West of England

Gypsy Traveller Accommodation (and Other Needs) Assessment

2006-2016

1 October 2007

APPENDICES
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APPENDIX A: GLOSSARY OF TERMS

Amenity Unit

Usually a small permanent building housing bath/shower, WC and sink. On socially rented/public sites, there is usually one amenity unit per pitch.

Authorised Site (also known as a ‘Licensed Site’)

A site which has planning permission for use as a Gypsy and Traveller site.

Caravan

Mobile accommodation consisting of kitchen area and bedrooms. Referred to as a trailer by many Gypsies and Travellers. (New Travellers may often live in converted trucks/buses/vans or other forms of living vehicles which fulfil the same function as a caravan).

Chalet

Term used by Gypsies and Travellers, usually referring to a mobile home which resembles a bungalow.

Day Room

Some amenity units have a larger area where residents can eat or relax; this is often referred to as a day room.

Emergency Stopping Place

A licensed short-term Gypsy and Traveller site (or sometimes a ‘tolerated’ but unauthorised location) to which Gypsies and Travellers can be directed when in need. Fewer facilities are available than on transit sites and usually residents would only be able to remain at such a site for a few days.

Family Site

A private caravan site owned and occupied by an (extended) family. Broadly equivalent to owner-occupation in mainstream housing.

Gavver

Romany word used by Gypsies/Travellers to refer to the police.

Gorgio/Gorge/Gaujo - ‘Settled Community/Country People/Flatties’

‘Gaujo’ (spelt in a variety of different ways) is a term used by Gypsies and Travellers to describe non-Gypsies and Travellers.

‘Settled community’/‘Country People/Flatties’ are terms used by Gypsies and Travellers to describe people who are not Gypsy or Traveller by ethnicity or culture and who live in bricks and mortar housing.

It should be noted though that there are difficulties in using such simplistic definitions as many Gypsies and Travellers live in housing.

There is a danger that ‘Gypsies and Travellers’ and ‘settled community’ can be viewed as mutually exclusive and opposing terms, when in fact the reality is much more complex than that. Nevertheless, there is a need for some generalisation in defining social groups, and ‘Gypsies and Travellers’ and ‘settled community’ are used as such throughout this report.
Gypsies/Travellers (statutory definition – 2005 Housing Act)

Statutory Instrument No.3190 (2006) was implemented, in order to resolve the definition of Gypsies and Travellers in relation to the duties under the Housing Act 2004.

For the purposes of section 225 of the Housing Act 2004 (duties of local housing authorities: accommodation needs of gypsies and travellers) "gypsies and travellers" means-

(a) persons with a cultural tradition of nomadism or of 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).

The term Gypsies and Travellers is sometimes used to encompass a wide range of different groups and cultures. Working within the guidance from government, the following groups tend to be specifically included as categories for respondents to ‘self-define’ in GTAA surveys:

- Romany Gypsies;
- Irish Travellers;
- New Travellers;
- Welsh Travellers;
- Scottish Travellers; and
- Travelling Showpeople (as defined in Circular 22/91)

Gypsy (or English Gypsy)

Member of one of the main groups of Gypsies and Travellers in Britain. Romany Gypsies trace their ethnic origin back to migrations, probably from India, taking place at intervals since 1500. Gypsies were recognised as an ethnic group in 1989.

Gypsy and Traveller

In this report, the term used to include all ethnic Gypsies and Irish Travellers, plus other Travellers who adopt a nomadic or semi-nomadic way of life. It does not include Travelling Showpeople.

Household

For the purposes of assessing need we have calculated on a single household/single pitch basis. We have adopted the typical housing needs and census category of ‘household unit’ and define this as people who share either living space or at least one meal a day together.

Gypsies and Travellers may live in large extended households consisting of perhaps three generations, but equally each generation may occupy their own caravan within a single pitch.

‘Suppression’ of households due to shortage of accommodation, may lead to greater reliance on sharing a single pitch than is desired by family members. Interviewees could identify who they believed was a member of their household and if they required separate pitches from other household members.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Irish Travellers have a distinct indigenous origin in Ireland and were recognised as an ethnic group in England in 2000.
Local Development Framework (LDF)

A LDF sets out the planning framework for the local area (within each unitary authority of the study area). LDF’s replace Local Plans.

Mobile Home

Legally a caravan, but not usually capable of being moved by towing. Residential mobile homes are usually of a large size and may resemble either static holiday caravans or chalets.

New Traveller

Term used here to refer to members of the settled community who have adopted a nomadic or semi-nomadic lifestyle living in moveable dwellings. There are now second and third generation ‘New’ Travellers in England. Some New Travellers prefer the more neutral term ‘Traveller’.

Pitch/Plot

Area of a Gypsy/Traveller site where a single household live in their caravans (trailers). Pitches may vary between large enough for one residential trailer (or mobile home) and one touring (small) trailer to spacious enough to hold one or two large mobile homes and several ‘tourers’ as well as working vehicles. On public (socially provided) sites rented pitches tend to be smaller and are easily delineated by fencing.

On private family sites where several related household may own the site it may be less easy to identify separate pitches/plots. As pitch sizes vary considerably between public (socially provided) and private sites, we express figures for pitch requirements in terms of one pitch per household rather than specifying how many caravans/mobile homes should be accommodated on a pitch.

Accordingly, a large household with a number of children may require more than one pitch if living on a public (or private rented) site with limited pitch size.

Private Rented Pitches

In the study area, several privately owned Gypsy and Traveller caravan sites have pitches which are rented on a commercial basis to other Gypsies and Travellers. In NS the local authority rents some pitches from owners of private sites to accommodate families in need.

Private Site

May be an owner-occupied site or one where an Gypsy/Traveller rents a pitch.

Regional Spatial Strategy (RSS)

Sets out a spatial planning strategy for how a region (in this case bigger than the West of England study area) should be developed over the following 15+ years. GTAAs are fed into RSS decision making processes when deciding how many ‘pitches’ are required in an area.

Registered Social Landlords (RSL)

Not-for-profit housing organisation that bid for regional funding to establish and run Gypsy and Traveller sites (for example, residential, transit and emergency stopping places).

Residential Site/Pitch

A site/pitch intended for long-stay use by residents. No maximum length of stay is set.
Showman’s Yard
Term used by Showmen to describe their site.

Showmen (Travelling Showmen/Showpeople)
People who move (or have moved) from place to place with living vehicles to provide travelling fairs or circuses and associated services. Most Travelling Showpeople are members of the Showmen’s Guild of Great Britain.

Site
An area of land laid out and used for Gypsy and Traveller caravans. Sites vary in type and size and can range from one-caravan private family sites on Gypsies’ and Travellers’ own land, through to large local authority sites.

Socially Rented Site (often known as a ‘Council Site’)
A Gypsy and Traveller caravan site owned by a council or registered social landlord. In the study area, all socially rented sites are owned and managed by a local council.

Tolerated
An unauthorised development or encampment may be ‘tolerated’ for a period of time during which no enforcement action is taken.

Trailer
Gypsies and Travellers generally use the term ‘trailer’ for caravans.

Transit Site
Authorised Gypsy and Traveller site intended for short-term use by those in transit between to other areas. The site is permanent, but people who stay on it may only due so for a temporary period. A maximum period of three months stay is general. May have more facilities (for example, utility blocks) than and Emergency Stopping Place but usually far less than a residential site.

Unauthorised Development
A Gypsy and Traveller site established on Gypsy owned land without appropriate planning permission or site licence.

Unauthorised Encampment
A piece of land where Gypsies and Travellers reside in vehicles or ‘bender’ tents without permission. The land is not owned by those involved in the encampment and is often located on the edge of roads/carparks or in other unsafe and unsuitable environments.

Unauthorised/’Roadside’ Site
Land occupied by Gypsies and Travellers without the appropriate planning or other permissions. The term includes both unauthorised development and unauthorised encampment.

Winter Quarters
Term sometimes used for a site occupied by Travelling Showpeople when not engaged in providing fairs or circuses. Originally occupied over the winter period when there are no fairs, Showpeople sites are now used much more flexibly and often involve year-round occupation.
Yard

Term used for a **pitch or site** occupied by Travelling Showpeople. Some sites in the study area comprise a number of clearly delimited yards owned or rented by different families. Gypsies and Travellers may also use the term for a small **site** or a house with land which can accommodate trailers.
APPENDIX B: UNITARY AUTHORITY ASSESSMENTS

B.1 BATH & NORTH EAST SOMERSET (B&NES)

Figure B1: Number of Caravans (January and July) by type of site, Bath and North East Somerset, 1979-2007

Source: Derived from official counts

1.1 Caravan counts. These show minimal authorised provision over the whole period, and some remarkable ‘spikes’ in the figures, reflecting incursions of large groups of unauthorised caravans, especially in 1992 to 1995 and again since 2006, but still only exceeding 20 caravans on six occasions. Unauthorised encampments have averaged 26 caravans in the last three years (equating to 10 households), and no authorised provision whatsoever, strongly suggesting suppressed demand for further provision, but not in significant numbers. The figure of an average of 10 more caravans in July over January counts in past three years also suggests a demand for transit provision.

1.2 Population. From TES data, we have estimated the Gypsy/Traveller population of B&NES at about 22 households (90-100 people).

1.3 Local plan. B&NES has a criterion-based policy HG16 in its local plan (as proposed to be modified November 2006), with a small supporting statement. It pre-dates Circular 01/06 and other recent policy reviews and other recent policy reviews.

1.4 Council sites. There are none.

1.5 Private authorised sites. There are none.

1.6 Unauthorised caravans. B&NES has two unauthorised developments (one known to the LA) and three unauthorised encampments.

1.7 Travelling Showmen. One small development (unauthorised).

1.8 Housed Gypsies/Travellers. One household interviewed, three to five estimated.
1.9 **Summary.** This council has a poor record of provision of public sites, and has followed a restrictive policy on the granting of planning permission, with no authorised provision within the UA. Concerns must exist over the record keeping pertaining to UEs as shown by the repeated returns of 0 caravans to the DCLG and the necessity of amending return figures in 2006. B&NES recognises that its position may be indefensible as the numbers of unauthorised caravans rise within the UA. Our assessment is based upon current data, but we consider that through the political process of allocation pressure from other West of England districts, B&NES will require a higher allocation than here identified through use of official administrative statistics.

### Table B1: B&NES Gypsy and Traveller Residential Pitch Requirements 2006–2016

<table>
<thead>
<tr>
<th>Current residential supply</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Socially rented pitches</td>
<td>0</td>
</tr>
<tr>
<td>2. Private site pitches</td>
<td>0</td>
</tr>
<tr>
<td><strong>3. Total pitches/households</strong></td>
<td>0</td>
</tr>
<tr>
<td>4. Net movement from housing to sites</td>
<td>1</td>
</tr>
<tr>
<td>5. Unauthorised developments</td>
<td>6</td>
</tr>
<tr>
<td>6. Unauthorised encampments</td>
<td>8</td>
</tr>
<tr>
<td>7. End of temporary permissions 2006-2011</td>
<td>0</td>
</tr>
<tr>
<td>8. New household formation 2006-2011</td>
<td>3</td>
</tr>
<tr>
<td>9. Additional identified need</td>
<td>1</td>
</tr>
<tr>
<td><strong>10. Additional need 2006-2011</strong></td>
<td>19</td>
</tr>
<tr>
<td>11. Pitches unused 2006</td>
<td>0</td>
</tr>
<tr>
<td>12. Planning applications likely to succeed in 2007/8</td>
<td>0</td>
</tr>
<tr>
<td>13. New socially rented pitches planned 2007/8</td>
<td>0</td>
</tr>
<tr>
<td>14. Vacancies on socially rented sites 2006-2011</td>
<td>0</td>
</tr>
<tr>
<td><strong>15. Supply 2006-2011</strong></td>
<td>0</td>
</tr>
<tr>
<td><strong>16. Requirement for extra pitches 2006-2011</strong></td>
<td>19</td>
</tr>
<tr>
<td>17. Household growth 2011-2016</td>
<td>3</td>
</tr>
<tr>
<td><strong>18. Total Requirement 2006-2016</strong></td>
<td>22</td>
</tr>
</tbody>
</table>

**Key to variables at pB18**

Transit pitch requirements see 4.4 (pp 52-54 Main Report for calculation).

Requirements for Showman households see 4.5 (pp 55-57 Main Report for calculation).

<table>
<thead>
<tr>
<th>Authority B&amp;NES</th>
<th>Transit caravan capacity</th>
<th>Showman Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-2011</td>
<td>20</td>
<td>1</td>
</tr>
<tr>
<td>2011-2016</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>20</strong></td>
<td><strong>1</strong></td>
</tr>
</tbody>
</table>
B2  BRISTOL CITY (BCC)

Figure B2: Number of Caravans (January and July counts) by type of site, Bristol, 1979-2007

Source: Derived from official counts

2.1  Caravan counts. Bristol shows wide fluctuations, and exceeded 50 caravans on six counts over the 28-year period of (57 counts). Council provision has been increased, and the provision of both a residential and transit site has reduced unauthorised caravan numbers in recent years. The average unauthorised caravans has been seven over the last three years although BCC’s own records show wider fluctuations.

2.2  Population. The TES (as at Spring 2007) supports 14 Gypsy/Traveller children in caravans and 44 in housing. From this, we estimate the Gypsy/Traveller population of Bristol City as about 460-480 individuals (25% of the West of England total).

2.3  Bristol Local Plan. The adopted Bristol Local Plan (1997) contains a criteria based policy entitled “Gypsies & Other Travelling People” (Policy H12). This policy was slightly amended in the Proposed Alterations to the Bristol Local Plan (placed on Deposit Feb 2003 (not adopted). The criteria for considering applications for Gypsies and Travellers was slightly relaxed in terms of Green Belt land.

In addition, a transit site at Kings Weston Lane, which was completed in 2000/01, and a residential site at South Liberty Lane which opened in July 2006 are safeguarded on the adopted Local Plan and Proposed Alterations proposals maps. The supporting text was amended in the 2003 Proposed Alterations to the Bristol Local Plan to make reference to these two sites.

The adopted Bristol Local Plan contains Policy H13 “Travelling Showground People” which identifies three sites for Travelling Showpeople at; Two Mile Hill Road in St George, Braggs Lane on Old Market; and at Parsons Yard on Hartcliffe Way. The Old Market site was deleted in the Proposed Alterations owing to access constraints. Both sites are identified on the Proposals Map. Work is not progressing on the Proposed Alterations.

Bristol Development Framework. Bristol is now preparing a Local Development Framework (LDF) in accordance with its Local Development Scheme (LDS) (March 2007). The City
Council intends to comply with the pitch requirements specified in the Regional Spatial Strategy and intends to meet the requirements of Circular 01/2006 and Circular 04/07 (Planning for Travelling Showpeople) by setting out the criteria for the location of such sites in the LDF Core Strategy. This will be used to guide the allocation of sites for Gypsies and Travellers and Showpeople in the Site Allocations Development Plan Document as well as for the consideration of windfall sites. The timescales for production of the proposed Local Development Documents is set out in the City Council’s agreed 2007 LDS.

2.4 Council sites. The transit site at Kingsweston (20 pitches, opened in 2000) also allows overspill (summer months only), and is unevenly occupied. The South Liberty Lane site (12 pitches) opened in July 2006. A waiting list operates and is relatively lengthy given a maximum estimated turnover of two pitches between the years 2006-2011.

2.5 Private authorised sites. None recorded and severe planning constraints in existence.

2.6 Unauthorised caravans. Bristol City has no unauthorised developments, reflecting the shortage of suitable land, but has since the council’s inception in 1996 kept records of unauthorised encampments. These records do not indicate caravan numbers, and on occasion has recorded encampments which did not consist of Gypsies/Travellers. This longitudinal data does provide useful information. Few of these occurrences would have appeared in the January official count, and perhaps one or two in the July counts. A few sites apparently in SG and B&NES are included (five in 2003-2005), presumably close to BCC boundary.

Table B2: Unauthorised encampment records in BCC area 1996-2007

<table>
<thead>
<tr>
<th>Year</th>
<th>96</th>
<th>97</th>
<th>98</th>
<th>99</th>
<th>00</th>
<th>01</th>
<th>02</th>
<th>03</th>
<th>04</th>
<th>05</th>
<th>06</th>
<th>07 (to Feb)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of incidents</td>
<td>31</td>
<td>30</td>
<td>28</td>
<td>29</td>
<td>21</td>
<td>48</td>
<td>38</td>
<td>15</td>
<td>40</td>
<td>31</td>
<td>24</td>
<td>9</td>
</tr>
<tr>
<td>Incidents with more than 6 caravans</td>
<td>9</td>
<td>11</td>
<td>7</td>
<td>5</td>
<td>6</td>
<td>10</td>
<td>3</td>
<td>3</td>
<td>6</td>
<td>4</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>Highest number of caravans</td>
<td>40</td>
<td>21</td>
<td>30</td>
<td>20</td>
<td>50</td>
<td>20</td>
<td>40</td>
<td>16</td>
<td>35</td>
<td>18</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>Highway land</td>
<td>3</td>
<td>12</td>
<td>8</td>
<td>7</td>
<td>4</td>
<td>11</td>
<td>6</td>
<td>8</td>
<td>8</td>
<td>18</td>
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<tr>
<td>Other council-owned land</td>
<td>19</td>
<td>8</td>
<td>13</td>
<td>9</td>
<td>10</td>
<td>10</td>
<td>4</td>
<td>14</td>
<td>6</td>
<td>7</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Other ownership</td>
<td>9</td>
<td>10</td>
<td>7</td>
<td>13</td>
<td>7</td>
<td>25</td>
<td>22</td>
<td>3</td>
<td>18</td>
<td>7</td>
<td>8</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: BCC

2.7 Travelling Showmen. There is a policy in the 2003 draft deposit local plan confirming two existing authorised sites. A further large private authorised site which is exclusively occupied by Showmen although not listed as such, is also in existence.

2.8 Gypsies/Travellers in housing. BCC, according to TES/PLASC schools data, has more housed Gypsies/Travellers than live on sites. Over half of the total housed Gypsy/Traveller population in the West of England live in BCC. This reflects past policies of accepting Gypsies/Travellers as homeless, and may require further exploration on possible demand for transfer to sites.

2.9 Summary. Based on available administrative statistics, there is little evidence of demand for owner occupied sites (presumably because of shortage of suitable land), but further need for both residential and transit provision is anticipated.
### Table B3: BCC Gypsy and Traveller Residential Pitch Requirements 2006–2016

<table>
<thead>
<tr>
<th>Category</th>
<th>Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Current residential supply</strong></td>
<td></td>
</tr>
<tr>
<td>1. Socially rented pitches</td>
<td>12</td>
</tr>
<tr>
<td>2. Private site pitches</td>
<td>0</td>
</tr>
<tr>
<td><strong>3. Total pitches/households</strong></td>
<td>12</td>
</tr>
<tr>
<td>4. Net movement from housing to sites</td>
<td>4</td>
</tr>
<tr>
<td>5. Unauthorised developments</td>
<td>0</td>
</tr>
<tr>
<td>6. Unauthorised encampments</td>
<td>5</td>
</tr>
<tr>
<td>7. End of temporary permissions 2006-2011</td>
<td>0</td>
</tr>
<tr>
<td>8. New household formation 2006-2011</td>
<td>8</td>
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<tr>
<td>9. Additional identified need</td>
<td>9</td>
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<tr>
<td><strong>10. Additional need 2006-2011</strong></td>
<td>26</td>
</tr>
<tr>
<td>11. Pitches unused 2006</td>
<td>0</td>
</tr>
<tr>
<td>12. Planning applications likely to succeed in 2007/8</td>
<td>0</td>
</tr>
<tr>
<td>13. New socially rented pitches planned 2007/8</td>
<td>0</td>
</tr>
<tr>
<td>14. Vacancies on socially rented sites 2006-2011</td>
<td>2</td>
</tr>
<tr>
<td><strong>15. Supply 2006-2011</strong></td>
<td>2</td>
</tr>
<tr>
<td>17. Household growth 2011-2016</td>
<td>6</td>
</tr>
<tr>
<td><strong>18. Total Requirement 2006-2016</strong></td>
<td>30</td>
</tr>
</tbody>
</table>

**Key to variables at pB18**

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Requirements for Showman households see 4.5 (pp 55-57 Main Report for calculation).

<table>
<thead>
<tr>
<th>Authority</th>
<th>Transit caravan capacity</th>
<th>Showman Households</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-2011</td>
<td>0’</td>
<td>8’</td>
</tr>
<tr>
<td>2011-2016</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>0</strong></td>
<td><strong>11</strong></td>
</tr>
</tbody>
</table>