodation requirements of Gypsies, Travellers and Travelling Showpeople. This included training people to act as community champions in one instance. However, a number of respondents identified the need for more work around awareness raising, especially amongst frontline workers, and officers, elected members and decision makers.

Provision of accommodation – new and existing

9.6 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

9.7 Of those responding, just over a third of stakeholders (36%) felt that there is sufficient provision of permanent sites or pitches in Bradford. Other respondents did not know whether there was a need or not, whilst 9% felt that there was a definite need for new permanent provision.

9.8 In terms of location for new provision, it was strongly advocated by a number of stakeholders that the location of new sites should be agreed with Travelling communities; failure to do this could result in provision being delivered in the wrong locations, and it was felt that this would ultimately be unsuccessful and remain unused. A number of respondents identified the need for provision of smaller sites (10 to 15 pitches), rather than locating all new provision on one large site. The provision of smaller sites being preferred by the different Traveller groups. Any new sites need to be capable of meeting families' space requirements, e.g. horses/additional trailers etc. The need for new provision to be affordable was highlighted by one respondent.

9.9 The following were identified as possible areas/locations for new provision:

- Urban locations close to facilities and road networks;
- Land near Keighley or Bingley;
- Aire Valley;
- BD3;
- Shipley;
- Saltaire; and
- Holmewood (to accommodate Travellers forced into bricks and mortar accommodation but who would like to live on a pitch on a site).

9.10 The following barriers to the provision of new permanent pitches were identified by respondents:

- Local opposition/NIMBYism;
- Misconceptions, fear and prejudice from the settled community;
- Elected members;
- Council officers;
- Lack of political leadership;
- Negative media coverage;

- Lack of engagement with local Travelling communities;
- General prejudice and discrimination from the wider community;
- Availability of suitable sites; and
- Lack of resources.

Transit

- 9.11 The view of respondents was generally that transit provision is needed in Bradford, although not all stakeholders were in agreement about this. The fact that there are unauthorised encampments in the District, especially during the summer months, would indicate that there are some transit requirements.
- 9.12 In terms of locations, it was felt to be important to consult with Travellers about where any new transit provision should be provided. Tolerated/negotiated stopping places, as used in Leeds, were suggested as a good way forward, ensuring that provision is made for Travellers passing through the District but without restricting provision of such ‘unsettled’ accommodation to one location – the provision of transit pitches on permanent sites was seen as problematic for settled permanent residents living on and adjacent to these sites. Short term, geographically changing, negotiated stopping places were felt to be far better in respect of community cohesion. One respondent suggested that provision along the A65 would be useful as this is a well-used route.
- 9.13 Barriers to the provision of new transit pitches were felt to be similar to those associated with providing permanent pitches. The following specific points were made by respondents:
- Concerns from the settled community about rubbish and antisocial behaviour;
 - The need for permanent provision will outweigh that for transit;
 - Perception and attitude of the settled community;
 - Council not identifying sites and managing public opposition;
 - Availability of suitable and acceptable sites; and
 - Cost of land (too expensive).

Existing sites

- 9.14 In terms of exiting provision within the District, several respondents identified that there has been a significant investment to refurbish the two existing sites and bring them up to standard. However, a couple of respondents expressed the opinion that residents on the sites were not fully consulted on, or involved in, this process. The cost of gas and services is an issue for residents on the existing sites, although for the first time, as part of the upgrade, they will have some choice about power suppliers. Despite the refurbishment the sites do not have any communal or play spaces, which limit opportunities for residents on the sites. The Esholt site was identified by one respondent as being problematic for those unable to drive or access a car, living on the site can be quite isolating especially for older residents. The location of the Mary Street site was also described as

'poor' due to its location next to recycling facilities. Access to the sites for bin lorries, emergency vehicles etc. was also identified as being problematic due to poor site design.

- 9.15 One respondent felt that the sites are managed by the Council in a fair and equitable way. However, a couple of stakeholders raised concerns about how the existing sites were managed, largely due to the site management role combining the conflicting functions of enforcement and support. Concerns were also raised about the lack of resident involvement in decision making. Other concerns were raised by respondents in respect of allocations policies and dispute resolution. Several respondents felt that more could be done to improve resident participation on the sites.
- 9.16 In terms of tensions existing between either Travellers on sites, or Travellers and the settled community, a number of respondents were aware of issues. Several respondents identified an issue whereby permanent residents felt forced to leave their 'home' site due to intimidation from other residents, and that this incident had not been taken seriously by the authorities, or treated by Police as a 'hate crime'. The role of the Council in working with communities and other agencies to address issues was flagged by one respondent.

Bricks and mortar

- 9.17 Five respondents were aware of Travellers living in bricks and mortar accommodation, including in the following areas:
- BD4;
 - BD5;
 - Ravenscliffe;
 - Bradford Moor;
 - Canterbury; and
 - Holmewood.
- 9.18 One respondent identified that there are many families living in bricks and mortar accommodation, with some being second and third generation. Many Travellers living in bricks and mortar hide their identity for fear of discrimination. One respondent identified how Travellers can feel that they have lost their identity when they move into bricks and mortar. One respondent felt that there was no reason why the assumption that two thirds of Travellers live in housing (whether by choice or not) would not apply to Bradford.
- 9.19 Several respondents felt that new pitch provision should be made for Travellers living in bricks and mortar accommodation who would prefer to live on a pitch on a site. Having no choice but to live in bricks and mortar was identified as being detrimental to the mental health and wellbeing of Travellers. A sense of isolation, loss of identity and family support are also significant problems for Travellers living in bricks and mortar. One respondent identified that many Travellers feel forced into bricks and mortar housing due to lack of choice.

- 9.20 Support for Travellers locally was identified as being available through the Citizens Advice Bureau and until recently the Gateway Horton Housing Project (which no longer operates). However, this was felt to be insufficient to meet demand. The ability of Travellers to access support services was also identified as an issue.
- 9.21 One respondent identified that feelings of safety for Travellers living in bricks and mortar accommodation can be significantly affected by the type and location of the property and the attitude of neighbours and local services. There are issues for families living in bricks and mortar associated with keeping horses (grazing) and the need to keep caravans within the curtilage of their property.

Unauthorised encampments

- 9.22 In terms of unauthorised encampments in neighbouring local authority areas, Kirklees identified that during 2012/13 there were 25 unauthorised encampments on Council owned land and during 2013/14 there were 38. Wakefield identified that encampments are an on-going issue requiring intervention and associated costs. No other neighbouring authorities provided information in respect of unauthorised encampments in their areas; however, encampments were identified as an issue for those stakeholders responding. Leeds identified that a negotiated stopping policy has been adopted to help the Council manage unauthorised encampments.
- 9.23 Unauthorised encampments were identified as being a drain on resources. Support service providers identified that poor management of encampments leads to increased demands on their services, the current situation also makes the identification of land for negotiated stopping places or permanent provision more difficult.
- 9.24 Respondents identified that unauthorised encampments affect local perceptions in the following ways:
- They cause tensions with the settled community;
 - They generate complaints from local residents and businesses;
 - They cause discrimination;
 - Perceptions are affected by negative media coverage; and
 - They cause problems with waste and affect local perception, media reporting and political leadership.

Planning policy

- 9.25 There was no clear view from respondents as to whether more could be done through planning policy to bring forward new sites. Two respondents felt that no more could be done, however, others made the following points:
- Consider when a site can be considered an agricultural holding;
 - Asset management and housing at the Council need to cooperate and develop location possibilities into viable development;

- Recent changes to planning policy have made it easier for people to ignore needs assessments and not increase provision; and
 - Local engagement is needed to facilitate new sites and maintain good community cohesion.
- 9.26 There was little consensus about the impact of the ‘Planning policy for traveller sites’ in Bradford, the following points were made:
- Further guidance on unmet need not being a reason for Green Belt development;
 - If effective it could allow families to develop their own sites;
 - It will require authorities to assess needs and plan provision, which should in theory lead to increased provision but it is unclear if this will be the outcome;
 - Increased provision but not clear whether this will be in the most appropriate locations;
 - It is hard to see how enforcing the identification of new sites will happen when there is no political will; and
 - Unless planners and elected members work with communities it will not have any impact.

Cross-boundary issues

- 9.27 Neighbouring authorities advised the following in respect of how their most recent GTAA had taken account of cross boundary issues:
- Inward migration not taken into account in Wakefield (2012) as seeking to meet local needs; and
 - Leeds is prioritising finding accommodation for Leeds based Travellers. No strong cross boundary movements were identified.
- 9.28 In respect of movements from neighbouring areas into or out of Bradford, routes through Little Germany were noted. Kirklees Council is aware of Travellers passing through their area coming from Leeds, Calderdale and Bradford.
- 9.29 Stakeholders identified the following issues to be considered as part of the study:
- The need for new provision;
 - Links with neighbouring authorities (their nature and the number of households);
 - Reasons for cross boundary issues, such as work (the requirement for a scrap licence for each local authority area is problematic); and
 - Whether Travellers are seeking accommodation in neighbouring local authority areas.
- 9.30 The key outcomes of the study in respect of cross boundary issues identified by stakeholders included:
- A City Region wide joined up approach;

- The needs of all parts of the Travelling community to be considered (including Travelling Showpeople, and Travellers living in bricks and mortar at Holmewood);
- All authorities to have some form of provision;
- Robust information to enable planning for new provision;
- No ‘buck-passing’ due to perceived ‘cross boundary issues’. Acknowledgement of people’s ‘home town’ as where the need for new provision is;
- Negotiated stopping places as standard across authorities; and
- Transit provision not to be ‘shared’ amongst local authorities/pushed towards local authority boundaries; the focus for such provision needs to be on access to services.

Neighbouring Authorities

- 9.31 Three respondents agreed that the stakeholder questionnaire contributed to the Council’s requirement on the Duty to Cooperate with neighbouring authorities. However, the survey is only the start of the process and the Council needs to continue to work with neighbouring authorities as allocations plans are developed.

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 and Travelling Showpeople in Bradford. The chapter provides:
- A brief **summary of key issues** emerging from the research, and the challenges these pose;
 - Advice on the **strategic responses available** to the Council to address identified issues, including examples of good practice; and
 - Recommendations and next steps.
- 10.2 Whilst many of the suggested measures for tackling the needs of Gypsies, Travellers and Travelling Showpeople listed here constitute best practice, it must be recognised that implementing many of these recommendations may be beyond the capacity of local authorities in the current financial climate, where resources may be extremely limited.

Key issues and how to tackle them

- 10.3 This section of the report focuses on the key issues emerging from the research, and looks at how these challenges might be addressed by the Council. Recommendations are highlighted throughout the chapter.
- 10.4 The key priority issues identified by the research include:
- Addressing meeting pitch and plot requirements; and
 - Tackling wider support needs.

Meeting pitch/plot requirements

- 10.5 The research has evidenced:
- An overall five year requirement (2014/15 to 2018/19) of 30 Gypsy and Traveller pitches;
 - An overall five year requirement (2014/15 to 2018/19) for 32 Travelling Showperson plots across Bradford; and
 - An acknowledgement of a need for transit provision, with a recommendation that the City Council should identify temporary stopping places for not less than seven transit pitches and also consider negotiated stopping as a model to provide short-term capacity .
- 10.6 Over the longer-term, the research would suggest:
- A total requirement for pitches from nine new Gypsy and Traveller households over the 15-year period 2019 to 2033; and
 - A requirement for plots from 13 new Showperson households over the 15-year period 2019 to 2033.

- It is recommended that the evidence base be refreshed after five years to review this situation and potential impact on pitch and plot requirements.
- 10.7 Over the Local Plan Period 2015-2030, there is a minimum total requirement for 39 Gypsy and Traveller Pitches and 45 Travelling Showperson plots.
- 10.8 In order to meet future requirements the Council needs to firstly review the potential to increase the number of pitches/plots on available sites/yards, and secondly to ensure it has an adequate supply of additional sites/yards identified in its Local Plan 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, identification of new sites, use of Community Land Trusts and exceptions site policies. Each of these areas is now looked at in more detail, alongside good practice in planning for Gypsy and Traveller provision.
- 10.9 Local planning authorities have a duty to identify land for development (Housing Act 2004 S225). 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

- 10.10 The Council should consider if it owns any 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. However given the current economic climate, 'going rates' may negate the viability of development. The Homes and Communities Agency may 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 and although not a popular suggestion, it should be given consideration.
- 10.11 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.
- 10.12 Further guidance on location has been issued by the Government³¹. In terms of location, the following factors are recognised as being particularly important: sustainability and sites offering scope to manage an integrated co-existence with the local community; ground conditions, levels of land and flood risk; access and availability of public transport, access to GP and other health services; and proximity to bus routes, shops and schools.

³¹ Office for the Deputy Prime Minister Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites and Department for Communities and Local Government Designing Gypsy and Traveller Sites – Good Practice Guide

10.13 Site appraisals of brownfield sites should take place, recognising that sites in proximity to rubbish tips, on landfill sites, close to electricity pylons or any heavy industry are unlikely to be suitable. Health and safety matters should also be considered including quality of land, vehicle access and management and fencing.

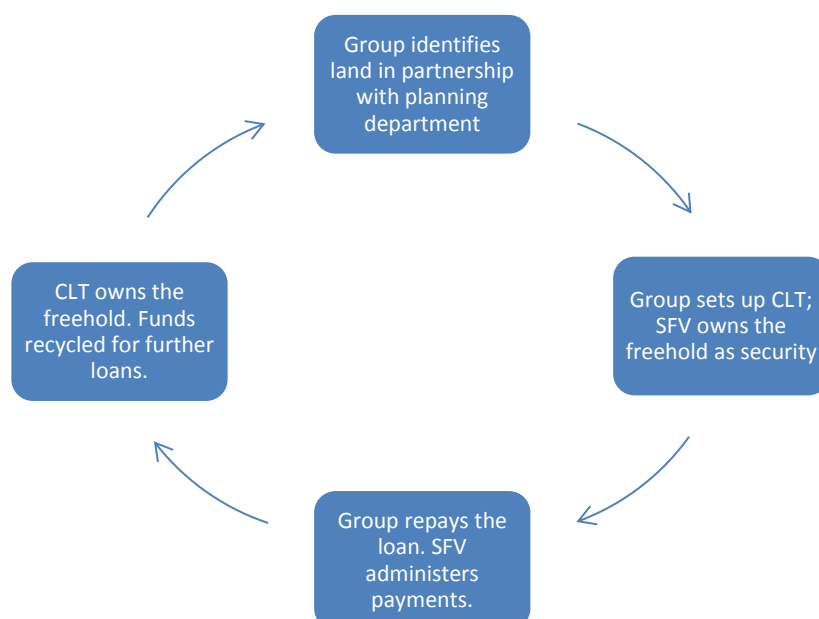
Community Land Trusts

10.14 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.

10.15 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.

10.16 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 11.1 How does CLT model work?



Planning gain

- 10.17 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

- 10.18 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 members³².
- 10.19 Work undertaken by PAS³³ 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.

³² I&DeA (now Local Government Agency) local leadership academy providing Gypsy and Traveller sites

³³ PAS spaces and places for gypsies and travellers how planning can help

Recommendations for meeting pitch requirements

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

- The Council continues to work with neighbouring local authorities on any cross boundary issues as it moves towards site identification and allocation;
- 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 within Bradford and the option of developing negotiated stopping facilities is assessed;
- That detailed records are kept on all encampments including the number of caravans and also details of reasons for the encampment;
- That needs are monitored on an on-going basis, with a five year rolling objective assessment of the need for permanent and transit pitches;
- 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 for 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.

Tackling wider service and support needs

10.20 Consideration needs to be given to the ways in which the Council and other statutory agencies engage with Traveller communities that struggle with high levels of illiteracy and social exclusion. Attendance at meetings, especially in

local authority offices, is not always the best option. The only way to achieve an effective, meaningful and on-going dialogue with Gypsy and Traveller and Travelling Showpeople communities is to invest time and resources in this, either directly or by working in partnership with an appropriate community group or organisation. To this end, the Council engages with LeedsGATE, a members' organisation for Gypsy and Traveller people in West Yorkshire which seeks to improve quality of life for their communities. It is possible to make information available to Travellers in a number of different ways (see Appendix B for more information on good practice in planning for Gypsy and Traveller provision) and these methods need to be adopted as standard practice when working with Traveller communities.

Recommendations for tackling wider service and support needs

To enable CBMDC to tackle wider service and support needs it is recommended that consideration is given to the following:

- That, in line with the best practice set out within this chapter, the Council reviews how it engages with Traveller communities locally, and develops new methods of long-term, on-going engagement;
- Provision of additional support to Traveller communities to enable them to better access services and support;
- That the Council liaises with local colleges and schools to identify opportunities to support and facilitate opportunities to improve literacy amongst Traveller communities; and
- That the Council continues to work with healthcare professionals to improve health outcomes for Travellers, including working to improve property conditions, which adversely impact upon the health of those living on pitches on sites.

Concluding comments

- 10.21 The overarching purpose of this study has been to identify the accommodation requirements of Gypsies and Travellers and Travelling Showpeople across Bradford.
- 10.22 The study has evidenced a shortfall of 30 permanent authorised pitches across Bradford over the period 2014/15 to 2018/19. It should be noted, however, that this does not take into account any turnover. In the longer-term, it is expected that there will be a requirement for pitches from nine new households over the 15-year period 2019 to 2033. The study has evidenced an overall shortfall of 32 plots over the period 2014/15 to 2018/19. Again, however, this does not take into account any turnover. Over the 15-year period 2019 to 2033, it is expected that there will be a requirement for plots from 13 new households.
- 10.23 Analysis of unauthorised encampments points to a need for seven transit pitches. A number of models for addressing this need should be assessed and discussed with both the Gypsy and Traveller community and with neighbouring

authorities. This includes new dedicated transit sites, as part of new permanent site provision or as part of a negotiated stopping provision. The seven transit pitches would need to be capable of accommodating 14 vehicles/caravans or two vehicles/caravans on each pitch.

- 10.24 To assess additional need for pitches and plots (after taking into account any revised supply or turnover data) in the longer term, it is recommended that this evidence base be refreshed in five years. Future refresh of the data will ensure that the level of pitch and plot provision remains appropriate for the Gypsy and Traveller and Travelling Showperson population across the District.

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 (sic) was satisfied that there was adequate accommodation, or on grounds of expediency. Following the recommendations of the Cripps Commission in 1980, provision began to grow rapidly only after the allocation of 100% grants from Central Government. By 1994 a third of local authorities had achieved designation, which meant that they were not required to make further provision and were given additional powers to act against unauthorised encampments. The repeal of most of the Caravan Sites Act under the Criminal Justice and Public Order Act in 1994 led to a reduction in provision, with some sites being closed over a period in which the Gypsy and Traveller population was increasing.
- A.4 The **1994 Criminal Justice and Public Order Act (CJ&POA)**:
- Repealed most of the 1968 Caravan Sites Act;
 - Abolished all statutory obligation to provide accommodation;
 - Discontinued government grants for sites; and
 - Under Section 61 made it a criminal offence to camp on land without the owner's consent.
- A.5 Since the CJ&POA the only places where Gypsies and Travellers can legally park their trailers and vehicles are:
- Council Gypsy caravan sites; by 2000 nearly half of Gypsy caravans were accommodated on council sites, despite the fact that new council site provision stopped following the end of the statutory duty;
 - Privately owned land with appropriate planning permission; usually owned by Gypsies or Travellers. Such provision now accommodates approximately a third of Gypsy caravans in England; and
 - Land with established rights of use, other caravan sites or mobile home parks by agreement or licence, and land required for seasonal farm workers (under site licensing exemptions).
- A.6 By the late 1990s the impact of the 1994 Act was generating pressure for change on both local and national government. There was a major review of law and policy, which included:

- A Parliamentary Committee report (House of Commons 2004).
 - The replacement of Circular 1/94 by Circular 1/2006 (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 is required under section 87 of the Local Government Act 2003 to prepare a strategy to meet such accommodation needs, they must take the strategy into account in exercising their functions;
 - A local housing authority must have regard to section 226 ('Guidance in relation to section 225') in:
 - carrying out such an assessment, and
 - preparing any strategy that they are required to prepare.
- A.9 **The Planning and Compulsory Purchase Act 2004** set out to introduce a simpler and more flexible planning system at regional and local levels. It also introduced new provisions which change the duration of planning permissions and consents, and allow local planning authorities to introduce local permitted development rights using 'local development orders'. It made the compulsory purchase regime simpler, fairer and quicker, to support major infrastructure and regeneration initiatives.
- A.10 The Act introduced major changes to the way in which the planning system operates. Local planning authorities were required to prepare a Local Development Framework, which was subsequently amended to a Local Plan document with the introduction of the National Planning Policy Framework in March 2012.
- A.11 Part 8 of the Act contains a series of measures to reform the compulsory purchase regime and make it easier for local planning authorities to make a case for compulsory purchase orders where it will be of economic, social or environmental benefit to the area. This section also brings in amended procedures for carrying out compulsory purchase orders, including a widening of the category of person with an interest in the land who can object, and deals with ownership issues and compensation.
- A.12 **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 Cooperate which applies to the provision of Gypsy and Traveller sites; the Duty 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.13 **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.

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.'³⁴ 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.

³⁴ 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 Lewis³⁵ 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

³⁵ <https://www.gov.uk/government/speeches/planning-and-travellers>

guidance on ‘Diversity and equality in planning’³⁶, 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:

³⁶ ODPM Diversity and Equality in Planning: A good practice guide 2005

- The change in the number of Traveller households that have or are likely to have accommodation needs to be addressed over the Plan period;
 - 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.³⁷ 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 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.'³⁸ 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'³⁹. 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;

³⁷ PAS spaces and places for gypsies and travellers how planning can help page 8

³⁸ PAS spaces and places for gypsies and travellers how planning can help page 8 & 14

³⁹ PAS spaces and places for gypsies and travellers how planning can help page 10

- **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:
 - *‘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.’⁴⁰*
- **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.’⁴¹* 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;

⁴⁰ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 8

⁴¹ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 13

- 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;
 - 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.'*⁴²

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.⁴³

⁴² RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part A page 18

⁴³ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

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 approach are its transparency and the certainty it provides both for Gypsies and Travellers and for settled communities.’⁴⁴

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.

⁴⁴ RTPI Planning for Gypsies and Travellers Good Practice Note 4 Part C page 11

Appendix C: Fieldwork Questionnaire

Bradford District 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 Bradford District Council. I don't work for the Council 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
7. Private tolerated site [] 7

No. of separate **respondent** self identified households living on pitch (not individuals) [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. [] Caravan
4. [] House
5. [] Bungalow
6. [] Flat
7. [] Sheltered/Extra care housing
8. [] Other **[please state]:** _____

1d. Where is your other home base?

Please state (village/town/city)_____

1e. 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. Caravan
 4. House
 5. Bungalow
 6. Flat
 7. Sheltered/Extra Care housing
 8. House and yard with or without trailers
 9. 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/caravan 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/wagon/mobile home/chalet/caravan 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 Q7)
- 2. Lifestyle/Belief (Got to Q7)
- 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 Q7)
- 7. Want to settle down (Got to Q7)
- 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:

7. 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/caravan etc is normally located (with planning permission)
2. Own land where trailer/wagon/caravan etc is normally located (no planning permission)
3. Own land where trailer/wagon/caravan etc 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. 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

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

11. 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 Q12
2. Yes, with no ownership or lease for the land. If 'Yes' please go to Q12
3. No. If 'No' please go to Q13a

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

13a. 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 Q13b
- 2. No Go to Q14

13b. If you do have option(s) for a new site where are these and how many additional pitches could potentially be accommodated?

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

ALL RESPONDENTS

15. Do you think your home/trailer/pitch/caravan is overcrowded? (Select only one.)

- 1. Yes
- 2. No

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

17. 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]:***

18. 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

19. Do you feel you have enough space for your trailers, wagons, horse boxes, vehicles and loads etc?

Yes 1. No 2.

20. How many bedrooms/sleeping trailers, caravans or wagons do you have?

Number: _____

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

Please state amount

£ _____

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

1. None
2. Part
3. All

Housing History

23. 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 Q28**
3. Homeless - **go to Q28**

24. 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

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

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

[please state] _____ :

26. Why did you leave that place?

27. 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

28. In the last year, have you travelled?
(Select only one.)

1. Yes

2. No - **go to Q32**

29. 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

30. 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.			

31. 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]:***
-

32. 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. Is there a need for transit sites in the Bradford District Council area?

1. Yes
2. No

33. 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)	
Bradford District Council area [please specify]				1
Other local authority area bordering Bradford District Council [please specify]				2

34. 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]**:

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]**

35. Why do you travel? (Select all that apply.)

1. Cultural heritage
2. Personal preference

Advice, support, health and other services

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

1. Yes Go to Q37
2. No Go to Q38

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

Adaptation 1	
Adaptation 2	
Adaptation 3	

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

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

The future

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

9. 1. Planning to stay where you are based now – **go to Q43**
- 10.
11. 2. Plan to move elsewhere - **go to Q41**
- 12.
13. 41. If you are planning to move elsewhere, are you planning to move to (select one):
14. 1. Another pitch/plot on the same site/yard in a trailer/wagon/caravan go to Q43
15. 2. Another pitch/plot on the same site/yard in a chalet/mobile home go to Q43
16. 3. Another pitch/plot on the same site/yard in a chalet/mobile home go to Q43
17. 4. Onto another site/yard (if so, where)
18. _____

go to Q43
19. 5. Into bricks and mortar accommodation **go to Q42**

20. 6. From bricks and mortar accommodation onto a site/yard (if so, where?)
21. _____

22. **go to Q43**
23. 7. Other [please specify]: _____ **go to Q43**
- 24.
25. 42. If you are planning to move to bricks and mortar accommodation
26. a. Where would it be ?

- 27.
28. b. What type of accommodation?
1. House
2. Bungalow
3. Flat
4. Sheltered/extra care housing

29. 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]:** _____

42d. What are your reasons for wanting to move to bricks and mortar accommodation?

43. 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]:** _____

44. Is there a need for new permanent site(s) in the Bradford District Council area?

- 1. Yes
- 2. No

45. 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)	
Bradford District Council area [please specify]			1
Other local authority area bordering Bradford District Council [please specify]			2

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

47. 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

48. 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

Q49 (Select only one.)	✓
1. Respondent is part of emerging household	
2. Respondent is not part of emerging household	

50. 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 []

51. 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	[]

52. 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 area.

HH1 _____

HH2 _____

HH3 _____

HH4 _____

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

HH1 _____

HH2 _____

HH3 _____

HH4 _____

54. 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 Q55	1	[]	1	[]	1	[]	1	[]
Chalet/mobile home/caravan or similar go to Q55	2	[]	2	[]	2	[]	2	[]
House - go to Q55	3	[]	3	[]	3	[]	3	[]
Bungalow - go to Q55	4	[]	4	[]	4	[]	4	[]
Flat - go to Q55	5	[]	5	[]	5	[]	5	[]
Sheltered housing go to Q55	6	[]	6	[]	6	[]	6	[]
Extra Care Housing – go to Q55	7	[]	7	[]	7	[]	7	[]
No permanent base required – go to Q55	8	[]	8	[]	8	[]	8	[]
Other (please specify) – go to Q55	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.)

55. 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 <i>[please state]:</i>	6 []	6 []	6 []	6 []

56. 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 <i>[please state]:</i>	5	[]	5	[]	5	[]	5	[]

57. 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	[]	1	[]	1	[]	1	[]
No	2	[]	2	[]	2	[]	2	[]

Your Household (Respondent)

58. 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

59. 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): _____

60. 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): _____

61. 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): _____

10.

11. 62. 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.

63. 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 []

64. Age

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

IF NO SCHOOL AGE CHILDREN GO TO Q74

65. 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]:** _____

66. 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 []

67. 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 []

68. **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? _____

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

70. 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:-

71. 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

72. 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

- D.1 *Which Local Authority areas do you work in? Please tick all that apply. If you work in an area outside Bradford District (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 ticking any appropriate boxes below or by using the 'other' option.*

	Response percent
Leeds	30.77%
Calderdale	15.39%
Barnsley	7.69%
Wakefield	15.39%
Pendle	0%
Kirklees	15.39%
Craven	0%
Harrogate	0%
Greater Manchester	0%
Another Council area in Lancashire	0%
Another Council area in North Yorkshire	15.39%

Other: Bradford.

- D.2 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?*

- In the case of Leeds, the Council has a specialist Gypsy and Traveller team which liaises with other departments within the Council. Also, the Leeds Gypsy and Traveller Exchange are heavily involved in Gypsy and Traveller matters in the area.
- No. Research.
- N/A.
- We are aware that there are many groups and services working with the community on these issues.

- No there needs to be at a minimum a needs assessment completed bringing together existing information. This community is only mentioned in the JSNA which is supposed to highlight areas/communities with specific needs.
- There is not enough understanding of the issues facing these communities, particularly the wider determinants of health. Recent research highlighted the need to address perceptions about Travelling communities and the need for more awareness raising and training. Most staff perceptions were based on observation mostly from the media, many had never knowingly met a Gypsy or Traveller personally or professionally.
- The information is available but the needs of these groups are not high on the agendas of service providers and decision makers. All service providers should be explicitly required to consider the needs of the Gypsies and Travellers as part of their equalities responsibilities. Sometimes because of the lack of definite information on the size of the local populations these groups are overlooked.
- No I don't think there is sufficient understanding of the needs and issues affecting the Gypsy and Traveller community, this is due to mistrust on the part of the Gypsy and Traveller community (out of fear and negative experiences) and prejudice (in many cases) and lack of/poor quality information on the part of service providers. Effort needs to be made to encourage the Gypsy and Traveller community to develop their own advocacy and belief in the 'systems' that they do not see relevant to them. One size does not fit all, what works for the general population may not work for Travellers. Understanding of prejudice and the role it plays on how services are delivered and designed for Gypsies and Travellers needs to be increased. If local authorities are clear about co-operation then they need to find ways to engage Travellers in developing services that meet their needs.
- N/A.
- No. there needs to be more dialogue involving Gypsies, Travellers and Travelling Showpeople for us to fully appreciate their needs, and they are aware of what is available to meet them. Special areas include education and health services.
- Do not know.
- Information is there but often not collated. There is information available from across the region and the country which can give a good indication of the likely position in Bradford. Routine monitoring according to the ONS census categories is required across all services and initially with staff training to back it up.

D.3 Q2. *Are the health, education, accommodation and support needs of Gypsies, Travellers and Travelling Showpeople adequately monitored? If not, what more could be done?*

- Leeds has just completed examination of its new policy on Gypsy and Travellers (H7) for the Core Strategy. The Inspector indicated at this meeting, which took place on 14th May 2014, that he was satisfied with the evidence provided, but the policy is still un-adopted. Previously Leeds was asked to provide more evidence on concealed need in the area; further work was then

done with the help of Leeds GATE to reach previously un-surveyed Gypsies and Travellers. This involved asking the Gypsy and Traveller community themselves to complete survey work with the aim of reaching those who may not be willing to talk to the Council. A similar approach could be adopted to monitor accommodation needs.

- N/A.
- See above.
- Aware of work completed by other authorities/organisations, however there is no specific work undertaken by either the CCG's or Public Health to monitor needs.
- Nobody seems to collect and collate accurate data on these communities, as accurate as data can be with communities who have a fear of identifying themselves, monitoring needs to improve and needs to be added to ethnicity data at all assessments at all services.
- Monitoring categories could be standardised across services and staff could be trained and their awareness raised on asking people to ascribe to an ethnic category.
- When Travellers are on official sites they are tenants like any other social housing client, however, they don't seem to enjoy the same tenant engagement activities as non-travellers e.g. residents associations. I do not think the community or their issues are adequately monitored. When Travellers are not on official sites they are considered a nuisance and moved on. In this process I am not sure where the monitoring of trends in population change and service demand is undertaken. We need to encourage Gypsies and Travellers to put down roots (even though they may continue to travel), register to vote and become citizens like everyone else. The census is used to collect population data and the electoral register is also used for proxy measures, so increasing registration and filling of census forms along with improving ethnic monitoring in all service areas is one way to make sure Gypsies and Travellers can literally be counted.
- More mobile facilities to travel to the sites focussed on the residents' agenda and signposting them to services or facilitating access to them.
- Do not know.
- N/A.
- As above.

D.4 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.*

- Do not have enough information to answer.
- N/A.
- Yes I am aware complex psychological problems are not fully met.
- We are aware that support is currently given to the community by various agencies and services.

- All these groups require: Services related to improving health outcomes and ensuring employability. Also need to be linked to appropriate adult and community services.
- Very much so, to improve community relationships, increase health, literacy, to encourage better access to services to improve health outcomes and life expectancy. Discrimination towards these communities is very real and police need to be involved in the improvement of relationships taking hate crimes more seriously.
- Ideally have a Gypsy and Traveller led community organisation working with the communities to develop, organise and advocate.
- Yes, they have lower levels of literacy, shorter life expectancy, higher percentage of life spent in ill health, higher rates of disability, face greater discrimination, unemployment. Multi-pronged approach needed to tackle illiteracy, confidence in self and services, help people get job ready in both traditional and non-traditional fields. Training opportunities need to be created to help Gypsies and Travellers break out into fields they traditionally shy away from e.g. working for local authorities, health or police.
- Travelling Showpeople and Travellers moving through need to be contacted as they book or as they arrive to arrange a health facility on site for some part of their stay in the area.
- N/A.
- Do not know.
- There is a need for asset based community development and co-production with service providers to ensure that support offered is relevant, required and effective.

D.5 *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.*

- See answer 2. Leeds was able to survey a significantly larger pool once we used local knowledge from the Gypsy and traveller community.
- No good research.
- N/A.
- Within Environmental Health Services and the agencies that we work with there is a good awareness.
- There has been very little awareness raising - the Gypsy and Traveller Working Group have supported a training event for local councillors and council officers and the Chair of the Gypsy and Traveller Working Group sits on the Race and Ethnicity Strategic Group but this provides limited ability to actually deliver sessions; there needs to be focused development of awareness raising sessions across frontline workers.
- There is some awareness but not adequate, many elected members do not understand the needs and requirement and yet are called to make decisions on planning permissions. Some very targeted awareness with elected

members and key officers and decision makers is needed to make them fully aware of their responsibilities. This is particularly important to increasing the number of sites and pitches in the area.

- All community agencies could pool together to better raise awareness of the issues faced by these communities and include members of the community in the delivery. More involvement from the community at planning and safety meetings across the district. June could become more of a showcase for Gypsy Roma Traveller history month across agencies with the communities.
- N/A.
- No, I think the vast majority of people just think that they are Travellers because they travel. I don't think they are aware of the cultural norms and traditions, including service providers. Lack of understanding leads to creating services that people don't want i.e. huge sites (prefer smaller family ones), sites are created without any play spaces or community spaces so limiting opportunities for the community to organise itself and others to engage them in a space they feel comfortable. Media definitely needs to be tackled at the highest level, elected members also need support to understand how to engage with media around unauthorised encampments i.e. not add to the prejudice and discrimination but talk only about the issues. I think for planners, health service, frontline staff, Gypsy and Traveller awareness should be mandatory although I cannot see this happening as general equality training is not mandatory in many 'agencies'.
- I think their needs are diverse and not easily summed up by thinking of them as a homogenous group, or even several homogenous groups. This leads to the conclusion that if we are to serve them usefully we need to be able to talk at individual and family level.
- Do not know.
- There are pockets of good practice but generally there is low awareness and high risk of stereotyping or conversely of invisibility. Diversity and cultural competence training for all staff should include practical knowledge and awareness in respect of Gypsies, Travellers, Travelling Showpeople and Roma.

D.6 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.*

- As part of the Site Allocations - Issues and Options the Council asked questions on whether any suitable sites for future accommodation were available. The Council is also aiming to extend Cottingley Springs, its G&T site, by a further 12 pitches (subject to Inquiry in July) to improve accommodation. Transit / negotiated stopping sites are also proposed as part of the Core Strategy policy. Recent survey work raised awareness with the G&T community.
- Yes. The Gypsy and Traveller working group supports events aimed at promoting awareness of these issues.
- Yes - we have worked with partners to develop sessions for frontline workers.

- Don't know.
- N/A.
- A Gypsy and Traveller Health forum has been formed to bring staff together to raise issues and take back to their work areas good practice and information as champions. The Health of Men and Boys team have been visiting the local authority sites to promote health for men starting with taking blood pressures and building up relationships.
- Yes, we organised some elected member and officer training earlier this year, and are raising awareness with other organisations (e.g. health, education).
- Yes, we have held conference and training sessions. These were generally well received. Staff elected to come on the sessions themselves and in most cases we were talking to people who wanted to learn and had a good customer service ethos, all staff in relevant services need to meet and speak with Gypsies and Travellers. There is a multi-agency partnership and a Gypsy and Traveller specific Plan to highlight needs and issues and create a template for action is being developed. Support is regularly provided for Gypsy and Traveller and Roma History month and VCS have been supported to host Gypsy and Traveller workers (people actually from the community).
- N/A.
- We have regular meetings with the local Gypsy Traveller community members via the Gypsy and Traveller Implementation Group, who have drawn up plans for a package of measures using the Gypsy and Traveller Action and Implementation Group (GTAIG) for consultation, who are BDCT staff and members from the local Gypsy and Traveller communities, in close partnership with the local Authority (BMDC). We provide a drop in health clinic at one site, though due to site refurbishment this is currently suspended. It is hoped that when this restarts it will also be possible to introduce the same facility into other areas.
- We have provided a number of cultural awareness training sessions to professionals in the Bradford area. Recently this was evaluated as part of a Mary Seacole awardee project carried out by Olwyn Lidster of Bradford District Care Trust.
- Not in the study area, but in Wakefield District. Gypsy and Traveller liaison officers, including education and health. Council run site at Heath, Wakefield.

D.7 Q6. *Do you think that there is sufficient provision of permanent sites/pitches for Gypsies, Travellers and Travelling Showpeople across Bradford District?*

	Response percent
Yes	9.09%
No	36.36%
Other	9.0%

Please give us your views:

- N/A.

- Transit sites would be useful in Bradford to stop the stress of roadside encampments for all involved. Better support for the communities is needed on existing sites. Separating out the enforcement and assessment functions. Separate enforcement and assessment functions are required.
- We need to achieve parity with the housing market, i.e. where a range of options including home ownership are available and there is 'slack' within the market to accommodate changing demand.
- Don't think so, but I may not be aware of all the sites available.
- Do not know.

D.8 Q7. *If new permanent sites/pitches are needed in Bradford District, where do you think that these should be located? Which location is best and why?*

- No preference.
- They need to be sited where the people want to live; many want to develop their own family sites rather than having large sites; all sites need to have enough space to meet the families' requirements e.g. horses/additional trailers.
- Location would need to be agreed in consultation with members of the community themselves and negotiation with service providers working with the communities. Otherwise Travellers would not reside on the site; pitches also need to be affordable for families, particularly in respect of utilities.
- There is probably a need across the District for smaller sites. Some in the BD3 area and some in Shipley Saltaire area, to reflect needs of previous consultations. Also on Holmewood to reflect needs of some people forced into bricks and mortar who have settled but might like the opportunity to live in a trailer if pitches were available.
- Best to consult with community. No matter which site is chosen there will be objections from within the settled community 'neighbours' so this needs to be managed. Sites need to be near public transport, schools, open spaces, medical facilities as proximity may encourage uptake of services.
- It would be best to ask the people who will use them, but the Aire Valley has areas of land that could perhaps be utilised, near Keighley or Bingley.
- N/A.
- Urban locations, so close to range of facilities. Sites with convenient access to main road network.
- I would prefer to work towards an answer to this question via a co-produced process which begins with dialogue with Gypsy and Traveller community members and staff from the relevant departments such as housing and asset management. In general terms a larger number of smaller (10-15 pitches at most, and down to a very small number of pitches if demand is demonstrated) sites across the City in a variety of well serviced locations is much preferable to larger sites.

D.9 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?*

- Local opposition.
- NIMBYISM across the District. Fear of the communities by the settled community.
- The public's misunderstanding of the communities, poor relationships with the communities and NIMBY mentality. If situated in the wrong place and the communities' living needs are not considered then the pitches would not be used. It is important to listen to the tenants' views and not lump all communities under the umbrella term "Gypsies and Travellers" together on one site.
- N/A.
- The main barriers are prejudice of elected members, officers and members of the public. These historic barriers have prevented provision despite need and land being identified for new provision.
- Yes prejudice and discrimination; people are fearful even if they have never met a Gypsy or Traveller person. Why is a site development any different to other traditional housing sites, where people don't know who is going to move in? Elected members will get lobbied to make sure the site does not go up in that area; articulate people (who should know better) will be up in arms and petition against the planning decision. Myths that the Travellers stay on the sites for free and don't pay taxes abound. View that if we provide sites we are encouraging more Travellers to come here. If they become active and productive citizens what is the problem? Finding a location that no-one objects to. Convincing people that the site won't be an eye-sore (I have heard Mary St described in this way).
- Local residents will most likely not want the sites near where they live. Travellers may not want to locate there. Councils may lack the will and resources to start the process of looking at possible sites.
- Perception and attitude of settled community. Availability of suitable and acceptable sites.
- Lack of political leadership, media reporting of poorly managed unauthorised encampments (both locally and nationally), lack of effective engagement with local communities including Gypsy and Traveller communities.

D.10 Q9. *Do you think that transit sites are needed in Bradford District. 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.*

- Yes, Leeds policy H7 splits need figure between Private / Public and Transit provision. Transit pitches can reduce tension with settled community if they reduce unauthorised roadside encampments. Should be located within reach of main transport corridors.
- Some Travellers prefer them.
- No.

- Yes again this should be decided in consultation with the communities and then with local organisations that could provide support.
- Definitely needs, again negotiation with the community on the best place will be needed.
- There are differing views on this but as there are some unauthorised encampments from time to time particularly in the summer months, it needs to be given some thought. Tolerated stopping places might also be considered to fulfil this need.
- Is a good idea, especially if they have to come and book ahead if possible, will help with the hassle of unauthorised encampments, may save time and money, location should be close to main arterial routes through the District, will be used better if waste facilities and bathroom are provided, it will deal with biggest community concern i.e. rubbish (given a choice Gypsies and Travellers will deal with their rubbish properly but like the rest of the population there are some who will not).
- As a rule we prefer use of a negotiated stopping policy whereby unused land can be used for short term (max three months) encampment via a negotiated agreement between the local authority and Gypsy/Traveller people in transit and including provision of portaloos to each family, and disposal facilities for household waste. This has proved a cost effective method of enabling traditional 'travelling' whilst not leaving one local settled community, including GPs and Schools, with a constantly changing series of families on a transit site. 'Transit' sites should not be used to meet the needs of families who want but have no 'home' pitch. Transit sites attached to permanent sites can cause the same issues of constantly changing neighbours to permanent pitch residents as they can to local 'settled' community and should be kept to low numbers where such provision is unavoidable.
- Probably, so can reduce roadside encampments for Travellers passing through the district only staying for a short period of time.
- N/A.
- Along the A65 would be a good place as the route is well used by the people who would use the facilities.

D.11 *Q10. Do you think there are barriers to new transit sites provision? If so, what do you consider the main barriers to be?*

- As above.
- Pressing need for permanent pitches may outweigh transit provision.
- Society being concerned about rubbish, anti-social behaviours and not having good relationships with them. Neighbours to new sites would need reassurance about amenities for the sites and community support work would be essential. Horses may be a problem as part of their culture this would need to be considered in the situation of the transit sites.
- Again the issues are around getting the work done by the council to identify sites and develop the idea in the face of public opposition and lack of political support.

- Perception and attitude of settled community. Availability of suitable and acceptable sites.
- As above the impact on local communities (settled or Gypsy/Traveller neighbours) can be ongoing and unsettling. We are better advised to use short term and geographically changing negotiated stopping for transit needs and focussing on permanent provision for those needing permanent homes. This is much better for managing community cohesion.
- Local residents will most likely not want the sites near where they live. Travellers may not want to locate there. Councils may lack the will and resources to start the process of looking at possible sites. Land may be expensive at some points along the route.
- Argument against: may encourage more through travel. If site full all the time may attract more unauthorised encampments. Where would you locate them, how enforce them?

D.12 Q11. *What are your views on the standard of facilities on existing sites in the Bradford District area?*

- No comment;
- As 3/4 of a million pounds has just been spent refurbishing the sites to bring them in line with social housing standards we know that the facilities are of a high standard.
- They are currently under refurbishment but tenants are concerned about the cost of gas, electricity etc., and also the fact they were not consulted or made aware of what the refurbishment would be like.
- The 'sheds' are being upgraded however there are no communal spaces or play facilities for the children. If health groups want to put information onto sites there are very limited opportunities. The play bus can visit. There is no facility to expand home schooling or for employment skills training nearby. The Mary Street site is particularly lacking in facilities for the families and is in an area that makes it difficult for families and older people.
- The Esholt site is in what many might regard as a good location, but there is a problem for people who live there who do not have access to a car/don't drive. It can be isolating for some people. There is a lack of grazing land adjacent to the site, this could be explored further. Facilities are being upgraded in the sheds and for the first time residents will have a choice of power suppliers which has always been an issue with many paying very large amounts for heating. The location of the Mary Street site is poor, being next to the recycling facilities. While some people like to live in BD3, for work reasons, the location could be better.
- N/A.
- What I have seen looks quite good but I don't live there. Refurbishment is underway at one site.
- According to the people that live on them they could be better. Fuel costs are ridiculous, tenants are not free to switch and save like the rest of the population. Sites poorly designed, difficult to get bin wagons, fire,

ambulances around so potentially dangerous. No demarcation of each area i.e. personal garden boundaries.

- Both existing local authority sites lack access to a community facility such as meeting room. Such facilities can be seen to make a significant contribution to quality of life and enhanced engagement with service providers where they exist on LA sites (see Manor Health at Wakefield). Mary Street is poorly located, overcrowded and lacking in green space.

D.13 Q12. *Do you have any views on how existing sites are managed in Bradford District?*

- No.
- No.
- The sites are managed by the Council in a fair and equitable way in accordance with legislative provisions.
- There are concerns about how these communities are managed in general as they do not appear to be involved in any decisions about them, and the same people provide both enforcement and support for the sites which are two very conflicting roles for one person to have to deliver.
- The officers who manage also have an enforcement role which compromises them to some extent. Some people living on the sites have said that they don't feel their views are taken into account and that they are not consulted properly on changes. There seems to be a need to look at allocations policies and how to manage disputes. Opportunities to improve sites have not always been taken when 100% funding has been available and indicates to some that the best interests of site residents is not always paramount.
- N/A.
- See previous answers. Big issue that they are rent paying tenants but do not seem to have same relationship to landlords as other social housing tenants. They need to be treated like any other community and encouraged to participate and have a view and opinion.
- No.
- No, I have insufficient knowledge of the management structures to comment.
- Any housing management is enhanced by effective local community development, engagement and co-production between residents and management. This is not much in evidence in Bradford District in regards to management of the Gypsy and Traveller sites.

D.14 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 Bradford District? If so, has your organisation addressed this in any way?*

- No.
- Aware of tensions that do exist within all sectors and between family groups in these communities. The Council work with the community and other agencies on an ongoing basis to manage any issues.

- I am aware of tensions but we have not been involved in this.
- There were known tensions on the sites where the communities do not feel they were listened to and have since left the area due to fear of violence. They did not feel they were taken seriously and their complaints not taken as hate crime.
- Aware of tensions on sites between family members, some residents felt their concerns and fears of violence were being ignored by management and the police. Some residents who had lived there peacefully for over 20 years were forced to move away fearing their safety.
- No, similar reason as question 12.
- Yes, issues on sites, family feuds, LA has had site staff support and police involved, managed the issues but not sure if they have been 'resolved'.
- Not aware.
- N/A.

D.15 Q14. *Do you know of any Gypsies, Travellers and Travelling Showpeople living in bricks and mortar accommodation in Bradford District? 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.
- No.
- Yes we know a number of families but no specific data.
- There are many Gypsies and Travellers living in bricks and mortar, some second and third generation across the whole District. Many have chosen to hide their identity for fear of discrimination if they say who they are. Many describe feeling their identity is removed from them when they move into bricks and mortar. The majority of families appear to be concentrated in BD4 and 5.
- Yes.
- No.
- Yes there are on Ravenscliffe, Bradford moor, Canterbury and Holmewood. I suggest you speak to Incommunities, the social landlord who runs these estates.
- N/A
- No.
- Yes. No reason not to believe that the standard assumption – two thirds of Gypsy/Traveller people live, whether by choice or not, in housing - would apply in Bradford.

D.16 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 Bradford District? Why do you think this?

- Don't know because this service does not work with this particular group.
- A number of families living in bricks and mortar find this detrimental to their mental wellbeing; research is being conducted into this.
- Many of the people living in bricks and mortar would prefer to be living on a site with their community and living their way of life, this would be a win win situation in that if sites were to be provided of a good living standard they may identify themselves and be able to be proud of their culture again, it would also free up much needed social housing.
- Yes, speaking to settled Travellers, if there were more sites they would have chosen to live there rather than in bricks and mortar accommodation. The previous needs assessment identified a need for additional pitches which have not been provided. Some people would not choose to live on Mary Street next to the recycling facilities and does not have any play facilities for the children. Esholt might not be an option due to the family dispute and different affiliations, a site in a good location with good facilities might be a preferred option for many who currently feel forced, due to lack of choice, into bricks and mortar.
- Some older people would live in caravans if given a choice, not sure about children born into bricks and mortar.
- N/A.
- Only if they intend to revert to a Travelling lifestyle.
- Don't know, ask them.
- In our advocacy service we see a consistent stream of people, including people from Bradford, who are struggling in housing and whose wellbeing, self-care and self-determination is compromised by not living in appropriate pitch accommodation. This issue includes particularly problems associated with isolation, anxiety and depression. Older people whose ill health and lack of appropriate or available pitch accommodation obliges them to make 'Hobson's' choice and move into a house often find that accessing family care is more difficult, burden on carers is significantly increased by not 'living next door' on site. Young families also can experience isolation, loss of identity and loss of familial support. Ultimately this can increase costs to local statutory and VCS service providers.

D.17 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)?*

- Don't know.
- Some support through the Gateway project but limited numbers can access this.
- There is not enough support available, Travellers would also be unlikely to know where to access support and be too proud to ask. Leeds has a

wonderful service that could be extended to Bradford. They are happy to support Bradford to better understand the needs of these communities.

- People will have access to CAB and other advice and support organisations. Some support has just been commissioned that is targeted at Gypsy and Traveller communities.
- Some floating support via Horton Housing, not sure if this is sufficient for need, Traveller communities have expressed concern about the service. Not sure what service provided by housing associations and if suitable.
- N/A.
- Don't know, ask them.
- No, do not know.
- There is support available but given the slow but steady number of people accessing Leeds GATE it may be insufficient or where present somehow inaccessible. Gypsy and Traveller people from Bradford access telephone support from Leeds GATE or travel to our office in Leeds. We have found Horton Housing support to be effective where people are accessing them. Our advocacy service offer is based on an underpinning asset based principle of 'helping people to help themselves' which helps to overcome issues associated with advocacy provision such as creating unhelpful dependency or 'failure demand' i.e. by repeated signposting, assessment or gate-keeping. We have good relationships and there is high awareness of our service but currently we do not have resources to extend our outreach service to cover Bradford. This has been requested and is something we would consider if resources to support capacity could be identified. Again refer to <http://locality.org.uk/wp-content/uploads/Locality-Report-Diseconomies-web-version.pdf>. Additionally we know that people have experienced difficulties in accessing private rented accommodation due to financial exclusion or discrimination. Due to such difficulties some families are very mobile between different houses which can impact on successful access to services.

D.18 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?*

- Cultural needs have not, because they have not been well researched.
- Do not know.
- Unsure.
- Their needs are never given consideration if you ask Travellers' their opinion, they describe feeling depressed and anxious when living in bricks and mortar and not part of their community.
- Don't know, ask them.
- This is not something I am aware of, I do know that many settled Travellers chose not to identify themselves, and in some cases this is to protect themselves from negative reactions

- No I think they don't, especially if they disclose their ethnicities or people work it out.
 - Don't know, ask them.
 - Not aware.
 - N/A.
 - Some families have been in housing for considerable time and live in areas where family and peers are nearby, and where families are as well integrated into local facilities as their 'settled' neighbours. However we can estimate that a number of families experience difficulty in accessing suitable (or as suitable as possible) accommodation. As above there are cultural and practical consequences for families who move into housing including anxiety, isolation and depression. Feelings of 'safety' can be significantly affected by the type and location of property and the attitude of neighbours and local services. We have supported families who need grazing for horses. We would also advocate strongly that families in housing should be able to keep caravans on the curtilage where possible.
- D.19 Q18. *If your organisation provides accommodation in Bradford District, how many Gypsy, Traveller and Travelling Showpeople households have approached you for housing during the past five years?*
- 19 pitches
- D.20 Q19. *If your organisation provides accommodation in Bradford District, how many Gypsy, Traveller and Travelling Showpeople households have approached you for HOUSING RELATED SUPPORT during the past five years?*
- None.
- D.21 Q20. *If you are a local housing authority that shares a border with Bradford District 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.*
- Unsure.
 - N/A.
 - Do not know but there are a few from time to time.
 - 2012/13 - 25 unauthorised encampments on Council owned land 2013/14 - 38 unauthorised encampments on Council owned land.
- D.22 Q21. *Are unauthorised encampments problematic for your organisation? If so, please expand.*
- Yes, the Council operates a negotiated stopping policy to help deal with this.
 - A process is followed for dealing with unauthorised encampments on Council land. Whilst this is an efficient process it is a burden on the resources for numerous Departments within the Council. It can also impact on the

regeneration of the City and has in the past been problematic in relation to high profile events.

- Requires resources to sort out in terms of moving on and clearing up.
- Consequences of poor management of unauthorised encampments (moves to rapid eviction rather than dialogue, lack of provision of sanitary facilities etc.) do cause increased requests for advocacy support and do make attempts to identify land, for both negotiated stopping or permanent provision, more difficult.
- Unauthorised encampments are an issue in Wakefield District requiring ongoing intervention and associated costs. Nevertheless, generally good relations between Travellers and Council dealing with unauthorised encampments.

D.23 Q22. *Have you a view on how unauthorised encampments affect local perceptions?*

- May cause tensions with the local community.
- The Council does receive complaints from residents and business when there are unauthorised encampments within the District.
- Unauthorised encampments are what local people expect and are usually the cause for open discrimination.
- Perceptions are affected by media coverage of the issue. Some stopping places e.g. in Little Germany are tolerated by local people knowing that people are just passing through and do no harm. The local media have a role to play in all of this and need to influence balanced reporting.
- In utilising resources to sort out such situations money coming from e.g. local Council Tax payers could be used for other priorities.
- Poor management of unauthorised encampment and associated problems of waste and encampment in sensitive locations, does affect local perception, media reporting and political leadership. We can evidence that negotiated stopping practice can significantly reduce nuisance and complaints associated with unauthorised encampment and also costs to statutory and other services.
- Likely to reinforce discontent of settled community.

D.24 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?*

- Leeds is not at the stage where it has allocated specific sites yet. Too early in the process to answer fully.
- Do not know.
- Unsure.
- Not known.
- No.

- There is insufficient engagement between relevant departments and Gypsy/Traveller community members. National Planning Policy for Travellers Sites requires local engagement and is helpful in this regard if it is acted on by the relevant authorities. Issues of land use (greenbelt etc.) should be dealt with in exactly the same manner as for conventional housing. Pressure for sites in Green Belt is caused by failures to identify alternative suitable and sufficient land elsewhere.

D.25 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.*

- Leeds has raised its need figure from 41 pitches to 62 pitches (plus 15 for Travelling Showpeople).
- To consider when a site can be considered an agricultural holding.
- In the past there has been an issue on who is responsible for developing sites. Planning seem to play their role well but there have been issues in how asset management and housing then cooperate to develop the location possibilities into a viable development. Everyone has to play their part and that has not happened in the past and it has been difficult to see where the sticking points are e.g. officers or politicians.
- Yes, people were taking site provision seriously when they thought it was essential part of the LDF and that the LDF could not be completed without it. Later changes made it easier for people to ignore needs assessment and not increase provision.
- No – see Q25.
- No.
- As before local engagement and use of techniques such as appreciative enquiry and co-production are critical to delivery of appropriate new sites and to maintaining good community cohesion. The local authority should avoid distancing itself from actual engagement for example relying on external consultants to carry out work. This is a mistake and not effective use of resources in the long run. The authority needs to comply with national planning policy in its core strategy and site allocations policy.

D.26 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.*
 - Further guidance on unmet need not being a reason for green belt development may have an impact.
 - If this is effective it could allow for families to develop their own sites thereby reducing tensions between families.
 - Really sorry, I have run out of time to complete the questionnaire.
 - With the difficulties in Bradford establishing new sites in the past even when needs have been identified and funding is available, it is hard to see how this can be enforced if there is no political will.
 - In Bradford it appears this has had no impact so far. Planning Aid did some research/analysis which showed that the majority of Gypsy and Traveller planning applications are thrown out at first phase. Won't have any impact until planners work with communities and members and do what needs to be done.
 - Require councils to assess accommodation needs and plan provision. In theory this should lead to an increase in provision, but it is still unclear if this will be the outcome.
 - Increase provision but not clear whether this will be in the most appropriate locations, particularly given the difficulties of assessing the needs of a potentially nomadic population.

D.27 Q26. *For neighbouring Local Authorities, given the locality of Bradford's existing sites (map attached), please can you advise how your most recent Gypsy and Traveller Accommodation Assessment has taken this into account i.e. migration between the authorities?*

- Inward migration not taken into account in the Wakefield Gypsy and Traveller Accommodation Assessment 2012 as seeking to meet local needs.

- Not yet undertaken.
- Not been involved, cannot comment.
- The West Yorkshire GTAA 2008 is currently our most recent assessment; a new joint GTAA has been commissioned for Kirklees and Calderdale and will be published later this year.
- Leeds is prioritising finding accommodation for Leeds based Travellers at present following the survey work completed for the Core Strategy. This work did not reveal any strong cross boundary movements from G&T members who were surveyed. We would welcome further analysis of Gypsy and Traveller movements between authorities, but this work should be driven through the Leeds City Region with a common methodology between authorities.

D.28 Q27. *Are you aware of any regular movements of Gypsies, Travellers and Travelling Showpeople from neighbouring areas, in or out of Bradford District?*

	Response percent
Yes	0%
No	66.67 %

If Yes which routes have you noted?

- Little Germany.
- We are aware that some of the Traveller groups that pass through the Kirklees District come from neighbouring authorities including Calderdale, Leeds and Bradford.

D.29 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.*

- The survey work did not reveal any.
- All authorities should make some provision.
- Whether there are indeed any links between neighbouring Local Authorities and the nature of any links in terms of numbers and types of households.
- There is an inaccurate perception around cross boundary issues, see below. People may 'cross boundaries' for work purposes though and the requirement of a scrap license for each Local Authority area is a problem.
- Study should ask if Travellers are seeking accommodation in neighbouring council area(s) and exchange the information with relevant council(s). This should be done by other councils in their studies to build up a picture of cross boundary movements likely to impact on provision.

D.30 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?*

- A joined up approach through the Leeds City Region.

- Needs of all parts of the community including Showpeople, settled Travellers and people on Holmewood should be considered including the needs for grazing land where appropriate to the life and work of the community members.
- All authorities should have some provision; static sites should be for people who are putting down roots (even though they still travel) i.e. children in school in that City. Transit sites facilitate the need for Gypsies and Travellers to travel but not become a nuisance in the town they are travelling.
- Robust information to enable proper planning of Traveller Sites in terms of numbers and locations
- See Q28.
- There should not be a 'buck passing' exercise prompted by any perceived 'cross-boundary' issues. Gypsy and Traveller people generally have a 'home' town and would prefer to stay there for permanent accommodation. The only circumstance relevant to cross boundary issues is families in transit due to traditional travelling. Negotiated stopping as standard policy across authorities would enhance buy in and co-operation with the policy among Gypsy Travellers who become familiar with its operation in different Local Authority areas. It is not appropriate to 'share' transit provision by pushing it towards Local Authority boundaries and away from access to services.

D.31 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?

- Leeds would like to continue to work with Bradford as part of the Duty to Cooperate.
- It is agreed that the questionnaire contributes to the Duty to Cooperate evidence.
- Cooperation with neighbouring Authorities would be ideal as needs have gone unmet and unacknowledged to date in some neighbouring authorities, which is sometimes used as an argument not to provide in Bradford.
- This is all fine but the last West Yorkshire Joint Accommodation Needs Assessment was also done in partnership but I don't think any authority acted on the findings. How will you ensure this is not the case this time? Significant barrier last time was that one Authority had no provision and had no intention of creating provision, so this made the case for more pitches in other areas a hard sell.
- Yes - it is vital given the propensity to travel of the population being considered that linkages with neighbouring Local Authorities are fully taken into account and inform the locations of any new provision. It is also important that the Study aligns with those of neighbouring Local Authorities.

- It contributes but is only the start of the process. Further dialogue is necessary to establish what the actual strategic and cross boundary issues are following fieldwork and survey. It will be important to work together to resolve such issues e.g. likely scale of inward or outward movement between neighbouring districts and impact of level of provision required.
- All Gypsy and Traveller Accommodation and Needs Assessments need to be robust in terms of evidencing effective local community engagement.

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.

CLG: 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.).

CRE: Commission for Racial Equality.

Gypsies and Travellers: Defined by CLG '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 plot.

Plot: see pitch

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

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

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

Showpeople: Defined by CLG '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.

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