



West Yorkshire Gypsy and Traveller Accommodation Assessment

Final Report

May 2008

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May 2008

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Acknowledgements

This research was dependent on the help and assistance of a number of individuals and organisations without whom the study could not have been completed. Special thanks must go to the many Gypsies and Travellers and Travelling Showpeople who found the time to talk to us and answer our questions in an open and honest manner. We hope that we have been able to accurately reflect their experiences and needs in this report. We are particularly indebted to the members of the steering group who provided insightful comment, guidance and support throughout the project. We are also grateful to the range of stakeholders who gave up their time to contribute to the research and share their knowledge and viewpoints. Thanks also to Emma Smith and Sarah Ward for invaluable administrative support throughout.

We would like to make it clear that this report is based on research undertaken by the authors and the analysis and comment therein does not necessarily reflect the views and opinions of the West Yorkshire Housing Partnership, or any of the participating researchers, stakeholders and agencies. The authors take responsibility for any inaccuracies or omissions in the text.

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Summary of Key Findings

- nationally, a lack of new provision, the gradual erosion of traditional 'stopping places' and population growth amongst the Gypsy and Traveller community have contributed to a mismatch in the supply and demand of adequate site provision
- this Report presents the findings of the West Yorkshire GTAA and provides a quantitative assessment of pitch requirements for Gypsies and Travellers and Travelling Showpeople. Findings are based on a survey of the Travelling population, a survey of local authorities, stakeholder interviews and interviews with the community. The findings show a substantial need for residential pitches in West Yorkshire in order to meet the backlog of unmet need and provide for new forming households.

Policy Framework

- addressing Gypsy and Traveller accommodation needs is at the forefront of measures to tackle the deep-seated social exclusion experienced by this diverse group. Adequate provision is seen as imperative in facilitating access to employment opportunities, formal education, healthcare and other key services
- as a result conducting a GTAA is a statutory obligation under sections 225 and 226 of the Housing Act 2004
- central government has attempted to create more of a level playing field in accommodating the Travelling community through separate planning circulars for Gypsies and Travellers and Travelling Showpeople. As yet, this has not resulted in the necessary increase in provision
- this study updates the findings of the initial regional assessment conducted in 2006 which understated accommodation needs within the region. The pitch requirements presented here must be translated into the allocation of sites for development in DPDs which form part of LDFs.

The Current Picture

- West Yorkshire has a much higher proportion of socially rented provision (81 per cent) compared to the regional (53 per cent) and national (40 per cent) pictures and contains only a small proportion of private provision (4 per cent)
- the distribution of the Gypsy and Traveller population across West Yorkshire is relatively uneven with heavier concentrations in the larger authorities of Bradford, Leeds and Wakefield. This pattern is mirrored in terms of the incidences of unauthorised encampments
- currently, Calderdale and Kirklees do not provide any local authority provision for Gypsies and Travellers. Bradford, Leeds and Wakefield currently provide a total of 126 pitches on their local authority sites. There are a further 17 pitches on private authorised sites in the sub-region concentrated in Bradford and Kirklees
- there is a great deal of variation from one authority to the next in terms of the priority and resources afforded to Gypsy and Traveller accommodation. This broadly reflects the population distribution and geography of unauthorised encampments
- in all five authorities there is a sizeable population in bricks and mortar housing but existing information on these households is very poor
- there are approximately 85 Travelling Showpeople households across 18 different yards in West Yorkshire. Provision for Travelling Showpeople is more evenly spread across the sub-region than that for Gypsies and Travellers and the Showmen's Guild is prominent in the provision of yards for the community. No Showpeople yards are

managed by the local authority, though several are leased to the Guild from respective Councils

- historically, yards lost by the Showmen's Guild have not been replaced and consequently demand for yards is significantly greater than supply
- many Travelling Showpeople had negative experiences of the complexities of planning process and viewed it as a major barrier to securing new provision for the community
- as a result of these processes, the Showpeople of West Yorkshire are living in the worst and most overcrowded conditions the research team has witnessed on any Traveller or Showpeople site or yard in the country.

Key Survey Findings

- a survey of 198 households was conducted as the primary research exercise of the study. Respondents were dominated by three main groups: English Gypsies (43 per cent); Irish Travellers (25 per cent); and Travelling Showpeople (15 per cent)
- familial networks emerged as key factors influencing residential choices for Gypsy and Traveller households. Nearly 80 per cent of households stated a local connection to their current area of residence and a little over that proportion cited having family in West Yorkshire as the primary reason for residing in or resorting to the sub-region. Employment opportunities appear to be less of a factor bringing Travelling households into the sub-region
- households generally reported travelling less due to the loss of traditional stopping places and a lack of alternative temporary accommodation. Almost 50 per cent of Gypsy and Traveller households never travel. The main factors precipitating travel were attendance of fairs, holidays and visiting relatives. Travelling Showpeople reported changes in travelling patterns related to their employment: less fairs; a competitive environment; and increasing costs. Employment for Travelling Showpeople was now more localised than in the past
- in terms of the previous location of households 57 per cent had moved from elsewhere within West Yorkshire and 8 per cent from elsewhere within Yorkshire and Humber
- responses on experiences of sites suggest much room for improvement in terms of site design, location and quality of facilities. Health and safety on site is also a concern for the majority of households (57 per cent). These experiences were even more negative for Travelling Showpeople for whom conditions are more severe
- there is a relatively high degree of movement between different accommodation types. 54 per cent of households stated the 'roadside' as their last accommodation type
- owner-occupation and the private rented sector are important tenures for housed Gypsies and Travellers but Council tenants (45 per cent) are the largest group of households resident in bricks and mortar housing
- there is a clear accommodation preference among the community for family owned private sites, which received a mean score of 9.4 out of 10. Local authority sites were next with a score of 7.5. Similarly, private yards dominated the preferences for Travelling Showpeople with a mean score of 10
- Gypsy and Traveller households tended to have set ideas on location preferences whereas Travelling Showpeople were more likely to consider the West Yorkshire area in general
- there was a lack of support towards the idea of transit sites from both stakeholders and the community with concerns related to the management of such sites. A pragmatic approach to accommodating transient households appears more appropriate. This could include short-term pitches on residential sites, the use of appropriate stopping places and short-term 'doubling up' on the pitch of a relative

- there are a number of statutory and voluntary agencies and individuals currently active in providing valuable services to the community. This provision is not co-ordinated however, and there is a lack of integration in delivery with the result that many providers feel relatively isolated and unable to effect the changes they think are possible
- service providers do not appear to be reaching Gypsies and Travellers. There is the need for a more focused and collaborative approach to Gypsy and Traveller needs. The findings suggest a demand for services related to filling in forms, finding accommodation, settling into accommodation, legal services, accessing benefits and harassment among others. A more tailored support would improve the take up of services and help integrate communities into the wider society
- the lack of sufficient accommodation in West Yorkshire has a detrimental effect on household access to key services with those on unauthorised encampments particularly affected. For example, just 41 per cent of Traveller children on the roadside attend school regularly compared to 80 per cent of those on sites and in bricks and mortar housing.

An Assessment of Needs for Gypsies and Travellers and Travelling Showpeople

- there is a need for a further 124 residential pitches in West Yorkshire to accommodate the Gypsy and Traveller population to 2015. This need comprises concealed households, family growth, net movement between sites and housing and the demand from unauthorised encampments
- there is also the need for the provision of 19 transit pitches across West Yorkshire to accommodate transient households passing through the sub-region
- the assessment of need for Gypsies and Travellers at the local authority level has been done on a 'need where it is seen to arise' basis consistent with CLG guidance. In some cases this distribution reflects the current uneven distribution of pitch provision and the Gypsy and Traveller population across West Yorkshire
- there is a need for 40 pitches on Travelling Showpeople yards to meet the accommodation needs of the population up to 2015. This need is comprised of concealed households and family growth
- the assessment of pitch requirements for Travelling Showpeople at the local authority level is based on a 'fair shares' basis given the relatively even distribution of the population across West Yorkshire. Thus, each authority has a requirement of 8 pitches to 2015
- the over-arching and most pressing recommendation from the study is the development of new provision. Other recommendations in the Report pertain to five key areas: strategy, systems and policy; developing accommodation; Travelling Showpeople; Housing-related support; and consultation and engagement.

A note on terminology

There are important distinctions between different travelling communities, which call for a terminology sensitive to diversity and signalling that any collective term denotes a range of *different* population groups. Romani Gypsies, Irish Travellers, new travellers, as well as other groups associated with a nomadic way of life, such as Travelling Showpeople and circus travellers, have different needs, preferences and cultural heritage, such that conflating these groups within the catch-all term 'Travellers' is inappropriate. In particular, a crucial distinction between Gypsies and Irish Travellers on the one hand, and all other travelling populations on the other, lies in the *ethnic minority status* of the former two populations (as set out in the Race Relations Act 1976, amended by the Race Relations Act 2000). That said, researchers and practitioners should also pay attention to the ways in which Gypsies and Travellers define themselves as opposed to seeking to codify difference.

The terminology employed to refer to 'Gypsies and Travellers', then, is an emotive and controversial issue packed with cultural and political significance and, while different populations share commonalities in terms of their nomadic, semi-nomadic, or previously nomadic way of life, recognising their difference remains crucial. In this report, the term 'Gypsies and Travellers' is therefore used as a collective term to refer to all Gypsy and Traveller populations. The term 'Traveller' is never used without an identifying prefix ('new', 'Irish') other than to quote individuals using this terminology, but the term 'Gypsy' is used alone, to refer to Romani Gypsies (regardless of their nationality). Where reference is being made to a particular group, or where an issue is discussed that is relevant to one group and not others, the proper name is used – e.g. Gypsy, new traveller, Show person and so on. Capitalisation of the collective term reflects the ethnic minority status of Gypsies and Irish Travellers.

Certain colloquialisms and Romani words in common usage amongst Gypsies and Travellers have also been used at times in this Report. The glossary below provides definitions for these.

Glossary

to 'double up': to share a *single* pitch on an authorised site, more often than not for a set period of time.

'gorger': Romani word for a member of the non-Gypsy community, primarily used by Gypsies. The spelling of this word varies (sometimes appearing as gauje, gaje, gorgio or gaujo among other variations) but 'gorger' is preferred amongst the community as this better conveys the pronunciation.

to 'pull up', 'to pull', or 'to pull on': to park up a trailer, or set up an encampment, regardless of whether the site is authorised or unauthorised (e.g. 'we pulled on a site' or 'we pulled on some open land').

to be **roadside:** a term used to describe living or 'stopping' in places not authorised for residential encampment - i.e. unauthorised sites or encampments. 'Roadside' does not necessarily denote locations literally by the side of the road, although it can do. Also referred to as 'unauthorised sites or encampments'

roadside Gypsies and Travellers: Gypsies and Travellers living on unauthorised encampments.

settled population: the term used to refer to the collective non-Gypsy and Traveller population. While we recognise that this is a heterogeneous group and a variety of attitudes towards Gypsies and Travellers exist, a term is required and 'settled population' is used in many studies.

slab: a term for a pitch on a site.

stopping places: unauthorised locations frequented by Gypsies and Travellers, not usually for very long and often on the roadside.

unauthorised encampment: a caravan/trailer or cluster of caravans/trailers on land not owned by Gypsies and Travellers.

unauthorised development: a caravan/trailer or cluster of caravans/trailers on land owned (and sometimes developed) by Gypsies and Travellers without planning permission. The term unauthorised is used as opposed to 'illegal' to reflect the fact that retrospective planning permission is allowed under the procedures of the planning process.

yard: refers to the sites accommodating Travelling Showpeople. A yard can be relatively small comprising several plots for the nuclear family or as a larger 'site' divided into plots and accommodating a larger number of households.

List of Acronyms

CSA: Caravan Sites Act 1968

CSCDA: Caravan Sites and Control of Development Act 1960

CJPOA: Criminal Justice and Public Order Act 1994

CLG: Communities and Local Government.

CRE: Commission for Racial Equality

CRESR: Centre for Regional Economic and Social Research

CURS: Centre for Urban and Regional Studies

DPD: Development Plan Document

EiP: Examination in Public (of the RSS)

GOYH: Government Office for Yorkshire and Humber

GTAA: Gypsy and Traveller Accommodation Assessment

LDF: Local Development Framework

Leeds GATE: Leeds Gypsy and Traveller Exchange

LGA: Local Government Association

ODPM: Office of the Deputy Prime Minister (now CLG)

REC: Racial Equality Council

RHB: Regional Housing Board

RSL: Registered Social Landlord

RSS: Regional Spatial Strategy

SHUSU: Salford Housing and Urban Studies Unit

TES: Traveller Education Service

UDP: Unitary Development Plan

YHRA: Yorkshire and Humber Regional Assembly

1. Introduction

This research was commissioned by the West Yorkshire Housing Partnership in August 2007 and was managed by a steering group comprising representatives from the five West Yorkshire authorities, other sub-regional stakeholders and members of the Gypsy and Traveller community. The study was conducted by a team of researchers from: the Centre for Regional Economic and Social Research (CRESR) at Sheffield Hallam University; the Salford Housing and Urban Studies Unit (SHUSU), University of Salford; and the Centre for Urban and Regional Studies (CURS), University of Birmingham. Research support was provided by members of the Gypsy and Traveller community of West Yorkshire who were involved in the project as community interviewers.

This research was led by CRESR, a multi-disciplinary research centre in the field of housing, regeneration, urban and regional policy.

1.1. The research brief

The accommodation and related support needs of Gypsies and Travellers have risen up the policy agenda in recent years with the establishment of the Gypsy and Traveller Unit within the Office of the Deputy Prime Minister (now CLG) in 2005 bearing testament to this new impetus.

Nationally, a lack of new provision, the gradual erosion of traditional 'stopping places' and population growth amongst the Gypsy and Traveller community have contributed to a mismatch in the supply and demand of adequate site provision. One of the outcomes of this is increasing incidences of unauthorised encampments and unauthorised developments as accommodation choices for Gypsy and Traveller households are increasingly constrained. This has been identified by central government as a particular source of tension between the Gypsy and Traveller community on the one hand and the settled population on the other. The financial costs to local authorities associated with the management of such encampments have also been highlighted (Clements and Morris, 2002).

However, the human and social costs represent the most pressing concern (Clements and Morris, 2002) as the accommodation situations of many Gypsies and Travellers have accentuated processes of marginalisation and social exclusion. So much so that the Commission for Racial Equality (CRE) recently concluded that Gypsies and Irish Travellers are the most excluded ethnic groups in today's society (2006). Addressing accommodation needs is at the forefront of measures to tackle this deep-seated social exclusion with adequate provision seen as imperative in facilitating access to employment opportunities, formal education, healthcare and a range of other key services. Indeed, there is a growing body of research on the established links between the level and quality of site provision on the one hand, and access to employment (Sibley, 1981), education (Derrington and Kendall, 2007) and standards of health (Van Cleemput and Parry, 2001) on the other.

As a result of these developments it is now a statutory obligation for local authorities to carry out a Gypsy and Traveller Accommodation Assessment (GTAA) under sections 225 and 226 of the Housing Act 2004. Previously, the accommodation

needs of Gypsies and Travellers were insufficiently addressed within broader housing needs assessments and the specific GTAA's are intended to rectify this by providing the evidence base for the development of a specific Gypsy and Traveller strategy as a clear strand within overall Housing strategies. As the CLG guidance on GTAA's states, local authorities can conduct this assessment individually or in partnership - the latter option being preferred in West Yorkshire.

This Report presents the findings from the West Yorkshire GTAA. The study incorporates a quantitative assessment of accommodation need in terms of the number of pitches required to address the shortfall within the sub-region, with figures disaggregated to the local authority level. The findings presented here update the regional GTAA (Powell, 2006) which was the first phase in moving towards the development of a Gypsy and Traveller strategy for incorporation into the Regional Spatial Strategy (RSS) (see Chapter 2). The Report also provides a qualitative assessment of the housing-related support needs of Gypsies and Travellers in West Yorkshire, which builds on and complements the 2006 *Supporting People* study (Lovatt, 2006).

1.2. Aims and objectives

The primary aim of the research is:

- to inform officers working in a range of sub-regional stakeholder organisations in West Yorkshire about the current and future accommodation needs and aspirations of Gypsies and Travellers, and the need and demand for support services.

The objectives of the research are:

- to produce a quantitative assessment of pitch requirements capable of disaggregation to local authority level up to 2015
- to assess the current need for different types of accommodation across the sub-region
- to assess the mobility patterns of Gypsies and Travellers within West Yorkshire and the drivers of mobility
- to develop an understanding of the demographic profile of the Gypsy and Traveller population; and
- to devise a tailored methodology for carrying out future GTAA's for the West Yorkshire authorities.

1.3. The research approach

The findings presented in this Report are derived from a number of research activities. The methodology developed has attempted to consider the preferences of the Gypsy and Traveller community in relation to the research approach adopted. Our experience suggests the need for a qualitative element to the study which allows for a better understanding of the views, attitudes and experiences of respondents. The approach adopted is consistent with the GTAA guidance published by CLG in October last year (see CLG, 2007c).

It should be noted that the study has engaged with the Gypsy and Traveller community from the beginning of the research process and great benefits have been derived from including members of the community on the study team. Representatives from the Gypsy and Traveller community have not only sat on the steering group but have played a central role in identifying and accessing

interviewees and sensitising the research to cultural considerations. For instance, the representation of Travelling Showpeople within the study has been greatly bolstered by the assistance of the Showmen's Guild. It is unlikely that we would have received the same level of response without this help.

Four community interviewers were also part of the fieldwork team which conducted the questionnaire surveys (see below). These team members attended a specialised training event, held at Leeds City Council offices, specifically aimed at Gypsy and Traveller community interviewers. The course has been developed by SHUSU at the University of Salford and attendees receive an official accreditation on completion.

A phased approach to the study was devised to respond to the research objectives, involving five overlapping stages:

1. Literature review
2. An audit of current provision
3. Stakeholder consultation
4. Quantitative questionnaire survey
5. Qualitative in-depth interviews

These stages, and the tasks involved in each are detailed below.

1.3.1. Literature review

Given the raft of documents published in relation to Gypsy and Traveller accommodation issues and policy in recent years it is necessary to situate the sub-regional assessment for West Yorkshire within the wider regional and national policy context. To this end the literature review focussed on the regional and national policy frameworks affecting Gypsies and Travellers. This included CLG publications on guidance to local authorities, planning circulars and consultation documents as well as various Reports from bodies such as CRE and the Gypsy and Traveller Task Group. As well as recent documents there is a brief discussion in the review on some of the more historical legislation which has influenced and shaped the current position with regards to levels of provision.

Attention was also given to more localised research, and documents such as the *Leeds Baseline Census* (Baker, 2005) and the Supporting people study on *The Housing Support Needs of Gypsies and Travellers in West Yorkshire, North Yorkshire and York* (Lovatt, 2005) were also reviewed. Where relevant, such documents are referred to throughout the Report.

1.3.2. Audit of current provision

This stage of the research was two-fold. Firstly, a desk-based exercise was conducted which gathered relevant data and information on Gypsies and Travellers within the sub-region. This included datasets such as the bi-annual CLG caravan count, schools census data on pupil ethnicity and a range of local authority documents such as housing strategies and Unitary Development Plans (UDPs). Such documents help to ascertain the degree to which Gypsy and Traveller issues are incorporated within wider local authority plans and give an indication of the relative approaches towards the communities and their accommodation.

Secondly, given that existing datasets on Gypsies and Travellers are few and far between, the desk-based exercise was supplemented by a questionnaire which was

sent to the Lead Officers in each of the five local authorities. This sought information in the broad areas of:

- local authority sites
- planning and private sites
- unauthorised encampments
- Gypsies and Travellers in social housing
- good practice on Gypsy and Traveller accommodation issues; and
- Travelling Showpeople and circus families.

The findings from this stage of the research are presented in Chapter 3 on the assessment of the current sub-regional position.

1.3.3. Stakeholder Consultation

The information and insights garnered from the audit of the current situation then provided the basis for discussion with various local stakeholders. A total of 18 stakeholder interviews were conducted. Interviews served to plug some of the gaps in the survey responses and also to corroborate and contextualise the information provided. This proved a very useful exercise in terms of understanding the situation 'on the ground' as most stakeholders were engaged with Gypsies and Travellers on a day-to-day basis. Consequently they tended to have a wealth of local knowledge and a high level of understanding of the needs and issues facing the Gypsy and Traveller community. Given the variety of organisations and interviewees consulted, the topics and focus of discussion varied from specific interest areas to general views; and from the local to the sub-regional context. Key stakeholders included:

- Local Gypsy and Traveller groups
- Showmen's Guild
- Traveller Education Service
- Gypsy Liaison Officers
- Site managers
- Local authority housing officers
- Local authority enforcement officers
- Local authority planning officers
- Health visitors
- West Yorkshire Police
- Family workers
- Local community and voluntary sector agencies.

Interviews typically lasted 45 minutes to an hour. All interviews were recorded, transcribed and analysed using a coding framework. Findings and illustrative quotes from the stakeholder consultation phase are presented throughout the Report where relevant.

1.3.4. Quantitative questionnaire survey

The questionnaire survey forms the basis of the quantitative assessment of Gypsy and Traveller accommodation need. For example, data on demographics, caravans

per pitch and housing intentions feed into the calculations on estimated pitch requirements (see Chapter 6). The questionnaire used has been developed over the course of the last two years given the involvement of research team members in a number of GTAAs over this period. It has been continually revised and edited and consequently represents a very useful and functional research tool. The main topic areas of the questionnaire include:

- current and future accommodation requirements including tenure preferences, location and reasons for moving or staying
- household composition and general demographic information
- the expected rate of new household formation and future composition
- migration patterns into and out of the areas and reasons for locating in the area/districts
- plot/pitch accessibility issues on public/private sites for sections of the Gypsy and Traveller population
- barriers to access and/or transfer between tenure/site
- seasonal travelling patterns to, from and within the areas of study
- employment trends
- health issues that impact on housing needs
- condition of accommodation
- need for housing-related support in line with Supporting People
- any possible variation in requirements of different groups within the Gypsy and Traveller communities
- educational requirements, accessibility and peer group integration
- number and size of existing and potential households with an 'accommodation need' that cannot be met without Council or other social agency intervention
- number of households requiring physical adaptations or supported accommodation
- movement between types of accommodation and tenure
- evidence of recent moves to housing and any demographic, household or health related reasons for doing so
- attitudes to key local facilities (transport, health, leisure, education, employment, shops, banks, social services, advice provision); and
- suitability, design and construction of existing/future sites.

A total of 198 interviews were conducted by community interviewers and members of the core research team - a large sample for a GTAA, even at the sub-regional scale. Every effort has been made to ensure an appropriate spread across the different groups falling within the broad definition of Gypsies and Travellers so it is representative of the picture in the sub-region. All questionnaire surveys were quality checked and the data were input into the software Statistical Package for the Social Sciences (SPSS), cleaned and analysed. Therefore, there is every reason to be confident in the robustness of the data and analysis. Findings from the questionnaire are presented in Chapters 5 and 6.

As with any questionnaire there is a limit to the kinds of information which can be gathered: generally confined to 'closed' questions and tick-box answers, although there were some more open-ended questions too. Complex issues requiring a more

detailed level of inquiry such as attitudes towards services, community cohesion and drivers of mobility were addressed in more detail in the qualitative phase of the study (see 4.1 below for details on the sampling frame).

1.3.5. Qualitative in-depth interviews

A more exploratory qualitative interviewing technique was used for this element of the study. Experience of past GTAA's suggests that a quantitative questionnaire survey can be quite limited in developing a sufficiently nuanced understanding of the complex issues facing Gypsies and Travellers. The standard questionnaire approach, while appropriate for any quantitative assessment, is unable to account for the cultural differences within the population and the subtle ways in which these are manifested. Furthermore, as the mobility patterns of Gypsies and Travellers change in the face of different employment opportunities and lifestyles, a qualitative approach can capture such changes more effectively. Crucially, an in-depth interviewing approach also enables the respondent to define the issues for themselves rather than have these dictated to them by the research team. In total, 21 in-depth interviews were carried out and the findings from these are presented in Chapters 4 and 5 to supplement the survey findings and provide a more nuanced understanding of the more complex issues and attitudinal aspects.

The remainder of this Report is divided into 8 further Chapters. Chapter 2 briefly reviews the policy context with regards to Gypsy and Traveller accommodation at the national, regional and local levels. Chapter 3 provides an overview of the current picture within the sub-region in relation to existing provision, accommodation situations and trends. The household survey findings are then presented in Chapter 4 and with separate analyses of findings on Travelling Showpeople in Chapter 5. Chapters 6 and 7 set out the pitch requirements to 2015 for Gypsies and Travellers and Travelling Showpeople respectively. Finally, Chapter 8 presents the recommendations. Pitch estimates have also been estimated to 2026 based on a simple projection of household growth (see Appendix G). While this comes with several caveats the purpose is to provide a figure which is consistent with the RSS period. This estimate is therefore indicative and should be revisited after the next round of GTAA's.

2. Policy and Legislative Context

This section reviews past and current policy on Gypsies and Travellers, paying particular attention to planning and site provision. It incorporates the raft of documents published over the last 18 months including those by central government, the Commission for Racial Equality and the Local Government Association. It is important to review the policy landscape, as past and existing legislation has a significant bearing on the current context in which Gypsy and Traveller accommodation issues need to be understood.

Gypsies and Travellers are affected by most legislation in much the same way as the 'settled population'. The policy realms of planning and housing, however, do contain requirements and guidance specific to Gypsies and Travellers and the recent establishment of the Gypsy and Traveller Unit within the Office of the Deputy Minister (ODPM) (now the Department for Communities and Local Government (DCLG)) suggests that central government is beginning to develop a more focused response to specific Gypsy and Traveller issues.

Numerous documents have been published by central government in recent months which affect policies towards Gypsies and Travellers. Recent publications have included final guidance on undertaking accommodation needs assessments, planning circulars, a consultation document on the definitions of 'Gypsies and Travellers' and various local authority guidance notes on powers and responsibilities. Regional and local planning policies regarding Gypsy and Traveller site provision are also considered.

This brief review of relevant policy and legislation is not exhaustive, but it provides a context for understanding some of the issues facing Gypsies and Travellers and local authorities today. Most of the documents and legislation discussed below can be obtained from local authority websites, the DCLG website (communities.gov.uk) or by contacting Her Majesty's Stationery Office.

2.1 Legislative Definitions of 'Gypsies and Travellers'

Variable definitions of the collective term 'Gypsies and Travellers' are applied for different legislative purposes: one in relation to planning and one to housing. 'Gipsies' [sic] were first defined for legislative purposes in Part 2 of the 1968 Caravan Sites Act, later repealed in 1994, and the definition was consequently inserted into the Caravan Sites and Control of Development Act (CSCDA) 1960. This stated that *"gipsies" [sic] are persons of nomadic habit of life, whatever their race or origin, although not including travelling showmen or circus people* (ODPM, 2006a, p.8). This definition was later modified by case law to specify that *'gipsies [sic] travel for the purposes of work'*, and again amended following consultation in December 2004 in recognition of the fact that many Gypsies and Travellers stop travelling temporarily or permanently (ODPM, 2006a). This became the planning definition of 'Gypsies and Travellers'. The function differs from the housing definition in that it *'seeks to capture those with specific land use requirements arising from their current or past nomadic way of life'* (ODPM, 2006a, p. 9). Hence the planning definition refers to:

'Persons of nomadic way of life whatever their race or origin, including such persons who on grounds of their own or their family's or dependant's educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling show people or circus people travelling together as such.' (ODPM, 2006a, p.9)

This definition contains no ethnic component, largely because some Gypsies and ethnic Travellers have no personal history of travelling and therefore no requirements under this legislation, while other non-ethnic travelling population groups (for example new travellers) may have.

The definition of 'Gypsies and Travellers' for the purposes of the GTAA process was revised after consultation. The current definition is as follows:

- (a) a person with a cultural tradition of nomadism or living in a caravan; and*
- (b) all other persons of a nomadic habit of life, whatever their race or origin, including:*
 - (i) such persons who, on grounds only of their own or their family's or dependant's educational or health needs or old age, have ceased to travel temporarily or permanently; and*
 - (ii) members of an organised group of Travelling Showpeople or circus people (whether or not travelling together as such).*

This broader, more inclusive housing definition has been devised with some pragmatism, to ensure it captures all nomadic groups whose accommodation needs must be assessed. It is important to emphasise that this definition, outlined in the ODPM consultation paper, *Definition of the term 'gypsies and travellers' for the purposes of the Housing Act 2004* is, as the title suggests, a legislative definition: policy-makers and practitioners also need to consider the ways in which Gypsies and Travellers define themselves.

2.2 Planning and Site Provision: National Context

One of the most significant historical developments in terms of site provision for Gypsies and Travellers was introduced in part 2 of The 1968 Caravan Sites Act (CSA) which placed a requirement on local authorities to provide sites for local Gypsies 'residing in or resorting to their areas'. At the same time, however, it gave local authorities the right to request designation, effectively resulting in 'no-go' areas for Gypsies and Travellers.

The obligation on local authorities in England and Wales to provide sites for Gypsies and Travellers ceased in January 1994 with the introduction of the Criminal Justice and Public Order Act (CJPOA). The CJPOA was seen by many as a response to increasing incidences of rural gatherings and trespass linked to the rave culture of the early 1990s; the participants were not the archetypal Gypsy or Traveller. The Act strengthened the law related to trespass, which the then Conservative Government deemed necessary to tackle 'the destruction and distress caused mainly to rural communities by trespassers' (the then Home Secretary, Michael Howard MP, cited in Sibley, 2001, p.425). The Act repealed part 2 of the 1968 CSA and also repealed section 70 of the Local Government, Planning and Land Act 1980, which gave powers to central government to meet the capital costs of the development of sites. Although local authorities still had powers to provide caravan sites for Gypsies and Travellers under section 24 of the 1960 Caravan Sites and Control of Development Act (CSCDA), they were under no legislative *obligation* to do so, and few used this power.

The detrimental effects of the 1994 CJPOA on Gypsies and Travellers, including the criminalisation of these populations and resultant insecurity have been well documented (Halfacree, 1996; Morris and Clements, 1999; Sibley, 2001): suffice to say here that it left a large proportion of *'the families counted in the government's own six-monthly census of Traveller caravans without a legal stopping place'* (Sibley, 2001, p.425). The result of this legislation was a shift in responsibility for site provision from local authorities to Gypsy and Traveller communities, who now effectively had to provide for themselves in the form of private sites, usually involving the purchase of land and subsequent application for retrospective planning permission. The Department of the Environment (DoE) Circular 1/94 *Gypsy Sites and Planning*, which set out planning policy in relation to site provision, did encourage local authorities to assess Gypsy and Traveller accommodation needs and to identify appropriate locations for sites in their development plans (as well as deeming the development of Traveller sites on green belt land inappropriate). However, Circular 1/94 ultimately proved ineffective: the majority of planning applications from Gypsies and Travellers were unsuccessful.

DoE Circular 1/94 was replaced in February 2006 by ODPM Circular 01/06 *Planning for Gypsy and Traveller Caravan Sites* (following the introduction of the Planning and Compulsory Purchase Act in 2004) in acknowledgement of the failure of the former to deliver adequate sites:

'Since the issue of Circular 1/94, and the repeal of local authorities' duty to provide Gypsy and Traveller sites there have been more applications for sites, but this has not resulted in the necessary increase in provision' (ODPM, Circular 01/2006, p.4).

The intention of the new planning Circular is to create a level playing-field between Gypsies and Travellers on the one hand and the 'settled population' on the other. Key aims set out in the document include:

- ensuring that Gypsies and Travellers have fair access to suitable accommodation, education, health and welfare provision
- reducing the number of unauthorised encampments
- increasing the number of sites and addressing under-provision over the next 3-5 years
- the protection of the traditional travelling way of life of Gypsies and Travellers
- underlining the importance of assessing accommodation need at different geographical scales
- the promotion of private site provision
- avoiding Gypsies and Travellers becoming homeless where eviction from unauthorised sites occurs when there is no alternative to move into.

Circular 01/06 outlines how establishment of the required number of pitches in Regional Spatial Strategies (RSSs) must translate into the allocation of sites in Development Plan Documents (DPDs) and that the two must generally conform. Of particular significance for local planning authorities is the requirement to actually identify land for sites based on the number of pitches in the RSS. It states that *'criteria must not be used as an alternative to site allocations in DPDs where there is an identified need for pitches'* (p.9). DPDs must also specify how land will be made available and the timescales for provision. The circular also goes on to say that *'planning policies that rule out, or place undue constraints on the development of [G]ypsy and [T]raveller sites should not be included in RSSs or DPDs'* (p.9). Examples of unacceptable reasons for refusing planning applications are also

provided in an Appendix to the document. For instance, citing the lack of a local connection to an area is considered too restrictive given the nomadic way of life of many Gypsies and Travellers. The Circular also encourages dialogue between local authorities and Gypsies and Travellers about accommodation needs prior to the development of RSSs and DPDs.

A key theme in the various recent publications about Gypsies and Travellers is the need for robust evidence to inform strategies and DPDs, primarily derived from housing needs assessments. However, transitional measures can be taken if other information points to the need for provision (for example the existence of significant unauthorised encampments) but the housing needs assessment has yet to be carried out. In such cases, site allocations can be made in advance of needs assessments, and other sources of information should be utilised, including:

- a continuous assessment of incidents of unauthorised encampments
- the numbers and outcomes of planning applications
- levels of occupancy, plot turnover and waiting lists for public sites
- the status of existing sites
- the biannual ODPM caravan count.

The above data sources should also be utilised for continuous monitoring of Gypsy and Traveller accommodation needs.

2.2.1. Planning for Travelling Showpeople

A separate planning document applies to Travelling Showpeople, Circular 04/07 *Planning for Travelling Showpeople*, which was published in August 2007 and replaces Circular 22/91. Similarly, this new circular was necessary because 'evidence shows that the advice set out in Circular 22/91 has failed to deliver adequate sites for Travelling Showpeople' (CLG, 2007a, p.5). While much of the content of Circular 04/07 replicates that of Circular 01/06 applying to Gypsies and Travellers, there are some key distinctions which require the planning needs of Travelling Showpeople being met separately. Circular 04/07 states the reasons for the separate Circular (CLG, 2007a, p.5):

- the different culture and tradition from that of Gypsies and Travellers
- Showpeople sites being of mixed residential and business use to enable storage and repair of equipment
- the nature of business requiring the repair and maintenance of equipment which can cause noise and impact visually on surrounding areas; and
- for clarity and ease and to ensure that all relevant guidance on planning for Travelling Showpeople is contained within one document.

In terms of the planning process the Circular is much the same as that applying to Gypsies and Travellers. That is, the accommodation needs of Travelling Showpeople are assessed through the GTAA process which then informs housing policy within the RSS. The requirement for the number of plots set out in the RSS must then be translated into site allocations in local authority DPDs which form part of the LDF. The Circular also lists ways in which local authorities may make land available including the exercise of compulsory purchase powers.

2.2.2. *Guidance on Gypsy and Traveller Accommodation Assessments*

Draft practice guidance for local authorities on undertaking accommodation assessments was released by the ODPM Gypsy and Traveller Unit in February 2006. The final document was released in October 2007 during the course of this study. As the guidance states, assessments of Gypsy and Travellers' accommodation needs are a statutory requirement under section 225 of the Housing Act 2004, which also requires local authorities to produce a housing strategy informed by the needs assessment. Previously, many local authority housing needs assessments were failing to assess or identify the needs of Gypsies and Travellers.

The definition of housing need in this guidance is varied slightly to acknowledge the different contexts in which Gypsies and Travellers live. The broad CLG definition of housing need is 'households who are unable to access suitable housing without some financial assistance' (ODPM Gypsy and Traveller Unit, 2006a, p.7). The guidance sets out some of the distinctive requirements of Gypsies and Travellers which necessitate moving beyond this definition. It states that housing need may also be evident in the context of caravan dwellers:

- who have no authorised site anywhere on which to reside
- whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
- who contain suppressed households unable to set up separate family units and who are unable to access a place on an authorised site, or obtain or afford land to develop one.

And in the context of bricks and mortar dwellers:

- whose existing accommodation is overcrowded or unsuitable (including unsuitability by virtue of psychological aversion to bricks and mortar housing)
- that contain suppressed households who are unable to set up separate family units and who are unable to access suitable or appropriate accommodation.

The main purpose of the accommodation needs assessment is to quantify the needs of Gypsies and Travellers and to distinguish the types of provision required - that is, whether private sites, transit sites, socially rented sites or bricks and mortar housing, or a combination of these, are needed. The guidance acknowledges that different approaches may be required in different local contexts. For example, there are obvious difficulties with assessing the needs of a semi-nomadic population, such as determining the most appropriate geographical scale for the assessment, and the most suitable timeframe, given seasonal fluctuations in the population. Consequently the guidance suggests that it is important to update regularly the assessments, where they are less precise for certain groups, and where long-term forecasting is more difficult. This is a crucial requirement if accommodation needs are to be met in a coherent and consistent manner.

2.3 **The Regional Policy Context**

The Yorkshire and Humber Plan is well advanced in the process of review. The Draft Revised Regional Spatial Strategy incorporating the Secretary of State's proposed changes includes Policy H5 Provision of Sites for Gypsies and Travellers. This states that:

- A. *The Region needs to make additional provision to meet the housing needs of Gypsies and Travellers to address an overall shortage of at least 255 pitches*

across the region and at least the following shortfalls in each sub-region by 2010:

- Humber 34 pitches
- North Yorkshire 57 pitches
- South Yorkshire 78 pitches
- West Yorkshire 86 pitches

B. Local authorities should carry out an assessment of the housing needs of Gypsies and Travellers by July 2008. Collaboration between authorities on these studies is encouraged in order to more fully understand the patterns of need and the adequacy of current provision. LDFs, housing investment programmes, and planning decisions should ensure there is an adequate provision of sites for Gypsies and Travellers.

The accompanying text notes a shortage of suitable sites in all parts of the region and that some authorities, including Calderdale and Kirklees, have no authorised sites. There is no reference in the policy to any distinction between residential and transit pitches.

Thus West Yorkshire has the single largest requirement. These figures, from a regional needs assessment, are to be superseded by the findings of local assessments. It is assumed that these will conclude that greater numbers of pitches are required as the regional assessment only provides a 'minimum count' and acknowledges that this understates need.

2.4 Local Planning Policies

The position of the 5 local planning authorities (LPAs) in this transitional stage in the development planning process is complex and varied. The position of each is summarised in Table 2.1 below. The planning context is developing but has some way to go to create the positive and pro-active framework envisaged in Circular 01/2006. Only Leeds refers to any positive actions at present in searching for sites.

Table 2.1: Local planning policies on Gypsy and Traveller site provision

Bradford	
	<p>Unitary Development Plan The UDP does not include a specific policy on provision of Gypsy sites. However, paragraph 6.43 notes the existence of 2 local authority sites providing 47 pitches. Paragraph 6.44 says:</p> <p><i>Applications for additional sites will be tested against Urban Renaissance policies. Policies UR2, UR3 and UR4 will be particularly important [to do with social and economic impact and impact on adjoining uses]. Provision should be made within the site for a satisfactory amount of land for work and play space and where appropriate land for the grazing of horses. Particular attention will be given to ensuring that the location of development and the use of landscaping or other forms of screening are such that visual and vehicular impact of any development is acceptable.</i></p> <p>Paragraph 6.47 says that similar Urban Renaissance Policies will be used to assess any applications for additional sites for Travelling Showpeople.</p> <p>Local Development Framework There are currently no relevant policies.</p> <p>Site Locations No sites are being considered as suitable for Gypsy and Traveller site development. The sorts of areas suitable will be addressed in the LDF Core Strategy and in particular allocations DPDs.</p>
Calderdale	
	<p>Unitary Development Plan (August 2006) Policy H17 Gypsy Sites <i>Planning applications for Gypsy sites will be permitted where they comply with the following criteria:</i></p> <ol style="list-style-type: none"> <i>i. sites are located so as to have a minimal impact upon the environment and the surrounding areas, particularly nearby residential areas;</i> <i>ii. adequate access is available;</i> <i>iii. the necessary utilities (electricity, water, gas and drainage) are provided or are readily available;</i> <i>iv. the site is accessible to schools and other community facilities;</i> <i>v. the development creates no unacceptable environmental, amenity, traffic, safety, or other problems;</i> <i>vi. the development preserves or enhances Conservation Areas and does not adversely affect Listed Buildings or their settings, where these are material considerations; and</i> <i>vii. the development complies with the requirements of other relevant UDP Policies.</i> <p>Local Development Framework There are currently no relevant policies.</p> <p>Site Locations No sites are being considered as suitable for Gypsy and Traveller site development. The sorts of areas suitable for development would be assessed in the light of the criteria in H17 above.</p>
Kirklees	
	<p>Unitary Development Plan 1999 Policy H14 Proposals for the use of land for Gypsy caravans will be considered having regard to:</p> <ol style="list-style-type: none"> <i>i.) Access to a surfaced road;</i> <i>ii.) Availability of a water supply;</i> <i>iii.) Access to schools, shops and essential services; and</i>

	<p>iv.) <i>The prevailing numbers and distribution of Gypsy caravans within the District.</i></p> <p>This policy has not been saved beyond September 2007.</p> <p>Local Development Framework LDF Core Strategy: Preferred Options Policy H5: <i>In collaboration with the Regional Assembly and other West Yorkshire Authorities, Kirklees Council will establish the extent of need of provision for Gypsies and Travellers. If a need is established the Council will work with the Gypsy and Traveller community to identify suitable locations.</i></p> <p>Site Locations No sites are being considered as suitable for Gypsy and Traveller site development. The sorts of areas suitable for development would take account of the concerns of Circular 01/2006 and National Planning Policy in advance of the adopted LDF Core Strategy setting out a criteria-based policy.</p>
Leeds	
	<p>Unitary Development Plan Review 2006 Policy H16 <i>The City Council will continue to search for suitable permanent, temporary stopping and transit sites to provide accommodation for Travellers and Travelling Showpeople, and will encourage suitable private sites to be advanced, in order to provide a balanced distribution throughout the District which will supplement existing provision in south west Leeds.</i></p> <p><i>Suitable sites will need to be:</i></p> <ol style="list-style-type: none"> <i>I. Acceptable to the Travellers' community itself;</i> <i>II. Within easy reach of community and other facilities;</i> <i>III. In locations where the environment provides acceptable living conditions, and where the development will not have unacceptable environmental consequences.</i> <p><i>Sites for Travellers will not normally be acceptable in the Green Belt, on playing fields and other sites identified for greenspace purposes, on the best and most versatile agricultural land, or where they would result in detrimental impact on a site of nature conservation interest protected under Policy N50.</i></p> <p>Local Development Framework LDF Core Strategy: Issues and Alternative Options – Shaping the Future Under the heading Housing for All, paragraph 4.47 reads: <i>Furthermore there is a need for the Core Strategy to address the need for potential Gypsy and Traveller accommodation across Leeds.</i></p> <p>Consultation question 12 asks: <i>Leeds must provide new accommodation for Gypsies and Travellers. Should this be through:</i></p> <ol style="list-style-type: none"> <i>a) A variety of small sites spread around the city close to existing communities, services and infrastructure, or</i> <i>b) On a large site on the fringe of the City, or</i> <i>c) Extension of the existing site at Cottingley Springs.</i> <p>Site Locations No sites are currently being considered as suitable for Gypsy and Traveller site development. The sort of areas suitable for development is being considered in the public consultation above. Applicants currently must satisfy criteria in Policy H16.</p>

Wakefield	
	<p>Unitary Development Plan No information was provided by Wakefield on planning matters in the questionnaire. The UDP is not available on the webpage. However, there is no policy specifically on Gypsy site provision among policies saved beyond September 2007.</p> <p>Local Development Framework LDF Core Strategy: Preferred Options Section 5.7 deals with Accommodation for Gypsies and Travellers. Paragraph 5.7.1 summarises the national and regional policy background. 5.7.2 states that Wakefield is currently meeting the demonstrated need for permanent accommodation for Gypsies and Travellers at Heath Common. Travelling patterns indicate distinct seasonal trends with a high number of Gypsies and Travellers passing through the District in summer and very few in winter. There is little evidence to suggest a need for further permanent accommodation in the District. Needs will be assessed in the latest Housing Needs Survey. 5.7.3 proposes that an appropriate criteria-based policy be included in the Development Control Policies DPD to assess the suitability of proposed sites.</p> <p>Site Locations No information provided in survey.</p>

As can be seen, there is a great deal of variation in relation to planning policies and the various stages reached in the process by each of the five local authorities. The evidence base provided in this Report should provide authorities with a grounding from which to move forward in the development of local planning policies relating to Gypsies and Travellers (see 6.1.1 below for an explanation of how the GTAA process feeds into the RSS Review).

3. Gypsies and Travellers in West Yorkshire: The Current Picture

Assessing the current and future accommodation needs of the Gypsies and Travellers of West Yorkshire requires an understanding of the current position in terms of the spatial distribution of the population, the supply of different accommodation types and geographical variations. This section of the Report presents findings from analysis of the bi-annual caravan count and the Lead Officer questionnaire survey to establish the West Yorkshire context.

The survey was intended to provide baseline and contextual information on current accommodation provision and related policies and procedures for the assessment of Gypsy and Traveller accommodation needs. All five local authorities completed and returned the questionnaire which was sent out by e-mail. Several authorities had difficulty in providing all the information requested and in some sections responses were incomplete. This is a finding in itself and reflects the variation in terms of the different levels of resources local authorities allocate to Gypsy and Traveller accommodation issues. For example, Leeds City Council has the second largest local authority budget in the country, significant incidences of unauthorised encampments and a large council site. It follows that more resources are dedicated to Gypsy and Traveller issues there than in Calderdale for instance.

Unless otherwise stated the source of the material presented in this section is the local authority questionnaire completed by Lead Officers. The data gathered is also supplemented by findings from stakeholder interviews where appropriate.

3.1. Site Provision

The bi-annual caravan count provides a snapshot of the local context in terms of the scale and distribution of caravan numbers across the sub-region. Though there are well documented issues with the robustness of the count (Niner, 2002), which require any analysis to be treated with a degree of caution, it nevertheless provides a useful starting point in assessing the current picture and recent trends. Indeed, in the absence of other datasets it is virtually the only source of information on Gypsy and Traveller caravan data. The caravan count does not include Travelling Showpeople yards. The current position with regards to accommodation for Travelling Showpeople is discussed in sub-section 3.1.4.

The mix of existing site provision in West Yorkshire varies markedly from the regional and national pictures. Table 3.1 below shows the number of caravans in the sub-region by type of site as at January 2007. The figures are compared with the Yorkshire and Humber and national equivalents.

Table 3.1: Caravans by type of site, January 2007

Type of site	West Yorks		Y&H	England
	Number	%	%	%
Social rented	220	81	53	40
Private	12	4	35	39
Unauthorised – own land	2	1	5	14
Unauthorised – other land	39	14	7	8
TOTAL	273	100	100	100

Source: CLG Caravan Count.

Yorkshire and the Humber has a profile which is rather different from the national with higher than average proportions of caravans on socially rented sites and lower than average proportions on unauthorised developments on Gypsy and Traveller-owned land. The Study Area demonstrates these features to a still greater extent. Four-fifths of caravans counted in West Yorkshire were on socially rented sites and only five per cent on authorised private sites or unauthorised developments, compared with 40 per cent regionally and 53 per cent nationally. It should be noted however, that the figure for private sites does not reflect actual provision since Kirklees provided information in the survey on 4 sites providing 12 pitches (though temporary permission for one site comprising two pitches has now expired) or caravans which do not appear in the January 2007 caravan count figures (see Table 3.9 below). Those caravans were not at the respective sites on the day of the count. The proportion of caravans on unauthorised encampments on land not owned by Gypsies in West Yorkshire was significantly above the regional and national averages at 14 per cent.

Even when accounting for the additional pitches in Kirklees the relative dearth of private provision in West Yorkshire is still the most striking aspect of the comparison. It is difficult to pin-point why this should be the case but three inter-related factors are likely contributors to this trend:

- *affordability issues* - the low proportion of private sites coupled with the prevalence of social rented accommodation as the dominant tenure suggests that for many households purchasing and developing their own land is not a financially viable option. Set in the context of rising land costs as a result of the national property boom the situation is likely to have been accentuated in recent years
- *land availability* - of the survey respondents that could afford their own land many reported great difficulties in finding suitable land available for development within West Yorkshire. The lack of available land also contributes to affordability pressures
- *the planning system* - even where financial resources and land availability were not an issue survey respondents who had applied for planning permission to develop a site or yard were invariably refused.

There are obvious complexities for all groups engaged with the planning system and the different experiences of Gypsies and Travellers are likely to be related to a number of different factors including knowledge of the system and process. The planning application success rates for Gypsies and Travellers are, however,

significantly lower than that of the settled population. Data on this is hard to come by but in the European Court of Human Rights judgement in the case of Chapman v The UK (1991) it is quoted that 10 per cent of Gypsy and Traveller planning applications are successful compared to 80 per cent for the UK population as a whole. These issues are addressed further in Chapters 4 and 5 below on the survey findings, suffice to say here that many Gypsies and Travellers, and particularly Travelling Showpeople, require assistance and support in negotiating the complexities of the planning system.

Table 3.2 summarises caravan numbers for the Study Area by type of site for January 1994 and 2007, and July 1994 and 2006. The different types of unauthorised sites were not distinguished in 1994 and 'unauthorised site' includes both Gypsy-owned and other land.

Table 3.2: Summary of Caravan Numbers 1994 and 2007

Type of site	1994	January 2007	% change	1994	July 2007	% change
Social rented	212	220	+4%	192	186	-6%
Private	9	12	+33%	8	10	+25%
Unauthorised	121	41	-66%	126	84	-33%
TOTAL	342	273	-20%	326	280	-13%

Source: CLG Caravan Count.

The table shows:

- overall caravan numbers have decreased by between 13% and 20% depending whether the January or July measure is used
- caravans on authorised pitches have been broadly stable over the period, showing a small numerical and percentage increase. The apparently large proportionate increase in caravans on private sites is misleading given the low base of just nine caravans. This increase may have been slightly larger given the under-counting in Kirklees
- the number of caravans on unauthorised sites has decreased quite significantly over the period. In January 1994, 35 per cent of caravans were on unauthorised sites compared to 15 per cent in January 2007.

Appendix A illustrates the Study Area changes in caravan numbers by type of site over time which amplifies the apparent trends revealed in Table 3.2. It shows the relative dominance of socially rented sites. However, the general downward trend to the total line is due to falling numbers on unauthorised sites.

3.1.1. Local Authority Sites

All social rented sites within West Yorkshire are local authority sites: there are currently no sites run by registered social landlords (RSLs) or housing associations. That said, according to some stakeholders there was expressed interest from the RSL sector in the provision of Gypsy and Traveller sites in the future. At present, however, there are four local authority sites in three authorities:

- **Esholt Lane**, Bradford, owned and managed by Bradford Council

- **Mary Street**, Bradford, owned and managed by Bradford Council
- **Cottingley Springs**, Geldard Road, Leeds, owned and managed by Leeds Council
- **Heath Common**, Doncaster Road, Wakefield, owned and managed by Wakefield Council

Technically, Cottingley Springs is divided into two separate sites: Site A and Site B, but for the purposes of the caravan count and the findings presented here it is considered as one site. Pitch numbers at the 3 local authority sites are summarised in Table 3.3 below. Numbers were combined for the Bradford sites and figures are presented under local authority headings.

There are a **total of 126 pitches on local authority sites**, all of which are residential. No pitches were identified as 'closed' (not currently in use and not available for letting) but four were 'vacant' (empty but available for letting) in Bradford. Some, but not all, of these were expected to be let within a month which one would expect given the waiting list policy in place. All local authority pitches are therefore assumed occupied for the purposes of the assessment of need in Chapter 6.

Table 3.3: Council Gypsy and Traveller sites at October 2007

	Bradford	Leeds	Wakefield	West Yorks
Total pitches	47	41	38	126
Residential:	47	41	38	126
Occupied	43	41	38	122
Vacant	4	0	0	4
Closed	0	0	0	0
Transit:	0	0	0	0
Occupied	0	0	0	0
Vacant	0	0	0	0

These sites are large by national standards and occupancy rates are relatively high across all sites. There has been no change in the number of pitches over the past 5 years at any of the sites. All these sites are currently managed by a site manager or warden employed by the local authority, however the post at Mary Street in Bradford is presently vacant. The previous site warden at Mary Street was a site resident but resigned in 2005 and has not been replaced. The intention is to find a replacement from the same source if possible.

Sites in all three areas have been the subject of successful bids for Gypsy and Traveller Sites Grant (formerly Gypsy Sites Refurbishment Grant). These bids relate solely to refurbishments on the existing sites and none of the bids have resulted in additional pitches. Leeds and Wakefield intend to make further grant applications in the current bidding round: Leeds for new kitchens, bathrooms and resurfacing; Wakefield for a children's play area.

Facilities and Environment

A series of questions was asked about site facilities and assessments on a number of criteria. Responses to these are detailed in Table 3.4 below.

Table 3.4: Facilities and Assessment of Quality: Council Gypsy and Traveller Sites

	Bradford	Leeds	Wakefield
Site facilities	Amenity units for each pitch; Site office; Animal grazing (Esholt Lane only).	Amenity units for each pitch; Site office; Unofficial animal grazing area.	Amenity units for each pitch; Site office; Meeting room; Animal grazing area.
Facilities in amenity units	Bath and shower; WC with access from lobby; Space/provision for cooking and laundry; Space for eating/sitting; Effective heating in bathroom.	Bath and shower; WC with entrance from outside (part site only); Space/provision for cooking and laundry; Space for eating/sitting (part site only); Effective heating.	Bath and shower; WC with entrance from outside; Space/plumbing/provision for laundry; Space for eating/sitting; Effective heating; Storage.
Quality of surroundings /environment	Very good (Esholt Lane) Very poor (Mary Street)	Poor	Average
Location and access to schools/shops	Very good (Mary Street) Good (Esholt Lane)	Very poor	Good
Site condition and maintenance	Very good (both sites)	Maintenance very good; Condition poor due to litter, tipping etc.	Good
Any known disputes etc over last year?	Disputes between residents (Esholt Lane) Vandalism (Mary Street).	Disputes between residents, intimidation, vandalism and other ASB.	Disputes between residents, intimidation, vandalism and other ASB.

Amenity provision on the sites appears to be good, but there are environmental and access issues at Mary Street in Bradford and Cottingley Springs in Leeds. At Cottingley Springs accessibility issues were deemed particularly problematic: there are poor public transport links, no shop or school within safe walking distance, and no safe open play spaces.

It was also reported that all sites have experienced disputes between site residents, intimidation, vandalism or other anti-social behaviour. Cohesion issues sound more prominent in Leeds and Wakefield with more intensive engagement, meetings and multi-agency involvement including the police. Such issues present obvious problems for site managers and for site residents whether directly involved in disputes or not.

Travelling and Visitors

One of the ways in which site rules can help or hinder Gypsy and Traveller lifestyles is restrictions placed upon absence for travelling and ability to accommodate visitors on site in caravans. Table 3.5 summarises the answers given to questions on the permitted absence of residents and allowances for visitors.

Table 3.5: Permitted Absence and Visitors: Council Gypsy and Traveller Sites

	Bradford	Leeds	Wakefield
Normal maximum absence allowed in a year	4 weeks	Not specified	6 weeks
Rent payable during absence?	Full	Full	Full
Can licensees have visitors with caravans?	Yes, with some restrictions	Yes, sometimes with restrictions	Yes
Circumstances	With the agreement of the manager. Length of stay depends on nature of reason for visit	May depend on size of visiting family, any previous history, time of year, impact on site dynamics	

Permitted absence periods are relatively short where specified. This has implications for site residents who wish to pursue a semi-nomadic lifestyle in terms of security of tenure. If permanent residents are travelling for longer than the specified absence period then, theoretically, they could lose their pitch even though they are still paying full rent. This is a common complaint from site residents who perceive a lack of a level playing field in comparison to council housing tenants who have enjoyed the 'right to buy' since 1991 (subject to being a council tenant for a specified duration, currently for 2 years prior to January 2005 or for five years after this date).

Visitors are permitted for a period on all sites, sometimes with restrictions aimed to make sure the visit is not permanent or disruptive. The length and circumstances of stays for visitors are largely at the discretion of site wardens and managers which allows for flexibility. Yet at the same time there was an acknowledged need to balance flexibility for visitors with ensuring fairness and that other residents were not unduly affected. The following quote from a site manager typifies the general approach:

"[Visitors] are only allowed to come once a year, but there are some cases when it's a daughter, you just relax it a little bit, but cousins and second cousins and people that just turn up overnight, no. We've got to be a bit firmer, tell them they've got to go, otherwise it'd be overcrowded"

Waiting Lists and Pitch Allocation

A sequence of questions explored pitch allocation policies, waiting lists and numbers of pitches allocated. These are all relevant factors in understanding both demand for and access to existing local authority sites. Table 3.6 summarises answers and indicates a positive demand for pitches.

Table 3.6: Waiting Lists and Allocation Policies: Council Gypsy and Traveller Sites

	Bradford	Leeds	Wakefield
Waiting list	Informal list (Mary Street)	Formal list	Formal list
Numbers on list	10	12	18
Trends in numbers	Static	Static	Increased
Pitches vacated 2004-2006 (3 years)	Not known	12 (all let)	5
Formal allocation policy	No	Yes	Yes
Most important factors taken into account	Family/personal compatibility; Need for accommodation; Previous known behaviour/ references.	Family/personal compatibility; Need for accommodation; Family size/ composition.	Need for accommodation; Medical/special health needs; Time on waiting list.

Waiting lists also show a significant demand for pitches accentuated by the fact that turnover is relatively low given the size of the sites involved. In Bradford and Leeds compatibility is among the most important factors taken into account when making pitch allocations. This is perhaps understandable given the reported incidents of disputes and behaviour issues. There is no waiting list for the Esholt Lane site in Bradford.

Licence Fees or Rents

Technically the charges paid by site residents are licence fees, but they are commonly referred to as rents, and this term is used below. Table 3.7 shows rents charged, damage deposits charged, proportion of residents receiving housing benefit and any Supporting People payments received.

Table 3.7: Weekly Pitch Rent and Other Financial Matters: Council Gypsy and Traveller Sites

	Bradford	Leeds	Wakefield
Pitch rent	£52.50 (double pitch both sites)	£98.12 (single) £121.88 (double) £24 for additional caravans	£70.00 (single or double pitch)
Damage deposit	£50	N/A	£100
% of residents receiving Housing Benefit	Over 90%	Over 90%	Over 90%
Supporting People payments?	No	No	Yes

Rents vary widely and are significantly higher in Leeds where there must be serious affordability issues for anyone not on Housing Benefit. Supporting People payments

are received for site residents only in Wakefield. Almost all (over 90%) of residents receive housing benefit towards their rent; HB is obviously important in making site places affordable.

Site Residents

Respondents were asked about the characteristics of site residents in terms of their ethnicity, ages and whether they had resided on the site for five years or more. Other information was also sought on pitch occupancy, the extent of 'doubling up', living units and the number of persons per pitch. This information is presented in Table 3.8 below.

Table 3.8: Details of Site Residents: Council Gypsy and Traveller Sites

	Bradford	Leeds	Wakefield
Site population	135	133	153
Number of children	55	47	70
% children	41%	35%	46%
Average persons per occupied pitch	3.1	3.2	4.0
Doubled-up pitches**	0	20	3
Number of living units	35% static (2 chalets); 65% trailers/tourers	13% static; 87% trailers and statics	20% static; 80% trailers/tourers
Ethnic groups among site residents	English Gypsy/ Traveller; Irish Traveller	English Gypsy/ Traveller; Irish Traveller	English Gypsy/ Traveller; Scottish Gypsy/ Traveller; Irish Traveller
Pitch occupancy in year	75% to 100% most of year	100% most of year	100% most of year
% of site residents lived on site 5+ years	Over 90%	60% to 90%	60% to 90%

** It should be noted that 'doubling up' in this context refers to a residential pitch containing two separate households over the long-term: it does not include pitches temporarily doubled-up to accommodate short-stay visitors.

The total site population across the four sites at the time of the survey was 421 people, of whom 172 (41%) are children aged up to 16. Significant points worth noting from the table are:

- the sites are quite similar in terms of proportion of children in the population and average number of people per pitch
- answers suggest a high number of 'doubled up' households who would ideally like a separate pitch or house of their own in Leeds but very few in either Bradford or Wakefield
- all sites are ethnically mixed and turnover is relatively stable in terms of the majority of residents having been on site for 5 or more years.

Future Plans for Local Authority Sites

Respondents were asked whether certain specified changes were planned during the next three years. No plans were reported in Bradford and Wakefield but Leeds plans to undertake major repairs or improvements. All five authorities, including those currently without a site, were asked if they had any current plans to provide additional local authority Gypsy and Traveller sites in their area over the next five years. There was no new additional provision under consideration in the sub-region.

3.1.2. Private Authorised Sites

The survey included a series of questions about private Gypsy and Traveller sites, planning applications and development of sites without planning permission. Table 3.9 summarises reported authorised private sites showing a total of 9 sites providing less than 20 pitches. All the reported sites were in Bradford or Kirklees and the Kirklees sites do not appear in the Caravan Counts. It was also reported that the number of private sites/pitches had changed since 2001 in Kirklees increasing by 2 sites and 6 pitches. However, it should be noted that the temporary permission at Sands Road has now expired with a subsequent loss of two pitches. Of the other four authorities only Calderdale specifically said that there had been no change in private site provision over the last 5 years; but did not expect any change in the next 5 years.

Table 3.9: Authorised Private Sites in West Yorkshire

Site	Pitches/caravans	Planning Status
Bradford		
Raglan Terrace	1 pitch	Approved
Square Street	1 pitch	Approved
Mill Car Hill Road	2 pitches	Application submitted
Westgate Hill Street	2 pitches	Approved
Westgate Hill Street	1 pitch	Approved
Calderdale		
None		
Kirklees		
Land to rear of Hunsworth Lane	4 pitches	Licence issued 1995 for 3 caravans after appeal
Sands Road, Earlsheaton	2 pitches	Approved 2002, expired December 2006
Near Fieldhead Lane, Drighlington	4 pitches	Restricted approval after appeal, restricted to owner and dependants
Bow Street, Springwood, Huddersfield	2 pitches	Granted under Reg 3 General Regulations 1992
Leeds		
No information provided, but no caravans on private sites counted in January 2007		
Wakefield		
No information provided, but no caravans on private sites counted in January 2007		

As well as the private authorised sites listed above discussions with stakeholders and members of the Gypsy and Traveller community have revealed four further private sites within West Yorkshire which were not included in the local authority questionnaire returns or the official Caravan Counts.

These are very small encampments, usually only consisting of one or two caravans or trailers and in every case just one family/household. Two of these sites are in Calderdale, one is in Kirklees and the fourth is in Wakefield. It is likely that these small sites are unknown to the respective local authorities and that the residents occupying them wish this to remain the case for fear of being moved on. Each of these households was interviewed as part of the survey and the findings reveal that they have been there for quite some time. Residents of the Kirklees and Wakefield sites had been there over five years, one of the Calderdale sites has been there over three years and the other over six months.

Given the sheer geographical scale of the sub-region and the infrequency of the caravan count it is possible that there are more 'hidden' private sites within West Yorkshire. These sites may serve a positive function in terms of addressing unmet need and preventing households from resorting to unauthorised encampments. The fact that these sites are unknown to the respective local authorities suggests that they are not causing any inconvenience and the relatively long durations of stay suggest that households are happy there and are tolerated by the wider community. This is also supported by the survey findings which show that households have no intention of moving anywhere else.

Overall, it can be said that private provision is dominated by small, family sites often in discreet locations. **The total private authorised provision in West Yorkshire currently stands at approximately 17 pitches.** This figure is an approximate one due to some site occupancies being provided in pitches and some in caravans.

3.1.3. Unauthorised Developments

Table 3.1 above illustrates that incidences of unauthorised developments in West Yorkshire are not as common as they are in the wider region or in the national context. Figures from the caravan count show that just one per cent of caravans in the sub-region were on unauthorised developments compared to five per cent in Yorkshire and Humber and 14 per cent nationally. Certainly, West Yorkshire has avoided the high profile and damaging disputes over unauthorised developments prevalent in other parts of the country such as Essex and parts of the South East.

In terms of the local authority survey only Kirklees had a response to the section on unauthorised developments. Kirklees Council had taken enforcement action twice since 2001:

- an enforcement notice was served on a site with five caravans. The enforcement notice was appealed resulting in the notice being varied subject to conditions
- an enforcement notice was served on a site with two caravans. This was complied with.

No current incidents of unauthorised development were reported in Kirklees or any other authorities. However, in a similar vein to the private authorised sites, our survey contains six respondents all resident on different unauthorised developments within West Yorkshire. Again similar to the 'hidden' private sites, these are all small family sites comprising one or two caravans. Three of these are in Bradford, and the other three are in Calderdale, Kirklees and Leeds. With the exception of the Kirklees development all the households have been resident on their respective sites for at least six months and three for more than a year. Thus, the **approximate figure for households on unauthorised developments in West Yorkshire stands at 6 pitches.**

3.2. Unauthorised Encampments

A section of the LA questionnaire dealt with responses to unauthorised encampments and levels of encampment experienced, including an assessment of trends. This sub-section sets out the responses to this section of the questionnaire alongside the views of stakeholders and particularly those working with unauthorised encampments on a day-to-day basis.

3.2.1. Policies on Managing Unauthorised Encampments

The survey showed that all 5 authorities have written policies for managing unauthorised encampments. Common features are a stress on inter-agency working and a description of circumstances in which encampments will be moved as quickly as possible (using court orders) and in which encampments might be tolerated for a period. This distinction depends on both the location of the encampment and the nuisance caused by those involved. The stakeholder below provides a typical illustration:

“If the travellers go on council land we’ve got more of an input to be able to allow certain toleration, if it’s high impact council land then obviously we have to have a different approach. If they go on private land then they are at the mercy of the landowner. I mean at present we’ve got one encampment on private land which we’re happy to just leave where it is at the minute because the landowner’s happy as well.” (LA officer).

The Bradford policy defines ‘sensitive land’ where encampments will be moved as quickly as possible and this was the case across all authorities. This includes council-owned land that is used for recreational purposes, such as sports pitches, parks or school playing fields, land that is used for raising revenues such as car parks, or land adjacent to residential or nursing homes, hospitals etc. The Bradford policy distinguishes between encampments by Gypsies and Travellers and by new travellers on sensitive land. The latter will be referred to the police for action while the local authority will normally take the lead on the former.

All authorities except Kirklees are currently party to joint agreements or protocols with the Police. Consultation with the Police revealed a general two-fold approach to Gypsies and Travellers involving the promotion of engagement and cohesion on the one hand and enforcement related to unauthorised encampments on the other. On the latter, there was a view that police are contacted too readily and often unnecessarily:

“When it comes to unauthorised encampments West Yorkshire Police have a policy which in the main puts emphasis back on local authorities and landowners to actually deal with the issues in the first instance, unless they come on what we call primary land. That said in the main I suspect West Yorkshire are no different from any other area in so much as some local authorities and land owners tend to call the police as the first port of call, prior to them trying themselves to resolve any issues.” (Inspector, WY Police).

This was deemed to be a potential problem or source of conflict in the sense that Traveller experiences of the Police are negative and this *“has the potential to undermine any engagement work you’re doing”*. Wakefield and Leeds have joint agreements or protocols with other agencies as well. First contact with Gypsies and Travellers on unauthorised encampments is normally made by:

Bradford	Council officer
Calderdale	Police

Kirklees	Council officer
Leeds	Council officer, police or Traveller Education
Wakefield	Council officer or police

In all areas except Calderdale council officers are said to be normally involved in the first contact. No authority uses a bailiff as the first contact on an unauthorised encampment.

3.2.2. *Good Practice on Managing Unauthorised Encampments*

Bradford and Leeds identified some aspect of the way they managed unauthorised encampments as good practice:

Bradford: Approach travellers as one human being to another. Be polite; ask intentions regarding occupation of site, their expected length of stay, purpose for visit etc. Explain reason for visit and, if land is sensitive, the need for it to be vacated immediately. Explain processes but do not make promises that cannot be kept. Respect from the Travellers has to be earned but is essential to the process.

Leeds: Officers aim to complete a welfare needs assessment at each encampment. If an assessment is completed and needs are identified and substantiated, these are considered prior to any decision.

3.2.3. *Incidence of Unauthorised Encampments*

All authorities keep a log of unauthorised encampments: Calderdale log some encampments while others log all that are known. The number of separate encampments experienced during 2006 was:

Bradford	53 (normally more than 2 in the area at any time)
Calderdale	0 (normally none in the area)
Kirklees	14 (normally 1 in the area at any time)
Leeds	59 (normally 2-4 in the area at any time)
Wakefield	50 (as many as 5 in the area at any time)

The distribution is thus quite uneven with relatively fewer encampments occurring in Calderdale and Kirklees. Authorities were also asked to provide details of encampment location, land ownership, number of caravans, duration and an indication of action taken in respect of encampments during 2006. Information was provided with some differences of detail for 171 encampments:

- **Bradford:** 53 encampments, no information on number of caravans
- **Calderdale:** 0 encampments in 2006 (there have been 3 encampments during 2007, each lasting 24 hours and on an industrial estate, involving 5, 8 and 3 caravans)
- **Kirklees:** 14 encampments, no information on land ownership
- **Leeds:** 60 encampments during year April 2006 to March 2007
- **Wakefield:** 44 encampments, no information on action taken.

This data chimes with the views of stakeholders on the geography of unauthorised encampments:

“The predominant area for us if I’m honest is Leeds, whether that’s linked to the fact that there’s a large settled community in Leeds that would draw people in there I don’t know” (WY Police Inspector).

“It’s the geography. For economic reasons Wakefield is an ideal stopping place because of those main supply routes really to other cities like Manchester, Hull, Leeds, Bradford, Birmingham - they’re all within an hour or so, couple of hours’ drive” (LA officer, Wakefield).

“Gypsies and Travellers have such a low profile in Calderdale it’s generally 24 hour stay and it’s generally the M62 - coming off onto the industrial estates around Brighouse and Elland and that seems to have been the majority of [unauthorised encampments]” (LA officer, Calderdale).

The average encampment size in areas excluding Bradford (total = 110) was almost exactly 8 caravans with a range from 1 to 34 (Wakefield). There was a spread of sizes:

1-5 (caravans)	42 encampments	38%
6-10	41 encampments	37%
More than 10	27 encampments	25%

Average encampment size was similar in Kirklees and Leeds at around 7 caravans, but larger in Wakefield at almost 10 caravans. Duration was given for 162 encampments across all areas. The average was almost 11 days with a range from less than 1 day to 118 days (an encampment on private land in Wakefield which was still in place at the end of 2006). The distribution by duration was:

Up to 7 days	88 encampments	54%
8 to 14 days	40 encampments	25%
Over 14 days	34 encampments	21%

Over half of encampments were there for less than a week which is probably as much a reflection of enforcement as household choices.

Average duration by authority was:

- **Bradford:** 10.1 days (53 encampments)
- **Kirklees:** 7.4 days (14 encampments)
- **Leeds:** 11.3 days (57 encampments)
- **Wakefield:** 12.2 days (43 encampments)

In Leeds there was a definite concentration of encampments to the south of the city linked to key transport routes and the concentration of housed Gypsies and Travellers in the south of the District (see also 3.3.3):

“I think there’s quite a large community of Gypsy and Traveller people living in housing as well, so you still get those extended members of the family wanting to come to visit, so I think there are those connections.” (LA officer, Leeds).

Insufficient information was given by other authorities about locations to form a clear impression of areas most commonly subject to encampment. It is apparent that highway land, industrial and retail estates, playing fields and recreation grounds have been affected at times. Several of these are likely to have been high profile. A wide variety of locations are involved with very few experiencing more than two encampments in the year.

In areas excluding Kirklees, there were more encampments on private land (54%) than on local authority or highways land (46%). This was the case across all areas. The duration of encampment was the same on both types of land at around 11 days.

In Wakefield, where encampments are charted each month, it is apparent that during the winter months the proportion of encampments on private land is unusually high. It is not clear why this should be so. Information on action taken is very incomplete. The following points emerge:

- in Bradford, the majority of encampments on LA land are resolved by negotiation. Only four encampments out of 25 involved a court order
- there were four recorded uses of section 61 by the Police in 2006, three in Leeds and one in Bradford. Two involved schools, one playing fields and one a sports stadium (i.e. those 'sensitive' or 'primary' land uses outlined above).

In answer to more general questions in the LA survey:

- all authorities noted more encampments in summer than in winter (Calderdale have too few to identify patterns)
- most involved in unauthorised encampments are said to be 'in transit' in Calderdale and Kirklees. In the remaining areas Gypsies and Travellers 'local' to the area and 'in transit' are said to be equally common.

3.2.4. Trends in Unauthorised Encampments

Authorities were asked how the number of unauthorised encampments has changed over the past 5 years. Experience seems to have varied: numbers have decreased in Bradford and Kirklees, increased in Wakefield and remained broadly the same in Calderdale and Leeds. Though numbers had not changed much there were differences relating to the loss of traditional stopping places i.e. unauthorised sites frequented by Gypsies and Travellers over the years:

"Travellers have got a huge problem because of land issues, they're running out of land and wherever a Traveller [pulls on an unauthorised encampment], all the local authority does is identify that land and then make it impregnable for the next time round." (LA officer).

In terms of size of group, most said that encampments had remained broadly the same size over the past 5 years (Bradford, Calderdale and Kirklees); Leeds said they had decreased and Wakefield that they had increased in size. Other comments on local patterns and/or changes over time were noted only by Leeds:

- one large family has now been housed at Cottingley Springs which has reduced encampment numbers
- the same areas will continue to be encamped unless secured
- a percentage of Travellers are unknown to the authority and generally do not engage; they are passing through from other areas.

When asked how they expect the number of encampments to change over the next 5 years, Calderdale, Kirklees and Leeds expected numbers to be broadly similar. Other authorities either did not know (Bradford) or expected an increase (Wakefield).

3.3. Gypsies and Travellers in Bricks and Mortar Housing

Getting a handle of the situations and needs of the population resident in bricks and mortar housing is notoriously difficult given the paucity of information relating to this section of the population. This lack of information is reflected in the partial survey responses on the housing section from local authorities, which is generally the norm in GTAAs. Sections of the questionnaire referring to Gypsies and Travellers in social

and other forms of housing were completed only by Calderdale and Leeds. Housing strategies were sought for all authorities on the internet.

3.3.1. *Housing Policies*

The Regional Housing Strategy 2005-2021 for Yorkshire and The Humber makes several references to the needs of Gypsies and Travellers. There is an Action Point under the heading of 'Ensuring fair access to quality housing':

All local authorities to carry out an effective needs analysis of Gypsy and Travellers sites to determine the number of additional static and transit sites that are required. This will lead to specific outcomes and sites that will address the housing needs of this specific group.

The position with individual authorities appears to be as follows:

- **Bradford:** No specific reference in the Joint Housing Strategy for Bradford 2003-2010 or the Bradford District Homelessness Review July 2003
- **Calderdale:** The Housing Strategy 2005-2010 states the intention to find out more about support requirements of Gypsies and Traveller and to commission joint research with partners in West and North Yorkshire and the City of York. A priority for the next 5 years is: *To make sure that we are meeting the needs of all our communities including Gypsies and Travellers.* There is no specific reference in the homelessness strategy
- **Kirklees:** No specific reference in the Housing Strategy 2004-2007 or in the Homelessness Strategy 2003-2008
- **Leeds:** Includes specific references in the Housing Strategy 2005/06-2009/10 and 'A BME Housing Strategy and Action Plan for the Leeds Housing Partnership 2005-2010'. There is a specific action in the Housing Strategy *to review provision for travelling communities and make appropriate provision available.* There are references throughout the BME Housing Strategy, including comments that many Gypsies and Travellers wish to live in extended family groups. The Strategy also draws attention to the negative effects of problematic unauthorised encampments in alienating the wider community
- **Wakefield:** Apparently no specific reference in the Housing Strategy 2004-2008 or the Homelessness Strategy 2003.

Clearly Gypsies and Travellers are most closely integrated into current strategies in Leeds. The LA survey also asked whether Gypsies and Travellers were identified in ethnic records and in the monitoring of social housing applications and allocations. Only Calderdale and Leeds answered; both keep such records. However, even for these authorities the picture derived is likely to be partial at best as many Gypsy and Traveller families conceal their ethnicity for fear of harassment and will therefore not appear on ethnic monitoring records.

3.3.2. *Homelessness*

Authorities were asked to provide details of how homeless Gypsies and Travellers are supported through the homelessness process, and any steps taken to provide Gypsies and Travellers with housing advice and assistance. In both Calderdale and Leeds it was reported that normal generic support arrangements are in place rather than specific targeted provision. Though not responding to this section of the questionnaire, discussion with stakeholders revealed that the same is also true of the three other West Yorkshire authorities.

3.3.3. Gypsies and Travellers in Social Housing

There was a sequence of questions about Gypsies and Travellers in social housing and among applicants and allocations. This was answered only by Calderdale and Leeds:

- 5 Gypsy Traveller families are currently registered for social housing in Calderdale and 6 in Leeds
- Calderdale said that no Gypsy Traveller family was housed in 2006. Leeds was unable to say how many had been housed
- no homelessness presentations had been made by Gypsies and Travellers in the previous 12 months in Calderdale while one such presentation had been made in Leeds. The main reasons for presenting were noted as having no fixed abode, health concerns, educational concerns and domestic violence. The Leeds respondent noted that many families presenting as homeless do not self-identify as Gypsies or Travellers
- Calderdale was unable to say whether/how the number of Gypsies and Travellers moving into social rented housing had changed over the past 5 years. Leeds said that it had increased, and they also expected an increase over the next 5 years (Calderdale were unable to say).

Calderdale and Leeds identified the main reasons why Gypsies and Travellers move into housing (from a list of 8 potential reasons):

- **Calderdale:** want to 'settle'; unable to find stopping places while travelling; want to move nearer to family/friends
- **Leeds:** unable to find stopping places while travelling; for children's schooling; want to move nearer to family/friends; harassment or other problems on a site.

Neither authority gave 'unable to get a place on a site' as a reason for moving into housing; and neither authority was able to estimate how many Gypsies and Travellers live in social housing in their area. Leeds said that there was some concentration in the South of the City and this was also supported by interviews with stakeholders. There was also anecdotal evidence of concentrations in Bradford: "*I think we know that there are Gypsy families living in the Holme Wood and Bierley areas both of which are to the south-east of the City*" (LA officer, Bradford).

3.3.4. Gypsies and Travellers in Private Housing

Only Calderdale and Leeds answered questions about Gypsies and Travellers in other forms of housing. Neither was able to say whether significant numbers of Gypsies and Travellers live in private housing in their area. Calderdale was not aware of any issues arising in relation to Gypsies and Travellers in private housing; Leeds identified issues around isolation, harassment, and inability to sustain tenancies without support, for example on paying bills.

Calderdale said that Gypsies and Travellers live on caravan or mobile home parks in their area which are not specifically designed for them. Leeds said they did not.

3.3.5. Housing-Related Support

The Supporting People 5 Year Strategies for all authorities have been examined and they all refer to Travellers in some context. At the time the Strategies were produced, no services were being provided specifically targeted to Travellers. The Strategies refer to the need for further research to explore needs and possible

service provision. The Leeds 5 Year Strategy Client Group Plan is more positive referring to:

- *undertake research into the housing and support needs of Travellers*
- *develop a service which can support around 30 Travellers (subject to further evaluation).*

The Calderdale strategy also calls for research into the housing needs of Travellers and states the need to commission a cross-authority GTAA (i.e. this study). It also presents Caravan Count figures for Calderdale and concludes that there is "not a strong case" for the development of Gypsy and Traveller provision within the District.

In the LA survey, only Calderdale and Leeds answered questions about housing-related support. When asked to give examples of housing-related support services for Gypsies and Travellers, neither gave an example. Calderdale was unable to say which services Gypsies and Travellers most frequently approach the Council about (with a list of general housing-related support categories provided). Leeds identified applying for social housing, Housing Benefit and other benefits advice as the main services taken up by Gypsies and Travellers. Currently there seem to be no services particularly aimed at facilitating Gypsy and Traveller access to housing or offering support once there.

3.3.6. Estimating the Size of the Gypsy and Traveller Population in Housing

The general lack of answers provided in the survey means that we have very little information about Gypsies and Travellers in housing. This seems likely to reflect a lack of information and awareness on the part of the authorities themselves which is relatively consistent up and down the country in the absence of reliable datasets. As one stakeholder acknowledged:

"I think there's much more than we know about, I'm sure there are. People who are on this site will talk about relatives who've got houses in Castleford or Normanton, not so very far away" (Health Worker, Wakefield).

Consequently there is the need for a pragmatic approach to estimating the size of the population in bricks and mortar housing.

With the exception of Leeds, where a baseline Census of the Gypsy and Traveller population was conducted in 2004 finding 199 households in bricks and mortar, no other local authority has an indication of the total number of households in housing in their district. Based on stakeholder interviews, community interviewer knowledge and the final sample of housed households in the survey **we estimate that there a total of 400 Gypsy and Traveller households currently resident in bricks and mortar housing** within the sub-region. It is likely that this is more a conservative estimate if anything but until the next Census of Population in 2011, in which additional ethnic categories will be included for Gypsies and Irish Travellers, there is no means of arriving at an accurate figure in any systematic way. The estimated distribution across the five local authorities is as follows:

Bradford:	80 households
Calderdale:	40
Kirklees:	40
Leeds:	160
Wakefield:	80

Leeds has the largest share of the housed population (40 per cent) by some margin and this is supported by the household survey (41 per cent of housed respondents

were resident in Leeds) and consultation with stakeholders and the community. For whatever reason there is a relatively large community in bricks and mortar housing in Leeds in comparison to the four other authorities. Leeds' role as the largest city in the region and an economic hub serving a much wider locality than the immediate City may be one explanation. Bradford and Wakefield both have a 20 per cent share of the housed population and Calderdale and Kirklees 10 per cent.

3.4. Travelling Showpeople

While there are important distinctions between all travelling groups this is a particular issue in terms of accommodation for Travelling Showpeople. Travelling Showpeople differ from other travelling groups in the sense that their accommodation needs are heavily influenced by their employment practices. They need larger spaces for the storage of heavy machinery and equipment and often need to carry out testing, repairs and maintenance to equipment within their yards.

Travelling Showpeople are also regulated by the Showmen's Guild (previously the Van Dwellers Association), a national organisation which has been representing the interests of Travelling Showpeople since 1889. The Showmen's Guild developed as a trade protection association from its predecessor the Van Dwellers Association, which was initially established in direct response to the proposed Movable Dwellings Bill.

The Guild enforces a strict code of conduct enforced by fines and penalties and ultimately disqualification from the Guild which would result in individuals being unable to pursue their traditional livelihood. Travelling Showpeople have designated stopping places for the duration of fairs and events and the Guild does not permit Members to resort to unauthorised encampments. Furthermore, Travelling Showpeople do not tend to reside on local authority sites. Indeed, virtually all of those households in our survey were resident on Showmen's yards leased to, or owned by, the Showmen's Guild or Guild members. There were no circus people found to be resident within the sub-region.

In terms of the information derived from the survey of local authorities, very little was provided on Travelling Showpeople and their accommodation. Only Calderdale answered the relevant section of the survey questionnaire. Provision in that District has remained static since 2001 and there have been no instances of planning applications or of unauthorised development of sites by Travelling Showpeople. Limited information was available about two sites:

- **Bradford:** the Replacement Unitary Development Plan in paragraph 6.46 refers to a site of 1.97 hectares for Travelling Showpeople at Paley Road in Bowling, Bradford West constituency
- **Calderdale:** Atlas Mill, Atlas Mill Road, Brighouse is a site of 20 pitches with residential planning permission (LA survey).

Given this lack of response, it was necessary to consult with the Showmen's Guild in order to build up a comprehensive picture of current site provision for Travelling Showpeople in West Yorkshire. The Yorkshire section of the Guild holds records on all its members and the Guild's involvement in provision and planning issues means that staff at the section office have a comprehensive and up-to-date knowledge of the location and size of yards. Table 3.10 below summarises the distribution of households by local authority given in absolute terms and as a percentage of the overall Showpeople population.

Table 3.10: Distribution of Travelling Showpeople Households by LA

Local authority	Number	%
Bradford	17	20
Calderdale	12	14
Kirklees	16	19
Leeds	14	16
Wakefield	26	31
WEST YORKSHIRE	85	100

Source: Showmen's Guild

As can be seen, unlike the distribution of authorised Gypsy and Traveller sites, provision for Travelling Showpeople is generally more even in terms of the spread across the five local authorities. Wakefield leads the way in terms of provision with a cluster of yards in the Castleford area and two others together accommodating 26 households comprising nearly a third of the sub-regional population. The number of households in the other four authorities is more even, ranging from 12 in Calderdale to 17 in Bradford. The estimated total number of Travelling Showpeople households in West Yorkshire is 85. Though information here has been provided in terms of households, the household survey reveals an average household size of 3.4 persons (see Table 4.6 below). The total population can be derived by multiplying these two figures (85 households x 3.4) which gives a total of 289 people. It is reasonable to assume that one household is equivalent to one residential plot providing there is acknowledgement of the extent of overcrowding on yards (see below on conditions on yards). Thus there are **approximately 85 plots for Travelling Showpeople** across 18 separate yards in West Yorkshire.

The table below shows the general location of yards by local authority and by the number of households resident at each.

Table 3.11: Travelling Showpeople yards by LA and number of households

Local authority	Location/Address	No. of households
Bradford (17 households)	Paley Road, Bowling (owned by Bradford MDC and rented to the Guild - also used as parking space for vehicles)	15
	Gain Lane	2
Calderdale (12)	Atlas Mill Road, Brighouse (2 yards)	12
Kirklees (16)	Red Dales Lane, Huddersfield	1
	Ridings Rd, Dewsbury (owned by Kirklees MDC and rented to the Guild)	12
	Batley	1
	Cleckheaton	2
Leeds (14)	Whitehall Road, Drighlington	7
	Birstall	4
	High Street, Yeadon	3
Wakefield (26)	Louise Street, Castleford	1
	Pottery Street (1), Castleford	1
	Pottery Street (2), Castleford	3
	Pottery Street (3), Castleford	8
	Pottery Street (4), Castleford	5
	Gwent View, Doncaster Road, Upton	6
	Normanton (owned by Wakefield MDC and rented to a family)	2
TOTAL	18	85

Source: Showmen's Guild

Though a handful of yards are rented from the local authority by the Guild or Guild members (e.g. Bowling in Bradford and Dewsbury), Councils are not responsible for their upkeep and maintenance and so these are considered private yards. Table 3.11 illustrates that Travelling Showpeople yards tend to be relatively small in terms of the number of households they accommodate, but even the smallest yards will be relatively large in comparison to Gypsy and Traveller sites due to the need to store vehicles and fairground equipment.

3.4.1. *Conditions on Travelling Showpeople Yards*

As well as the conventional research tools used in this study such as data collection, surveying and interviewing, the research team are also able to draw on a wealth of experience researching Gypsies and Travellers. The research team involved in this study have experience on a large number of Gypsy and Traveller research projects

at the local, regional and national levels including 15 different GTAs. From our perspective, as researchers who have visited a large number of Gypsy and Traveller sites and Showpeople yards all over England and Wales, **the Showpeople of West Yorkshire are living in the worst and most overcrowded conditions we have witnessed**. This is not a statement to be taken lightly given some of the marginal locations and sub-standard conditions of many sites up and down the country. That is not to say that other Travelling groups are happy with their accommodation situations and environments - far from it in fact (see Chapter 4). However, it is clear from the briefest of visits to the Showpeople yards in the sub-region that accommodation needs are particularly acute. There are several critical issues which were evident in many of the yards visited:

- **overcrowding** is as severe as we have witnessed and at a critical point on some yards. In one case residents were wary of what they said in the interviews for fear of the yard being condemned and subsequently closed down. In another, the yard is so full that there is no room to work and build up equipment
- **amenities** are often extremely poor. On many yards temporary permissions and planning restrictions dictate that no work can be carried out to address basic problems such as access and water supply. In one case not all residents have their own water supply and many fill up water tanks by buckets
- **displacement** is a major problem as other yards have closed reducing (or even eliminating) any accommodation options open to residents and further accentuating overcrowding on remaining yards.

The current situation is no doubt a result of the gradual erosion of traditional Showpeople yards over the years and the lack of replacement accommodation. Table 3.12 below is a list of the winter quarters lost by the Showmen's Guild from the 1960s to the present along with the reason. The list was compiled by the Guild retrospectively and the exact timing of the closure of yards is not known. The most recent closure was the yard at Wakefield market in 2006.

Table 3.12: Closure of Travelling Showpeople yards, 1960 to present

Local authority	Location/Address	Reason for closure
Bradford (1 yard)	Bradford Moor, Thornbury	Council-owned site for the use of Showpeople. Sold to an engineering firm
Leeds (7)	Ainsworth Yard, Holbeck	Redevelopment
	Balm Walk, Holbeck	Housing development.
	Bannister's Yard, Hunslet	Site sold by owners.
	Brewery Yard, Hunslet	No longer available
	Commercial Road, Kirkstall	No information on this
	Corporation Street, Morley	No information on this
	Elland Road	No information on this
	Kirkstall Brewery	Redevelopment
Wakefield (2)	Holbeck Moor corner	Now a park
	Castlefields, Castleford	Compulsory purchase order - now a car park
	Wakefield market	Regeneration development – no longer available

Source: Showmen's Guild

When considered against just two new yards which have come into use over the same period (Ridings Road, Dewsbury and Bowling - both in Bradford) it is clear that there is a long-term mismatch between demand and supply which has gradually become more acute over the years. The lack of new yards and population growth

among the Travelling Showpeople community has further accentuated the situation to the point where accommodation needs are critical. The evidence presented in Chapter 5 elaborates on the accommodation situations of Travelling Showpeople in the sub-region.

4. West Yorkshire's Gypsies and Travellers: Survey Findings

This section presents the findings from the questionnaire survey conducted between August and December 2007. The majority of interviews were conducted in people's own homes and typically lasted 20 to 25 minutes. The survey team was comprised of a mix of researchers and community interviewers. This information provides a baseline of indicators from which future studies and GTAAs can draw upon. Survey findings which feed directly into the quantitative assessment of pitch needs are set out in Chapter 6.

Given the differences in accommodation situations and needs it was necessary to conduct surveys with Travelling Showpeople using a different questionnaire which was more tailored to the specific accommodation needs of Showpeople households. As such, with the exception of general tables on the entire sample (Tables 4.1, 4.2 and 4.3) the data tables in this section exclude Travelling Showpeople respondents as some questions were not applicable and analysis of the different questionnaires was conducted separately. The findings from the survey results specific to Travelling Showpeople are presented in Chapter 5.

4.1. Sampling Frame

Sampling the Gypsy and Traveller population in any locality is inevitably problematic due to the absence of robust data on the size and spatial distribution of the population. As such a pragmatic approach is necessary which combines official datasets with other information and local knowledge. The sampling frame for this survey was based on information derived from the caravan count and that provided by local authorities and other key stakeholders. These disparate information sources were pooled to arrive at quota targets which were set by accommodation type. The initial target was 180 interviews but this was revised mid-way through the survey and increased to 210 reflecting larger populations of Travelling Showpeople and households in bricks and mortar housing than was first envisaged.

For social rented sites a sample frame was derived based on a quota of 50 per cent of occupied pitches with this information garnered from the caravan count. Access to social rented sites was relatively straight forward and often facilitated through the site manager or local authority representatives. Repeat visits were made in instances where households were away from the site or if the timing of the visit was inconvenient for respondents.

The samples for private authorised sites and unauthorised developments were primarily derived from information provided by local authorities. Access to these sites proved more difficult with households more likely to decline to participate in the research. This was not a major concern given the very small numbers of households in these accommodation situations.

For households on unauthorised encampments the research team relied heavily on local authority officers informing of any new encampments as and when they occurred with the aim of responding to these within 48 hours. Some authorities did this more consistently than others. In some cases, even where encampments were

reported promptly households had moved on by the time members of the fieldwork team had gone to visit them. These factors, coupled with the fact that the research was commissioned towards the end of the summer period when travelling and unauthorised encampments are more common, meant that the survey target was missed.

The sample frame for Travelling Showpeople was compiled using information provided by the Showmen's Guild of Yorkshire. Contacts at the Guild were able to provide information on the number of Showpeople households and yards within West Yorkshire from which a quota was established. The Showmen's Guild also helped in identifying and locating yards and facilitating access to Guild members for interview.

The most problematic accommodation type to incorporate into the sample was undoubtedly bricks and mortar housing. Given the lack of records on Gypsy and Traveller households living in bricks and mortar it was not possible to derive a sample in any systematic way. As a result a more pragmatic approach to identifying these households was adopted, which relied on the local knowledge of stakeholders and, crucially, community interviewers. Indeed, the majority of interviewees resident in housing were contacted through Leeds GATE and community interviewers.

Table 4.1 below presents the target and number of achieved household interviews by accommodation type.

Table 4.1: Achieved household interviews by target

Accommodation Type	Target	Achieved	
		No.	%
Bricks and mortar housing	75	73	97
Socially rented sites	65	61	94
Travelling Showpeople	30	29	97
Unauthorised encampments	30	22	73
Unauthorised developments	5	6	120
Private authorised sites	5	5	100
Other	n/a	2	n/a
TOTAL	210	198	94

The final total of 198 interviews falls a little short of the revised survey target of 210 (the target was increased from an initial 180) with most of this shortfall accounted for by the discrepancy between the target and achieved number of unauthorised encampment interviews. Bricks and mortar housing was the most prevalent accommodation type accounting for over a third of survey respondents. Households resident on socially rented sites were the other sizeable group representing over 30 per cent of total survey respondents. Across all accommodation types the survey responses are broadly representative of the accommodation situations of the population within West Yorkshire.

Table 4.2 shows the distribution of completed household surveys across the five local authorities. Leeds, which is the largest of the five, accounts for over a third of survey responses while respondents resident in Bradford and Wakefield comprise around 25 per cent of the total each. Significantly fewer interviews were conducted with Gypsies and Travellers in Calderdale and Kirklees.

Table 4.2: Achieved interviews by local authority area

Accommodation Type	Local authority area					TOTAL
	Bradford	Calderdale	Kirklees	Leeds	Wakefield	
Bricks and mortar housing	10	10	4	30	19	73
Socially rented sites	21	0	0	21	19	61
Travelling Showpeople	6	3	5	5	9	28
Unauthorised encampments	6	1	0	11	4	22
Unauthorised developments	3	1	1	1	0	6
Private authorised sites	1	2	1	0	1	5
Other	0	2	0	0	0	2
TOTAL	47	18	11	68	52	197*

* Note: Interviews do not total 198 as one respondent (Travelling Showperson) was resident outwith the study area.

Again, the number of interviews achieved by local authority can be considered a relatively accurate reflection of the spatial distribution of the Gypsy and Traveller population across West Yorkshire. The discussion of caravan count trends in Chapter 3 above would seem to bear this out.

4.2. Characteristics of the Gypsy and Traveller Population

The collective term of Gypsies and Travellers should not disguise the fact this refers to a heterogeneous group. There is a great deal of diversity within the Gypsy and Traveller population and a failure to recognize this ignores the different cultural needs and requirements of different sections of the community. As Table 4.3 shows, this diversity is reflected in the population of West Yorkshire with survey respondents identifying with 8 different categories of Traveller group.

Table 4.3: Interviewees by Gypsy and Traveller group

Traveller Group	Number	%
Romany/Gypsy (English)	86	43
Irish Traveller	50	25
Travelling Showpeople	29	15
Traveller (not specified)	14	7
Welsh Gypsy/Traveller	5	3
Scottish Gypsy/Traveller	6	3
Bargee/Boat dweller	2	1
New Traveller	1	1
Refused	5	3
TOTAL	198	100

Gypsies and Irish Travellers were the two largest groups, comprising 43 and 25 per cent of survey respondents respectively. These two groups combined account for over two thirds of the entire Gypsy and Traveller population of West Yorkshire. The 29 Travelling Showpeople respondents make up a further 15 per cent of survey households. The other significant group are those self-identifying as "Traveller". This collective comprises Travellers who would have once identified as new travellers but no longer do so due to lifestyle changes, and also a sizeable minority for whom the label "Traveller" is deemed sufficient in denoting their identity.

Table 4.4 gives the age groups of household survey interviewees. As is consistent with other GTAA's the 25-39 age group were the most consulted during the assessment accounting for almost 50 per cent of Gypsy and Traveller respondents. Coupled with the 40-49 group these two comprise over two thirds of all Gypsies and Travellers interviewed. Fewer interviews were conducted with elderly respondents which probably reflects the age structure of the Gypsy and Traveller population. For instance, the *Leeds Baseline Census* of Gypsies and Travellers found that the over 60s represent a little over two per cent of the population compared to 20 per cent for the Leeds population as a whole (Baker, 2005).

Table 4.4: Age of interviewees

Age group	Number	%
16 – 24	10	6
25 – 39	78	46
40 – 49	35	21
50 – 59	19	11
60 – 74	21	12
75 – 84	5	3
85 and over	1	1
TOTAL	169	100

Young adults were slightly under-represented in the survey but this was in part due to the relatively large number of 'younger' families living with parents due to difficulties in accessing a permanent residential pitch of their own. Indeed, this factor also has an affect on household size. Table 4.5 below gives the household size distribution, that is, the frequency of the different household sizes. This illustrates the variation in terms of household structure and living arrangements with households ranging from those living alone to those with up to ten household members. A quarter of households contain only two people which is a reflection of older couple households where young adults have 'flown the nest' and started their own families.

Table 4.5: Household size distribution

Household size	Number	%
1 person	16	9
2 persons	42	25
3 persons	24	14
4 persons	32	19
5 persons	15	9
6 persons	17	10
7 persons	13	8
8 persons	5	3
9 persons	3	2
10 persons	2	1
TOTAL	169	100

In terms of household size Gypsy and Traveller households tend to be larger than those of the settled population. The overall average of 3.8 persons per household is significantly higher than the sub-regional and national averages for the population as a whole of 2.4 persons (2001 Census of Population). There are also differences by accommodation type as illustrated in Table 4.6 below. These range from an average household size of 3 for households on private sites to 4.5 for those on unauthorised encampments. It is worth noting that this larger average is some way above the average household size found on socially rented sites of 3.7. This may have implications for larger families wishing to stay together in terms of finding suitably large pitches on local authority sites which are in high demand and where vacancies are infrequent.

Table 4.6: Average household size by accommodation type

Accommodation type	Household size
Unauthorised encampment	4.5
Bricks and mortar	4.0
Residential LA/RSL site	3.7
Unauthorised development	3.5
Travelling Showpeople	3.4
Residential private sites	3.0
OVERALL AVERAGE	3.8

Table 4.7 below gives the breakdown of responses to the question 'Would you say you are local to this area?' Almost four-in-five respondents stated a connection to

the locality they were currently residing in with a fifth reporting no connection to the local area. Interestingly, of households on unauthorised encampments over 95 per cent said that they were local to the area, significantly more than those on residential sites (80 per cent).

Table 4.7: Local connection to the area

	Number	%
Yes	154	78
No	43	21
Don't know	1	1
TOTAL	198	100

Following on from that, respondents were asked about their reasons for living or stopping in the area. The table below gives the breakdown of reasons given with proportions shown for all respondents and also for households the sub-set on unauthorised encampments. The similarity in the responses is striking. Having family resident in the area is the primary motive for living in or resorting to West Yorkshire for the majority of respondents. Other significant factors include wishing to reside/return to one's place of birth, and children settling into local schools. One major difference in the reasons given by households on unauthorised encampments is that their current location was the only place they could find. This was the second most prominent reason for being in the Study Area for households on unauthorised encampments but was much further down the list for the survey group as a whole. This suggests that many households on the roadside are there as a last resort rather than out of choice.

Table 4.8: Reasons for residing in or resorting to West Yorkshire

Reason	All households (%)	Unauthorised encampments (%)
Family living here	82	82
Place of birth	27	32
Schools	15	23
Only place I could find	13	40
Work opportunities	11	9
Family/community event	8	9
Other	13	14

NB: Columns do not add to 100 because respondents could give more than one answer.

The importance of family networks as a factor influencing residential choices and travelling patterns is not particularly surprising. However, what is a novel finding is the relatively low importance of work opportunities as a factor pulling Gypsies and Travellers into the sub-region. Only 11 per cent of households cited work

opportunities as a particular reason for living in or travelling to, West Yorkshire. The above table, however, does not include responses from Travelling Showpeople for whom work was more of a central factor informing residential location (see Table 5.2 below).

4.3. Authorised Site Provision

Given the lack of provision in terms of private sites and the subsequently small sample size for private authorised sites it is not possible to derive any meaningful conclusions from the handful of private site respondents. Therefore this sub-section addresses site issues in general. The total sample size here is 66 households, of which 5 are resident on private sites.

Resident perspectives of authorised sites are varied but there are three particular aspects where there dissatisfaction appears to be relatively widespread. Firstly, two-fifths of respondents stated that the design of their site was either poor or very poor. Secondly, a similar proportion expressed the same view on the location of the site which is unsurprising given that sites are, in the main, in marginal locations with poor environments. Thirdly, facilities were considered to be poor by 30 per cent of interviewees. These findings imply the need for extensive consultation with the community on the design and location of future sites in order to avoid the repetition of marginalisation and exclusion and to foster interaction with the 'settled population'. On a more positive note the majority of respondents were of the opinion that their neighbours, site management, the size of their pitch and facilities on site were either 'good' or 'very good'.

Table 4.9: Perspectives on authorised sites

	V. good	Good	Neutral	Poor	V. poor	Total
Site design	9	29	22	9	31	100
Location	15	32	15	14	23	100
Facilities	18	37	15	8	22	100
Size of pitch	31	34	16	8	11	100
Management	23	32	28	11	6	100
Neighbours	22	49	26	2	2	100

Asked what the maximum number of pitches on a residential site should be respondents gave answers ranging from 4 to 60 (this question was asked of the entire sample regardless of their accommodation type). The overall average was 24 pitches. It should be noted that this is an *average maximum figure*: a third of respondents gave a figure of 12 or less which is consistent with findings in other GTAAs in terms of perspectives on the *ideal* size for a residential site.

Respondents on sites were also asked about access to a range of facilities and these are shown in Table 4.10 below. Generally, access is good but there are particular areas of concern for residents. It should be noted that responses here relate only to *access* to facilities. Responses in Table 4.9 above suggest that there is significant room for improvement in terms of the *quality* of these facilities. A lack of heating in sheds was common at almost half of residents – this caused much discomfort in the winter months. Over a third of respondents did not have access to fire precautions which is a worry when one considers issues of 'doubling up' and

overcrowding on some sites. Play spaces for children on sites were the least common facility to be found on sites (just 19 per cent of households had access to these) and this in turn raised issues about health and safety on sites.

Table 4.10: Access to facilities on authorised sites

Facility	Yes	No
Water supply	98	2
WC	98	2
Postal delivery	98	2
Electricity supply	97	3
Shed/amenity building	97	3
Bath	97	3
Rubbish storage and collection	95	5
Laundry facilities	95	5
Shower	94	6
Kitchen facilities	86	14
Space for eating or sitting	78	22
Fire precautions	65	35
Heating in shed	52	48
Somewhere for children to play	19	81

Of site respondents 57 per cent stated that they had concerns over health and safety on their site. The responses can be grouped into three main areas of concern. Firstly, and most commonly reported, were fears over the lack of fencing and gates around plots but also around site perimeters and entrances. Parents were of the opinion that if these were in place then their children would be much safer on site. Secondly, and related to the first issue, was the problem of cars speeding on the site which again was a major concern for parents who feared for their children's safety. There were also several reports of "strange" cars coming onto sites in the evenings and it was thought that such events could be easily prevented with the imposition of gates and fencing. The final issue was the general environment on sites which were often characterised by dirt and pollution and deemed detrimental to the health of residents. Specific problems cited were: dirt from nearby quarries; refuse tips near sites; rodent problems; and electricity pylons on or near sites.

63 per cent of respondents said that they would consider moving to a/another residential site in the future and the same proportion expressed a preference to remain in the same local area as shown in Table 4.11 below. There was some variation by local authority. In both Leeds and Wakefield around three quarters of households would not consider moving to a site outside the local area (i.e. the district in most cases). Only a quarter of respondents would consider moving to a site outside of West Yorkshire with half of these wishing to reside elsewhere within the Yorkshire and Humber region.

Table 4.11: Location preferences for residential sites

	Number	%
Within the same local area	52	63
Within West Yorkshire	10	12
Within Yorkshire and Humber	10	12
Other parts of the UK	9	11
Abroad	1	1
TOTAL	82	100

In terms of length of stay, those who would consider moving to a/another site at some point in the future were overwhelmingly thinking of long-term residences. 82 per cent said that, if they did move to another site, they would like to stop there for five years or more. This finding is consistent with the relatively low turnover on sites discussed in Chapter 3 (see also length of stay at current residence, Table 4.16 below).

Table 4.12: Preferred length of stay on residential sites

	Number	%
Less than 3 months	2	2
1 year or more but less than 3	1	1
5 or more years	94	82
Don't know	18	16
TOTAL	115	100

4.4. Gypsies and Travellers in Bricks and Mortar Housing

As mentioned above the most prevalent accommodation type within the sample was bricks and mortar housing which accounted for over a third of all respondents.

Table 4.13 combines the responses to two questions asked of households in bricks and mortar: one on dwelling type and the other on tenure.

Table 4.13: Dwelling type and tenure of bricks and mortar households

Dwelling/Tenure	Number	%
House	57	78
Bungalow	13	18
Flat/maisonette	3	4
TOTAL	73	100
Council tenant	33	45
Owner-occupier	20	27
Private tenant	19	26
RSL/HA Tenant	1	1
TOTAL	73	100

Most of these households, around four-in-five, were resident in conventional houses (detached, semi-detached or terraced properties) with bungalows the other significant dwelling type at 20 per cent. This is some way above the national average and reflects the fact that bungalows are often the preferred dwelling type for Gypsies and Travellers moving from sites as these moves are often triggered by health concerns or accessibility problems due to old age. Furthermore, the transition from trailer or caravan accommodation to the relative unknown of bricks and mortar is often deemed less difficult and alien when the property is a bungalow. So the relatively high occupancy of bungalows among the population is not surprising.

In terms of housing tenure the Gypsy and Traveller population of West Yorkshire differs markedly from the population as a whole. Social rented accommodation (i.e. renting from the Council, a housing association or RSL) is dominant amongst Gypsy and Traveller households at 45 per cent compared to 22 per cent for the sub-region. Owner-occupation among Gypsies and Travellers is just 27 per cent - much lower than the West Yorkshire average of 67 per cent, or two-thirds of all households. Given that housing tenure is often used as a social indicator, these figures would suggest a higher proportion of deprivation among housed Gypsies and Travellers in comparison to the 'settled population'. Interestingly, the private rented sector appears to play a key role in accommodating Gypsies and Travellers. 26 per cent of housed respondents were renting from a private landlord, some way above the West Yorkshire average for the entire population of just 9 per cent.

Table 4.14: Housing tenure by Traveller group

Traveller group	Owner-occupier	Council tenant	RSL/HA tenant	Private tenant	Total Number	%
Romany/Gypsy (English)	11	20	0	11	42	58
Irish Traveller	7	7	0	6	20	27
Scottish Gypsy/Traveller	1	3	0	1	5	7
Traveller (not specified)	0	2	1	0	3	4
Welsh Gypsy/Traveller	0	1	0	1	2	3
Other	1	0	0	0	1	1
TOTAL	20	33	1	19	73	100

Table 4.14 above considers housing tenure by Traveller group and is illustrative rather than comprehensive. Differences in tenure by Traveller group among the sample of housed respondents are not that discernible given the smaller sample sizes when disaggregated. That said, the Table does tentatively suggest a greater tendency for Gypsies to be resident in Council housing.

In contrast to site residents Gypsies and Travellers in bricks and mortar housing appear to be more content with their accommodation situation. Table 4.15 shows that although around 10 per cent of bricks and mortar respondents are unhappy with their neighbours most consider other aspects of their property to be 'very good' or 'good'; or remain neutral on the matter.

Table 4.15: Perspectives on housing

	V. good	Good	Neutral	Poor	V. poor	Total
Neighbours	16	42	30	8	3	100
Location	24	46	24	6	1	100
House design	29	48	16	5	1	100
State of repair	27	53	16	3	0	100
Facilities	32	48	15	5	0	100
Size of house	37	45	14	4	0	100

4.5. Accommodation Histories and Preferences

A section of the questionnaire focused on the recent housing histories of households. Table 4.16 gives the length of residence at the current site or house with responses given by broad accommodation type. There are some key differences here. Households on local authority sites are the most settled with 84 per cent having resided at their current address for five years or more – further evidence of the relative lack of turnover on these sites. Taking sites as a whole this figure drops to 58 per cent given the shorter stays on unauthorised encampments.

Table 4.16: Length of residence at current site/house

	Housing	Sites	LA sites
Up to 1 week	0	10	0
2 to 4 weeks	0	6	2
1 to 3 months	3	6	0
3 to 6 months	11	2	2
6 months to a year	19	5	2
1 to 3 years	25	5	3
3 to 5 years	19	6	7
5 years or more	22	58	84
Don't know	1	0	0
Total	100	100	100

The picture is much more varied for families in bricks and mortar suggesting a more transient group. Just over a fifth of respondents had been in their current house for more than five years and these were skewed towards owner-occupiers. For households in social rented accommodation moves appear to be more regular.

Table 4.17: Previous location

Previous location	%
Within the same local area	37
Within West Yorkshire	20
Within Yorkshire and Humber	8
Other parts of the UK	35
Total	100

Table 4.17 above gives the previous location of all Gypsy and Traveller households regardless of accommodation type. 57 per cent of households had moved from elsewhere within West Yorkshire and a further 8 per cent from within the region. This again illustrates the importance of attachment to place for respondents who often have quite clear ideas about where they would like to reside. Over a third had come from other parts of the UK suggesting a sizeable in-flow to West Yorkshire, though this is likely to be at least partially off-set by a significant out-flow.

Table 4.18: Last accommodation type

Last accommodation	U/E	U/D	LA/RSL	Pri	B&M	TOTAL
Roadside	77	50	66	20	40	54
Council/RSL site	5	17	18	20	18	16
Bricks and mortar	9	17	9	60	10	11
Private site	0	0	4	0	16	9
Farm land/Farm	5	0	0	0	8	4
Caravan park	0	0	0	0	5	2
Council/RSL transit site	5	0	2	0	3	2
Other	0	17	2	0	0	1
TOTAL	100	100	100	100	100	100

NB: U/E = unauthorised encampment; U/D = unauthorised development; LA/RSL = social rented sites; Pri = private sites; and B&M = bricks and mortar.

Table 4.18 shows the last accommodation type of survey respondents by their current accommodation situation. This is useful in illustrating the extent of flows between different accommodation types and highlights the importance of acknowledging the inter-connections between different types of provision, areas and the dynamic nature of migration. Of significance here, however, is the high level of movement between different types of provision. As one stakeholder identified:

"We certainly see people moving into housing from say Bradford sites and then they may go into an unauthorised encampment in Leeds and then after go to Cottingley Springs. So you see all those type of things, they might not be as straight forward as one site to the other or one house to the other, they sort of criss-cross like that and they criss-cross through Bradford, Wakefield and Leeds." (LA officer, Leeds).

Like-for-like moves to the same accommodation type appear to be rare and only households on unauthorised encampments are more likely to remain so rather than accessing different accommodation. It is likely that in most cases this situation is a forced one in the absence of suitable provision. The other notable finding here is that 54 per cent of all Gypsies and Travellers in the sample were previously residing on the roadside. This further supports the idea that roadside encampments are not an active choice. Indeed, of the households on unauthorised encampments, only 8 per cent expressed this as their preferred accommodation type whereas 78 per cent stated a preference for social rented or private site accommodation. Two thirds of households on local authority sites and two-in-five of those in bricks and mortar had moved there from an unauthorised encampment. 18 per cent of households on social rented sites had moved from one local authority site to another while 9 per cent of all respondents had come from a private site.

Table 4.19: Accommodation preferences

Accommodation type	Mean score
A private site owned by you or your family	9.4
A site owned by the local authority	7.5
A family owned house	6.6
Travelling around on authorised transit sites	6.0
A site owned by another Gypsy or Traveller	5.7
A site owned by a private Landlord (not a Gypsy or Traveller)	5.7
Social rented housing	4.8

In a bid to understand accommodation preferences and assess the demand for different types of provision respondents were asked to rate different ways of living on a scale of 1 to 10, with 10 being the most desirable and one the least. Table 4.19 above gives the mean score for each accommodation type and shows a clear preference among the community, regardless of current accommodation situations, for family owned private sites. This is consistent with the findings across other GTAAs. This is of course a *preference* and is currently beyond the financial means of some households. There is a significant proportion however, for whom private sites are feasible financially and in this sense the dearth of private provision within West Yorkshire is striking. The clear second most popular accommodation type was a pitch on a local authority owned site with a mean score of 7.5. Surprisingly, this is much higher than the score of 5.7 for sites owned by another Gypsy or Traveller. Renting a house from the local council or a housing association is the least preferable with a mean score of 4.8.

4.6. Travelling Patterns and Experiences

Most recent research on the travelling patterns of Gypsies and Travellers has pointed to a decline in the regularity and duration of travelling among the community. This section looks at trends in travelling on the part of the Gypsies and Travellers in West Yorkshire.

Respondents were asked about the frequency of travel and this is presented in Table 4.20 below.

Table 4.20: Frequency of travelling

Frequency of travel	Number	%
Every week	13	8
Every month	6	4
Every couple of months	13	8
Seasonally	36	21
Once per year only	22	13
Never	78	46
TOTAL	168	100

The biggest group from the survey are those who never travel, comprising almost 50 per cent of the sample. Two other sizeable minorities are those who travel seasonally and those travelling just once a year, representing 21 and 13 per cent respectively. Regular travellers are rarer with only one-in-five households travelling every couple of months. Households travelling every week or month were almost exclusively those on unauthorised encampments. 54 per cent of total households had taken to the road for some reason during the past 12 months (see Table 4.22 for reasons).

To ascertain the extent of the changes in travelling patterns we asked a series of questions on past and future trends. The results from these questions are presented in Table 4.21 which supports the widespread notion that travelling has become less frequent amongst the community.

Table 4.21: Change in travelling trends

Travelling trend	Number	%
Typical	73	45
Changed	91	55
TOTAL	164	100

Future travel trends

More than currently	29	17
Less than currently	11	7
Same as currently	77	46
Don't know	49	30
TOTAL	166	100

55 per cent of respondents said that the nature of their travelling patterns had changed - virtually all now travelled less than they used to. There were two dominant and related reasons for this decline: "nowhere to stop" and "enforcement and eviction". Traditional stopping places that have been utilised over many generations in some cases were deemed to be much scarcer due to changing land uses and measures to stop caravans "pulling on" them. A minority of respondents reported travelling less due to settling down and securing a school place for their children, but those travelling less as the result of a conscious and *active choice* were few and far between. For most, changes in travel reflected a response to the attempted control and restriction of their movements connected to the lack of stopping places and concerns over security of tenure given the limited periods of absence allowed from residential sites. Should this climate change it is likely that there would be an increase in the frequency of travel.

In terms of future trends, a majority of households intended on travelling the same amount as they do now, that is, seasonally and occasionally. Almost a third of respondents did not know what the future would hold in terms of travel which perhaps reflects the uncertainty and difficulties of being on the roadside and the

dearth of stopping places and transit provision. Interestingly, a sizeable minority of respondents, 17 per cent, expected to travel more frequently in the future.

The factors that trigger travel amongst Gypsies and Travellers are complex and varied and interviewees often reported that there was no set pattern to their movements, whereas in the past the location and timing of travel was more closely tied to employment trends. For instance, seasonal agricultural work would have once necessitated travel to the East coast in the summer but competition from growing populations of students and migrant workers coupled with the effects of the 1994 CJPOA has limited these opportunities. Increased difficulties in following the traditional employment practices of previous generations were also cited and this is evidenced in Table 4.22 which gives the reasons for travel over the last 12 months. A little over a quarter of travelling households did so in pursuit of employment opportunities.

Table 4.22: Reasons for travelling in the last 12 months

Reason	Yes	No	Total
To attend a fair	58	42	100
Holiday	34	66	100
Visiting relatives	32	68	100
Work opportunities	28	72	100
Eviction	20	80	100
Family events	15	85	100
Community events	8	92	100
Other	3	97	100

NB: Columns do not add to 100 because respondents could give more than one answer.

Far and away the most prevalent reason precipitating travel was attendance at fairs such as Appleby, Brigg and Stow on the Wold. Such annual events were the only times many households would travel. Other significant drivers of mobility were holidays and visiting relatives, with the importance of familial networks again highlighted. A relatively large proportion of households, one-in-five, had been forced to move on due to eviction during the last 12 months.

4.7. Transit Sites

One touted mechanism for facilitating travel is the provision of a network of transit sites for short-term stays when on the road. Perspectives on transit sites however, are varied both in terms of the views of the Travelling community and stakeholders. In terms of the latter, some stakeholders, such as the interviewee below, were positive about the idea of transit sites in principle and recognised the need for some sort of short-term provision but had concerns over management issues:

“Well yeah I would totally agree with that, we would benefit from a transit site but it’s how that transit site would be managed and how it would be controlled” (LA officer, Wakefield).

Many stakeholders were also of the view that there was the potential for more disruption on transit sites and perhaps less respect of the immediate environment given the lack of a sense of ownership in contrast to residential sites:

“I can appreciate where the government’s coming from with the transit sites, I think the problem from that side will be the management of transit sites... There’s a lot of pride on [residential] sites, the thing with the transit site is well they’re only here for a short time: what sort of provision are you going to give and how would it be respected?” (Site manager).

On the views of the Travelling community, respondents were asked whether they would consider stopping at a transit site and the results are shown in Table 4.23 below. Around a third stated that they would consider doing so; a larger proportion, 44 per cent said that they would not. A quarter of interviewees answered ‘don’t know’ which is a reflection of the ambivalent attitudes of many towards transit provision and a lack of consensus about what actually constitutes a transit site and what facilities would be provided on one. Respondents were also asked what the **maximum** number of pitches should be on a transit site. The overall average was 13 pitches and responses ranged from 2 to 60. Again, this question was asked of all respondents and not just those who expressed a willingness to stay on transit sites.

Table 4.23: Would you consider stopping at a short stay/transit site?

	Number	%
Yes	53	32
No	73	44
Don't know	41	25
TOTAL	167	100

Preferences on the length of stay on a transit site are presented in Table 4.24 and again suggest a degree of uncertainty. By far the most common response was ‘don’t know’ which accounted for 42 per cent of all responses. The same proportion were of the view that the length of stay should be less than 3 months, although almost a quarter of respondents said they would stay for less than four weeks.

Table 4.24: Preferred length of stay on transit sites

	Number	%
Up to 1 week	4	6
2-4 weeks	12	18
1 to 3 months	12	18
3 to 6 months	5	8
6 months to a year	2	3
5 or more years	3	5
Don't know	27	42
TOTAL	65	100

An alternative to the development of transit sites is the incorporation of short-stay pitches on residential sites. Given that a third of travelling households do so in order to visit relatives this would appear to be a valid option. Attitudes towards this idea are given in Table 4.25.

Table 4.25: Attitudes towards sites incorporating permanent and short-stay pitches

	Number	%
Good idea	97	57
Bad idea	29	17
Don't know	43	25
Total	169	100

A majority of respondents were of the view that incorporating permanent and short-stay pitches on sites was a good idea: 57 per cent responded positively to this suggestion while 17 per cent thought this was a bad idea. In terms of the positives, the reasons given for this view were dominated by several responses: getting people off the roadside, accommodating visitors, addressing homelessness and providing options and flexibility for those wishing to travel. In contrast, those who saw this as a negative were almost universal in their reasoning with the vast majority expressing concerns that "anyone" could pull on to the site which could potentially lead to "problems" and "trouble". In several cases it was suggested that there is more likelihood of fly-tipping and general mess and dirt on sites where there is transit provision.

4.8. Housing-related and Other Support Services

As the review of Supporting People strategies in section 3.3.5 above revealed there are currently no services being provided which are specifically aimed at Gypsies and Travellers. A common theme in the strategies is the need for evidence on the housing-related support needs of the community to inform the development of services. This section presents the findings from specific survey questions pertaining to this area of policy and should be considered alongside the 2005 Supporting People Report: *The Housing Support Needs of Gypsies and Travellers in West Yorkshire, North Yorkshire and York*. Firstly, however, it is necessary to briefly explore stakeholder views on the existing support mechanisms in place as this serves to contextualise the attitudes and perceptions of Gypsies and Travellers.

As Chapter 3 highlighted, there is a great deal of variance from one local authority to the next in terms of the resources allocated to Gypsy and Traveller issues. In most cases, support for the community across a range of policy and service areas rests with a handful of dedicated individuals working with Gypsies and Travellers on a day-to-day basis - both local authority officers and those employed in the community and voluntary sector. These roles can sometimes be extremely varied with LA officers, health workers, Children's workers and the like often performing duties not directly related to their specific roles. In most cases this appears to be in response to the lack of a comprehensive and cross-departmental Gypsy and Traveller strategy coupled with a lack of engagement from other agencies. The quotes below illustrate the general sentiment of stakeholders:

"We have a flurry of activity every now and then, we might have a multi-agency meeting, but I don't think there's a great deal of awareness amongst a lot of services about their culture" (LA officer, Children's Services).

"We work quite well on site regarding the multi-agency that's down here but you're often one person trying to do quite a hard role, and definitely myself because I do groups on site trying to get other agencies involved in supporting me with those groups it's, that's been really, really hard, in 5 years I've had 18 different co-workers so..." (Family worker).

This situation - where there is a dependence on the skills, knowledge and relationships developed by a small group of individuals - obviously has implications in terms of the continuity and sustainability of service provision. The long-standing issue of short-term funding regimes in the community and voluntary sector also impacts here. The quote below illustrates the frustrations with regard to these issues:

"Things are set up but often because the majority of the work that was done by Gypsy and Traveller workers you're down as contact work, it's a case of mine, when I started it was a year, got extended to three years, I then had another two years. I'm waiting to see now what happens in April....so it's quite hard because you set things going and you don't know how sustainable those things are going to be" (Children's Centre worker).

It is against this backdrop that the following survey findings should be understood. Firstly, respondents were asked whether they had sufficient access to a range of key services in their locality. Table 4.26 presents responses as percentages for all households and by accommodation type.

Table 4.26: Access to services by accommodation type

Service	All h/holds		U/Es		LA sites		B&M	
	Yes	No	Yes	No	Yes	No	Yes	No
A&E	90	10	59	41	86	14	100	0
GP/health centre	87	13	43	57	85	15	100	0
Public transport	83	17	50	50	74	26	100	0
Post office	82	18	48	52	74	26	98	2
Local shops	81	19	54	46	67	33	100	0
Banks	80	20	57	43	66	34	99	1
Dentist	68	32	23	77	61	39	85	15
Maternity care	59	41	38	62	70	30	60	40
Sports & leisure services	54	46	33	67	53	47	56	44
Health visitor	50	50	19	81	74	26	40	60
Nurseries/children's service	46	54	32	68	61	29	40	60
Social worker	37	63	14	86	53	47	30	70
Services for older people	28	72	19	81	27	73	33	67
Youth clubs	27	73	19	81	27	73	29	71

NB: Sample sizes were too small to present separate findings for households on unauthorised developments and private authorised sites.

Taking all households first, access to key services appears to be relatively good although services for older people and children are reportedly poor. It is probably fair to say that similar responses to the 'all households' group would be expected from the settled population given the element of subjectivity in the question posed. However, as is to be expected, issues of access are most acute with regard to households on unauthorised encampments with health emerging as a major concern. It is well established that levels of ill-health are significantly worse among households on unauthorised encampments and the lack of ready access to healthcare is no doubt a contributory factor to this.

The Table also shows that bricks and mortar households are the best served in terms of access to what can be described as neighbourhood services (e.g. public transport, local shops etc). Local authority sites also appear comparatively well served although differences in access relating to health visitors and social workers are more than likely a reflection of the fact that these professionals have a presence on official sites and therefore access to them for site residents is relatively easy.

The issue of service provision on site raised important questions for both Gypsies and Travellers and stakeholders. While some respondents wanted more on-site provision some site residents felt that this served to isolate the community and result in sub-standard services. Stakeholders articulated similar views but for them the most pressing issue was that of integration. Bringing services to the doorstep of Travellers was perceived by many stakeholders as closing opportunities for interaction with the wider community. The quote below provides a typical illustration:

"I've always thought it's rather unhealthy to take all the services to the site because then you're never going to get integration" (Health worker).

This view was however countered by an alternative. Some stakeholders were of the opinion that the take-up of services was very low, even for some of those provided on site. In which case, anything that could improve access was deemed positive. One potential reason for a lack of uptake of services amongst some members of the community is the fact that they are often not sensitised to the specific cultural needs of Gypsies and Travellers. Table 4.27 below gives the responses to a question on whether cultural awareness amongst service providers needs to be improved. Over two-thirds of respondents were of the opinion that service providers did need to be more aware and 20 per cent thought they did not.

Table 4.27: Do service providers need to be more aware of issues affecting Gypsies and Travellers?

	Number	%
Yes	113	68
No	31	19
Don't know	22	13
Total	166	100

Given the paucity of services and organisations providing for Travellers, and the persistent presence of myths and stereotypes which cloud understanding of the issues, one would perhaps expect a high "yes" response. Yet, 68 per cent still seems a very large proportion. There is obviously a great deal of work to be done in

terms of the provision of housing-related support services and the nature of their delivery.

Table 4.28: Likelihood of using housing-related support services (%)

Support Need	Would use	Might use	Wouldn't use	Don't know
Accessing a GP	77	16	6	1
Filling in forms	70	22	6	2
Accessing legal services	68	24	3	5
Finding accommodation	67	24	6	2
Planning issues	61	22	13	4
Harassment	59	27	7	7
Claiming benefits	59	17	16	9
Settling into accommodation	48	20	24	8
Finding a job	43	16	36	5
Maternity care	39	24	31	6
Accessing training (for adults)	36	19	39	6
Meeting people	25	24	41	11
Parenting	25	16	55	4
Budgeting	18	22	50	10

One key factor in moving towards addressing the gap in service provision is an understanding of what Gypsies and Travellers actually want and require. Table 4.28 above presents attitudes towards services in terms of the likelihood of accessing them. The needs are ranked from most to least popular. It should be noted that not all the services listed above would fall under "housing-related support" as defined by the Supporting People criteria dictating eligibility. Nonetheless, the responses do highlight which services, whether housing-related or not, would be most welcomed by the community. The top seven support services would be used by at least 60 per cent of respondents which is a clear indication that there is demand for services providing they are delivered in a Traveller sensitive way. Some of this demand would appear to fall within the remit of local authorities (e.g. finding accommodation, planning issues) but equally, there is much scope for the involvement of the third sector in terms of delivery and support. Given the fluidity of movements between different tenures and accommodation types outlined above (see Table 4.18) any support with filling in forms, finding accommodation and settling into new accommodation is likely to receive a positive response.

One particularly interesting aspect is the demand for services regarding harassment: 86 per cent of respondents would definitely use, or might use, such services. A question was asked on harassment as part of the survey. A third of respondents had experienced some kind of harassment or discrimination in their current area of residence. In most cases this involved some form of racist intimidation from the public ranging from name-calling in the street to vandalism and, in a small minority of cases, assault. Particularly common experiences included children and youths throwing stones at caravans and trailers and bullying at school. What is striking from the responses is the way in which these experiences seem to have become 'normalised' for many in the sense that they are accepted as everyday occurrences. For instance, victims of intimidation and abuse often prefaced their comments with "*just the usual stuff*" or "*only what we've always had*" or "*you're bound to get some though aren't you*". It appears that for a significant proportion of Gypsies and

Travellers racism, harassment and intimidation based on long-standing stereotypes is a part of everyday life. In terms of experiences of institutional discrimination, the most common responses related to treatment (or non-response to call outs) by the police but there were also reported instances in relation to GP surgeries and public transport (e.g. bus drivers not stopping to pick up passengers).

Asked about any needs for additional support services not listed in Table 4.28, 15 per cent of respondents did cite further needs. The responses were varied but there were some recurring needs identified by several interviewees. Most common was the provision of some kind of generic drop-in/advice centre that could provide a holistic service across benefits advice, legal matters, access to healthcare etc. as well as general information for and about the community. This would essentially be a CAB-style service tailored specifically to the cultural needs of Gypsies and Travellers. It should be noted that such a function is currently being performed by Leeds GATE. Though based in Leeds many of the service users engaged by Leeds GATE come from beyond the local authority boundary. As a voluntary and community sector organisation however, Leeds GATE is subject to uncertainties around the continuity of support and funding. Were this service to be extended further beyond Leeds more formally, and perhaps across West Yorkshire, then existing capacity would need to be supported and expanded.

Other significant needs cited were support with access to schooling, transport to schools and support from the police. Gypsy and Traveller experiences of engagement with the police were often negative and perceived as one-way. Some respondents were of the view that police dealt with accusations against the community but did not serve and protect their interests with the same vigour. It should be noted however, that West Yorkshire Police were aware of these perceptions and were striving to correct this by promoting more of a community cohesion and engagement agenda. One Police Inspector gave the following response to a question on the state of relations with the Gypsy and Traveller community:

"Varied. I'd like to think they're improving...bad experiences may only take a matter of moments, actually rebuilding that trust and confidence can take years. We're far from an ideal position at the minute. We're far from a situation where we can do the softer side, I don't think that trust is there and I think that trust is lacking for very good reasons because of personal experiences, in years gone by. It's a matter now of taking steps to rectify that and I think the links that we've got with the agencies as well as the dedicated officers working with families on the sites is a step in the right direction." (WY Police Inspector)

4.9. Employment, Education and Health

The main focus of the questionnaire was on accommodation issues but there was a limited section which sought information on employment, education and health. Each of these broad areas is briefly discussed in turn below.

Employment

Table 4.29 below indicates the general location of where respondents said they and their family worked. The question relates to all household members given the gendered division of labour amongst the community (i.e. in many cases female labour is confined to the domestic duties of the household). It should be noted however that the results presented may be affected by varied interpretation of the question and some respondents may not have mentioned informal and/or irregular work undertaken by them and their family. These figures should therefore be treated with caution.

Of most interest is the final row which shows that 57 per cent of all Gypsy and Traveller households are workless; rising to a massive 85 per cent for households on local authority sites. This finding would appear to be consistent with the uptake of housing benefit on local authority sites (90 per cent) which is means-tested (see Table 3.7 above). Bricks and mortar households are significantly more likely to contain one or more adults in employment and to work both in and out of the local area.

Table 4.29: Location of employment and seasonality

	All households	LA sites	Unauthorised encampments	Bricks and mortar
Mostly in this area	12	7	10	13
Travel for work (outside area)	5	3	5	4
Work in and out of the area	23	2	30	40
Work only seasonally	1	0	0	3
Other	1	3	0	0
Don't work	57	85	55	40
TOTAL	100	100	100	100

Respondents were then asked about the type of work that they and their family were involved with. The vast majority of those engaged in employment were self-employed and active in the 'traditional' trades. Indeed, over 90 per cent were employed in just six broad occupational categories:

- landscape gardening
- car dealing or scrap metal
- plastic fascias, guttering and roofing
- carpet sales
- tree topping
- cleaning.

Other occupations included: social work; teaching; voluntary sector administration; youth work; and environmental work. A further four respondents gave the answer 'anything' to the type of work they do.

Education

Education is one service area which has traditionally struggled to engage with the Gypsy and Traveller community. Obviously, each household has its own views on education and it is difficult to generalise. However, there are a number of historical reasons for non-engagement with formal education including:

- a different notion and culture of learning related to the dissemination of skills and knowledge required for traditional trades from one generation to the next
- related to the above - a national curriculum sometimes deemed insensitive and irrelevant beyond basic English and arithmetic

- a strong cultural aversion to sex education
- bullying and discrimination at school (from pupils and Teachers)
- regular travel during term-time making formal schooling difficult
- an aversion to secondary schooling related to fears over drugs and teenage sex among non-Gypsy and Traveller peers; and
- fears over a loss or diluting of culture related to assimilation to sedentary norms.

This list is indicative rather than exhaustive but the important point is that attitudes towards education are complex and need to be placed in an historical and cultural context. Though school attendance is still some way below that of the 'settled population' stakeholders were of the opinion that more Gypsy and Traveller children were attending school on a regular basis - though there was still a widespread aversion to secondary education among much of the population. Pressures on traditional employment practices were deemed a factor here as one stakeholder noted:

'One of the challenges hitting the community now is that traditionally they go to knock on the door for work and go round all the houses, and there's so many restrictions put on that now that maybe the community does need to think more about education' (Traveller Education Manager).

The Annual Schools Census now records the ethnicity of 'Travellers of Irish heritage' and 'Gypsy and Roma' children. There is no category or indication of numbers for new travellers or Travelling Showpeople and circus families. The merging of Gypsy and Roma children does muddy the waters somewhat and the figures also come with a strong health warning related to the concealment of ethnicity in order to avoid discrimination and harassment. That said, they can provide several insights and Table 4.30 below presents this data by local authority.

Table 4.30: Gypsy/Roma and Irish Traveller pupils by local authority, 2007

	Primary		Secondary	
	Irish Traveller	Gypsy/Roma	Irish Traveller	Gypsy/Roma
Bradford	25	111	6	45
Calderdale	4	26	0	9
Kirklees	8	11	0	7
Leeds	60	101	36	101
Wakefield	29	21	8	5
TOTAL	126	270	50	167

Source: DfES, Annual Schools Census.

The aversion to secondary school is clearly reflected in the figures when you compare total primary school pupil numbers to those in secondary schools. One exception to the trend appears to be Leeds where, at least for Gypsy and Roma pupils, there appears to be more of a likelihood of progressing on to secondary level.

Some stakeholders reported a generational shift in educational attitudes and an increase in the take up of nursery places among younger families, which boded well in terms of future school attendance:

'I would say that the biggest turnaround would be younger mums and where they've got the first child reaching nursery age, we definitely have a good take up with those parents. It's the parents where they've got older children, so they've been through the system before because they've got older children at home who are looking after the younger ones, so we're not having such a good impact with those families' (Children's worker, Wakefield).

Survey respondents with school aged children were asked whether they attended school regularly and the results are presented in Table 4.31 below. The figures show that for families on local authority sites and in bricks and mortar housing, four-fifths of children do attend school regularly. This is at odds with the DfES data which suggests a much lower rate than the 80 per cent presented here - a further indication of the blurring of the DfES figures due to parents not self-identifying with one or other ethnicity category.

Table 4.31: Do the children attend school regularly?

	Bricks and mortar	Unauthorised encampments	Local authority sites
Yes	80	41	81
No	17	59	19
Don't know	3	0	0
TOTAL	100	100	100

NB: Sample sizes were too small to present separate findings for households on unauthorised developments and private authorised sites.

The school attendance of children from households on unauthorised encampments is half that of their peers in housing and on local authority sites. The difficulties in accessing and maintaining education when on the roadside are obvious and well established:

'Often it's very difficult for families who've been on the roadside and been in intermittent education, and it's very difficult for them to access high school' (Traveller Education Manager).

Of those families with school aged children on unauthorised encampments just over 60 per cent reported contact with the Traveller Education Service (TES) and 57 per cent of those viewed the service as 'very good' or 'good'. No-one thought the service was 'poor'. Indeed, the TES have historically been one of the few organisations consistently engaging with the community in a positive way and this is reflected in respondents' views. TES staff often provide support beyond education in terms of filling in forms, reading letters etc, and appear to be highly valued by Gypsies and Travellers.

In summary, while attitudes to schooling are slowly changing the links between education and accommodation are plain to see and the under-provision of sites within West Yorkshire clearly has a detrimental effect on the educational prospects of Traveller children.

'I think there's still a tremendous amount to do, out of all the BME communities the Gypsy, Roma and Travellers, have the poorest [educational] attainment levels nationally by a long, long way' (Traveller Education Manager).

This in turn impinges upon employment opportunities (as evidenced above) as the general UK workforce becomes more qualified and more skilled, making it increasingly difficult for the less qualified to maintain a foothold in an increasingly competitive labour market.

Health

The focus of the questionnaire survey was primarily accommodation concerns and there are limits to the exploration of issues such as health. The issues pertaining to health inequalities amongst the Gypsy and Traveller population are well established and reflected in the much shorter life expectancies of the population. A comprehensive national study on the health status of Gypsies and Travellers and the connection with accommodation provision and conditions was published in 2004 (Van Cleemput *et al*). This should serve as a key reference point for health professionals and practitioners engaged with Gypsies and Travellers.

That said, there are some tentative findings to draw on from the survey data. A question was asked on household members experiencing specific health problems and the results are presented in Table 4.32.

Table 4.32: Households with family members with specific health problems (%)

Type of condition	None	One person	Two people	Three people
Mobility problems	83	14	3	0
Mental health problems	88	12	0	0
Learning disability	94	5	0	1
Hearing impairment	94	4	2	0
Visual impairment	95	4	1	0
Communication problems	96	4	0	0

The most common incidence of ill health was related to mobility problems which affected at least one person in 17 per cent of households. This is of obvious concern for those on sites where disabled access is relatively poor and is sometimes cited as a factor triggering moves into housing. A second notable health concern was mental health problems, affecting 12 per cent of households. This proportion was the same for site residents as those in bricks and mortar housing.

Interviewees were also asked about any other health problems suffered by them and their family not listed in Table 4.32. Over 40 per cent of respondents reported additional health conditions and these were dominated by six responses: angina; asthma; arthritis; "bad chest"; heart problems; and depression. In many cases these conditions (particularly asthma and chest complaints) were at least partly attributed to the conditions and poor environment on sites. Also worth noting was the relatively common incidence of multiple health problems with some respondents living with several conditions which inevitably has a cumulative effect on overall well-being.

5. West Yorkshire's Travelling Showpeople: Survey Findings

As mentioned above the differences in the accommodation needs and provision for Travelling Showpeople necessitate a separate analysis. This section presents findings from the household survey of Travelling Showpeople which was conducted in the autumn of 2007. The total sample size is 29 households which equates to over a third of the entire Travelling Showpeople population of West Yorkshire. Households in each of the five districts were surveyed (see Table 4.2 for sampling distribution by local authority). Thus, there is good reason to be confident that the findings here are representative. There were also follow-up in-depth interviews with respondents to unpick some of the key issues arising out of the stakeholder consultation in more detail and these are referred to throughout this Chapter where relevant.

5.1. Characteristics of the Population

Average household size among the Travelling Showpeople population is 3.4 persons, which is lower the average across all Travelling groups of 3.8 (Table 4.6 above) but significantly higher than the national average for all households of 2.4.

Table 5.1: Age of interviewees

Age group	Number	%
25 - 39	7	24
40 - 49	6	21
50 - 59	8	28
60 - 74	8	28
TOTAL	29	100

In the vast majority of cases survey interviews were conducted with the 'heads of household' so the age structure of interviewees in Table 5.1 above provides a good indicator of the spread of 'young' and 'older' households. As can be seen there is a fairly even distribution in terms of age with a quarter of households falling into the 'younger family' bracket (25-39 years old) and 28 per cent in the over 60 age group within which fewer people would be expected to be in work.

The reasons for residing in West Yorkshire are presented in Table 5.2 below. Again, family connections in the area are the key factor informing residential choices: nearly three quarters of respondents stated that familial ties to the area were a pull factor. 45 per cent of respondents were born within West Yorkshire. Unlike the wider Travelling community work opportunities are still a very prominent issue in deciding where to locate. Over half of Travelling Showpeople households considered work opportunities as one of the primary reasons for living in the sub-region. Another

significant reason given was the fact that children are settled in schools which meant that some households were tied to the area, at least while children were of school age.

Table 5.2: Reasons for residing in or resorting to West Yorkshire

Reason	%
Family living here	72
Work opportunities	52
Place of birth	45
Schools	21
Only place I could find	17
Always have done	7

NB: Columns do not add to 100 because respondents could give more than one answer.

5.2. Perspectives on Current Accommodation

97 per cent of the sample of Travelling Showpeople was currently resident on private authorised yards - 14 per cent of households owned their respective yards and the rest were tenants. This contrasts greatly with the accommodation situations of the rest of the Travelling population for whom private provision is much less common.

Another key difference is the large number of vehicles and units on yards. Only four respondents did not have any fairground rides or stalls at present - these were mainly retired Showpeople. For those with equipment on site the number of units ranged from one to eight and there are obviously variations in terms of the size of these from relatively small stalls to very large rides such as waltzers and rollercoasters. Coupled with the fact that the average number of vehicles per household is 3.6 it is clear that most families require a significant amount of space on yards for the storage of vehicles and equipment. Table 5.3 below gives responses to questions on whether interviewees felt they had sufficient space for: living quarters; and equipment and vehicles. The responses are certainly consistent with our experience of visiting Showpeople yards, the majority of which were extremely overcrowded.

Table 5.3: Do you have enough space on your yard in terms of:

	Living quarters		Equipment	
	Number	%	Number	%
Yes	14	50	4	15
No	14	50	21	78
Don't know	0	0	2	7
Total	27	100	28	100

Half of respondents felt they needed more space in terms of living quarters on yards. All respondents were asked to expand on issues regarding lack of space on pitches and the overwhelming response was that family growth and new household formation had put extreme pressures on static yard capacities. Bearing in mind the loss of Showmen's yards set out in Chapter 3, overcrowding was perceived as an inevitable and obvious result of natural population growth. The quotes below are typical of the responses on the reasons for overcrowding.

"The family's growing so there's minimal room. The population of Showpeople is growing yet sites are disappearing - there used to be loads more than there is now"

"There's not enough room to accommodate everyone that's on there - it's overcrowded and families are obviously continually growing"

"We're packed in like sardines! There's enough space inside the caravan, but not enough space around it. I would like a bigger home in a few years as well so the girls can have their own bedroom."

The last two columns of Table 5.3 relate to space for equipment. Nearly four out of five respondents were in need of more space for the storage of vehicles, stalls and rides and to carry out essential maintenance. Many interviewees reported that they had to conduct repairs and other work on rides while they were out on the road as there simply was not enough room to do so on their yard. Several respondents also stated that vehicles were almost touching each other in some cases and this was seen as a direct result of having too many families on yards, most of which had their own complement of equipment and vehicles.

The dissatisfaction with yards is illustrated in Table 5.4 which gives a flavour of residents' perspectives on their respective accommodation situations.

Table 5.4: Perspectives on Travelling Showpeople yards

	V. good	Good	Neutral	Poor	V. poor	Total
Size of plot	11	21	7	14	46	100
Design of yard	14	18	18	7	43	100
Facilities	24	24	14	0	38	100
Neighbours	33	26	19	0	22	100
Management of yard	42	23	15	8	12	100
Location	72	17	7	0	3	100

On the aspects of size, design and facilities there is clearly a great deal of room for improvement and levels of dissatisfaction are much higher than those of other Travelling groups. 46 per cent of respondents thought that the size of their plot was 'very poor', a fraction less gave the same response for the yard design and over a third considered facilities to be 'very poor'. Again, our experiences of visiting yards in West Yorkshire would support these views. On the positive side, the location of yards was deemed to be very good by 72 per cent of the sample and this is an important consideration as good access to transport links are crucial given recent trends in commuting to fairs rather than staying on site (see sub-section 5.5 below).

Table 5.5 shows the levels of access to different facilities on Showpeople yards. Again, though access to the majority of facilities can be considered good the quality of these facilities is often sub-standard.

Table 5.5: Access to facilities on Travelling Showpeople yards

Facility	Yes	No
Water supply	100	0
WC	100	0
Electricity supply	100	0
Shower	100	0
Laundry facilities	100	0
Kitchen facilities	100	0
Space for eating or sitting	100	0
Rubbish storage and collection	86	14
Postal delivery	82	18
Fire precautions	67	33
Bath	64	36
Somewhere for children to play	23	77
Shed/amenity building	0	100

Perhaps as a reflection of the negative attitudes towards current accommodation among Travelling Showpeople 86 per cent said that they would consider moving to another long-stay residential yard. Table 5.6 shows the location preferences for those who would consider moving. The responses show the strong attachment to place among the population: over three quarters would only consider a move to elsewhere within the West Yorkshire sub-region.

Table 5.6: Location preferences for residential yards

	Number	%
Within the same local area	10	56
Within West Yorkshire	4	22
Within Yorkshire and Humber	2	11
Other parts of the UK	2	11
TOTAL	18	100

The settled nature of many households is illustrated in Table 5.7 which presents the preferences for the length of stay for those who would consider a move elsewhere. For the vast majority any move would be a relatively long term one with 75 per cent desiring a stay of 5 years or more.

Table 5.7: Preferred length of stay on yards

	Number	%
Less than 3 months	1	4
6 months or more but less than 12	2	8
1 year or more but less than 3	1	4
5 or more years	18	75
Don't know	2	8
TOTAL	24	100

5.3. Experiences of the Planning Process

Proportionately, Travelling Showpeople were more likely to have some experience of the planning system than other travelling groups and this experience was, more often than not, a very negative one characterised by frustration and a lack of transparency in planning criteria and decisions.

Table 5.8: Purchase of own land for development

	Travelling Showpeople	Rest of the population
Yes	45	6
No	55	93
Don't know	0	1
TOTAL	100	100

Table 5.8 shows that almost half of all respondents had purchased their own land for development often as part of a collective which had pooled finances in order to do so. This is much higher than the proportion for all other Travelling groups which stands at just 6 per cent. Though not conclusive, there is some suggestion that the level of deprivation among Travelling Showpeople is not as high as that experienced by many Gypsies and Irish Travellers for whom the purchase of land is simply not an option due to financial constraints. The differences in the types of provision would seem to support this view. That is, Gypsies and Irish Travellers are far more likely to be resident on Council sites and in social rented housing. It is ironic then that Travelling Showpeople are living in some of the worst conditions, all of which points to a contributory role on the part of the planning system.

85 per cent of Travelling Showpeople who did purchase their own land also subsequently applied for planning permission. Of those applying only two individuals did so before they bought the land. Survey respondents were also asked to briefly

explain what happened with their planning applications and below are some of the responses.

"A few of us put together to buy some land in [the Castleford area] but we couldn't get it passed"

"The Council Officer told us we wouldn't get planning: old pit land - no suitable access so we gave up on it"

"It failed for fairground vehicles not caravans."

"Didn't get it approved, they just say no. They don't want to help showmen at all"

"We were declined on account of access by Highways. There was a haulage company down the road! Whatever they could throw at us to block planning permission they did."

These responses, particularly the last two, illustrate the sense of injustice among the community - often articulated in terms of a view of a planning system which is deemed to be intrinsically set against them. There was a widespread perspective that it was near impossible to obtain planning permission for a Showmen's yard and the problems associated with land availability and the associated rising costs were further impediments to new provision for Travelling Showpeople.

5.4. Accommodation Histories and Preferences

As with the wider Travelling communities in West Yorkshire, Table 5.9 below shows that the majority of Travelling Showpeople households are relatively 'settled' – though this should be understood in the context of constrained accommodation choices. For most households their own family yard is the preference but for the reasons outlined above this has not been realised. Just short of four-fifths of respondents had been at their current yard for five years or more. Given the finding above, that 86 per cent of residents would consider moving to another residential yard, the lack of household movement is more likely to reflect the absence of alternative yards than relative contentment.

Table 5.9: Length of residence at current yard

	Number	%
Up to 1 week	1	3
3 months or more but less than 6	1	3
6 months or more but less than 12	1	3
1 year or more but less than 3	2	7
3 years or more but less than 5	1	3
5 years or more	23	79
Total	29	100

The previous accommodation type of respondents is shown in Table 5.10 below. It should be noted that it appears that some respondents have categorised Showmen's Guild yards leased from Councils as Council/RSL sites when in actual fact they are private yards which happen to be on Council land. Thus, with this in mind, most movements tend to be between existing private yards within the sub-region. Indeed, in terms of the previous location of residence 93 per cent of respondents had moved within the West Yorkshire boundary either from a yard that was closing (e.g. Wakefield market) or between the existing yards listed in Chapter 3. The other origins were also relatively close: Barnsley and Sandbach in Cheshire.

Table 5.10: Accommodation type of previous yard

	Number	%
On private site - own land	1	4
On private site - rented pitch	17	61
On council/RSL site	6	21
Other	4	14
Total	28	100

Travelling Showpeople were also asked about their accommodation preferences. Respondents rated different accommodation types on a scale of 1 to 10, with 10 being the most desirable. Table 5.11 presents the collated results from this question as a mean score for each type of accommodation. Quite clearly, preferences are dominated by the desire for private family yards: every single respondent gave this a score of 10. Looking down the list the scores question whether other accommodation types could be described as 'preferences' at all given that the second highest mean score, for yards owned by another Showperson, is just 5.5.

Table 5.11 Accommodation preferences

Accommodation type	Mean score
A private yard owned by you or your family	10.0
A yard owned by another Showperson	5.5
A yard owned by a private landlord	4.6
A yard owned by the local council	3.6
A house owned by you and your family	4.7
Social rented housing	1.1

This contrasts starkly with the preferences expressed by the Gypsy and Traveller population (Table 4.19 above) for whom other secondary accommodation options appear to be more viable.

5.5. Travelling patterns

There was wide acknowledgement of the changing nature of employment which had consequently affected the travelling patterns of some Showpeople. A number of factors had contributed to this including:

- the loss of fairs in recent years, a general decline in attendance at fairgrounds and a resultant increase in competition between Showpeople;
- more stringent health and safety legislation;
- business diversification;
- increased costs associated with putting on fairs: typically Council rates and the cost of fuel.
- a preference for commuting to and from fairs (mainly localised) associated with a settled base and the desire to put children through formal schooling

As a result, the extent of travelling for work purposes was extremely varied from one respondent to the next. For some there were particular events that they would travel to maybe only twice a year while others would be on and off the road from Easter to Christmas. As shown in Table 5.12 below 31 per cent of the sample said that travelling trends had altered over the last few years and the two main reasons for this were an increase in commuting to more local fairs and having children in permanent schooling. However, for the majority travelling patterns and trends had remained unchanged in recent years. That said there was widespread acknowledgement of changes over the longer term, again expressed primarily in terms of increased commuting.

Table 5.12: Change in travelling trends

Travelling trend	Number	%
Typical	20	69
Changed	9	31
TOTAL	29	100

Future travel trends

Less than currently	2	8
Same as currently	22	84
Don't know	2	8
TOTAL	26	100

Table 5.12 also shows respondent views on future travel trends. The vast majority do not expect any change over the next few years. Asked about the reasons for travelling beyond those related to employment 72 per cent of respondents said that they never travel for any other purpose. The only other significant category was those travelling for a holiday at 14 per cent.

5.6. Housing-related and Other Support Services

As mentioned above, provision of and access to services is better understood with reference to the current context sometimes characterised by a lack of engagement and cultural sensitivity. The situation with regards to this outlined in section 4.8 above is equally applicable to Travelling Showpeople and should aid an understanding of the findings presented here.

Table 5.13: Access to key services

	Yes	No
A&E	100	0
Public transport	96	4
GP/health centre	93	7
Post office	93	7
Local shops	93	7
Banks	93	7
Health visitor	90	10
Nurseries/children's service	90	10
Social worker	86	14
Dentist	86	14
Maternity care	86	14
Sports & leisure services	84	16
Youth clubs	72	28
Services for older people	69	31

Access to key services is generally good with over 80 per cent of respondents reporting sufficient access to all but two types of provision: youth clubs and services for older people. On a more negative note, however, Table 5.14 below shows that 86 per cent of respondents feel that service providers need to be more aware of the issues facing Travelling Showpeople. This compares to a corresponding figure of 68 per cent for the Gypsy and Traveller population.

Table 5.14: Do service providers need to be more aware of issues affecting Travelling Showpeople?

	Number	%
Yes	25	86
No	3	10
Don't know	1	4
Total	29	100

Interviewees were subsequently asked why they held this view and in what areas awareness was lacking. Several themes emerged here. Firstly, a significant proportion of respondents stated that "*they need to be more aware of who we are*" which was articulated in terms of lifestyles and difference from the rest of the Travelling community. There was a widely held view that service providers, and the 'settled population' in general, often put all Travelling groups into the same category which ignored cultural diversity and impeded the development of culturally sensitive and understanding services. Related to this, it was also suggested by several respondents that the old stereotypes applied to Gypsies and Travellers were also applied to Travelling Showpeople which was seen to impact on services and levels of support. Finally, the realm of planning emerged as an area which lacked awareness in terms of lifestyles, culture and heritage. Each of these factors contributed to a widely held perspective amongst respondents that Travelling Showpeople were viewed as "second rate citizens" due to their non-sedentary lifestyle. Whether this perspective is accurate or wide of the mark, there is clearly a great deal of work to be done in terms of engagement with the community.

Table 5.15 presents responses to a question on whether or not respondents were likely to make use of housing-related support services. Four services emerge as particularly popular, all of which are related to the identification and development of yards to some degree: finding accommodation; planning issues; settling into accommodation; and accessing legal services. Given that all Travelling Showpeople were resident on private yards and intended on remaining so it is fair to assume that 'finding accommodation' has been interpreted in terms of finding a site for the development of a yard. The same can also be said of support for settling into accommodation. Thus, finding suitable land and support with the planning process would be used by the vast majority of Travelling Showpeople and this certainly supported by the findings presented above in which barriers and difficulties in relation to the planning system are perceived in an extremely negative light.

Table 5.15: Likelihood of using housing-related support services (%)

Support Need	Would use	Might use	Wouldn't use	Don't know
Finding accommodation	93	3	0	3
Planning issues	93	0	0	7
Settling into accommodation	86	3	3	7
Accessing legal services	82	7	4	7
Accessing a GP	64	14	11	11
Filling in forms	48	10	21	21
Harassment	43	25	14	18
Accessing adult training	18	21	50	11
Claiming benefits	11	25	50	14
Finding a job	11	14	61	14
Budgeting	7	14	50	29
Meeting people	4	15	52	30
Maternity care	4	14	64	18
Parenting	4	14	64	18

NB: Figures may not total 100 due to rounding.

The potential take up of other services, beyond those related to planning and finding accommodation, appears to be less certain. There is much less demand for support services relating to the more 'everyday' issues such as parenting and budgeting.

5.7. Employment, education and health

Given the smaller sample size of the Travelling Showpeople survey there is a limit to how much can be drawn from questions which do not apply to all respondents. Therefore, the findings on employment, education and health presented here are more illustrative than conclusive.

Employment

All Travelling Showpeople surveyed were employed in the traditional fairground industry and all were members of the Showmen's Guild. In some cases, spouses or partners would be employed outside of the industry but for most households the business was a family affair, often employing older children as well. As mentioned above, in relation to travelling patterns the nature of traditional fairground employment had changed in recent years with knock-on effects felt across the Travelling Showpeople community and, in some cases, a resultant acknowledgement of the increased difficulties in maintaining a living (see section 5.5).

The preference for commuting to and from fairs rather than spending prolonged periods on the road was evident from the location of fairs which respondents worked at. A total of 99 locations were given and just 7 of these were outside the Yorkshire region. The majority of fairs were within West Yorkshire or in neighbouring areas such as Barnsley and Goole.

Education

Only eleven households within our sample contained school age children (4-16 year olds) and all of these attended school regularly. Of these, six respondents stated that they had contact with the Traveller Education Service and all were of the opinion that this service was very good; citing the supportive and understanding role that TES staff perform. In the main, contact was facilitated to secure a place at school but several interviewees cited continued support when travelling to fairs during term-time. For instance, temporary classes are run at Hull for the duration of the large fair there. This was deemed invaluable in ensuring that children could return to school without falling too far behind their peers. Though difficult to ascertain from the survey findings, several stakeholders and interviewees had reported a change in attitudes towards education and it was not necessarily assumed that children would follow their parents into the Showpeople business. In such cases an appreciation of the importance of educational attainment and qualifications was obvious.

Health

Table 5.16 shows the number of household members experiencing specific health problems. Physical mobility issues are the most common health complaint experienced by someone in a quarter of all households. Such problems are often accentuated for those on yards in cases where accessibility is constrained - the conditions on many yards in West Yorkshire would suggest this is a serious problem (see 3.4.1 above). Another significant health issue was hearing impairment, effecting 17 per cent of households and probably related to the persistent noise experienced at fairgrounds. Visual impairments and mental health problems both affected someone in a further 12 per cent of households. There were no reported incidences of family members with learning disabilities or communication problems.

Table 5.16: Households with family members with specific health problems (%)

Type of condition	None	One person	Two people	Three people
Mobility problems	75	21	4	0
Hearing impairment	83	17	0	0
Visual impairment	88	8	4	0
Mental health problems	88	8	4	0
Learning disability	100	0	0	0
Communication problems	100	0	0	0

Several respondents also reported additional health complaints not listed in the above Table including asthma, epilepsy, anxiety, arthritis and heart conditions.

6. Assessment of Need for Residential Pitches

This section of the Report details the estimates of need for additional residential pitches in West Yorkshire for the period 2008 to 2015. The methodology employed has been developed over several years through engagement of the research team in other GTAA's and the inevitable trial and error from past studies as the GTAA process has developed and become more sophisticated. The methodology used in deriving the pitch requirements is set out in detail below and currently represents the most robust approach to the quantitative assessment of need.

National trends in Gypsy and Traveller population growth show that while the size of the population has increased the level of authorised provision has not kept pace with this change. This has resulted in a myriad of responses to securing temporary and permanent accommodation from the community - often in compromised accommodation situations. These have included rising unauthorised encampments, 'doubling up' on sites, innovative house-dwelling arrangements, forced movements into bricks and mortar housing and overcrowding within trailers and caravans. These represent some of the different elements which need to be taken into account alongside the supply of pitches within the sub-region in order to arrive at a quantitative assessment of the need for residential pitches. As has been discussed throughout this Report there is wide acknowledgement from stakeholders and the Gypsy and Traveller community that new provision is essential to address the backlog of unmet need and also meet the needs of new forming households and an expanding population.

6.1. Calculating Accommodation Need and Supply

The methods of assessing and calculating the accommodation needs of Gypsies and Travellers are still developing. In 2003 a crude estimation of additional pitch provision was made at a national level based predominantly on information contained within the Caravan Count (Niner, 2003). The Guidance on GTAA's also contains an illustration of how need for Gypsy and Traveller accommodation might best be calculated (CLG, 2007c). In addition, guidance for Regional Planning Bodies has been produced, which outlines a systematic checklist for helping to ensure that GTAA's are accurate in their estimation of accommodation need based upon a range of factors (Niner *et al*, 2007). It is from combining these guides that our estimation of supply and need is drawn. In particular, residential accommodation need is considered by carefully exploring the following factors:

Current residential supply

- Socially rented pitches
- Private authorised pitches

Residential need 2008-2015

- Temporary planning permissions, which will end over the assessment period.
- Allowance for family growth over the assessment period.
- Need for authorised pitches from families on unauthorised developments.
- Allowance for net movement over the assessment period between sites and housing.

- Allowance for potential closure of existing sites.
- Potential need for residential pitches in the area from families on unauthorised encampments.

Pitch supply 2008-2012

- Vacant pitches over the assessment period.
- Unused pitches, which are to be brought back into use over the assessment period.
- Known planned site developments.

Each one of these factors is taken in turn, and illustrated at a Study Area level initially. This is then applied to each district and broken-down by local authority (see Appendices for detailed local authority breakdowns).

Within the guidance for producing GTAAs there is also the consideration of 'new households likely to arrive from elsewhere'. It remains unclear from the findings if movement between the Study Area and elsewhere will affect the numbers of Gypsies and Travellers requiring residential accommodation across the Study Area. As this accommodation assessment (in line with other accommodation assessments) only included Gypsies and Travellers within the boundaries of the Study Area, it is impossible to present a reliable estimation on the need for accommodation for Gypsies and Travellers currently living elsewhere. It is felt that those Gypsies and Travellers who arrive from elsewhere will probably be balanced by those households who move on from the area and leave vacancies. For simplicity, both elements are omitted.

The assessment period referred to above relates to the 2008-2012 period with an alternative approach taken to making estimates beyond this point for 2012-2015 as set out in the research brief. As a result of the impact that the creation of more authorised pitches may have on the Gypsy and Traveller community (in terms of households characteristics, travelling patterns, settlement patterns) it is unwise to consider each of the above factors beyond the initial assessment period (i.e. to 2012). Indeed, Gypsy and Traveller accommodation issues are dynamic and the situations and locations of households change frequently. The arrival of new provision could precipitate a one-off adjustment in terms of the potential for migrating households to be able to exercise choices previously not open to them. Given these dynamics we use a simple estimate of family/household growth to illustrate likely natural increase in the Gypsy and Traveller population beyond 2012. This is applied at both the Study Area and local authority level.

6.1.1. A cautionary note on local authority pitch allocation

Because of the historical inequalities in pitch provision, Gypsies and Travellers have constrained choices as to where and how they would choose to live. So while choices for the non-Travelling community are generally much wider, as there is social housing available in every authority in the country, there are no local authority sites in 138 of the 353 local authorities in England, and only in 71 authorities is there more than one site. Some authorities have no authorised private sites. Over time, this has inevitably meant that Gypsies and Travellers have generally moved to areas they see as offering the best life chances; for example, an authority which provides a site; an authority which is perceived as having more private authorised sites than others; or, an authority that is attractive in some other way (slower enforcement, transport links, friends and family resident, etc.). Therefore, there is a tendency, when the need for additional accommodation is assessed, for the needs assessment to further compound these inequalities in site provision. For example, authorities which already provide Gypsy and Traveller accommodation (publicly or privately) are

assessed as having greater need for additional pitch provision than authorities with little or no pitch provision. This is compounded further the longer the assessment is projecting into the future. This issue is not as acute as in other areas such as South Yorkshire for instance where provision is very uneven. Broadly speaking, the local authority pitch requirements represented below do reflect the needs and preferences of the population and should be accepted at face value.

Table 6.1: Summary of Estimated Need for Additional Residential Pitches 2008-2015

Element of need and supply		Pitches
	Current residential supply	
1	Local authority rented pitches (occupied)	126
2	Private authorised pitches	17
3	Total authorised pitches	143
	Residential pitch need 2008-2012	
4	End of temporary planning permissions	2
5	Closure of sites	0
6	Concealed households/family growth to 2012	44
7	Long-term unauthorised sites	10
8	Movement between sites and housing	25
9	Unauthorised encampments	20
10	Additional residential need	101
	Additional supply 2008-2012	
11	Pitches with permission but not developed	0
12	New sites planned	0
13	LA pitches currently unoccupied back into use	0
14	Supply 2008-2012	0
15	Requirement for extra pitches 2008-2012	101
16	Family growth 2013-2015	23
17	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	124

However, as requested in the research brief, we have identified Gypsy and Traveller accommodation needs at a sub-regional and a local level. This has been done on a 'need where it is seen to arise' basis. In some cases this distribution reflects the current uneven distribution of pitch provision and the Gypsy and Traveller population across the Study Area. Decisions about where need should be met should be strategic, taken in partnership with local authorities, and the Regional Assembly – involving consultation with Gypsies and Travellers and other interested parties – which will take into account wider social and economic planning considerations such as equity, choice and sustainability. These issues will be addressed in the RSS Review process, as has already happened in other regions such as the East of England and the South West. For instance, in the East of England a *minimum requirement* was stipulated for each local planning authority, regardless of current levels of provision, and in recognition of the fact that different methodologies had been utilised in the different GTAAs. That said, a key consideration is sustainability and providing pitches where Gypsies and Travellers do not want to live is likely to result in pitch vacancies and the continuation of unauthorised encampments in areas of high demand.

The derivation of each line in Table 6.1 is as follows:

Rows 1-3: Current supply is taken from Tables 3.3 and 3.9 above. It is based on information provided by local authorities, supplemented by information from the survey. Only pitches actually occupied on local authority sites are included here.

Row 4: There is a temporary planning permission affecting 2 pitches which has ended.

Row 5: No sites are expected to close between 2008 and 2012.

Row 6: The estimate for current concealed households and new household formation requires estimates of:

- a. The number of new households likely to form
- b. The proportion likely to require a pitch within the Study Area

Making the calculation requires a combination of base information and assumptions, treating sites and housing separately. The various steps in the calculation are set out below.

Calculating new household formation	
Sites (authorised and unauthorised)	
Step 1: How many new households will form?	
	<p><i>Survey finding:</i> the number of individuals needing their own separate accommodation over the next 5 years was equivalent to 29% of the sample on sites.</p> <p><i>Assumption:</i> this should be accepted as a rate of increase in line with rates found in other GTAAs.</p> <p><i>Calculation:</i> There are 143 households on sites. $143 \times 29\% = 41$ new households forming.</p>
Step 2: How many will seek site accommodation in the Study Area?	
	<p><i>Survey finding:</i> 80% of new households likely to want site accommodation in the Study Area.</p> <p><i>Assumption:</i> This should be accepted.</p> <p><i>Calculation:</i> 80% of 41 new households = 33 seeking to stay in the Study Area.</p>
Bricks and mortar housing	
Step 1: How many new households will form?	
	<p><i>Survey finding:</i> the number of individuals needing their own separate accommodation over the next 5 years was equivalent to 12% of the sample in housing.</p> <p><i>Assumption:</i> this should be accepted as the implied rate is reasonable in comparison to other GTAAs.</p> <p><i>Calculation:</i> There are estimated to be 400 households in housing. $400 \times 12\% = 48$ new households forming.</p>
Step 2: How many will seek site accommodation in the Study Area?	
	<p><i>Survey finding:</i> Just over 22 per cent of individuals forming new households were said to want trailer accommodation in the Study Area.</p> <p><i>Assumption:</i> This should be accepted.</p> <p><i>Calculation:</i> 22% of 48 new households = 11 seeking to stay in the Study Area.</p>
Total need from household formation 2008-2012	
	Sum of new households from sites and housing = $33 + 11 = 44$

Row 7: The convention in GTAAs is to treat unauthorised developments (that is sites developed on Gypsy-owned land without planning permission) as requiring 100% authorised site accommodation in the area of the development. In the Study Area, we think it is appropriate to treat long-term unauthorised sites on other land in this way too. This gives a total requirement for this element of 10: six unauthorised development pitches and four long-term unauthorised private sites.

Row 8: This figure is the balance of estimates of movement from sites to houses and vice versa. Again survey findings and assumptions are involved.

Calculating net movement between sites and housing	
<i>Movement from authorised sites to houses</i>	
	<p><i>Survey finding:</i> 5.3 per cent of respondents said they would be moving to housing in the next 5 years.</p> <p><i>Calculation:</i> There are 143 households on sites. $143 \times 5.3\% = 7.6$ (rounded 8) households currently on authorised sites needing housing 2008-2012.</p>
<i>Movement from houses to sites</i>	
	<p><i>Survey findings:</i> 8.2 per cent of respondents in housing would move to a long-term residential site within the Study Area.</p> <p><i>Calculation:</i> There are an estimated 400 households in housing. $400 \times 8.2\% = 32.8$ (rounded 33) households currently in housing needing an authorised site pitch 2008-2012.</p>
<i>The net balance</i>	
	The net balance is $33 - 8 = 25$. This is a net requirement for site pitches.

Row 9: Need for permanent residential pitches arising from transient unauthorised encampments is one of the most difficult elements to predict. Circumstances where such need might arise are where families are travelling around from one unauthorised site to another within a local area simply because they want to stay in the area but can find nowhere that they are permitted to stop. Another scenario would be families with no base, who currently travel widely but want to 'settle' and need to be in the Study Area because of family links or employment opportunities. Information from stakeholders suggests that there are a significant number of such families in the Study Area at any one time. However, it cannot be assumed that all unauthorised encampment households represent a residential need for a pitch. Therefore, again, there is a need to combine survey findings and base information from stakeholders with some assumptions on the nature of unauthorised encampments.

Survey findings: just over 22 per cent of households on unauthorised encampments wanted a residential pitch in the Study Area. There were a total of 171 unauthorised encampments in West Yorkshire in 2006. $22\% \times 171 = 39$ pitches.

Assumption: This is likely to be a significant over-estimate given double-counting of unauthorised encampments (i.e. repeat encampments by the same families) and the seasonal fluctuations. The small sample size also appears to under-estimate transient households not wishing to reside permanently in the Study Area and a sizeable minority for whom unauthorised encampments are an active choice. Though partly offset by the assumption of relatively small encampments this element of need still represents an over-count, is out of line with findings in other GTAAs and therefore needs adjustment: this need should be halved to 20 pitches with the remainder treated as transit needs (see sub-section 6.3 below on transit needs).

Row 10: Sum of elements 4, 5, 6, 7, 8 and 9.

Row 11: Pitches for which planning permissions have been granted but which are not yet developed = 0 pitches.

Row 12: New sites planned = 0.

Row 13: Local authority pitches which are currently unoccupied/dis-used but which are to be brought back into use within the initial assessment period, 2008-2012.

Row 14: Sum of elements 11, 12 and 13.

Row 15: Row 10 minus Row 14 = total residential pitches required for the Study Area 2008-2012.

Row 16: Family growth on a 2012 base of 143 existing authorised pitches in 2008 + 101 additional pitches provided 2008-2012 = 244. A three per cent per annum compound growth rate is applied = 23 additional pitches. A rate of three per cent seems appropriate given that the age and family size structures in the Study Area are broadly similar to those in other GTAAs.

Row 17: Row 15 + Row 16 = total requirement 2008-2015.

6.2. Estimated Requirement by Local Authority

The same method has been employed for calculating pitch requirements at the local authority level and these totals are set out in Table 6.2 below.

Table 6.2: Summary of Estimated Need by Local Authority, 2008-2015

Element of Need	Additional pitches required				
	Bradford	Calderdale	Kirklees	Leeds	Wakefield
Need 2008-12	19	7	9	40	26
Supply 2008-12	0	0	0	0	0
Requirement 2008-12	19	7	9	40	26
Family growth 2013-15	6	1	2	8	6
Total 2008-2015	25	8	11	48	32

The distribution of pitches obviously reflects current site provision, unauthorised sites, the extent of concealed households and the estimated distribution of Gypsies and Travellers in housing on the need side. Leeds emerges with the highest requirement with over half of the 40 pitches needed there, for the initial period to 2012, comprised of concealed households and family growth. Similarly, this element was the largest contributor to the requirement in Wakefield accounting for 13 of the 26 pitches in the District. In the remaining three authorities residential need is spread more evenly between elements 6 to 9 in Table 6.1: concealed households; long-term unauthorised sites; net movement between sites and housing; and unauthorised encampments.

6.3. The Need and Demand for Transit Provision

As outlined in the explanation to Row 9 above, half of the defined need from unauthorised encampments is considered to be of a short-term nature amounting to 19 pitches. That is, were the additional pitch needs in Table 6.1 to be met then **we**

estimate a further need of 19 transit pitches within the sub-region, which should be sufficient to accommodate those households resorting to West Yorkshire at any point in time.

In terms of the development of sites exclusively for transient households it is unclear as to whether such sites would be utilised. Factors such as the location, size and management of transit sites are also open to debate and the site managers consulted in this study were unaware of a "successful working" transit site anywhere in the country. Survey respondents who say they would stay on transit sites are unlikely to do so if the above factors are not suited to their needs.

The problem then, is how these 19 pitches should be provided. Analysis in Chapter 4 (see sub-section 4.7 above) revealed that just 32 per cent of households would consider staying on a transit pitch: applying this figure implies that an average of 6 pitches on transit sites would actually be utilised ($19 \times 32\% = 6$). Interviews also show that many families and stakeholders have serious reservations about the viability of transit sites (see sub-section 4.7 above). Furthermore, there is general consensus that some households will continue to use unauthorised encampments regardless of how many pitches are forthcoming. Add to this the fact that trends on the ground may change as a result of additional residential provision within the sub-region and the complexities are clear.

All of this points to the need for flexibility and pragmatism in terms of the accommodation of transient households. There was support for the idea of transit pitches being incorporated on residential sites and many households currently 'double up' on the pitches of relatives when visiting, and are likely to continue to do so. Furthermore, the discretionary short-term use of traditional stopping places where these are in appropriate locations for all parties provides a further option in accommodating travel.

Thus, there is the need for a mix of transit provision combining pitches on residential sites with flexibility for visitors to those sites. The situation regarding unauthorised encampments should be monitored regularly and stringently and if these mechanisms to facilitate travel are insufficient then the development of transit sites should be considered in consultation with the Travelling community and stakeholders.

Given the difficulties outlined above the allocation of transit provision across the five authorities is problematic. That said, there is a need for local planning authorities to have something to work from and the distribution of transit pitches across local authorities below provides a starting point. Local planning authorities should specify transit requirements in LDFs, both in terms of the extent and how transit provision will be provided.

Table 6.3: Summary of estimated transit need by local authority

	Bradford	Calderdale	Kirklees	Leeds	Wakefield	Total
U/Es - 2006	53	5	14	60	44	176
% share - 2006	30	3	8	34	25	100
Pitch equivalent	6	1	2	6	5	19
Total caravans	10	1	3	11	8	32

NB: U/Es = unauthorised encampments

The allocation in Table 6.3 is principally derived using unauthorised encampment data provided by local authorities for the year 2006, which is shown in the first row. For Leeds, figures are based on the 12 month period from April 2006 to 2007. As Calderdale does not log all unauthorised encampments an assumption of 5 per year has been employed. This is based on the fact that there were three separate unauthorised encampments reported in 2007 at the time of the survey (September 2007). A total of five is therefore assumed for the full year. The second row of the Table expresses unauthorised encampments as a percentage share for the sub-region. The third row translates this proportional share into a pitch requirement based on the total transit need in West Yorkshire of 19 (i.e. 19 = 100%). Finally, the last row converts pitches to caravan numbers based on the widely used assumption of 1.7 caravans per pitch. Thus, the 19 pitches required would be able to accommodate approximately 32 transient caravans in West Yorkshire at any one time.

This allocation comes with several caveats however. Firstly, though the estimate may appear relatively small, this is because the requirement is based on the assumption that the residential needs identified above will be met. Just over one-in-five households on unauthorised encampments stated that they would occupy a residential pitch on a site - if one was available. It follows that the accommodation of these households on authorised sites would greatly reduce the number of unauthorised encampments as this group is likely to include a significant proportion of the transient households which move around the sub-region; and thus repeatedly appear in unauthorised encampment records. Secondly, the size of unauthorised encampments in terms of caravan numbers varies greatly, as does the duration. The average size is 8 caravans (or 5 pitches) and the average duration of encampments ranged from 7.4 days in Kirklees to 12.2 in Wakefield (see section 3.2.3 above). This again points to the need for flexibility and pragmatism in approaches. For instance, an event precipitating a temporary influx into an area (e.g. a funeral) will result in an unusually high demand for short-term transit provision. Again, in such instances a flexible, discretionary approach is called for over the duration of the stay.

7. Assessment of Need for Travelling Showpeople

The assessment of need for additional residential pitches for Travelling Showpeople uses the same methodology as that outlined above in Chapter 6. However, given the smaller sample size for Travelling Showpeople it is not possible to disaggregate pitch requirements down to the local authority level using that method. Perhaps unsurprisingly given the discussion above on the extent of overcrowding on yards, the entire requirement for Travelling Showpeople is derived from concealed households and family growth. This is a cumulative effect of declining supply and increasing demand.

Table 7.1: Summary of Estimated Need for Additional Residential Pitches 2008-2015

Element of need and supply		Pitches
	Current residential supply	
1	Private authorised pitches	85
2	Total authorised pitches	85
	Residential pitch need 2008-2012	
3	End of temporary planning permissions	0
4	Closure of yards	0
5	Concealed households/family growth to 2012	29
6	Long-term unauthorised sites	0
7	Movement between sites and housing	0
8	Unauthorised encampments	0
9	Additional residential need	29
	Additional supply 2008-2012	
10	Pitches with permission but not developed	0
11	New sites planned	0
12	LA pitches currently unoccupied back into use	0
13	Supply 2008-2012	0
14	Requirement for extra pitches 2008-2012	29
15	Family growth 2013-2015	11
16	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	40

The derivation of each line in Table 7.1 is as follows:

Rows 1-2: Current supply is taken from Table 3.11. It is based on information provided by the Showmen's Guild, supplemented by information from the survey.

Row 3: There are no temporary planning permissions affecting Travelling Showpeople.

Row 4: There are no plans for yards to close between 2008 and 2012. However, many respondents expressed concern at the possibility of their Landlords selling the land that their yard is on. If this were to happen many households would struggle to find an alternative pitch on the already over-crowded existing yards. This situation needs to be monitored.

Row 5: As above the estimate for current concealed households and new household formation requires estimates of:

- a. The number of new households likely to form
- b. The proportion likely to require a pitch within the Study Area

Making the calculation requires a combination of base information and assumptions. The various steps in the calculation are set out below.

Calculating new household formation		
Showpeople yards		
	Step 1 : How many new households will form?	
		<p><i>Survey finding:</i> the number of individuals needing their own separate accommodation over the next 5 years was equivalent to 38 per cent of the sample on yards.</p> <p><i>Assumption:</i> this should be accepted as a rate of increase given the extent of overcrowding on yards.</p> <p><i>Calculation:</i> There are 85 households on yards. $85 \times 38\% = 32$ new households forming.</p>
	Step 2 : How many will seek site accommodation in the Study Area?	
		<p><i>Survey finding:</i> 90% of new households likely to want site accommodation in the Study Area.</p> <p><i>Assumption:</i> This should be accepted.</p> <p><i>Calculation:</i> 90% of 32 new households = 29 seeking to stay in the Study Area.</p>

Row 6: There are no long-term unauthorised sites involving Travelling Showpeople.

Row 7: This figure is the balance of estimates of movement from sites to houses and vice versa. The household survey did not include a sample of residents in housing. Indications from stakeholders and the Guild suggest that those currently in bricks and mortar housing are likely to remain in that accommodation situation. In which case, as is the convention with other GTAAs, it is assumed that any movement from housing to sites will be offset by movement in the other direction.

Row 8: There were no reported unauthorised encampments involving Travelling Showpeople.

Row 9: Sum of elements 3, 4, 5, 6, 7 and 8.

Row 10: Pitches for which planning permissions have been granted but which are not yet developed = 0 pitches.

Row 11: New sites planned = 0.

Row 12: Local authority pitches which are currently unoccupied/dis-used but which are to be brought back into use within the initial assessment period, 2008-2012 = 0.

Row 13: Sum of elements 10, 11 and 12.

Row 14: Row 9 minus Row 13 = total residential pitches required for the Study Area 2008-2012.

Row 15: Family growth on a 2012 base of 85 existing authorised pitches in 2008 + 29 additional pitches provided 2008-2012 = 114. A three per cent per annum compound growth rate is applied = 11 additional pitches. A rate of three per cent

seems appropriate given that the age and family size structures in the Study Area are broadly similar to those in other GTAAs.

Row 16: Row 14 + Row 15 = total requirement 2008-2015.

7.1. Estimated Requirement by Local Authority

Travelling Showpeople pitch requirements at the local authority level are set out in Table 7.2 below.

Table 7.2: Summary of Estimated Need by Local Authority, 2008-2015

Element of Need	Additional pitches required				
	Bradford	Calderdale	Kirklees	Leeds	Wakefield
Need 2008-12	6	6	6	6	5
Supply 2008-12	0	0	0	0	0
Requirement 2008-12	6	6	6	6	5
Family growth 2013-15	2	2	2	2	3
Total 2008-2015	8	8	8	8	8

These figures have been derived using a 'fair shares' approach which distributes the sub-regional pitch allocation evenly across the five authorities. This alternative method has been used in application to the requirements for Travelling Showpeople as the survey sample for this group is insufficient from which to draw assumptions at the local level.

Unlike the wider Travelling community, the distribution of Travelling Showpeople households within West Yorkshire is relatively even (see Table 3.10) and the 'fair shares' approach therefore produces an allocation which closely reflects the reality of the situation on the ground. Furthermore, survey findings suggest that many Travelling Showpeople respondents would be happy on a residential yard within a certain radius of their present location. That is, residential preferences are often expressed in terms of a broader area (e.g. "within a 40-mile radius") rather than a specific town or settlement. Thus, pitches on yards for Travelling Showpeople are likely to be taken up regardless of the broad area in which they are developed, and consultation between planning authorities and Showpeople wishing to develop land should serve to ensure that any developments are in suitable and sustainable locations.

The outcome of this allocation is a total minimum requirement to 2015 of 8 pitches in each local authority. The one slight variation is in Wakefield where there is an initial requirement of five pitches to 2012 and a further three to 2015; whereas in all other areas the split is six and two respectively. This is purely due to the fact that overall requirements for the two periods (of 29 and 11 pitches) cannot be apportioned equally. The difference reflects the fact that Wakefield currently has the highest Travelling Showpeople population in the sub-region.

8. Recommendations

This final Chapter of the Report provides recommendations to the partner authorities and relevant stakeholders drawing on the findings of the study. Inevitably, the recommendations are primarily focused on accommodation and related support needs. Indeed, given the current mismatch between the demand and supply of pitches, and the detrimental effects of this situation on the quality of life of Gypsies and Travellers and Travelling Showpeople, there is the need for a pro-active approach to meeting accommodation needs. A lack of suitable accommodation impinges upon all aspects of the day-to-day lives of the Travelling community and is a major barrier preventing improvements across other policy domains including health, education, social care, community cohesion and access to employment. Until accommodation needs are addressed it will remain extremely difficult to make any impact in tackling the deep-rooted social exclusion in specific policy areas (CRE, 2006). Thus, the over-arching, and most pressing, recommendation is the development of new provision to address the growing backlog of unmet need identified in this study.

Given the persistence of stereotypes and prejudice towards the Travelling community and the politicised nature of accommodation issues there is no 'magic formula' to call upon in the provision of new accommodation. The recommendations below also draw upon the authors' experience of practice (both good and bad) and provide guidance on specific actions which can help to ensure a common approach towards the Travelling community of West Yorkshire and the improvement of services and relations. The Recommendations are divided into five broad areas: strategy, systems and policy; developing accommodation; Travelling Showpeople; housing-related support; and consultation and engagement.

8.1. Strategy, Systems and Policy Framework

Recommendation 1: This GTAA has involved a partnership between the five local authorities and relied upon the engagement and support of each in its delivery. While each authority faces separate local challenges in the form of new provision it is important that this working relationship continues through the West Yorkshire Gypsy and Traveller group. This forum has a key role in ensuring a joined-up collaborative response and that Gypsy and Traveller accommodation provision remains on the agenda.

Recommendation 2: Gypsy and Traveller issues are not currently well integrated within existing local authority governance structures. Responsibility for Gypsies and Travellers is spread across a number of disparate but inter-related service areas and sometimes there is little interaction between them. In other cases there is too much pressure on a handful of individuals performing valuable but isolated roles in support of the community. Each authority should develop its own cross-departmental Gypsy and Traveller strategy which sets out where responsibilities and duties fall. The co-ordination of a holistic approach across service areas is a key consideration here. This should also seek to establish links with voluntary and community sector organisations engaged with Gypsies and Travellers. It is also a statutory requirement that the Gypsy and Traveller strategy be integrated within overall housing strategies.

Recommendation 3: Calderdale district council should ensure that a system is in place for the effective recording and monitoring of all unauthorised encampments. Information collected should include, as a minimum requirement: the date of encampment; duration; size (caravans); and whether the encampment is of a transient nature.

Recommendation 4: All authorities should ensure a common approach to the welfare needs assessments of households on unauthorised encampments which draws upon good practice and evidence on the needs of such households.

Recommendation 5: Gypsies and Irish Travellers are protected under the Race Relations (Amendment) Act 2000. Local authorities should therefore ensure that separate categories are included for Gypsies and Irish Travellers in all areas of ethnic monitoring. This is particularly pressing in terms of systems for housing allocations, homelessness presentations and planning applications. The same should also apply to Travelling Showpeople, especially in relation to planning.

8.2. Developing Accommodation

There are a range of mechanisms for the development of accommodation to meet the pitch requirements set out above. There is clearly a lot to do in order to meet these needs and a combination of accommodation types providing a mix of local authority, RSL and private sites is one means of ensuring choice and reducing the public costs of site development. For households or collectives wishing to acquire their own land for private site development there is obviously an advisory and support role for planning authorities. In terms of local authority sites, councils will obviously have a much more extensive role.

Recommendation 6: The identification of land and development of sites should be an inclusive process involving consultation with the Travelling community throughout. Input from the community in terms of site location and design will ensure that sites are sustainable and meet the needs of different Travelling groups. Key considerations in this respect are:

- Access to local services and transport networks
- Site size
- Pitch size
- Amenities
- Sheds
- Management
- Mixture of accommodation (chalet, trailer, etc.)
- Utility of outside space (driveways, gardens, etc.)
- Homes for life principles
- Health and related support issues
- Tenure Mix
- Space for short-term visitors

Recommendation 7: Authorities should make use of existing statutory guidelines and emerging good practice on site design, management and health and safety issues. At the same time, this should not occlude any innovative approaches to site

design. The guidance from CLG and others provides principles and best practice to be adhered to but should not rule out creative thinking.

Recommendation 8: Use should also be made of the emerging CLG guidance on site management. The management of sites should also be evaluated at regular intervals.

Recommendation 9: Site development should also be sensitive to the diversity among the Travelling community. A single site for all Travelling groups may not always be advisable and could result in management and cohesion issues. Again, consultation throughout the process can help to avoid this.

Recommendation 10: The research found that there was some interest from the RSL sector in the provision of Gypsy and Traveller sites. Local authorities and other stakeholders should seek to capitalise on this interest and explore the potential for RSL involvement. Such involvement could bring benefits in the sense that RSLs are neutral players: they currently have little involvement in provision for the community, no history of negative relations and, unlike local authorities, would not be engaged in enforcement action. This could bring a fresh approach and innovation to site design and management. The last three years have also seen a positive step change in terms of the way the RSL sector approaches tenant involvement and participation. There is no reason why the knowledge and experience here could not be transferred to site provision.

Recommendation 11: The accommodation of transit need should be based on a discretionary approach. Consideration should be given to residential sites which incorporate short-stay pitches; time limited 'doubling up' and discreet stopping places. Given the uncertainty regarding the onset of new site provision in terms of the effect on changing levels and patterns of unauthorised encampments this should be revisited once new sites are developed. Unauthorised encampments should be monitored continuously to allow changing trends to be discerned.

Recommendation 12: Each local authority should specify how transit provision will be provided in LDFs. This may involve a specific transit site, just one, or all of the arrangements stated in Recommendation 11.

Recommendation 13: Authorities should explore ways to ensure householders have increased security of tenure. The replacement of licenses with formal tenancies may be one way in which this is achieved.

8.3. Travelling Showpeople

Recommendation 14: The development of yards for Travelling Showpeople will, in most cases, involve a significant role for the Showmen's Guild and its members. Local authorities should work closely with the Guild and its members in identifying suitable land for development and advising on planning considerations throughout.

Recommendation 15: The Showmen's Guild should be advised on any financial support available for new provision through the Gypsy and Traveller sites grant and the process this involves. This could be done through the Government Office or via local authorities. There may also be opportunities for innovations in funding for site development where capital costs for Travelling Showpeople are partly offset by grant applications.

Recommendation 16: Travelling Showpeople should be involved in all stages of yard development whether being provided by Guild members or not. This will ensure

that yards are suited to the unique requirements of Showpeople, are sustainable and are sensitive to cultural needs.

Recommendation 17: Throughout the research Travelling Showpeople respondents and stakeholders have made reference to exemplar yards in Doncaster, developed and run by members of the Showmen's Guild. Local authorities, in conjunction with the Guild, should take the opportunity to garner any insights into best practice from these yards in terms of their development and management.

Recommendation 18: Local authorities should review the existing yards for Travelling Showpeople and work in partnership with the community to improve the environment and conditions on yards and, in turn, the well-being of residents. This is a matter of great urgency.

8.4. Housing-Related Support Issues

Recommendation 19: All statutory service providers should be engaged with Gypsy and Traveller needs and aware of cultural differences. Where this is not the case, service provision should be re-appraised and cultural awareness training facilitated to increase the take up of services amongst the community.

Recommendation 20: Supporting People services do not appear to be reaching Gypsies and Travellers. There is the need for a more focused approach to Gypsy and Traveller needs given historic failures of engagement and Supporting People teams should work with authorities and other agencies to develop specific Gypsy and Traveller housing support workers. A more focused service should serve to perpetuate demand through word-of-mouth among the community, bolster the capacity of the VCS sector and help facilitate networks and communication between those isolated individuals working with the community in disparate fields (e.g education, children's services etc). The findings above suggest a demand for services related to filling in forms, finding accommodation, settling into accommodation, legal services, accessing benefits and harassment among others. A more tailored support would improve the take up of services and help integrate communities into the wider society. This would also alleviate some of the pressure on individuals such as TES workers and Gypsy Liaison Officers.

Recommendation 21: There are a number of statutory and voluntary agencies and individuals currently active in providing valuable services to the community. This provision is not co-ordinated however, and there is a lack of integration in delivery with the result that many providers feel relatively isolated and unable to effect the changes they think are possible. There is a role for the West Yorkshire Gypsy and Traveller group and the Yorkshire and Humber Gypsy and Traveller Action Planning group in bringing this disparate group of agencies together to share information and begin to develop more of a partnership approach.

Recommendation 22: Housing-related support needs to be flexible in order to respond to changing needs and be sustained for households moving between tenures and accommodation types. A one-size fits all approach simply will not work.

8.5. Consultation and Engagement

Recommendation 23: Planning departments should engage in a constructive dialogue with the Travelling community and provide advice and support on the workings of the planning system and potential pitfalls in applications.

Recommendation 24: The GTAA represents the first stage in the policy process and there is likely to be a time lag between its publication and actions on site

development. Some Gypsies and Travellers and Showpeople participating in the research expressed a sense of optimism, while others were sceptical and apathetic about prospects for new provision. There is an important task in communicating with the community and managing expectations throughout the next stages of the process towards site development. This is best done in a collaborative manner involving local authorities, the voluntary and community sector and community groups.

Recommendation 25: Though we acknowledge that this is far from easy, authorities should begin to engage in efforts to raise cultural awareness issues and dispel some of the myths and stereotypes that persist about Gypsies and Travellers and Travelling Showpeople.

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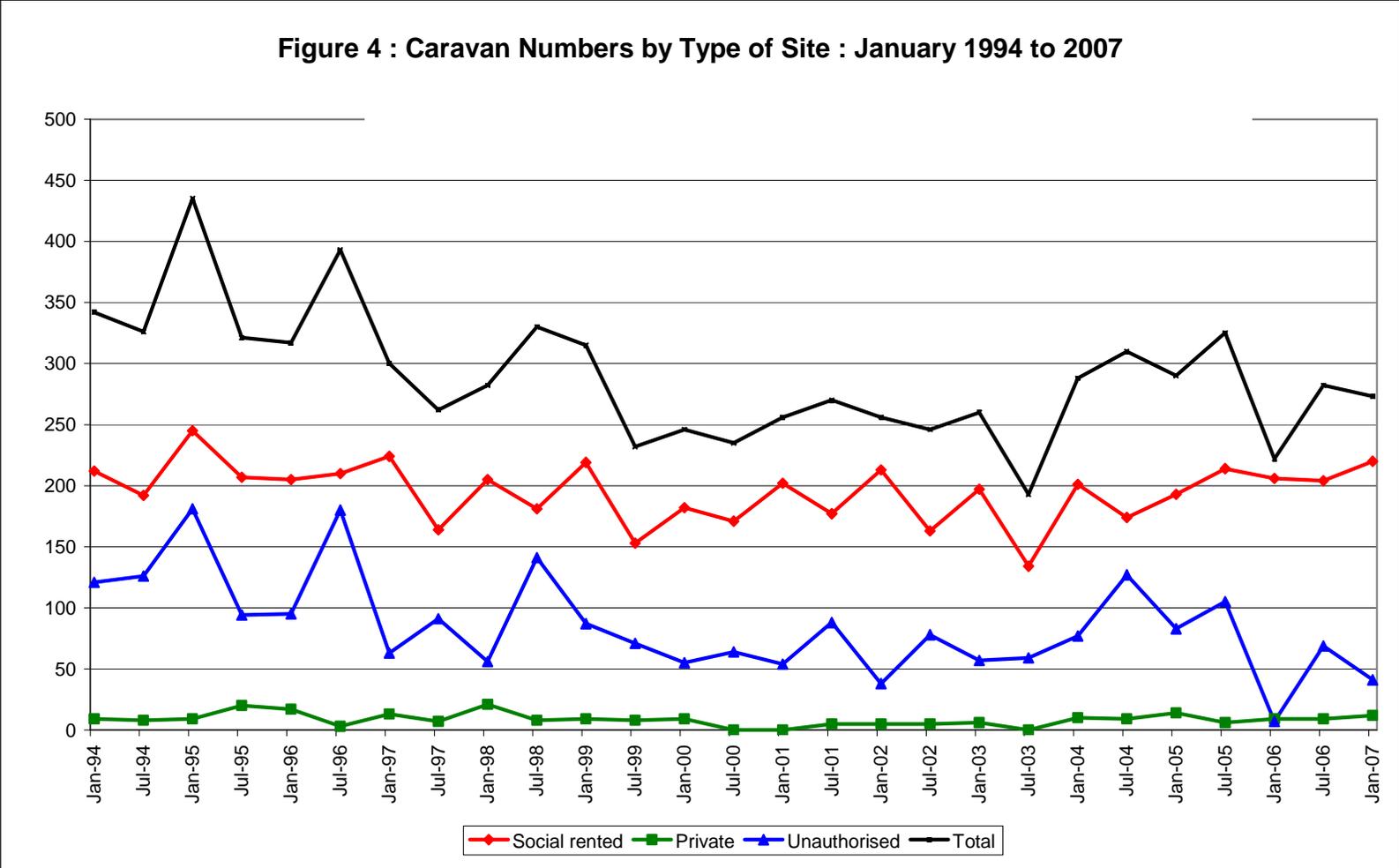
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Appendix A: Caravan Numbers in West Yorkshire by Type of Site, January 1994-2007



Source: CLG Caravan Count

Appendix B: Residential Pitch Requirements - Bradford

Element of need and supply		
	Current residential supply	Pitches
1	Local authority rented pitches (occupied)	47
2	Private authorised pitches	7
3	Total authorised pitches	54
Residential pitch need 2008-2012		
4	End of temporary planning permissions	0
5	Closure of sites	0
6	Concealed households/family growth to 2012	7
7	Long-term unauthorised sites	3
8	Movement between sites and housing	3
9	Unauthorised encampments	6
10	Additional residential need	19
Additional supply 2008-2012		
11	Pitches with permission but not developed	0
12	New sites planned	0
13	LA pitches currently unoccupied back into use	0
14	Supply 2008-2012	0
15	Requirement for extra pitches 2008-2012	19
16	Family growth 2012-2015	6
17	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	25

Appendix C: Residential Pitch Requirements - Calderdale

Element of need and supply		
	Current residential supply	Pitches
1	Local authority rented pitches (occupied)	0
2	Private authorised pitches	0
3	Total authorised pitches	0
Residential pitch need 2008-2012		
4	End of temporary planning permissions	0
5	Closure of sites	0
6	Concealed households/family growth to 2012	1
7	Long-term unauthorised sites	4
8	Movement between sites and housing	2
9	Unauthorised encampments	0
10	Additional residential need	7
Additional supply 2008-2012		
11	Pitches with permission but not developed	0
12	New sites planned	0
13	LA pitches currently unoccupied back into use	0
14	Supply 2008-2012	0
15	Requirement for extra pitches 2008-2012	7
16	Family growth 2012-2015	1
17	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	8

Appendix D: Residential Pitch Requirements - Kirklees

Element of need and supply		
	Current residential supply	Pitches
1	Local authority rented pitches (occupied)	0
2	Private authorised pitches	10
3	Total authorised pitches	0
Residential pitch need 2008-2012		
4	End of temporary planning permissions	2
5	Closure of sites	0
6	Concealed households/family growth to 2012	2
7	Long-term unauthorised sites	1
8	Movement between sites and housing	2
9	Unauthorised encampments	2
10	Additional residential need	9
Additional supply 2008-2012		
11	Pitches with permission but not developed	0
12	New sites planned	0
13	LA pitches currently unoccupied back into use	0
14	Supply 2008-2012	0
15	Requirement for extra pitches 2008-2012	9
16	Family growth 2012-2015	2
17	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	11

Appendix E: Residential Pitch Requirements - Leeds

Element of need and supply		
	Current residential supply	Pitches
1	Local authority rented pitches (occupied)	41
2	Private authorised pitches	0
3	Total authorised pitches	41
	Residential pitch need 2008-2012	
4	End of temporary planning permissions	0
5	Closure of sites	0
6	Concealed households/family growth to 2012	21
7	Long-term unauthorised sites	1
8	Movement between sites and housing	11
9	Unauthorised encampments	7
10	Additional residential need	40
	Additional supply 2008-2012	
11	Pitches with permission but not developed	0
12	New sites planned	0
13	LA pitches currently unoccupied back into use	0
14	Supply 2008-2012	0
15	Requirement for extra pitches 2008-2012	40
16	Family growth 2012-2015	8
17	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	48

Appendix F: Residential Pitch Requirements - Wakefield

Element of need and supply		
	Current residential supply	Pitches
1	Local authority rented pitches (occupied)	38
2	Private authorised pitches	0
3	Total authorised pitches	38
Residential pitch need 2008-2012		
4	End of temporary planning permissions	0
5	Closure of sites	0
6	Concealed households/family growth to 2012	13
7	Long-term unauthorised sites	1
8	Movement between sites and housing	6
9	Unauthorised encampments	6
10	Additional residential need	26
Additional supply 2008-2012		
11	Pitches with permission but not developed	0
12	New sites planned	0
13	LA pitches currently unoccupied back into use	0
14	Supply 2008-2012	0
15	Requirement for extra pitches 2008-2012	26
16	Family growth 2012-2015	6
17	TOTAL REQUIREMENT FOR EXTRA PITCHES 2008-2015	32

Appendix G: Residential Pitch Requirements - West Yorkshire Projections, 2016-2026

The RSS period runs to 2026 and the estimates provided here serve only as a guide to what the situation *might* look like in terms of the number of pitches required to accommodate new household formation over that period. There are obvious problems in projecting pitch estimates well into the future. Should new provision be forthcoming during this period then it is likely that the situation on the ground will alter as households are able to exercise residential choices which were previously unavailable to them. This is likely to affect travelling patterns, migration patterns and incidences of unauthorised encampments. With this in mind, the projections provided here serve as a rough guide to assist planners and policy-makers. All pitch estimates and projections should be revisited after the next round of GTAA's and the situation should be monitored regularly to discern any changing trends resulting from the onset of new provision.

The Gypsy and Traveller projections below are based on a three per cent per annum compound growth rate, consistent with other GTAA's, from a 2015 base of 267. That is, 143 existing pitches plus 124 pitches required to 2015. For Travelling Showpeople the 2015 base is 125. That is, 85 existing pitches plus 40 additional pitches required to 2015.

Residential Pitch Requirements: West Yorkshire Projections, 2016-2026

	Gypsy and Traveller pitches	Travelling Showpeople pitches
Bradford	31	10
Calderdale	3	7
Kirklees	8	9
Leeds	34	8
Wakefield	27	15
WEST YORKSHIRE	103	48

