

Darlington Borough Council Gypsy and Traveller Accommodation Assessment 2014

Final Report
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RRR Consultancy Ltd



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The Authors

RRR Consultancy Ltd was founded by Dr Alan Rust-Ryan and Dr Kate Rust-Ryan. They undertake research and consultancy in all areas of social policy from small-scale projects to long-term research studies.

The *RRR Consultancy* team has a proven successful track record in research and training relating to children, young people and adults, policy and practice, families and communities, housing, community development, hard to reach people and groups, education, multi-agency working, and service users and service provision.

RRR Consultancy also offer 'best practice' training courses to help ensure that public, voluntary and private organisations understand and successfully implement policies in areas such as domestic violence, homelessness, children and families.

Glossary

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. They can be privately owned (often by a Gypsy or Traveller), leased or socially rented (owned by a council or registered provider).

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Bargee Traveller

The term Bargee Traveller is used to describe people living and working on the waterways of Europe. Many Bargees have a nomadic lifestyle and may use their boat for living, working or both.

Bedroom standard

The bedroom standard is that used by the General Household Survey, and is calculated as follows: a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over, each pair of young persons aged 10-20 of the same sex, and each pair of children under 10 (regardless of sex). Unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom. Any remaining unpaired children under 10 are also allocated a separate bedroom. The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, box rooms and bedrooms which are identified as such by respondents even though they may not be in use as such. For this study, a modified version of the bedroom standard was applied to Gypsies and Travellers living on sites to take into account that caravans or mobile homes may contain both bedroom and living spaces used for sleeping. Accommodation needs were determined by comparing the number (and age) of family members with the number of bedroom spaces available.

Bricks and mortar accommodation

Permanent housing of the settled community, as distinguished from sites.

Caravan

Defined by Section 29 (1) of the Caravan Sites and Control of Development Act 1960 a caravan is defined as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Concealed household

A household or family unit that currently lives within another household or family unit but has a preference to live independently and is unable to access appropriate accommodation (on sites or in housing).

Development Plan Documents (DPD)

Local Development Framework documents that contain policies and are subject to external examination by an Inspector.

Doubling up

More than one family unit sharing a single pitch.

Emergency stopping places

Emergency stopping places are pieces of land in temporary use as authorised short-term (less than 28 days) stopping places for all travelling communities. They may not require planning permission if they are in use for fewer than 28 days in a year. The requirements for emergency stopping places reflect the fact that the site will only be used for a proportion of the year and that individual households will normally only stay on the site for a few days.

Family unit

The definition of 'family unit' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsy

Member of one of the main groups of Gypsies and Travellers in Britain. In this report it is used to describe English (Romany) Gypsies, Scottish Travellers and Welsh Travellers. English Gypsies were recognised as an ethnic group in 1988.

Gypsy and Traveller

As defined by CLG Planning Policy for Traveller Sites (March 2012) in this report it includes all Gypsies, Irish Travellers, New Travellers, Travelling Showpeople, Eastern European Roma and other Travellers who adopt a nomadic or semi-nomadic life.

Household

The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household or family unit although it acknowledges that this may also include e.g. extended family members or hidden households.

Irish Traveller

Member of one of the main groups of Gypsies and Travellers in Britain. Distinct from Gypsies but sharing a nomadic tradition, Irish Travellers were recognised as an ethnic group in England in 2000.

Mobile home

For legal purposes it is a caravan. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 defines a caravan as:

"... any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted."

Negotiated Stopping

The term 'negotiated stopping' is used to describe agreed short term provision for Gypsy and Traveller caravans. It does not describe permanent 'built' transit sites but negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

Net need

The difference between need and the expected supply of available pitches (e.g. from the re-letting of existing socially rented pitches or from new sites being built).

New Traveller

Members of the settled community who have chosen a nomadic or semi-nomadic lifestyle (formerly New Age Traveller).

Newly forming families

Families living as part of another family unit of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' family unit.

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Permanent / residential site

A site intended for long-stay use by residents. They have no maximum length of stay but often constraints on travelling away from the site.

Pitch

Area on a site developed for a family unit to live. On socially rented sites, the area let to a tenant for stationing caravans and other vehicles.

Plot

Area on a yard for Travelling Showpeople to live. As well as dwelling units, Travelling Showpeople often keep their commercial equipment on a plot.

Primary data

Information that is collected from a bespoke data collection exercise (e.g. surveys, focus groups or interviews) and analysed to produce a new set of findings.

Private rented pitches

Pitches on sites which are rented on a commercial basis to other Gypsies and Travellers. The actual pitches tend to be less clearly defined than on socially rented sites.

Psychological aversion

An aversion to living in bricks and mortar accommodation. Symptoms can include: feelings of depression, stress, sensory deprivation, feeling trapped, feeling cut off from social contact, a sense of dislocation with the past, feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.

Registered Provider

A provider of social housing, registered with the Homes and Communities Agency (HCA) under powers in the 2008 Housing and Regeneration Act. This term replaced 'Registered Social Landlord' (RSL) and encompasses housing associations, trusts, cooperatives and companies.

Secondary data

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. Caravan Count).

Settled community

Used to refer to non-Gypsies and Travellers who live in housing.

Site

An area of land laid out and used for Gypsy and Traveller caravans, which can be authorised (have planning permission) or unauthorised. They can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord.

Socially rented site

A Gypsy and Traveller site owned by a council or registered provider.

Tolerated

An unauthorised development or encampment may be tolerated by the local authority meaning that no enforcement action is currently being taken.

Trailer

Term commonly used by Gypsies and Travellers for a moveable caravan.

Transit site/pitch

A site/pitch intended for short-term use, with a maximum period of stay.

Travelling Showpeople

People who organise circuses and fairgrounds and who live on yards when not travelling between locations. Most Travelling Showpeople are members of the Showmen's Guild of Great Britain.

Unauthorised development

A site / land owned by Gypsies and Travellers, but without the appropriate planning permission to station caravans.

Unauthorised encampment

Where Gypsies and Travellers reside on land they do not own and without permission from the owners. The land can be public or privately owned and can be 'tolerated' or 'not tolerated'..

Unauthorised site

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

Utility block

A small permanent building on a pitch with bath/shower, WC, sink and (in some larger ones) space to eat and relax. Also known as a utility shed or amenity block.

Winter quarters

A site occupied by Travelling Showpeople, traditionally used when not travelling to provide fairs or circuses. Many now involve year-round occupation.

Yard

A term used for a site occupied by Travelling Showpeople. They are often rented by different families with clearly defined plots.

Executive Summary

Introduction

- S1. This report details the findings from the Darlington Gypsy and Traveller Accommodation Assessment (GTAA). The report considers a range of English Romany Gypsy and Irish Traveller groups¹ found in the study area as well as Travelling Showpeople across different tenure types. It draws on primary and secondary data sources including:
- **Primary data:** face-to-face surveys of Gypsies and Travellers
 - **Secondary information:** including a literature review and secondary data analysis
 - **Stakeholder consultation:** with local organisations involved with Gypsies and Travellers and Travelling Showpeople
- S2. The report includes quantitative and qualitative data based on views and experiences of accommodation provision and wider service issues.
- S3. The aim of the study is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in the study area for the period 2014/15-2026/27.
- S4. This is in terms of residential and transit/emergency sites and bricks and mortar accommodation. The results will be used to inform the allocation of local authority resources as an evidence base for policy development in housing and planning.

Literature review

- S5. Existing national research into Gypsies and Travellers suggests that the legislation implemented since the 1960s has negatively impacted on Gypsy and Traveller communities, with the Housing Act 2004 and subsequent guidance designed to address this imbalance. The Equalities 2010 Act affords Gypsies and Irish Travellers legal protection against discrimination, including from housing authorities.
- S6. Nationally, research suggests that education, health and employment remain key issues for the Gypsy and Traveller community. Locally, there is evidence of good practice within the borough with the Traveller Education and Attainment Service (TEAS) working to support local authorities and schools in carrying out statutory responsibilities, and outreach health workers supporting families both on site and in bricks and mortar accommodation.

¹ Please note that throughout this report the term 'Gypsies' is used to refer to Romany and English Gypsies and the term 'Travellers' is used to refer to Irish Travellers.

- S7. It is apparent from the research that the most pressing issue remains inadequate accommodation provision. Nationally, with around one fifth of Gypsies and Travellers residing in unauthorised developments or encampments, the Government has responded with increased funding for site provision. Locally, unauthorised encampments have decreased in recent years.
- S8. Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments.
- S9. The need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need for Gypsy and Traveller Accommodation Assessments (GTAAAs).

Policy context

- S10. Recent national policy has been reflected in the region with more responsibility moving to local rather than regional planning authorities, through local Housing Strategies and new style Local Plans.
- S11. Key local planning documents and strategies acknowledge that there is a shortage of authorised Gypsy and Traveller sites in the study area. The local authority's Local Plan seeks to determine planning responses to the issue.
- S12. The 2009 GTAA undertaken on behalf of the five Tees Valley local authorities estimated a need for 145 new pitches for the period 2007-2026 with a large proportion (98 pitches) located in Darlington. However, there were differences between the five Tees Valley local authorities in terms of how new accommodation provision should be distributed throughout the subregion.
- S13. This led to a 2012 'Statement of Common Ground' regarding the accommodation of surrounding the accommodation of Gypsies, Travellers and Travelling Showpeople. This stated that each of the five Tees Valley local authorities authority may produce updated evidence which could result in alterations to their individual pitch requirements, providing any such update is specific to the authority concerned, unless mutually agreed otherwise.
- S14. In order to bring up to date the 2009 Tees Valley GTAA needs figures the Council included an estimate of Gypsy and Traveller accommodation needs in its 2013 Preferred Options document. Using a sophisticated means of analysis the document estimated a need for between 51 and 78 new pitches within a 15 year period.
- S15. However, the calculations were based on survey evidence gathered on behalf of the 2009 GTAA, so were no longer reliable. This is the main reason *RRR Consultancy Ltd* were commissioned to undertake a new GTAA in March 2014.

- S16. Although to some extent local authorities within the Tees Valley subregion and beyond already coordinate responses to Gypsy and Traveller issues there is the potential for further liaison and information sharing. This could take a form similar to the multi-agency Gypsy and Traveller Unit set up in Leicestershire or the partnership approach adopted in Nottinghamshire.
- S17. Also, as suggested by Darlington Borough Council's 'Housing Technical Paper' (2013) there is a need for local authorities to ensure that an internal working group exists within each authority, which cuts across service areas, in order to better co-ordinate the response and approach on Gypsy and Traveller issues and avoid potential duplication of work.
- S18. An analysis of GTAAs undertaken by neighbouring local authorities indicates that Gypsy and Traveller families share common routes. Whilst there is some evidence of cross boundary working on Gypsy and Traveller issues there is a need for further cooperation.

Population trends

- S19. There is a long history of Gypsies and Travellers residing within the borough. Some families claim a local heritage of over two hundred years. It has been suggested that up to a third of Darlington's population has Romani roots. This has led to Darlington being regarded by some as the 'Gypsy Capital' of England.
- S20. While there are deficiencies in the Caravan Count, it remains the only national source of secondary data on caravan levels and is useful for determining trends in the number of Gypsies and Travellers living on sites. This has been used in conjunction with data collected locally by Darlington Borough Council in order to look at Gypsy and Traveller population trends and estimates in the study area.
- S21. The CLG count indicates that the North East contains the smallest number of Gypsy and Traveller caravans in England. When population is taken into consideration, it has below the national average density at 21 caravans per 100,000 settled population compared to 41 caravans per 100,000 settled population for England.
- S22. However, Darlington's count is one of the highest in the North East region with 112 caravans recorded by the July 2013 CLG count. When population is taken into account the density of caravans within the North East region area varies widely with South Tyneside and Darlington containing relatively high densities of caravans.
- S23. Between January 2003 and December 2013 there were 89 instances of unauthorised encampments within Darlington lasting a total of 867 days. Trend analysis suggests that the number of unauthorised encampment incidents within Darlington Borough has gradually declined over the 10 year period. These factors combined with evidence the extent of current provision means that there is no need for further transit provision within the borough.

Community cohesion

- S24. Darlington police acknowledge that there are sometimes tensions between the Gypsy and Traveller and settled communities. In response, the Darlington Integration Advisory Group (IAG) meets every two or three months in order to respond to issues around cohesion. It is chaired by the police and attended by representatives from different minority groups (including Gypsies and Travellers).
- S25. However, there is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower local communities whilst group housing schemes could be considered for Gypsies and Travellers wanting to live in bricks and mortar accommodation.
- S26. Also, regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller community.

Stakeholder Consultation

- S27. In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate a focus group was undertaken with stakeholders and representatives from Darlington local authority and neighbouring local authorities including: district council officers with responsibility for Gypsy and Traveller issues, planning policy officers, planning officers, housing strategy officers and enforcement officers.
- S28. It was noted that whilst there is a demand for additional Gypsy and Traveller accommodation throughout the region, there are a number of potential sites which have planning permission but have not yet been developed. Also, there are vacant pitches throughout the region including some within the Darlington Borough Council area.
- S29. In relation to new provision in the borough, planning permission has been granted for a new site consisting of 20 pitches. According to stakeholders, the £1.8m Homes and Communities Agency (HCA) funded site will have to adhere to HCA regulations regarding site design and management.
- S30. In terms of site size, some stakeholders stated that Gypsies and Travellers prefer small, family-owned sites. They spoke about the need for more small, rental pitches to meet the needs of families unable to develop their own site.
- S31. Stakeholders stated that Darlington does not currently experience a high number of unauthorised encampments. The main reasons for travelling were deemed to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to

reinforce cultural identity. In relation to Darlington, most Gypsy and Traveller families travel north-south rather than east-west

- S32. Stakeholders discussed barriers to new accommodation provision. Gaining planning permission for a new site was regarded as a significant hurdle. Although Darlington Borough Council do not do so, it was suggested that one barrier for Gypsies and Travellers preparing and submitting plans for new provision is that some councils charge for advice.
- S33. Stakeholders agreed that it is very difficult to measure or estimate the number of Gypsy and Traveller families living in bricks and mortar accommodation. They spoke about little awareness or knowledge of where housed Gypsy and Traveller families were living and acknowledged that there are clear gaps in information.
- S34. It was acknowledged by stakeholders that the availability of land is a key issue in relation to the accommodation needs of Gypsies and Travellers. The process of identifying suitable land for site development was deemed problematic. Some authorities have a separate allocation places for Gypsies and Travellers.
- S35. Stakeholders felt that access to services was very important for all Gypsy and Traveller families. Some local authorities are considering providing training for agencies on Gypsy and Traveller issues. Darlington NHS is considering adopting a training tool for aiding integration developed by Liverpool University.
- S36. Local authorities and agencies are trying to integrate services as far as possible. An Integration Advisory Group (IAG) meets every two or three months in Darlington in order to respond to issues around cohesion. The IAG is chaired by the police and attended by representatives from different minority groups across Darlington. At least two members of the local Gypsy and Traveller community attend on a regular basis.

Gypsies and Travellers living on sites

- S37. The survey was undertaken with 54 households living on authorised permanent and transit pitches in the study area. Weighting was applied to the survey in order to ensure that it represented the whole population. The survey covered 240 Gypsies and Travellers living on authorised and unauthorised sites. Almost all Gypsies and Travellers living on sites in the study area described themselves as Romany Gypsies (99%) compared with Irish Travellers (1%).
- S38. The average size of families living on the survey sites is 3.6 people compared to a 2011 UK average of 2.4. Also, the households represented by the survey contained high proportions of younger people with two fifths (40%) of all respondent household members aged 20 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under.

-
- S39. Over three quarters (77%) of respondents were renting privately, with the remainder (23%) owning the pitch they currently occupy. One factor reflecting the residential longevity of the survey respondents was that nearly two thirds of respondents (64%) had lived on site for more than five years. The commitment of families to remaining on existing sites is reflected in the fact that nearly two thirds (63%) stated that they did not intend to move in the future. Reflecting the importance of maintaining familial relations to the Gypsy and Traveller community, when asked why they live in their local area nearly half (49%) of respondents stated that it is because they wanted to live close to family members.
- S40. Satisfaction rates with sites are fairly high with three fifths (60%) of respondents being either satisfied or very satisfied. However, two fifths (40%) of respondents stated that they were not satisfied with the site they currently occupy. Satisfaction with site location is very high with nearly all (95%) of respondents stating that their site's location is 'good' or 'very good'. Reasons for satisfaction with the site included being close to family (66%), being located in a peaceful area (29%), and the site itself (5%). Reasons for dissatisfaction with living on site were more varied with the most common reason being a lack of site facilities (15%).
- S41. Satisfaction with amenity blocks was mixed with nearly four fifths (39%) of respondents stating they were satisfied compared with around a third (35%) stating they were dissatisfied. In terms of spatial requirements, nearly three quarters (72%) of respondent households stated that there is currently a lack of space on pitches.
- S42. An important issue mentioned by respondent households regarded fuel and electricity costs. The survey data showed that households spent an average of £42.97 per week on electricity, gas and other fuels costs including an average weekly expenditure of £22.95 per week on gas and £20.22 per week on electricity. This compares with an average weekly household expenditure of £22.10 on electricity, gas and other fuels for all UK households in 20102. One reason for the higher than average fuel costs could be due to the reliance of some respondent households on gas bottles for heating or cooking rather than mains gas. However, only 4 (6%) of respondents stated that the cost of their pitch was an issue.
- S43. Generally, respondents stated access to services such as shops, post offices, health services, and primary and secondary schools as being 'easy' or 'okay'. All families either had a permanent (99%) or temporary (1%) registration with a General Practitioner (GP). Only one (1%) respondent household stated that they had experienced problems accessing health services in the local area. Over a quarter (40%) of all respondent households contain school-age children with almost all (93%) containing some children who attend school. In only 4% of households containing school-age children did none attend school.

² Office for National Statistics (ONS), *Household expenditure edges higher, while spending patterns differ by income*, December 2012 located at: http://www.ons.gov.uk/ons/dcp29904_289553.pdf

- S44. Four fifths of respondents (84%) living on sites stated that they had been a victim of racism or bullying. However, no Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems within the Gypsy and Traveller community or believing that reporting incidences to authorities would be ineffective.
- S45. Perhaps reflecting the length of residency characteristics discussed above, over two fifths (42%) of respondents stated that they had not travelled during the last 12 months. However, 21 (31%) of households had travelled six or more times during the last 12 months. A third (33%) stated that they travelled for cultural reasons. Over four fifths (88%) of respondents stated that they would never stop travelling, compared to 5 (7%) who stated that they had already stopped, and 3 (4%) said that they would stop travelling in the future.
- S46. Few respondents felt that there are enough spaces for Gypsies and Travellers in the area. Only 5 (7%) felt that there were enough spaces whilst 32 (48%) believe that there is not. Similarly, 40% of respondents believe that there is a need for additional transit pitches or emergency stopping places within the study area. Nearly a fifth (18%) of respondents said that one or more family members had moved out of the local area due to a lack of accommodation provision. However, over nine tenths (92%) of respondents said that family members would return to the local area if space was available.
- S47. Reflecting the discussion in Chapter 5 regarding stakeholder views on Gypsy and Traveller accommodation preferences, nearly half (48%) of respondents said that they would like to develop their own site. All (100%) of households wanting to develop a site stated that they would prefer a small, family-sized site with two thirds (69%) stating they would like to develop it in the local area. However, only 1 (1%) respondent household stated that they are actually able to develop a site. No respondent households stated that they would like help or advice with the process of developing a site.

Gypsies and Travellers living in bricks and mortar accommodation

- S48. The GTAA estimated that there are around 200 families identifying themselves as Gypsies and Travellers living in bricks and mortar accommodation within the borough. This was calculated on the basis that there is a ratio of 3:1 families living in bricks and mortar accommodating compared to the number of families living on sites. However, it can be difficult to estimate the number of families given the reluctance of some to identify themselves as belonging to the Gypsy and Traveller community.
- S49. Surveys were undertaken with 10 Gypsy and Traveller families living in bricks and mortar accommodation. The sample size was relatively small given the number of Gypsy and Traveller families living in bricks and mortar accommodation within the Borough. This was due to it being difficult to identify families and some families being reluctant to take part in the research due to 'survey fatigue'.

- S50. Two fifths (40%) of Gypsies and Travellers living in bricks and mortar accommodation were renting from a housing association compared with around a third (30%) living in owner occupied housing, one fifth (20%) renting privately with fewer families renting from the local authority. The main reasons as to why families were currently residing in bricks and mortar accommodation were for 'family reasons' (40%) and 'no alternative' (30%).
- S51. It was acknowledged that some families are living in caravans on relatives' driveways, back gardens or yards (although again, it is difficult to estimate numbers). This places pressure on the hosting families in terms of space and resources.
- S52. Some families displayed psychological aversion families living in bricks and mortar accommodation. This constitutes much of the accommodation need within the period 2014-2019 period. There is evidence from planning documents that psychological aversion has been cited as a factor in allowing appeals against refusal for planning permission for a site.
- S53. Nearly all families living in bricks and mortar accommodation (90%) stated that they had been a victim of racism or bullying although none of the Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems themselves, ignoring it or believing that reporting incidences to authorities would be ineffective.

Travelling Showpeople

- S54. There are currently no Travelling Showpeople families living in the study area. However, discussions with representatives from the Travelling Showman's Guild indicated that there may be unmet demand for accommodation from outside the Darlington area.
- S55. The families emphasised how the accommodation needs of Travelling Showpeople families has changed over recent years. Families now place more importance on children gaining a good education and so yards are used throughout the year rather than just as 'winter quarters'.
- S56. Overcrowding on existing yards means that there is a desire for new accommodation throughout the region including both permanent and transit yards. Families acknowledge that local authorities may not be able to provide suitable accommodation, but instead could help them secure their own accommodation.
- S57. However, the planning process is regarded as long and expensive. That Travelling Showpeople often submit pre-application enquiries before purchasing land means that they are less likely find suitable land for development.

Accommodation need

- S58. Accommodation need for the study area was assessed using a model in accordance with Practice Guidance issued by the Department of Communities and Local Government (CLG). It contains seven basic components: five assessing need and two assessing supply.
- S59. There is a *gross* accommodation need for 79 new pitches in the study area during 2014-2019. However, this figure excludes planning permission already granted for a further 57 pitches and other supply factors. As such, the *net* requirement for accommodation in the study area over the 2014-2019 period is as follows:
- 6 residential pitches
 - 0 additional transit sites/emergency stopping places
 - 6-8 Travelling Showpeople plots.
- S60. Table S1 shows the additional net pitch needs for the study area over the 2014-2026 period. The accommodation need for the period 2014-2019 is based on surveys undertaken with Gypsy and Traveller families, whilst accommodation need for the 2019-2026 period is based on projections.

Table S1: Summary of Gypsy and Traveller pitch needs 2014-26	
Total at 2014	68
<i>Need 2014-19</i>	6
Total at 2019	74
<i>Need 2019-24</i>	18
Total at 2024	92
<i>Need 2024-26</i>	8
Total at 2026	100
<i>Total Need 2014-26</i>	32
Annualised need	2.7

Source: Darlington & GTAA 2014

- S61. Since the 2009 GTAA the Council has been proactive in improving current sites as well as facilitating new provision. The two local authority sites at Honeypot Lane and Neasham Road are now leased and managed by the Gypsy and Traveller community. The Council has also gained central government funding to provide 20 new pitches at a site adjacent to the current Neasham Road site.
- S62. The Council also plans to convert 12 of the current transit pitches at Honeypot Lane into permanent pitches. These will meet future accommodation needs but have not been included in the current needs calculations as planning permission has not yet been granted.

S63. In terms of private provision, since 2009 the Council has granted planning permission for 37 new pitches. Despite a proactive approach in encouraging new private provision a substantial proportion of planning applications for new private sites are rejected (although some gain permission on appeal). Importantly, it is apparent that a substantial number of future sites may derive from windfalls. The Council's Preferred Options document (2013) suggests that an average of 1.6 windfall sites per annum became available for the period 2008-2013 and it is likely that this trend will continue.

Conclusions

S64. As well as quantifying accommodation need, the study also makes recommendations on key issues. The main ones are as follows:

- As Table S1 shows, there is a net need for 32 new permanent pitches over the period 2014-26. However, it is important to note that need does not have to be met where it arises i.e. it could be met throughout the sub region.
- According to the survey undertaken with Gypsies and Travellers in the study area the preferred size for permanent/residential sites is for small, family sized sites. The stakeholder meetings undertaken as part of the GTAA confirmed that smaller sites are preferred.
- As such, following CLG (2008) guidance it is recommended that new sites contain a maximum of 15 pitches whilst smaller sites for individual extended families should be considered.
- Some future need could be met by considering the expansion of small, privately-owned family sites in order to accommodate existing family members.
- However, it is important to carefully consider the location of new sites as placing these too close to existing sites could lead to conflict between occupants creating management issues.
- Specific sites available should be outlined in future DPDs and guidance offered on the type of land that is likely to obtain planning permission as well as land that is *unlikely* to. Specific advice on the planning process should also be offered.
- The GTAA needs calculations suggest that there is no need for additional transit sites. However, it is possible that the low number of unauthorised encampments is at least partly due to some families living in caravans of family and friends' drives and yards. As such, the numbers of unauthorised encampments within the borough should continue to be carefully monitored.
- The local authority may want to consider adopting the 'negotiated stopping' model in response to unauthorised encampments i.e. negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.
- It is recognised that cultural factors can impact on the educational achievement of Gypsies and Travellers. There is a need to further support good practice in education such as the work undertaken by the Traveller Education and Attainment Service (TEAS) and to further consider how educational needs can be met.

- Similarly, the adverse impact of travelling on the health needs of Gypsies and Travellers suggests that there is a need to further consider how such impacts can be ameliorated e.g. the further provision of health outreach services.
- The good community-based practice supporting equal access to education and health care is acknowledged. However, there is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower local communities.
- Although to some extent local authorities already coordinate responses to Gypsy and Traveller issues there is the potential for further liaison and information sharing. This could take a form similar to the multi-agency Gypsy and Traveller Unit set up in Leicestershire or the partnership approach adopted in Nottinghamshire.
- As suggested by Darlington Borough Council's 'Housing Technical Paper' (2013) it would be useful for the local authority to establish an internal working group which cuts across service areas, in order to better co-ordinate the response and approach on Gypsy and Traveller issues and avoid potential duplication of work.
- Gypsies and Travellers living in bricks and mortar accommodation sometimes face discrimination and hostility from the settled community. It may be useful to consider the provision of alternative accommodation which directly meet the needs Gypsies and Travellers such as group housing schemes.
- There is a need to consider undertaking improvement to the Neasham Road and Honeypot Lane sites including increasing the size of current pitches. It is acknowledged that the Council is also looking to make improvements to existing sites by applying for central government funds or form internal resources. The Council also plans to covert 12 of the current transit pitches at Honeypot Lane into permanent pitches. These will meet future accommodation needs but have not been included in the current needs calculations as planning permission has not yet been granted.
- The conditions of local authority sites should be regularly monitored to ensure that maintenance issues are swiftly resolved. This will require ensuring that the roles and responsibilities of both site managers and residents are clearly understood. Also, it may be useful to embed dispute resolution mechanisms into licensing agreements³.
- Local housing authorities should include Gypsy and Irish Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community
- Information should be made available in a variety of forms (as well as visits by Liaison and Support Officers) to ensure that the Gypsy and Traveller community are aware of the type of help and support available to them, and clarification about tenancy obligations and rights

³ See Welsh Assembly, *Review of Service Provision for Gypsies and Travellers*, 2002 located at: <http://www.assemblywales.org/N000000000000000000000000000009105.pdf>

- Regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller community.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every three to five years.

1. Introduction

Study context

- 1.1 In March 2014, Darlington Borough Council commissioned *RRR Consultancy* to undertake the Darlington Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers⁴ (including Travelling Showpeople) in terms of residential and transit/emergency sites, and bricks and mortar accommodation for the period 2014/15-2026/27. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.2 Data collection and analysis followed practice guidance set out by Communities and Local Government (CLG) in 'Gypsy and Traveller Accommodation Assessments' (October 2007) and 'Local Housing Assessment: A Practice Guide' (March 2005), obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- 1.3 To achieve the study aims, the research drew on a number of data sources including:
 - **Review of secondary information:** including a literature review and secondary data analysis
 - **Consultation** with organisations involved with Gypsy and Traveller issues
 - **Face-to-face surveys** of Gypsies and Travellers

Geographical context of the study area

- 1.4 According to the council's Core Strategy⁵, Darlington Borough is a unitary local authority area that lies at the western end of the Tees Valley, a sub-regional grouping also including the unitary authorities of Hartlepool, Redcar and Cleveland, Middlesbrough and Stockton-Tees. The Borough is regarded as the 'gateway' to the Tees Valley and the wider North East region of England, lying adjacent to the Yorkshire and Humber region, with which it shares a boundary, formed by the River Tees.
- 1.5 Darlington is a historic market town, surrounded by open countryside with many attractive agricultural villages. The town's development has been closely associated with the railway age and associated manufacturing. On the one hand, this past industrial activity has left a legacy of unused and underused land, but on the other, it has bestowed a wealth of buildings of architectural and historic interest dating from the railway age and the

⁴ Please note that throughout this report the term 'Gypsies' is used to refer to Romany and English Gypsies and the term 'Travellers' is used to refer to Irish Travellers.

⁵ Darlington Council, *Core Strategy Development Plan Document (DPD)* (adopted 6 May 2011).

subsequent Victorian period, to complement buildings and urban layouts reflecting the town's Quaker community.

- 1.6 The Borough's range of cultural facilities, such as the Dolphin Centre, Civic Theatre and the Head of Steam Railway Museum, contribute to a good quality of life, and help attract visitors. An abundance of street trees and open space within the urban area contribute to the town's distinctiveness and biodiversity, particularly the green corridors along the River Skerne, Cocker Beck and Baydale Beck. Outside the urban area, a magnesian limestone escarpment forms higher land and a rare ecosystem at the northern fringe of the Borough.
- 1.7 An attractive, biodiverse and often wooded landscape has evolved along the River Tees corridor, complemented by more recent community woodland planting, especially at the urban fringe. The borough hosts a variety of habitats and species, including some, like the black poplar and the great crested newt, that are rare and/or declining regionally or nationally.
- 1.8 The borough has excellent national and international transport links, by rail (East Coast Main Line), road (A1/M) and air (Durham Tees Valley Airport). The town centre provides employment, shops and services for large parts of North Yorkshire and south and west Durham and the western part of the Tees Valley.
- 1.9 The borough's current population is about 105,000 made up of 46,000 households. It has an ageing population, caused by declining birth rate over recent decades and by out-migration of young well educated adults seeking better employment opportunities elsewhere. More than 20% of the population is of retirement age or older. There are also marked contrasts in the life chances and quality of life of people in the borough, according to where they live. 31% of the borough live in seven wards that are amongst the 10% most deprived in the country, whilst about 7% live in two wards that are amongst the least deprived nationally. There is a 13-year difference in life expectancy between the best and worst wards, and unemployment varies from 12.2% for the inner Central ward (March 2010), to 1.7% in the suburban Hummersknott ward.
- 1.10 The borough has a relatively high proportion of older terraced housing as well as a variety of more modern detached and semi-detached houses, townhouses and flats. These meet most local needs, as well as some of the needs arising from the continued expansion of Catterick Garrison, and those of higher income people with employment in the Tees Valley. However, some housing is no longer suitable for modern needs and aspirations, and overall, there is not enough to meet all the needs identified.
- 1.11 The borough's economy has performed strongly over recent years shifting from its past reliance on manufacturing to one with a wider, more resilient base. Specialist engineering, the now dominant service sector (business and professional services) and public sector employment (public administration, healthcare and education) are the most significant employers, whilst a relatively high proportion of the local workforce (28.2%) are in

professional, senior or managerial roles, or skilled jobs. The borough has a projected increasing potential workforce, with relatively high skills and higher education achievements, and has economic activity and overall employment rates consistently above sub-regional and regional levels.

Local context

- 1.12 There is a long history of Gypsies and Travellers residing within the borough. Some families claim a local heritage of over two hundred years. It has been suggested that up to a third of Darlington's population has Romani roots⁶. This has led to Darlington being regarded by some as the 'Gypsy Capital' of England⁷. Until the 1960s and 1970s a large number of Travelling Showpeople also resided in the borough. However, these families moved into bricks and mortar accommodation locally or to yards in neighbouring towns after the Darlington yards were demolished.
- 1.13 The July 2013 CLG caravan count suggests that Darlington contains the second highest number of Gypsy and Traveller caravans in the region. However, as noted in Chapter 4 the count can be unreliable. For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. The 2011 Census suggests there are 350 Gypsies and Travellers living in the study area representing around 0.3% of the usual resident population. However, the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation and a smaller proportion living on sites.
- 1.14 This GTAA estimates that there are around 200 families identifying themselves as Gypsies and Travellers living in bricks and mortar accommodation within the borough. This was calculated on the basis that there is a ratio of 3:1 families living in bricks and mortar accommodating compared to the number of families living on sites. However, it can be difficult to estimate the number of families given the reluctance of some to identify themselves as belonging to the Gypsy and Traveller community.
- 1.15 In relation to Gypsy and Traveller accommodation provision the borough contains a mix of public and privately owned sites of various sizes. The Council provides two caravan sites for Gypsies and Travellers that have been in use for over thirty years. Both sites are leased and managed by members of the Gypsy community. The Neasham Road caravan site was established in the 1970's with 20 pitches. Each pitch is provided with an individual amenity block and a hard standing for 2 caravans and vehicles.
- 1.16 Honeypot Lane caravan site was established in the 1970s. Refurbishment started in 2004 with the aid of a grant from central Government. A second transit site was built in 2006

⁶ Matras, Yaron 'A Roma reality check', February 12, 2014 located at: <https://romagraphic.wordpress.com/tag/romany/>

⁷ Quarmby, Katharine (2013) *No Place to Call Home: Inside the Real Lives of Gypsies and Travellers*, p250

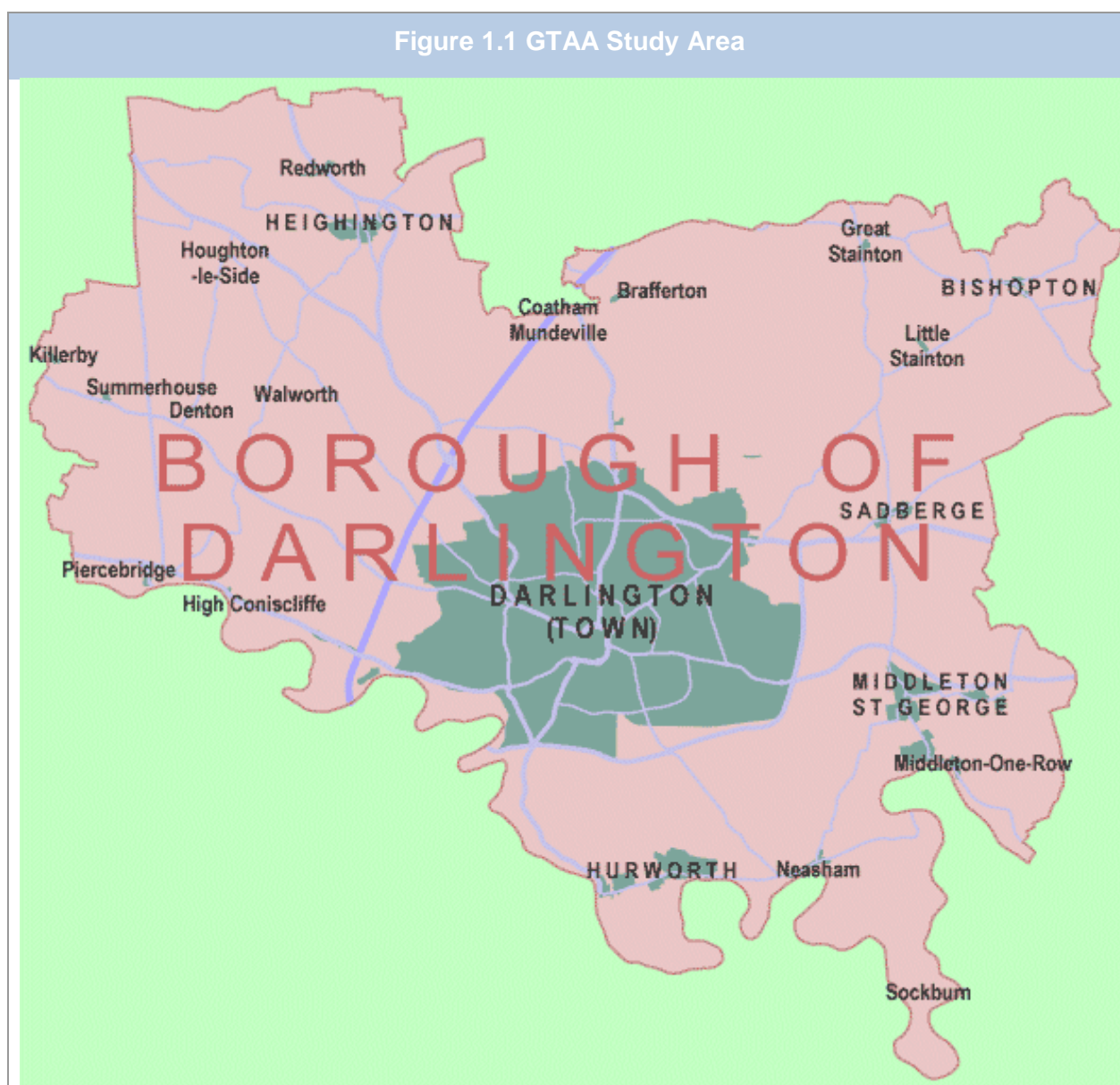
using a grant from the then Office of the Deputy Prime Minister. There are now 33 residential pitches (23 with their own amenity blocks and 10 pitches for mobile chalet type caravans) as well as 24 transit pitches for travellers who can stay for up to eight weeks. All pitches are hard standings and capable of accommodating two caravans, with tow vehicles, to allow families to be together. There are two communal toilet blocks for the use of residents on the transit pitches. Each of these blocks includes showers and separate accessible shower/toilet room and a laundry room with automatic washing machines and tumble driers.

- 1.17 The 2009 GTAA undertaken on behalf of the five Tees Valley local authorities estimated a need for 145 new pitches for the period 2007-2026 with a large proportion (98 pitches) located in Darlington. As the 2009 GTAA states, and as this GTAA reiterates, accommodation need does not have to be met where it arises i.e. it could be met throughout the sub regional local authority areas. However, there were differences between the five Tees Valley local authorities in terms of how new accommodation provision should be distributed throughout the subregion.
- 1.18 This led to a 2012 'Statement of Common Ground' regarding the accommodation of surrounding the accommodation of Gypsies, Travellers and Travelling Showpeople. On the suggestion to re-apportion pitches across Tees Valley on a basis other than by 'needs where it is seen to arise', there was broad agreement between four authorities that the approach to apportionment in the Tees Valley GTAA was correct. Darlington Borough Council highlighted the problems that could arise from such an approach, and the need for the authorities to work in a proactive manner to meet accommodation needs.
- 1.19 In order to bring up to date the 2009 Tees Valley GTAA needs figures the Council included an estimate of Gypsy and Traveller accommodation needs in its 2013 Preferred Options document. Using a sophisticated means of analysis the document estimated a need for between 51 and 78 new pitches within a 15 year period. However, the calculations were based on survey evidence gathered on behalf of the 2009 GTAA, so were no longer reliable. This is the main reason *RRR Consultancy Ltd* were commissioned to undertake a new GTAA in March 2014.
- 1.20 Since the 2009 GTAA the Council has been proactive in improving current sites as well as facilitating new provision. As mentioned above, the two local authority sites at Honeypot Lane and Neasham Road are now leased and managed by the Gypsy and Traveller community. The Council has also gained central government funding to provide 20 new pitches at a site adjacent to the current Neasham Road site. The new site is likely to be available for occupation during Summer 2015. The Council is also looking to make improvements to existing sites by applying for central government funds or form internal resources. The Council also plans to covert 12 of the current transit pitches at Honeypot Lane into permanent pitches.

- 1.21 In terms of private provision, since 2009 the Council has granted planning permission for more than 37 new pitches. This includes 24 proposed new pitches at Snipe Lane – an area consisting of small, family sized sites. Most of the proposed sites remain at development stage but are likely to be occupied within the next one to three years. Despite a proactive approach in encouraging new private provision a substantial proportion of planning applications for new private sites are rejected (although some gain permission on appeal).
- 1.22 Importantly, a substantial number of new sites derive from windfalls. The Council's Preferred Options document (2013) suggests that an average of 1.6 windfall sites per annum became available for the period 2008-2013. Whilst it is difficult to determine the future trends of windfall sites, it is likely that they will continue to constitute an important proportion of future supply. This means that future accommodation supply will be based not only on publically owned land but from private land as well.
- 1.23 There are health and education support services for Gypsy and Traveller families within the borough. The Darlington Traveller Education and Attainment Service (TEAS) works strategically in partnership with schools to raise awareness around the Gypsy-Roma-Traveller (GRT) community within Darlington and to directly impact on the achievement and attainment of GRT pupils at all stages of their education. The TEAS is well integrated into the network of TES's across the country which supports effective tracking of mobile families and also helps to provide continuity of provision as they move from one local authority to another.
- 1.24 Darlington NHS also employs health workers who provide support Gypsy and Traveller families living on both sites and in bricks and mortar accommodation. Communal space was provided at the Honeypot Lane site for health visitors. However, families felt uncomfortable using it and preferred the health visitor to see them either in their own caravan or at local health centres. The health visitor building is now used for warden accommodation.
- 1.25 Finally, in relation to community cohesion, Darlington police acknowledge that there are sometimes tensions between the Gypsy and Traveller and settled communities. In response, the Darlington Integration Advisory Group (IAG) meets every two or three months in order to respond to issues around cohesion. It is chaired by the police and attended by representatives from different minority groups (including Gypsies and Travellers).

GTAA study area

- 1.26 A map of the GTAA study area shown in Figure 1.1 below:



Source: Darlington Council 2014

How does the GTAA define Gypsies and Travellers?

- 1.27 The GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the CLG Planning Policy for Traveller Sites (March 2012). It states that for the purposes of planning policy “gypsies and travellers” means:

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family’s or dependants’ educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 1.28 For the purposes of planning policy, “travelling showpeople” means:

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

Report format

- 1.29 The Darlington GTAA contains two sections. Section A contains the findings of primary data derived from the stakeholder consultation and analysis derived from the literature review and secondary data analysis. Section B contains the accommodation needs assessments whilst Chapter 10 summarises the results from previous chapters.

Summary

- 1.30 There is a long history of Gypsies and Travellers residing within the borough. Some families claim a local heritage of over two hundred years. It has been suggested that up to a third of Darlington's population has Romani roots. This has led to Darlington being regarded by some as the 'Gypsy Capital' of England.
- 1.31 Since the 2009 GTAA the Council has been proactive in improving current sites as well as facilitating new provision. The two local authority sites at Honey Pot Lane and Neasham Road are now leased and managed by the Gypsy and Traveller community. The Council has also gained central government funding to provide 20 new pitches at a site adjacent to the current Neasham Road site. The Council also plans to convert 12 of the current transit pitches at Honey Pot Lane into permanent pitches.
- 1.32 In terms of private provision, since 2009 the Council has granted planning permission for 37 new pitches. This includes 24 proposed new pitches at Snipe Lane – an area consisting of small, family sized sites. Most of the proposed sites remain at development stage but are likely to be occupied within the next one to three years.
- 1.33 The purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers in the study area between 2014 and 2026. This is in terms of residential and transit/emergency sites, and bricks and mortar accommodation. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.

SECTION A: CONTEXT OF THE STUDY

The first section of the Darlington Gypsy and Traveller Accommodation Assessment contains results from analysis of secondary data including:

- Current plans and strategies relating to Gypsies and Travellers
- CLG Caravan Count data and council data on population levels and accommodation patterns

These are considered in turn. Section A begins by describing the national policy context in which Gypsies' and Travellers' accommodation needs should be addressed.

2. Literature review

Introduction

- 2.1 This section examines previous literature and research relating to Gypsies and Travellers⁸. It examines a number of key themes including legal definitions relating to the Gypsy and Traveller community and issues relating to current site provision. The aim is to provide the reader with a background on Gypsy and Traveller issues and the policy context in which this Gypsy and Traveller Accommodation Assessment (GTAA) is situated.

Legal Definitions

- 2.2 It is essential to clarify legal definitions relating to the Gypsy and Traveller population to ensure that their legal rights are recognised and that discrimination does not take place. However, there is no comprehensive source of information about the number or characteristics of Gypsies and Travellers in England.
- 2.3 According to Niner⁹, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 2.4 However, one key issue relates to whether it is possible for one definition to be agreed for both planning and housing purposes. According to CLG (2012) guidance on planning policy for traveller sites, the definition of Gypsies and Travellers is:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*¹⁰

- 2.5 Importantly, Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equalities Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000

⁸ Please note that throughout this report the term 'Gypsies' is used to refer to Romany and English Gypsies and the term 'Travellers' is used to refer to Irish Travellers.

⁹ Pat Niner (2004), op cit.

¹⁰ CLG, Planning policy for traveller sites, March 2012 p.8

Gypsies and Travellers are thought to live in conventional housing, some by choice, some because of the severe shortage of sites¹¹.

- 2.6 However, unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority. Although some Gypsies and Travellers may earn a living as 'travelling showpeople', Travelling Showpeople as a group do not consider themselves to belong to an ethnic minority¹².
- 2.7 For the purposes of Gypsy and Traveller Accommodation Assessments (GTAA's), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006. It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAA.¹³

National policy background

- 2.8 In May 2010 a new Coalition Government was elected. It aimed to bring about new legislation regarding Gypsy and Traveller accommodation. The Coalition's Our Programme for Government¹⁴ set out the government's intention to publish and present to Parliament a simple and consolidated national planning framework covering all forms of development and setting out national economic, environmental and social priorities.
- 2.9 In April 2011 the Communities Secretary Eric Pickles announced proposals for a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to ensure fair and equal treatment for travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community. Its first action was to announce its intention to abolish the regional plans which contained the Gypsy and Traveller accommodation targets.
- 2.10 In new proposed planning guidelines, the Green Belt and countryside would have more robust protection, local councils would have more discretion, and local planning authorities would have a stronger hand in supporting appropriate development. Central guidance to councils on compulsorily purchasing land for travellers' sites would be removed and top-down Whitehall planning rules, which Ministers believe are counterproductive, would be abolished.

¹¹ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

¹² CLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

¹³ Ibid.

¹⁴ HM Government, *The Coalition: our programme for government*, May 2010 located at: http://www.direct.gov.uk/prod_consum_dg/groups/dg_digitalassets/@dg/@en/documents/digitalasset/dg_187876.pdf

- 2.11 According to the Department for Communities and Local Government (CLG), planning regulations have seriously harmed community relations over the last few years, by imposing targets for traveller sites on local councils and increasing the number of unauthorised sites. At the same time the old planning rules created a perception of special treatment for some groups, undermining the notion of 'fair play' in the planning system and further harming community cohesion.
- 2.12 The new planning policy will give councils the freedom and responsibility to determine the right level of traveller site provision in their area, in consultation with local communities, while ensuring fairness in the planning system. It sits within a broader package of reforms to abolish the previous Government's Regional Strategies and return planning powers to councils and communities.
- 2.13 In March 2012 the Government published its planning policy for traveller sites, which replaces the previous circulars relating to Gypsies and Travellers and Travelling Show People (01/2006 and 04/2007 respectively). The guidance emphasises the need for local authorities to use evidence to plan positively and manage development. In particular, it states that in assembling the evidence-base necessary to support their planning approach, local authorities should:
- effectively engage with both settled and traveller communities
 - co-operate with traveller groups to prepare and maintain an up-to-date understanding of the likely permanent and transit/emergency accommodation needs of their areas
 - and use a robust evidence base to establish accommodation needs to inform the preparation of local plans and make planning decisions
- 2.14 The aim of the new planning policy is to encourage plan-making by councils and communities, by giving them a greater say in how they meet their development needs. It will also give communities, developers and investors more certainty about the types of applications that are likely to be approved. This will help to speed up the planning process.

Current national provision of Gypsy and Traveller accommodation

Types of sites

- 2.15 Nationally, there are six different types of site accommodation in use by Gypsies and Travellers including: local authority sites, privately owned commercial sites, family owned sites, Gypsy-owned land without planning permission, unauthorised encampments and transit accommodation¹⁵:

¹⁵ This section draws extensively on research undertaken by Pat Niner in 2003 on behalf of the then Office of the Deputy Prime Minister (ODPM) on the provision of Gypsy and Traveller sites in England and later incorporated into her paper on *Accommodating Nomadism? An Examination of Accommodation Options for Gypsies and Travellers in England* (2004), op cit.

i. Local Authority Sites

2.16 According to Niner¹⁶, the great majority of local authority sites are designed for permanent residential use. In July 2013 only 220 (5%) pitches were intended for transit or short-stay use in England (and not all of these are actually used for transit purposes). The latest Caravan Count undertaken in July 2013 suggests that there are 4,489 permanent and transit pitches capable of housing 7,571 caravans.

ii. Privately Owned Commercial Sites

2.17 The majority of privately owned commercial sites are Gypsy and Traveller owned and managed. Most are probably used for long-term residence, but there is also an element (extent unknown) of transit use. The July 2013 Caravan Count suggests that there are 9,813 caravans occupying private caravan sites in England.

iii. A Family Owner Occupied Gypsy Site

2.18 As Niner states, family sites are seen as the ideal by many Gypsies and Travellers in England.¹⁷ They are also often seen as unattainable. There are two major obstacles: money/affordability and getting the necessary planning permission and site licence. While the former is clearly a real barrier to many less well-off Gypsies and Travellers, getting planning permission for use of land as a Gypsy caravan site (and a 'site' in this context could be a single caravan) is currently a major constraint on realising aspirations among those who could afford to buy and develop a family site.

iv. Gypsy-Owned Land without Planning Permission

2.19 In July 2013, 2,129 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,030 'tolerated' and 1,099 'not tolerated' by local authorities in England. Again, according to Niner, while evidence is lacking, there is a strong impression from local authority officers and parliamentary questions that the number of Gypsies and Travellers moving onto their own land without planning consent is increasing. This has contributed to dissatisfaction with planning enforcement powers on the part of the settled community¹⁸.

v. An Unauthorised Encampment

2.20 In May 2006 the CLG published local authority guidelines for dealing with unauthorised encampments. Whilst much of the discourse of this document refers to legislative powers local authorities hold in order to remove unauthorised campers, it nonetheless recognises that such unauthorised camping is at least partly the consequence of too few permanent sites. This again was acknowledged by the CLG¹⁹ who underlined the view that enforcement against unauthorised sites can only be used successfully if there is sufficient provision of authorised sites. The July 2013 Caravan Count suggests that there are 4,799

¹⁶ Pat Niner (2004), op cit.

¹⁷ Ibid. Page 146-7.

¹⁸ Ibid. Page 147.

¹⁹ CLG, *Gypsy and Traveller Task Group on Site Provision and Enforcement: Interim Report to Ministers*, March 2007.

unauthorised caravans on unauthorised encampments in England. In August 2013 the CLG published a summary of powers that local authorities can use in response to unauthorised encampments and unauthorised developments. These included new Temporary Stop Notices which can be issued without an enforcement notice²⁰.

vi. *'Transit' Accommodation*

2.21 It is the option for accommodation for full-time Travellers and for seasonal and occasional Travellers while away from 'home' or base that is most inadequate. As stated above, there are only 220 transit pitches (not all used for short-term purposes) in England. At present unauthorised encampments 'accommodate' the great majority of 'transit' mobility in an almost totally unplanned manner. No national record is kept of the number of actual 'sites' affected, but extrapolation from local records in different areas suggests that it must be thousands each year.

2.22 To summarise the figures noted above, nationally:

- In July 2013, data from CLG for the number of caravans show that there are 21,142 caravans on both authorised and unauthorised sites in England
- 16,343 or 77% of these are on authorised sites (6,530 on local authority sites and 9,813 on authorised private sites).
- 4,799 or 23% are on unauthorised developments or encampments
- Between July 2011 and July 2013 the total number of Gypsy and Traveller caravans in England recorded increased from 18,273 to 21,142, including an increase in the number of caravans on authorised council and private sites of 1,617 caravans, and an increase in the number of caravans on unauthorised developments of 802.

2.23 However, although the biannual Caravan Counts are useful in enabling local authorities to estimate total numbers twice yearly, they are not immune from critique. According to research undertaken by Niner on behalf of the ODPM²¹, it is likely that the biannual Caravan Count seriously underestimates the Gypsy and Traveller population for a number of reasons, including a lack of commitment on behalf of local authorities and attempts to minimise apparent need by undercounting, and the lack of involvement of Gypsies and Travellers.

2.24 Research undertaken by the ODPM²² (2004) concluded that some local authority officers have serious reservations about the count due to:

- officer knowledge of 'guestimates' or errors in their own authority's count
- anecdotes of poor practice elsewhere

²⁰ CLG, *Dealing with illegal and unauthorised encampments: a summary of available powers*, August 2013.

²¹ *Ibid.*

²² Niner, Pat, *Counting Gypsies & Travellers: A Review of the Gypsy Caravan Count System*, ODPM, February 2004 located at <http://www.communities.gov.uk/documents/housing/pdf/158004.pdf>

- discrepancies between personal knowledge/observation and the count; and
- internal inconsistencies in published figures suggesting entries in the wrong cell etc.

2.25 Nonetheless, the biannual caravan count remains the only source of comparative national data on Gypsies and Travellers.

2.26 Research undertaken by the Commission for Racial Equality (2006) shows that over two-thirds (67%) of local authorities say they have had to deal with tensions between Gypsies and Travellers and other members of the public. In response, the Government is providing £60 million of funding that councils and other registered providers can use to provide new authorised sites for travellers between 2011 and 2015. Councils and other registered providers can apply to the Home and Communities Agency to use the funding. Since 2010 the Homes and Communities Agency (HCA) has allocated £52m for the provision of 678 new pitches and 309 improved pitches throughout England.

2.27 Finally, the CLG's document *Planning Policy for Traveller Sites*²³ (March 2012) states that local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of families in their area, working collaboratively with neighbouring local planning authorities. Local planning authorities should, in producing their Local Plan:

- a) identify and update annually, a supply of specific deliverable sites⁷ sufficient to provide five years' worth of sites against their locally set targets
- b) identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15
- c) consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries)
- d) relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population's size and density and
- e) protect local amenity and environment

²³ CLG, *Planning for Traveller Sites (Summary)*, June 2011.

Summary

It is apparent from the evidence described above that increased provision of permanent and transit sites is to not only to ensure that Gypsies and Travellers are accommodated, but to ensure good relations between the Traveller community and settled communities. The provisions of the 2004 Housing Act go some way to ensure that the site provision gap left by its predecessor is adequately addressed. Also, whilst it is apparent that the CLG acknowledge that improved provision, rather than legal enforcement, is the more cost-effective response to unauthorised encampments, it is not yet clear how far the £60m additional funding will go in resolving the site provision gap. The Mobile Homes Act (1983) which came into force for Gypsies and Travellers in April 2011 means that people living on local authority traveller sites will be treated the same as people living on private mobile home/caravan sites. More locally, it is apparent that Darlington Borough Council policies have facilitated increased public and private provision. This has led to decreasing unauthorised encampments within the local area.

Health, education and employment

Introduction

2.28 Although there are many facets of the Gypsy and Traveller lifestyle that may impact on the life-chances of individuals, it is arguable that health, education and employment remain three of the most important. Despite relatively scarce research being undertaken on the Gypsy and Traveller lifestyle, existing research points to poor health, educational and employment opportunities. According to the Commission for Racial Equality, Gypsies and Irish Travellers have the poorest life chances of any ethnic group today. In terms of education, Gypsy and Irish Traveller pupils in England are the group most at risk of failure in the education system.

Health

2.29 According to Cemlyn et al²⁴, although statistical data is not currently collected within the National Health Service about the needs of Gypsies and Travellers, studies have found that the health status of Gypsies and Travellers is much poorer than the general population. Parry et al (2004) found that, even after controlling for socio-economic status and comparing them to other marginalised groups, Gypsies and Travellers have worse health than others: 38% of a sample of 260 Gypsies and Travellers had a long-term illness, compared with 26% of age and sex-matched comparators.

2.30 Significantly more Gypsies and Travellers reported having arthritis, asthma, or chest pain/discomfort than in the comparison group (22%, 22% and 34%, compared with 10%, 5% and 22% respectively). An outreach project in Wrexham noted that when compared to a

²⁴ Cemlyn, Sarah, Greenfields, Margaret, Burnett, Sally, Matthews, Zoe and Whitwell, Chris (2009) *Inequalities Experienced by Gypsy and Traveller Communities: A Review*, Equality and Human Rights Commission, London.

control group of residents from a deprived local area, Gypsies and Travellers had lower levels of exercise, a significantly poorer diet (particularly in respect of fresh fruit and vegetables), and had far higher rates of self-reported anxiety and depression (Roberts et al, 2007). It also found that the risk of premature death from cardiac disease was particularly high for Gypsy and Traveller men.

- 2.31 Locally, the *Gypsy, Roma & Traveller Health Needs Assessment for County Durham and Darlington* (2011) found that younger Gypsies and Travellers actually rate their health more favourably than the rest of the population, but that there is a group who are more likely to be older and single, with significantly worse health than would be expected. Also, the health of local Gypsies and Travellers appears to deteriorate more rapidly in older age than the rest of the population. The report states that the pattern of increased mortality and relatively rapid deterioration in old age, but combined with a comparatively strong sense of wellbeing earlier in life, presents a unique health promotion challenge.
- 2.32 The Health Needs Assessment found that there is a continuing distrust of social services, with confusion about the meaning of 'social care' compounded in its effect by an expectation that families will 'look after their own' or be shamed for failing to do so. Findings from focus groups complemented the survey in suggesting that levels of registration with GPs, access to preventive services and child immunisation are comparable to the general population. These findings reflect those of this GTAA which found that all but one of the survey families were permanently registered with a health practice.
- 2.33 In response to health issues, there is growing national evidence that outreach services is one means by which health inequalities within the Gypsy and Traveller community can be tackled. The NHS Improvement Plan²⁵ suggested that there was a need for the Government to engage fully with patients and the public in order to deliver better health outcomes for the poorest in our communities and ease pressures and costs for the NHS in the long run.
- 2.34 The Plan recommended that models of outreach and community engagement would need to be built into mainstream services nationally, once evaluation had demonstrated their real value. However, although there is evidence that outreach services are effective in tackling health inequalities in the Gypsy and Traveller community, there is yet no evidence on the cost-effectiveness of such programmes.
- 2.35 Research by Matthews²⁶ suggests that some outreach services such as health visitors can go some way to plugging the gaps for advice or preventative services e.g. immunisation, but cannot offer full services for those who are ill. If Travellers are moved rapidly, it can be

²⁵ NHS, *The NHS Improvement Plan: Putting People at the Heart of Public Services*, June 2004.

²⁶ Matthews, Zoe, *The Health of Gypsies and Travellers in the UK*, A Race Equality Foundation Briefing Paper, November 2008.

difficult even for outreach workers to see Travellers that quickly, and so they are never offered any care.

- 2.36 The research cites anecdotal evidence which suggests that women are more likely to access services if supported by outreach workers, some of whom are from Gypsy and Traveller communities. They found that among Gypsy and Traveller women, there is support for offering specialist training in basic midwifery to members of their communities to enable them to support mothers in a culturally appropriate manner while assisting them in accessing appropriate care from qualified midwives.
- 2.37 Newark and Sherwood NHS embedded participatory principles in *GypsyLife*, a community-based organisation which was dedicated to improving the life-chances of Gypsies and Travellers. The organisation undertook a range of health-related activities including training; health promotion and prevention; education and literacy; information, advice and guidance; advocacy, liaison and campaigning; and reducing crime, offending and social exclusion. *GypsyLife* was successful in training more than 1,000 individuals, undertaking community education and health promotion events involving more than 2,200 individuals, and completed over 5,000 health needs assessments²⁷. The organisation was run on a purely voluntary basis with work being undertaken by community-based 'Health Ambassadors'.

Mental health

- 2.38 Mental health constitutes a key health issue. Gypsies and Travellers have been found to be nearly three times more likely to be anxious than others, and just over twice as likely to be depressed, with women twice as likely as men to experience mental health problems²⁸. A range of factors may contribute to this, including the stresses caused by accommodation problems, unemployment, racism and discrimination by services and the wider public, and bereavement.
- 2.39 Numerous GTAAs have reported Gypsies and Travellers in housing experiencing hostility from neighbours, and it is likely that the constant exposure to racism and discrimination has a negative impact on mental health²⁹. For women, long-term mental health difficulties can result from feeling trapped on a site where no-one would want to live³⁰. Moving into housing is associated with depression and anxiety, and may be reflective of loss of community and experiences of racism and discrimination.

²⁷ GypsyLife Annual Report April 2013 located at: <http://www.newarkandsherwood.nhs.uk/innovationzone/traveller-health-ambassador>

²⁸ Parry et al (2004) *The Health Status of Gypsies and Travellers in England*, University of Sheffield located at: http://www.shef.ac.uk/polopoly_fs/1.43713!/file/GT-report-summary.pdf

²⁹ Cemlyn et al (2009) *Inequalities Experienced by Gypsy and Traveller Communities' Review*, Equality and Human Rights Commission

³⁰ Appleton, L. et al. (2003) Smails's contribution to understanding the needs of the socially excluded: the case of Gypsy Traveller Women. *Clinical Psychology*, (24), pp.40-6.

- 2.40 Greenfields³¹ found that, where New Travellers moved into housing to escape violence or because of family law cases which impacted on their ability to live on a site, respondents reported depression and anxiety in a similar manner to Gypsies and other Travellers. In response to the consultation, Shelter noted that research is needed into mental health issues among housed Travellers, while a specialist Traveller team referred to 'Travellers psychological aversion to housing and how housing can impact on Travellers' mental and physical health'.
- 2.41 Parry et al³² found that the health impacts of residence in housing were profound, with travelling acting as a protective factor in terms of both physical and mental health. Gypsies and Travellers living in housing who travelled rarely had the worst health status of all Gypsy and Traveller groups and reported the highest levels of anxiety. Conversely, isolation from relatives and community structures has a profoundly negative impact on well-being, social functioning and mental health.
- 2.42 Although there are fewer studies specifically relating to Travelling Showpeople, the CLG acknowledge that, as many of the issues facing this group are the same as those facing Gypsies and Travellers, it can reasonably be assumed that conclusions relating to the health of this group can be extended to cover Travelling Showpeople.

Education

- 2.43 Statistics published by the Department of education suggests that within the study area there are a total of 123 Gypsy and Traveller children attending state primary schools, and 42 Gypsy and Traveller children attending state secondary schools³³. Research has found that poor attendance exacerbated by lack of support meant that Gypsy and Traveller children were consistently under-achieving compared with national education standards.³⁴ In response the Government published *Aiming High: Raising the Achievement of Gypsy and Traveller Pupils: A Guide to Good Practice* in 2003. This guide offers practical advice and guidance to schools on how to develop effective policies and practices to help raise the achievement of Gypsy and Traveller pupils.
- 2.44 However, research undertaken by the National Federation for Educational Research (NFER) (2005) on the education of Gypsy and Traveller children in Wales confirmed assumptions that educational attainment is lower than national averages. They found that in Wales, the attainment of Gypsy Traveller children was lower than non-Gypsy and Traveller children at Key Stages 2, 3 and 4, whilst the level of additional educational needs was

³¹ Greenfields, M. (2002) *The impact of Section 8 Children Act Applications on Travelling Families*. PhD (unpublished). Bath: University of Bath.

³² Ibid.

³³ Department of Education, *Schools, pupils and their characteristics*, January 2013 located at: <https://www.gov.uk/government/publications/schools-pupils-and-their-characteristics-january-2013>

³⁴ See Levinson, Martin P. & Sparkes, Andrew C. (2003), *Gypsy Masculinities and the School–Home Interface: exploring contradictions and tensions*, British Journal of Sociology of Education, Vol. 24, No. 5.

greater than those of non-Gypsy and Traveller children. That local Gypsy and Traveller children are most at risk of educational under-achievement was confirmed by members of the Darlington Traveller Education and Attainment Service (TEAS) (see below).

- 2.45 The mobility of Gypsies and Travellers is affected by the availability of sites. Forced mobility leads to interrupted education and poses a challenge to local authority staff attempting to engage with the families. In response, NFER argue for the need for additional funding to support the education of Gypsies and Travellers because of the additional educational needs of this group, their lack of attainment, and the cultural influences which impact on their engagement in education. This funding could be used to increase schools' and teachers' awareness of these factors and develop strategies to engage and retain Gypsies and Travellers in education.
- 2.46 Over the last decade, new technology has been increasingly used for supporting the continued learning of Gypsy and Traveller pupils in more engaging and imaginative ways. The E-Learning and Mobility Project (E-Lamp) has developed interactive learning approaches to support students' work with their distance learning packs (Marks, 2004). This method is now being developed to support excluded pupils too.
- 2.47 The EHRC states that the government in England has given considerable attention to the education of Gypsies and Travellers, although Ofsted's clarion call in 2003 that 'the alarm bells rung in earlier reports have yet to be heeded', remains relevant today. One of the findings to emerge is that despite relevant policy guidance and the impressive development of good practice in a number of areas, other aspects of policy contradict these efforts.
- 2.48 There is concern that government debt reduction policies may adversely impact on Traveller education schemes. An article recently published in *The Independent* (based on research undertaken by the Irish Traveller Movement) suggests that nearly half of 127 authorities had either abolished their Traveller education service or drastically cut staff levels. Of 127 authorities 24 planned to scrap their traveller education support team while a further 34 were cutting more than a third of staff.
- 2.49 Within Darlington, the Traveller Education and Attainment Service (TEAS) work to support the local authority and schools in carrying out statutory responsibilities. TEAS aim to promote access, inclusion, achievement, attainment and opportunities for traveller families living in or visiting Darlington. The Traveller Education and Attainment Service is an integral part of the services The Rydal Academy provides on behalf of the Local Authority for the benefit of all Darlington Schools.
- 2.50 TEAS' key focus is to work strategically in partnership with schools and settings to raise awareness around the Gypsy-Roma-Traveller (GRT) community within Darlington and to directly impact on the achievement and attainment of GRT pupils at all stages of their education.

2.51 The TEAS is well integrated into the network of TES's across the country which supports effective tracking of mobile families and also helps to provide continuity of provision as the move from one local authority to another. Membership of the National Association of Teachers of Travellers (NATT) and the Advisory Council for the Education of Romany and other Travellers (ACERT) ensure up to date engagement with current trends and best practice in Gypsy and Traveller education.

Employment

2.52 There is evidence that Gypsies and Travellers experience inequalities in relation to employment market participation. For example, research undertaken by the Joseph Rowntree Foundation (JRF) (2013) indicates that White Gypsy or Irish Travellers are particularly disadvantaged with very low rates of economic activity (67% for men and 41% for women), and very high rates of unemployment (16% for men and 19% for women)³⁵.

2.53 The EHRC (2009) suggest that few of the general programmes set up to tackle unemployment have initiatives or schemes developed specifically for Gypsies and Travellers, who need training in practical skills as well as opportunities to obtain qualifications for skills they already have.

2.54 Whilst full-time employment amongst Gypsies and Travellers is relatively low, self-employment is relatively high (36% compared with 18% for all ethnic groups). Gypsies and Travellers often work in family groups and undertake employment such as gardening, scrapping metal, building and market trading. However, the introduction of new legislation in 2013³⁶ which requires scrap-metal dealers to be licenced has restricted opportunities in this area of employment. A further issue which impacts on Gypsies and Travellers resident on sites, is the prevalence of regulations precluding the storage of work materials or ability to work from sites (even where owner-occupied), which have a negative impact on work opportunities.

2.55 Some of these employment characteristics are reflected locally in Darlington and by the GTAA survey which indicated that around two fifths of respondents describe themselves as self-employed (compared with 36% nationally). Conversely, very few local Gypsies and Travellers described themselves as either unemployed (4%) or employed (3%). The survey does not ask questions about income, so it is not possible to determine the relationship between employment type and wealth. Nonetheless, there is anecdotal evidence that local Gypsy and Traveller-owned businesses contribute significantly to the local economy³⁷.

³⁵ JRF, *Ethnic inequalities in labour market participation*, September 2013 located at: <http://www.ethnicity.ac.uk/census/CoDE-Employment-Census-Briefing.pdf>

³⁶ HM Government, *The Scrap Metal Dealers Act 2013 (Prescribed Relevant Offences and Relevant Enforcement Action) Regulations 2013* located at: <http://www.legislation.gov.uk/ukSI/2013/2258/contents/made>

³⁷ See 'Meet the Gypsy entrepreneurs', *The Spectator*, 24 August 2014 located at: <http://www.spectator.co.uk/features/9000111/meet-the-gypsy-entrepreneurs/>

- 2.56 According to the EHRC (2009) women have until relatively recently traditionally been involved in harvesting work, making holly wreaths or other traditional seasonal 'female' crafts. However, there has been a sharp decline in such work in recent years with greater numbers of organised migrant field labourers from Eastern Europe undertaking such work. Also, there are limited outlets for craft work when raw materials are expensive or access to market stalls may be difficult to justify if financial returns are low.
- 2.57 Gypsies and Travellers who are unemployed and seeking work can encounter barriers including literacy and numeracy barriers, requirements for qualifications, evidence of former addresses (perhaps dating back over the past three years), or requirements for references from former employers. Again, it reported that one of the biggest and growing problems was not having a permanent address, or having a site address, given banks' and insurance companies' increasing insistence on evidence of a stable address as part of their identity checks.

Summary

Nationally, in terms of health, education and employment, Gypsies and Travellers suffer lower life-chances compared with 'settled' community members (although Gypsies and Travellers living in 'bricks and mortar' accommodation similarly experience comparably poor health, education and employment opportunities). To some extent, these experiences are due to issues discussed elsewhere in this section i.e. the lack of suitable site provision and the relative 'invisibility' of the Gypsy and Traveller community to service providers. There is some concern that recent cuts to Traveller education schemes may adversely impact on Gypsy and Traveller children's educational attainment. Also, it is important to ensure that Gypsies and Travellers are located on sites which have good access to adequate health and education services.

Locally, as discussed further in Chapter 6 respondents did not cite a wide range of health issues (the most commonly cited being health problems to old age). Also, all but one respondent has permanent registration with a local GP. In relation to education, it is apparent that the Travellers Education and Attainment Service plays an important role in improving Gypsy and Traveller access to local education services. That new local sites have good access to adequate health and education services remains important.

Gypsy and Traveller Group Housing Schemes

- 2.58 One recent development of good practice in relation to Gypsy and Traveller accommodation provision is group housing schemes – residential housing developments with additional facilities and amenities specifically designed to accommodate extended families of Travellers on a permanent basis.
- 2.59 In 2005 the Northern Ireland Housing Executive evaluated four group housing schemes – two in Belfast and two in rural areas (Omagh and Toome). While the evaluation focused

mainly on the partnerships and processes involved in instigating and developing this new form of accommodation, it also elicited some views on the suitability of the housing for the needs of its occupants.

- 2.60 The Traveller families in both schemes responded very positively to the question of whether the aims of group housing had been met and they reported noticeable improvements to their standards of living. The main improvements cited by both families were in terms of security, comfort, heating, electricity and sanitation:

‘We’ve always lived here and now we’re set here. We don’t have anybody coming and telling us what to do. I’ve no complaints about the scheme. We have all the space that we need. We have the comfort thing as well’³⁸.

- 2.61 A similar scheme is Clúid Housing Association’s Castlebrook Group Housing Scheme for Travellers in Newcastle, Co. Dublin. The scheme consists of seven houses built for an extended family. The scheme design considered the views of stakeholders including Travellers. An evaluation concluded that the scheme has resulted in high-quality, long-term local authority/housing association accommodation. Also, it suggests that that given a similar stakeholder approach, this development project could be replicated³⁹.

Community development and community cohesion

- 2.62 As noted above there already exists good practice in relation to education and empowerment within the borough in the form of the Darlington Traveller Education and Attainment Service (TEAS) which provides educational support to the Gypsy and Traveller communities. However, it is arguable that there is scope for further community development work.
- 2.63 The Equality and Human Rights Commission (EHRC)⁴⁰ recognise that community development can both empower Gypsy and Traveller communities and lead to improved community cohesion. They cite a number of good practice initiatives which could be used to help determine the basis for further community development within the study area.
- 2.64 For example, in 2003 work by the Traveller Education Services in Cambridgeshire led to two posts being created for Youth and Community Development Workers. Similarly, the EHRC state that many agencies are reaching out to Gypsy and Traveller communities and encouraging involvement. A number of Traveller Education Services (TESSs) have

³⁸ Chartered Institute of Housing and University of Ulster: *Outlining Minimum Standards for Traveller Accommodation*, March 2009 located at: <http://www.equalityni.org/archive/pdf/travguideSDSHWeb100409.pdf>

³⁹ Clúid Housing Association, *Review of Castlebrook: A Traveller Housing Project*, located at: http://www.cluid.ie/_fileupload/Castlebrook%20Traveller%20Report.pdf

⁴⁰ Cemlyn et al (2009) *ibid*

employed Gypsies and Travellers as outreach workers and in-class support workers, and this can involve elements of community development as well as other roles.

- 2.65 Some voluntary and non-governmental bodies have also taken significant initiatives in providing community development support. Devon Racial Equality Council reported in its consultation response to the EHRC research that they had had a dedicated community development worker post for Gypsies and Travellers for three and half years, which had supported a range of projects by the community. These included a myth-busting leaflet written by Romany women, an information pack, a DVD and a project where Romany women gave talks in schools.
- 2.66 One further consideration may be the establishment of Gypsy and Traveller tenant and resident associations (TRAs). As Ryder (2012)⁴¹ suggests, TRAs provide a collective voice for people who live in the same area, or who have the same landlord. Members work together to improve housing and the environment in their neighbourhood and to build a sense of community.
- 2.67 Ryder (2012) cites a number of good practice examples of Gypsy and Traveller TRAs including one set up in 2003 at the Eleanor Street Site in Tower Hamlets, London. Site residents sought assistance from the London Gypsy and Traveller Unit (LGTU) to improve local authority management of their site. Subsequently a tenants' association was established and the LGTU provided training to facilitate the work of tenants to coordinate the group. As a consequence, site management by the local authority has improved.
- 2.68 Similarly, in 2008 residents of the Stable Way site, west London, established a TRA which aimed to:
- improve the quality of life of Travellers living in the borough
 - improve the voice and participation of Travellers in the policies and decisions affecting them
 - enable access to debt and legal advice
 - provide a place for children, young people and adults to come together to learn and have fun together
 - work for and with, and to represent, Travellers living on Stable Way.
- 2.69 Since its creation, Stable Way TRA has had success strengthening the community's relationships with the police, health services and the borough council, as well as helping to improve residents' education and cutting crime. Police call-outs have dropped by almost half, from 80 in 2007-08 to 47 in 2011-12, and primary school attendance has reached 100%. All families are now registered with GPs and dentists. When a measles outbreak hit

⁴¹ Ryder, A. (2012), *Hearing the voices of Gypsies and Travellers: the history, development and challenges of Gypsy and Traveller tenants and residents' associations*, Third Sector Research Centre Working Paper 84 located at: <http://www.tsrc.ac.uk/LinkClick.aspx?fileticket=INqGXFbAe8E%3d&tabid=500>

the wider Traveller community only two children were affected on Stable Way, due to the success of an immunisation programme arranged through the TRA⁴².

- 2.70 In relation to community cohesion, as the EHRC (2009) report suggests, and as confirmed by stakeholders events undertaken for this project (see Chapter 5), community cohesion issues may negatively impact on Gypsy and Traveller communities. Opposition from members of the settled community to new Gypsy and Traveller sites as well as negative media attention can sometimes increase tensions between the nomadic and settled communities. The community development work and the potential for Tenants and Residents' Associations (TRAs) discussed in this section may help reduce such tensions.
- 2.71 However, it must be acknowledged that tensions can also exist between the English Romany Gypsy community and the Irish Traveller community. Although both communities are recognised legally and are protected by law from discrimination they have separate histories and cultural traditions. As the survey results in Chapter 6 show, there was a mixed response to the question as to whether respondent households would feel comfortable living next to households from a different Gypsy or Traveller ethnic group with only around a third saying they would.
- 2.72 As such, in terms of the implementation of planning policy and new site provision this means acknowledging that households from differing Gypsy or Traveller groups may not want to occupy the same site. Again, the establishment of TRAs and the implementation of conflict resolution mechanisms may help reduce tensions between the different communities.

Summary

- 2.73 It is not possible for a brief discussion, as in this section, to adequately encapsulate all research relating to such complex and diverse social groups as Gypsies and Travellers. Nonetheless, it is possible to identify a number of key themes.
- 2.74 Although much legislation implemented since the 1960s has negatively impacted on the Gypsy and Traveller community, it is arguable that the 2004 Housing Act and subsequent legislation has sought to address this imbalance. Also, whilst there is still some debate as to what constitutes an adequate definition of 'Gypsy and Traveller', the Equalities Act 2010 has gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.
- 2.75 The research discussed above suggests that education, health and employment remain key issues for the Gypsy and Traveller community. There is evidence of good practice

⁴² The Guardian, *Pioneering Traveller community stands proud against cuts*, Tuesday 25 September 2012 located at: <http://www.theguardian.com/society/2012/sep/25/pioneering-traveller-community-proud-against-cuts>

within the borough with the Traveller Education and Attainment Service (TEAS) providing lifelong learning to the Gypsy and Traveller communities.

- 2.76 There is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower communities whilst group housing schemes could be considered for Gypsies and Travellers wanting to live in bricks and mortar accommodation.
- 2.77 However, it is apparent from the research discussed above that the most pressing issue remains that of inadequate permanent and transit site provision. With around one fifth of Gypsies and Travellers nationally residing in unauthorised developments or encampments, the Government has responded with increased funding for site provision.
- 2.78 Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments. As discussed in Chapter 4, although the number of unauthorised encampments has gradually decreased over recent years, evidence presented in Chapter 9 shows further need for Gypsy and Traveller accommodation during the period 2014-2026.
- 2.79 Lastly, the need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need for Gypsy and Traveller Accommodation Assessments (GTAAAs).

3. The policy context in the study area

Introduction

- 3.1 The abolition of Regional Spatial Strategies (RSS) means that previous RSS Gypsy and Traveller accommodation targets will no longer apply. Instead, the Localism Act 2011 set out that local authorities and local communities should be involved in setting Gypsy and Traveller accommodation targets.
- 3.2 Nonetheless, there remains a need for robust evidence in determining Gypsy and Traveller accommodation targets. As such, the Darlington Gypsy and Traveller Accommodation Assessment (GTAA) will provide a sound policy basis for the partner councils to establish the required level of provision. To assess the current state of play, existing documents have been examined to determine what reference is made to Gypsy and Traveller issues.
- 3.3 The intention is to highlight areas of effective practice in the study area, and examine the extent to which authorities are currently addressing the issue. Furthermore, understanding the current position will be important in the development of future strategies intended to meet accommodation need and housing related support need among Gypsies and Travellers.

2009 Tees Valley Gypsy and Traveller Accommodation Needs Assessment (GTAA)

- 3.4 The 2009 GTAA undertaken on behalf of the five Tees Valley local authorities estimated a need for 145 new pitches for the period 2007-2026 with a large proportion (98 pitches) located in Darlington. As the 2009 GTAA states, and as this GTAA reiterates, accommodation need does not have to be met where it arises i.e. it could be met throughout the sub regional local authority areas. However, there were differences between the five Tees Valley local authorities in terms of how new accommodation provision should be distributed throughout the subregion. This led to a 2012 'Statement of Common Ground' regarding the accommodation of surrounding the accommodation of Gypsies, Travellers and Travelling Showpeople (see below).

Local Planning Policies

Darlington Council, Core Strategy Development Plan Document (DPD) (adopted May 2011).

- 3.5 The Core Strategy acknowledges that Darlington has a long association with Gypsies and other travelling groups with people from these groups accommodated on dedicated sites and within general housing. Existing provision is at two successful Council owned, but privately managed sites: Honeypot Lane (with 32 residential pitches and 24 transit pitches), Neasham Road (with 20 residential pitches), and at other smaller privately owned sites with

planning permission. There are also some unauthorised encampments each year throughout the borough.

- 3.6 It cites (now superseded) government policy⁴³ which emphasises the importance of assessing the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, and taking a strategic approach to meeting needs that are identified. Sub-regional work (GTAA 2009) provided additional information about the accommodation needs of Gypsies and other travelling groups across Tees Valley, and in each specific borough, identifies a need for pitch provision. However, it recommended that further work should be undertaken to quantify the requirement in each borough.
- 3.7 The Core Strategy identifies the need for locational criteria in relation to the provision of pitches for the Gypsy and Traveller and Travelling Showpeople communities. These can be used both to guide the allocation of sites to meet identified needs and when considering planning applications for the development of windfall sites. The aim of locational policies is to enhance the health and education standards of families and ensure access to good quality accommodation, in accordance with strategic objectives 2⁴⁴ and 4⁴⁵, and helping to deliver the 'valuing diversity' strand of the council's sustainable community strategy.
- 3.8 Policy CS13 of the Core Strategy states that provision will be made for travelling groups at the existing sites of Honeypot Lane, Neasham Road, and other small sites within the Borough. Where required, additional sites for Gypsies and Travellers and Travelling showpeople will be allocated in accordance with the following criteria, which will also be the basis for determination of windfall sites, ensuring that sites:
- a) have appropriate access and are in a sustainable location for schools, shops, employment opportunities and other local facilities and services; and
 - b) are located and designed so as not to have an unacceptable negative impact on existing residential amenity or existing landscape character; and
 - c) are appropriate to provide a safe and healthy environment for residents; and
 - d) are located in areas not at risk from flooding; and
 - e) are located and designed so as not to have a significant negative impact on the natural, archaeological or historic environment.
- 3.9 It states that preference will be given firstly to locations within and then adjacent to existing settlements, and then to the re-use of brownfield land in other locations.

⁴³ CLG Circulars 01/06: *Planning for Gypsy and Traveller Caravan Sites*; and 04/07 *Planning for Travelling Showpeople*

⁴⁴ **Objective 2:** Provide equality of opportunity for everyone now and in the future, by ensuring that the design, location and mix of development and infrastructure across the Borough maintains and creates safe, attractive, accessible, healthy and inclusive sustainable communities, eliminating any disadvantage people experience.

⁴⁵ **Objective 4:** Provide a continuous supply of land for new housing developments and help improve and reuse the existing stock so that it can better match the aspirations of those that wish to live and work in the Borough, whilst doing more to meet the housing needs of an ageing population and those unable to afford suitable accommodation on the open market.

Tees Valley Local Authorities, Statement of Common Ground, August 2012

- 3.10 In August 2012 Darlington Borough Council alongside the four other Tees Valley local authorities (Hartlepool Borough Council, Middlesbrough Borough Council, Redcar and Cleveland Borough Council and Stockton Borough Council) agreed a 'Statement of Common Ground' regarding the accommodation of surrounding the accommodation of Gypsies, Travellers and Travelling Showpeople.
- 3.11 The Statement agreed the Tees Valley Gypsy and Traveller Accommodation Assessment (TVGTAA) (2009) provides a sound evidence base for planning policy documents and does not require a comprehensive update. It was also agreed that taking into account the emphasis placed in national guidance on assessing needs locally, each authority may produce updated evidence which could result in alterations to their individual pitch requirements, providing any such update is specific to the authority concerned, unless mutually agreed otherwise
- 3.12 However, the Statement also outlined matters where broad agreement had been reached by four local authorities (but not Darlington Borough Council) including:
- On the suggestion to re-apportion pitches across the Tees Valley on a basis other than by 'needs where it is seen to arise', there was broad agreement between the four authorities that the approach to apportionment in the TVGTAA was correct. Darlington Borough Council highlighted the problems that could arise from such an approach and the need to address the recommendation of the study that the authorities involved aim to work in a proactive fashion to meet the needs identified.
 - The four authorities all agreed that the suggestion of an 'equal apportionment' of pitches across the Tees Valley was neither robust nor evidence based.
 - The four authorities agreed that, should there be any shortfall in planned pitch provision across the Tees Valley, there should not be a reliance on windfall sites to meet this requirement. There is no evidence or history of windfall sites coming forward to meet pitch requirements, and each authority should attempt to identify appropriate sites.

Darlington Local Plan: Making and Growing Places Preferred Options, June 2013

- 3.13 Darlington's preferred options document states that the main issues considered in developing policies for Gypsies and Travellers, and Travelling Showpeople are:
- the likely permanent and transit accommodation needs of gypsies and travellers over the plan period, and travelling showpeople in the local area
 - identifying suitable sites to meet the needs identified above
 - guidance for developing sites
 - whether or not to identify a site for Travelling showpeople

3.14 Citing the council's 2012 consultation on potential sites the preferred options document states that the potential locations where need could be accommodated included in the consultation were:

- a) Honeypot Lane
- b) Neasham Road
- c) North West Urban Fringe (part)
- d) Salters Lane West (part)
- e) Blakett Road Open Space; and
- f) Oakwood Farm, Roundhill Road.

3.15 The consultation also formed a 'call for sites', and through this, six other privately owned sites were also put forward for consideration:

- g) Land south east of Swan House Roundabout, Heighington
- h) Skipbridge Brickworks
- i) South side of Dene Beck, Walworth Road
- j) Black Banks, Snipe Lane
- k) Little Beck, Burma Road
- l) Oak Meadows, Middleton St George

3.16 The preferred options document states that whilst no need for a site for Travelling Showpeople had been identified in Darlington, unmet needs elsewhere in the Tees Valley have resulted in approaches to the Council for suitable land.

3.17 Further, it notes that consultation on potential sites generated a large amount of responses. The vast majority of respondents were in favour of accommodating most of the need through extending existing sites.

3.18 Following consideration of the sites listed above against Core Strategy Policy CS13, and taking account of the consultation responses, the need to bring some sites forward quickly and the need for a range and choice of sites, the Council agreed the portfolio of sites set out below. The number of pitches that could be delivered is indicated as a range rather than a specific figure as this could depend on how each potential allocation is delivered.

	No. of new pitches	When
Neasham Road	20	Years 1-5
Honeypot Lane	8-12	Years 11-15
Oakwood Farm	3-5	Years 1-5
Warden's accommodation at Honeypot Lane	1	Years 1-5
Windfalls – planning permission granted	16	Years 1-5
Total planned provision	48-54	
Other potential windfalls	8-24	Years 1-5
Total	51-78	

Source: Darlington BC Preferred Options document 2013 Table 6.5.1

- 3.19 The portfolio reaffirms that the Council owned sites at Honeypot Lane and Neasham Road will be the most important locations for delivering additional pitches in the short and medium term, and improvements to existing pitches will also be planned there at the same time.
- 3.20 In relation to windfalls, the preferred options document states that reliance on them to meet some of the needs provides the flexibility in the policy to allow appropriate opportunities to be taken for new provision as they arise. It will also help to ensure a mix of private and public owned sites. Windfalls have been assumed to come forward at 1.6 pitches/year, the same rate as the average annual rate for the last five years. It is considered that it is reasonable to assume this level will continue. Given that there will be alternative site options at the allocated sites of Honeypot Lane and Neasham Road, through the plan period, it is likely that this windfall level will fall to some degree. However there remains an element of flexibility in terms of the range of pitches indicated in the Preferred Option.
- 3.21 The only alternative considered was to rely less on windfalls to meet needs, and allocate more sites. However, this was rejected because further allocations would not necessarily slow down the rate of windfalls, and it could result in less range and choice of sites overall, as allocations are larger sites, and windfalls are smaller sites.
- 3.22 The Sustainability Appraisal found the preferred option to score well against social objectives compared to other sites assessed, having reasonable accessibility to services and overall scoring neutrally against environmental objectives having limited environmental impact. It recognised that the Oakwood Farm site is more distant from services, but has no other negative effects identified. Other options considered were considered to have a variety of negative effects, including contamination issues, landscape, pollution, biodiversity and loss of green infrastructure, highways issues and distance from services.
- 3.23 Draft policy MGP 20 of the preferred options document: 'Accommodating Travelling Groups' – states that a target of a minimum of 35 additional permanent residential Gypsy/Traveller pitches is set, to be provided within the first five years of the plan period. To meet this target, and to indicate the broad locations for provision thereafter, the following sites will be safeguarded for continued Gypsy and Traveller use:

GTE1 Neasham Road
GTE2 Honeypot Lane

3.24 The following sites are allocated for Gypsy and Traveller use:

GTN 1 Land at Neasham Road (20 pitches, years 1-5)
GTN 2 Honeypot Lane (8-12 pitches, years 6-10)
GTN3 Land at Oakwood Farm, Roundhill Road (3-5 pitches, years 1-5)

3.25 Development of these sites should achieve the following:

- a) adequate spacing in between pitches to ensure an acceptable level of residential amenity;
- b) space within the site for circulation
- c) space for visitors / touring caravans
- d) have or can be provided with individual utility blocks
- e) vehicular access to and from the local road network adequate to accommodate mobile residential units and any vehicles associated with residents working activities;
- f) Adequate landscaping and amenity space.

3.26 The allocations set out within this policy, along with extant planning permissions, meet the short and medium term needs for the 2011-2016 and 2017-2021 periods. Sites to meet longer term needs from 2021 period or additional needs for travelling groups arising within the short to medium term periods, will come forward through the development management process and be determined against Policy CS13 of the adopted Core Strategy and the criteria set out in this policy.

3.27 Finally, the preferred option document states that regarding sites for Travelling Showpeople, no site is identified at this time, and any suitable site is likely to come forward as a windfall. The delivery of this policy will be reviewed annually and a five year supply of specific, deliverable sites will be identified to satisfy on-going needs.

Darlington Council, Housing Technical Paper 4: Accommodating Travelling Groups, July 2013

3.28 The Technical Paper slightly updates the preferred option for planned provision (see Table 3.1 above) to the following:

Table 3.2 Updated Preferred Option: planned provision for G&T sites		
	No. of new pitches	When
Neasham Road	20	Years 1-5
Honeypot Lane	8-12	Years 6-10
Oakwood Farm	3-5	Years 1-5
Warden's accommodation at Honeypot Lane	1	Years 1-5
Windfalls – planning permission granted	16	Years 1-5
Total planned provision	48-54	
Other potential windfalls	8-25	Years 1-5
Total	51-79	

Source: Darlington BC Housing Technical Paper 4 Table 7

- 3.29 The updated preferred option comprises a range of between 51 and 79. This is higher than the range previously provided, due to the number of outstanding planning permissions. However, the Technical Paper notes that this rate of windfalls is likely to fall as further pitches become available in the borough. A number of speculative applications are currently coming forward for the provision of pitches that have not yet been allocated to a particular family.
- 3.30 The range of between 51 and 78 also takes in the figure that would be generated if the borough was to provide for the need set out in the TVGTAA, using the following formula:
- 50% of the need generated by an equal proportion = $142 / 2 = 71$. $71 / 5 = 14.2$
 - 50% of the need based on needs arising, as set out below: Current need arising results in 69% of overall need being in Darlington. $142 / 2 = 71$
 - $71/100 \times 69 = 48.99$ round up to 49
 - Total $14.2 + 49 = 63.2$ pitches until 2021
 - 4.2 pitches per year = $21 + 49 = 70$ pitches
- 3.31 The above formula, when taken as a pro-rata figure, provides for 21 pitches over the first 5 years of the plan period. The Council's planned approach, as shown in Table 3.2 (above) is to provide for between 24-25 pitches during this five year period, which when taken with granted planning permissions that have not been implemented, totals 37 pitches. As it is acknowledged that the longer term that needs assessments are undertaken, the less accurate they become, it is acknowledged that the overall totals may change as the figures are reviewed annually.
- 3.32 However, the calculations were based on survey evidence gathered on behalf of the 2009 GTAA, so were no longer reliable. This is the main reason *RRR Consultancy Ltd* were commissioned to undertake a new GTAA in March 2014.
- 3.33 In terms of identifying developable sites, or broad locations for growth, for years six to ten, and, where possible 11-15, as set out in the PPTS – the Core Strategy, in Policy CS13, sets out the types of areas where Gypsy/Traveller provision will be acceptable, and the

criteria that proposals will need to be considered against. Further work will be undertaken to ensure that there is a continuous five year supply of specific and deliverable sites, as required by the PPTS.

3.34 In order to address on-going issues the Technical Paper proposed the following measures:

- As part of the work leading up to the development of the Neasham Road site, the Council will consult extensively with the existing occupants
- The Council will continue to offer support and advice to Gypsies / Travellers who wish to reside in the area, at an early stage
- The package of proposals includes some improvements to existing pitches at both of the Council-owned, sites at Honeypot Lane and Neasham Road, in full consultation with residents

3.35 The Technical Paper concludes that the updated pitch numbers set out in Table 3.2 (above) is the Council's Preferred option for the planned provision of Gypsy/Traveller accommodation because:

- It allows an element of equity and choice into the provision of pitches
- It provides a deliverable and sustainable figure on which to base policy
- Calculations later in the plan period are less accurate and need to be reviewed annually to keep an up to date five year supply of specific sites
- A windfall allowance has been included based on information obtained from planning records
- It takes into account more up to date local information and meets the figures generated from a range of sources including planning applications coming forward, TVGTAA 'need where it arises' figures with a 50% split; and a fifth of the total sub-regional need
- It reduces some of the assumptions made in the TVGTAA and the 'needs where it arises' methodology.

3.36 However, it states that this does not assume that the other authorities involved in the TVGTAA will agree to provide the additional pitch provision; rather it provides a sustainable, realistic and deliverable upper range on which to plan for future provision. At the time that the plan is adopted, neighbouring authorities will all have policies in place against which to assess any applications that come forward outside of Darlington borough. This does not imply that once the upper range has been reached, that no further applications will be granted. The use of a range rather reflects some of the uncertainties in pitch provision and particularly in the calculation of longer term needs. All windfall planning applications will need to be considered against the criteria set out in Core Strategy policy CS13.

3.37 The range therefore takes into account the figures set out in the TVGTAA and then looks at it making an assumption that there would be an element of choice and deliverability required. The five year supply figure is higher than would be required given these figures.

However, one of the developments in particular is a large scale redevelopment of an existing site, creating additional pitches as part of improvements taking place, and is reliant on funds from the Homes and Communities Agency. It is therefore imperative that this development takes place early in the plan period, in particular, as it will improve living conditions for existing residents, whilst also providing additional pitches as part of the extended site. HCA grant conditions require projects to be delivered by March 2015.

- 3.38 Finally, the Technical Paper states that the information that has been presented in the report is provided to demonstrate that the need for additional pitches is being addressed and accommodated at a local level. It will be subject to further review prior to the Publication version of the Making and Growing Places Development Plan Document is issued. The information published in this report does not prejudice the council's approach in seeking to update or refresh figures in order to provide a robust evidence base for the provision of accommodation to meet the needs of travelling groups in the borough throughout the plan period.

Duty to cooperate and cross-border issues

Introduction

- 3.39 The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 3.40 Local authorities are required to work together to prepare and maintain an up-to-date understanding of the likely permanent and transit accommodation needs for their areas. They should also consider the production of joint development plans to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area.
- 3.41 In order to glean information for this section 20 interviews were undertaken with housing, Gypsy and Traveller, health and social care, community, education and planning officers from neighbouring authorities (the findings of the stakeholder event which also involved officers from neighbouring local authorities are discussed in Chapter 5).
- 3.42 The authorities contacted included Darlington BC, Hartlepool BC, Middleborough Council, Redcar and Cleveland BC, Stockton BC, Durham County Council, Richmond DC, and Hambleton DC. An interview was also undertaken with a representative from the Travelling Showpersons Guild.

Cross border issues and liaison

- 3.43 All the local authorities noted above talked about the importance of cross boundary working and duty to cooperate in order to coordinate responses to the needs of Gypsy and Traveller families. However, some talked about there being confusion amongst authorities as to what Duty to Cooperation means. There are differences in how they approach it and who they work with.
- 3.44 One factor impacting on the capacity for local authorities to collaborate is that they are at different stages in preparing new Local Plans. Also, different local authorities have different attitudes towards Gypsies and Travellers. Local authorities which currently have relatively high levels of Gypsy and Traveller families are regarded as usually having a better understanding and appreciation of families' needs. This may lead to further demand for accommodation within those areas.
- 3.45 Interviewees spoke about how primarily those authorities with shared borders tend to work together. Even then, there is a tendency for local authorities to liaise only with neighbouring authorities within the same county. Also, cooperation tends to be on an informal basis.
- 3.46 Some interviewees talked about the need for better collaborative working between agencies within authorities. This would involve local authority housing and planning officers as well representatives from e.g. the police, education departments, health service providers or social workers.
- 3.47 Representatives from Darlington BC stated that they are striving to meet the accommodation needs of Gypsies and Travellers, but that it is reasonable for needs determined at the sub-regional level to be shared by all local authorities. The cost of providing sites was acknowledged as an important issue. As such, it is necessary to be realistic about how much new provision can be provided. Also, it was suggested that need is likely to be higher in areas such as Darlington which already contain relatively large numbers of Gypsy and Traveller families.
- 3.48 It was noted that following the publication of the 2009 Tees Valley GTAA that there was some disagreement about how Gypsy and Traveller accommodation need should be apportioned between the five local authorities. This led to the Statement of Common Ground (August 2012) discussed above. Nonetheless, there remains a good working relationship at officer level. The five Tees Valley local authorities are awaiting the results of the 2014 Darlington GTAA before reviewing collaboration processes.
- 3.49 Representatives from Stockton Borough Council stated that it can be difficult to find land suitable for development. A recent call for landowners to submit sites they would like to be considered for allocation led to only one site being submitted. The local authority owns land but much of it is not suitable for the development of sites. Also, property developers do not want new Gypsy and Traveller sites too close to housing developments. Stockton has

- found it easier working with Tees Valley authorities (especially those with which they share a boundary) than other neighbouring local authorities. They identified the A66 as a key route between Stockton and Darlington that is frequently used by Gypsy and Traveller families.
- 3.50 Representatives from Redcar and Cleveland Borough Council said that they undertake frequently liaises with planning officers from the Tees Valley local authorities although not necessarily on Gypsy and Traveller issues. They do not share a boundary with Darlington Borough Council and there is little travel between the two local authority areas by Gypsy and Traveller families. There tends to be few unauthorised encampments within the Redcar and Cleveland area except when events such as Appleby Fair take place.
- 3.51 Officers from Middlesbrough Council stated that an examination of the Local Plan (which includes consideration of Gypsy and Traveller accommodation) will take place during June and July 2014. Middlesbrough contains one Gypsy and Traveller site at Metz Bridge which contains 21 pitches and a privately owned Travelling Showpeople yard.
- 3.52 A number of long-term vacancies on the Metz Bridge site are due to some Gypsy and Traveller families not wanting to live on the site due to small pitches and having no connection with families already living on site. The council undertook an internal update of its needs figures based on the 2008 Tees Valley GTAA suggesting a need for 8 new Gypsy and Traveller pitches and 3 Travelling Showpeople plots by 2018.
- 3.53 Middlesbrough also contains a privately owned Travelling Showpeople yard containing 10 plots. However, families believe that the yard is currently over-crowded and there is desire form at least one occupying family to reside in the Darlington area due to work and family connections. It was noted that whilst there are Travelling Showpeople yards in the Durham and Middlesbrough areas, whilst the nearest yards south of Tees Valley are located in Northallerton.
- 3.54 Representatives from Hartlepool Borough Council stated that there are currently no Gypsy and Traveller sites local within the local authority area and they have never received planning applications for sites. Nonetheless, the 2009 Tees Valley GTAA identified a need for 6 pitches within the Hartlepool BC area. In response, the local authority has been seeking suitable sites. A potential site was identified on an industrial estate but was rejected as unsuitable by the Planning Inspector. The local authority believes that a considerable number of Gypsy and Traveller families live in bricks and mortar accommodation within the Hartlepool area.
- 3.55 A representative from Durham Council stated that it is difficult to determine the origins of Gypsy and Traveller families residing in the local area. As such, their 2013 GTAA had assumed that in-migration of families was equivalent to out-migration. Although Durham acknowledges the need for cross-boundary working, they recognise the advantages of undertaking GTAA's as a single local authority such as not having to apportion need.

- 3.56 However, they liaise closely with neighbouring local authorities regarding the accommodation needs of Travelling Showpeople. Also, they liaise closely with the Northern Branch of the Travelling Showpeople's Guild in order to determine accommodation needs. The Guild has accepted the council's proposals to meet the accommodation needs of Travelling Showpeople.
- 3.57 The representative stated that there needs to be more consideration of the support needs of Gypsies and Travellers living in bricks and mortar accommodation. More support could help families integrate better into the settled community. This is particularly important as Gypsy and Traveller families tend to be larger and may require more support. Also, it was not always appreciated that families living in bricks and mortar accommodation may still extensively travel.
- 3.58 A representative from the Hambleton District Council stated that they updated their GTAA in 2012. They take a more proactive approach with planning permissions for new pitches being granted fairly quickly. The 2008 GTAA had shown a need for 9 pitches, which was considered achievable. However, the 2012 GTAA estimates there is need for additional 26 pitches in Hambleton during the period 2012-2027.
- 3.59 Hambleton District Council collaborate with neighbouring local authorities although this tends to be with Yorkshire local authorities, rather than Tees Valley local authorities. It was suggested their approach to partnership working may have been influenced by the now defunct regional strategies. The council have received several applications for new sites, but nothing close to the border with Darlington BC. They do not have many Gypsy and Traveller families originating from Darlington travelling through the Hambleton DC area.
- 3.60 The Richmond District Council representative stated that they liaise closely with Darlington Borough Council regarding local plans. However, they believe that their accommodation needs can be met within the Richmond local authority area, so there is no need for further collaboration with neighbouring authorities such as Darlington Borough Council. There are two public sites in Hambleton with a combined capacity of 32 pitches although current vacancy rates are at around 50%.
- 3.61 Gypsy and Traveller families tend to retire to the Hambleton area although there are few employment opportunities for younger families. The council estimate that there are only around 3 or 4 Gypsy and Traveller families living in bricks and mortar accommodation within the local area. There is no provision for Travelling Showpeople within Hambleton, although the area does attract fairs. The area is not close to the main travelling routes and the local area predominately consists of small villages. Appleby Fair has little impact on the local area although one village green is used by transiting families.

Gypsy and Traveller Accommodation Assessments (GTAA's)

3.62 All the local authorities involved in cross-boundary working had completed GTAA's in the first wave of GTAA's and have since either updated their GTAA's or are in the process of doing so. It was felt that after they have all completed the GTAA's they should meet to discuss key issues including the potential for more cross boundary working. Interviewees spoke about how undertaking GTAA's encourage local authorities to cooperate on Gypsy and Traveller issues.

North Yorkshire Sub-region GTAA 2008

3.63 The North Yorkshire Sub-region GTAA 2008 The GTAA estimated that across the North Yorkshire Sub-region, there was a shortfall of 113 pitches. However, it stated that need is not distributed equally across the sub-region with larger gaps in provision for Gypsies and Travellers in York (36 pitches), Selby (26 pitches) Harrogate (14 pitches) and Hambleton (14 pitches). In addition to this, there was some suggestion from the survey of Showpeople that a small of new provision is required in the Selby and York local authority areas.

3.64 Respondents had a clear preference for owning and developing their own land in ways that would accommodate their travelling lifestyle. Where they wished to rent there was a clear preference for local authority provision. The clear preference of survey respondents was for smaller family sites with larger pitches. This reflected CLG guidance which advocated smaller sites of between 6 and 12 pitches.

3.65 In relation to travelling routes, the GTAA stated that when asked where they would normally go when travelling, respondents provided a wide range of responses with most reporting that they went 'all over' or 'anywhere they could'. Several Fair locations were reported including Appleby, Yarm, Whitby and Seamer.

Durham County Council Traveller Site Needs Assessment (TSNA) 2013

3.66 The Traveller Site Needs Assessment (TSNA) states that taking all factors into account, including high levels of vacancy arising from refurbishment, there will be three vacant pitches available on Gypsy and Traveller sites within the Durham County Council area between 2015 and 2025. However, the TSNA notes that the assessment was complicated by the ongoing refurbishment programme on all of Durham County Council's six Gypsy and Traveller sites, running from April 2009 until June 2015.

3.67 The report anticipates that there will be an unusually high level of available vacancy on completion of the refurbishment programme in 2015, which also involves the creation of 8 extra pitches. It also recognises that this is unlikely to represent the true situation in the longer term. In addition, it is intended that a new management regime will be introduced on all six Durham County Council Gypsy and Traveller sites, including increases in pitch charges as well as other measures which may affect their popularity.

- 3.68 As such, it suggests that given significant uncertainties relating to refurbishment and to the introduction of new management regimes, the assessment should be revised again in 2020 when circumstances have stabilised.
- 3.69 In relation to travelling routes, the TSNA states that the seasonal nature of unauthorised encampments, and their concentration in parts of the county associated with fairs or other events of significance to Gypsies and Travellers suggests that unauthorised encampments in County Durham are more to do with the travelling culture itself rather than indicating accommodation need. In particular, parts of County Durham are situated on traditional travelling routes to Appleby Horse Fair.
- 3.70 Similarly, it states that Travelling Showpeople still follow the exhibition patterns of the nineteenth century and are based on the routes followed by Travelling Showpeople to and from their run of fairs. Durham falls in the Northern Region along with Northumberland, Tyne and Wear and the northern part of North Yorkshire (including Leyburn, Richmond and Northallerton).

Gateshead/Newcastle GTAA 2013

- 3.71 The Gateshead/Newcastle GTAA 2013 suggests that there is a need for 5 new pitches during the period 2012-18 (all in the Gateshead area and none in Newcastle). Gateshead has one local authority site at Baltic Road. This is a social rented site which has already been extended and is not suitable for any further expansion. On the basis of Council waiting list data, there has been an average need for 3 pitches in Gateshead a year. This reflects the low numbers of existing Gypsy and Travellers households within the Borough.
- 3.72 In contrast, the GTAA states that Newcastle currently has no Gypsy and Traveller sites and has had no unauthorised sites since 2008. On this basis it assumes that there is no need for Gypsy and Traveller provision in Newcastle. The overall level of need for 15 pitches over 5 years across the area will be offset by turnover on existing pitches and any new pitch approvals. The model builds in a supply of 10 pitches from pitch turnover over 5 years leaving a balance of 5 new pitches required. In relation to unauthorised encampments, it states that the majority of encampments are just off the A1(M).

Hambleton GTAA 2012

- 3.73 The GTAA estimates there is need for additional 26 pitches in Hambleton during the period 2012-2027. This includes the existing households on unauthorised sites, those currently seeking to develop a private site and growth in household numbers due to household formation. The GTAA notes that there is no clear need to any provision for households currently living in bricks and mortar.
- 3.74 The GTAA further concludes is that there is evidence of a requirement for a further 11 pitches on public sites, with the remaining 15 pitches being on private sites. While

unauthorised encampments do arise in Hambleton, there is no clear evidence of sufficient travelling through the area to justify the development of a permanent transit site. Officers in neighbouring Councils have confirmed that they do not feel that there are cross-boundary issues requiring help from Hambleton to address.

- 3.75 The GTAA suggests range of reasons as to why Gypsies and Travellers may be attracted to the area including traditional travelling routes, particularly to horse fairs and races; work (scrap metal dealing, tree surgery, gardening); the rural environment that is remote and quiet; proximity to schools, and the belief that the area is 'an easy place to settle' owing to a lack of enforcement.

Harrogate GTAA 2013

- 3.76 The GTAA estimates there is need for 7 additional pitches over the next 15 years. This represents 5 pitches in the period 2013-2017 and 1 pitch each in the periods 2018-2022 and 2023-2028. This includes the existing households on temporary or unauthorised sites, and growth in household numbers due to household formation. The GTAA states that it allows for no further needs arising on the public sites of Harrogate on the advice of the Gypsy Council.
- 3.77 According to the GTAA, there is currently no transit site in the study area. The low level of unauthorised encampment would appear to indicate no clear need for a transit site in Harrogate. Stakeholders indicate Leeds and Selby are looking at joint transit site provision which may be able to provide for a wider area of North and West Yorkshire.
- 3.78 The report suggests that whilst most Harrogate Parish Councillors report that there is nothing that attracts Gypsies and Travellers to their parish, traditional travelling routes, particularly to horse fairs and races, and the fact the area is close to other authorised sites, may attract Gypsies and Travellers to the area.

Hartlepool GTAA 2014

- 3.79 Hartlepool Borough Council is currently (Summer 2014) updating its GTAA and expected to publish sometime during 2014.

Richmondshire GTAA update 2013

- 3.80 The 2013 GTAA update cites the 2011 GTAA which identified a need for 26 pitches within a 15 year period. However, it states that in June 2013, of the 22 pitches located on the two Richmondshire sites (one publically owned, one privately owned), 13 were vacant. As such, it suggests that spare capacity at each site accommodates general transit needs. Also, it states that the vacant capacity on local sites, the lack of pressure from emerging families and from neighbouring areas means that there is no requirement to seek an additional

supply of land for traveller accommodation. This will be kept under review through further accommodation assessments.

- 3.81 The GTAA notes that Appleby Horse Fair creates additional movements during the event in June of each year. The regular trans-Pennine routes for motorised travellers are the M62 and A66. The Gypsy Council in partnership with Durham Police identify up to 20 transit pitches for travellers on A66 route. South Milford, between Selby and Leeds, is a popular transit site for those travelling from the South up the M62 route to Appleby. Wensleydale has also been a traditional route to Appleby and Bainbridge, in the Yorkshire Dales National Park, is a traditional stopping off point. But, the growth of the fair and changes in the dynamic of the traveller community is putting this remote rural community under considerable strain to manage this influx.

Stockton-on-Tees GTAA 2012

- 3.82 In March 2012, Stockton-on-Tees' Policy, Improvement and Engagement Team along with the Traveller Education Service undertook a Gypsy and Traveller Needs Assessment (GTNA) for accommodation to inform options in relation to undertaking a Gypsy and Traveller site allocations Local Development Document (LDD). This was a local update (limited to the Borough of Stockton-on-Tees) of the 2009 Tees Valley Gypsy and Traveller Accommodation Assessment (TVGTAA).
- 3.83 The 2012 GTAA identifies a requirement for 26 pitches over the 15 year period 2012 - 2027, which is a reduction from the 34 pitches identified as the requirement over the 14 year period, 2007–2021, in the 2009 TVGTAA. The updated figure of 26 pitches is now the benchmark for work by the Spatial Planning team to allocate pitches.

Gypsy and Traveller organisations

UK Association of Gypsy Women (UKAGW)

- 3.84 The UKAGW is an organisation run by and for women Travellers to seek equality in accommodation, healthcare, education and employment for Romany Gypsy Women and their families. They provide advocacy and support to Travellers and also run training and education programs for non-Gypsy individuals and organizations on the history and culture of Romany Gypsies. Based in Durham they work throughout the UK and are active within the Darlington area.

Summary

- 3.85 Recent national policy has been reflected in the region with more responsibility moving to local rather than regional planning authorities, through local Housing Strategies and new style Local Plans. Key planning documents and strategies acknowledge that there is a shortage of authorised Gypsy and Traveller sites in the study area.

- 3.86 The 2009 GTAA undertaken on behalf of the five Tees Valley local authorities estimated a need for 145 new pitches for the period 2007-2026 with a large proportion (98 pitches) located in Darlington. However, there were differences between the five Tees Valley local authorities in terms of how new accommodation provision should be distributed throughout the subregion. This led to a 2012 'Statement of Common Ground' regarding the accommodation of surrounding the accommodation of Gypsies, Travellers and Travelling Showpeople.
- 3.87 The Darlington Council Housing Technical Paper 4 (2013) determined an accommodation need of between 51 and 79 pitches during a 15 year period. However, the calculations were based on survey evidence gathered on behalf of the 2009 GTAA, so were no longer reliable. This is the main reason *RRR Consultancy Ltd* were commissioned to undertake a new GTAA in March 2014.
- 3.88 Although to some extent study area local authorities already coordinate responses to Gypsy and Traveller issues there is the potential for further liaison and information sharing. This could take a form similar to the multi-agency Gypsy and Traveller Unit set up in Leicestershire or the partnership approach adopted in Nottinghamshire.

4. Trends in the population levels of Gypsies and Travellers

Introduction

- 4.1 This section examines Gypsy and Traveller numbers in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers in the UK as a whole is the CLG Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice yearly count for the CLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 4.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Concerns have also been raised over a lack of commitment on the part of some local authorities to detect Gypsies and Travellers (particularly on unauthorised sites), since this minimises the apparent need for new sites and services.⁴⁶
- 4.3 Significantly, the count is only of caravans and so Gypsies and Travellers living in bricks and mortar accommodation are excluded. It should also be noted that pitches often contain more than one caravan, typically two or three.
- 4.4 However, despite concerns about accuracy, the count is valuable because it provides the only national source of information about numbers and distribution of Gypsy and Traveller caravans. As such, it is useful for identifying trends in the Gypsy and Traveller population, if not determining absolute numbers.
- 4.5 Additional data on unauthorised encampments has been gathered by Darlington Borough Council for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches and providing a good overview of the numbers of unauthorised caravans in the past three years in the study area.
- 4.6 This data has been used in conjunction with the CLG Caravan Count figures. It is worth noting that since this monitoring tends to be more comprehensive than many local authorities the relative number of unauthorised caravans counted in the study area as compared to other counties and regions may be higher although more accurate.

- 4.7 The CLG Count distinguishes between socially rented authorised sites, private authorised sites, and unauthorised sites. Unauthorised sites are broken down as to whether the sites are tolerated by the council or are subject to enforcement action. The analysis in this chapter includes data from July 2011 to July 2013. It distinguishes between socially rented and private authorised sites, and unauthorised sites.

Population

- 4.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000⁴⁷ (1994) to 300,000⁴⁸ (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the CLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.
- 4.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the CLG. The July 2013 Count (the most recent figures available) indicated a total of 21,142 caravans. Applying an assumed three person per caravan⁴⁹ multiplier would give a population of over 63,000.
- 4.10 Again, applying an assumed multiplier of three persons per caravan and doubling this to allow for the numbers of Gypsies and Travellers in housing,⁵⁰ gives a total population of around 126,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.
- 4.11 For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. The 2011 Census suggests there are 350 Gypsies and Travellers living in the study area representing around 0.3% of the usual resident population.⁵¹
- 4.12 This compares with the survey results (see Chapter 6) which represented 240 Gypsies and Travellers living on authorised and unauthorised sites within the study area. However, the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation and a smaller proportion living on sites.

⁴⁶ Pat Niner (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.

⁴⁷ J. P. Liegeois, (1994) *Romas, Gypsies and Travellers* Strasbourg: Council of Europe. This is equivalent to 0.15% to 0.21% of the total population.

⁴⁸ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

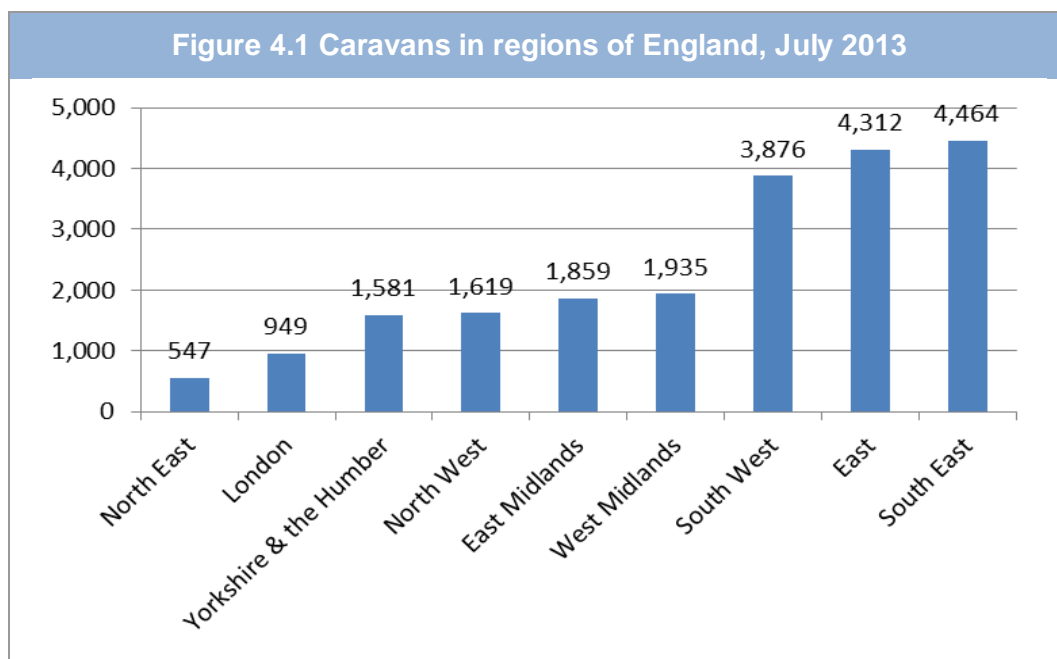
⁴⁹ Pat Niner (2003), op. cit.

⁵⁰ Ibid.

⁵¹ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

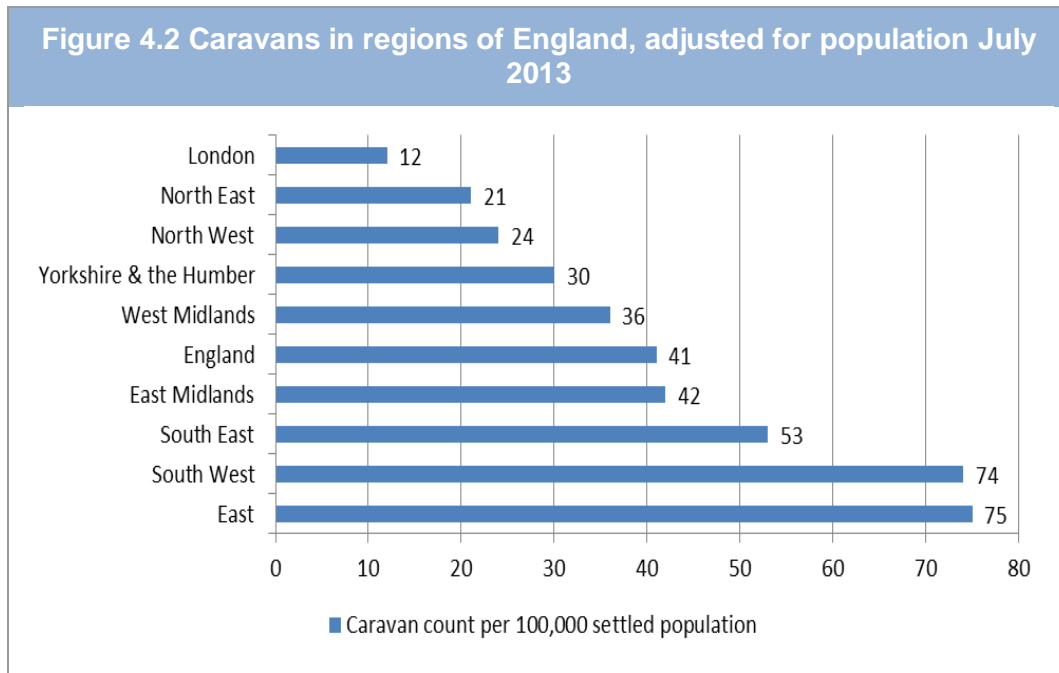
National and regional levels

- 4.13 Given that one of the distinctive characteristics of the population is its mobility, it is first necessary to consider the national situation as this will help place the study area in context.
- 4.14 Figure 4.1 shows the absolute number of caravans. It can be seen that the North East contains the smallest number of caravans of any English region.



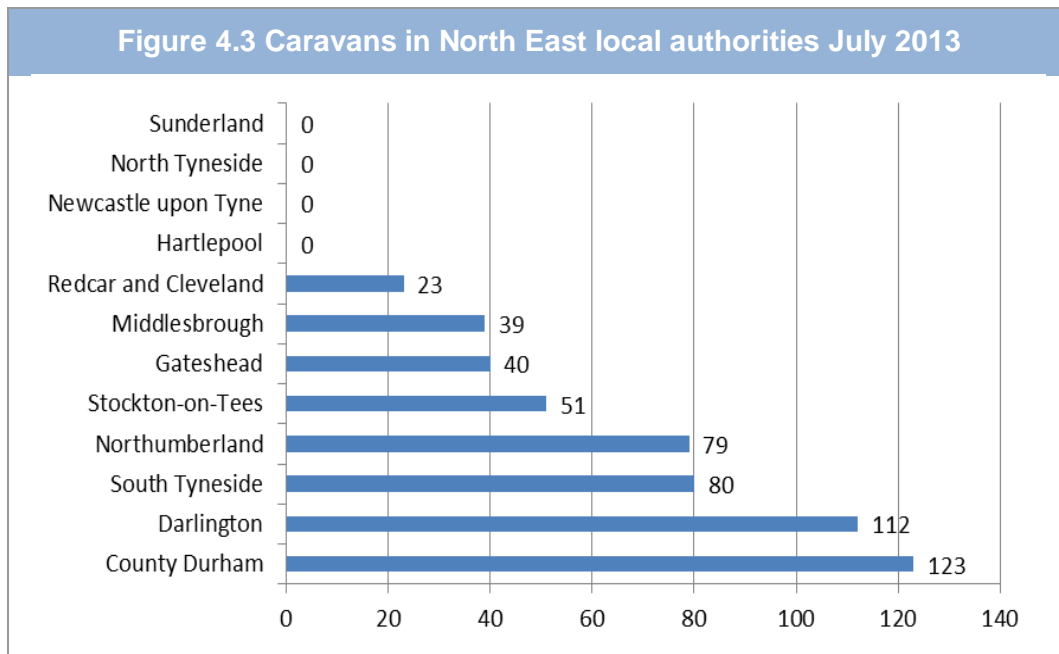
Source: CLG Caravan Count, July 2013

- 4.15 Figure 4.2 shows the results from the Caravan Count in July 2013 for each region of England. Due to the differing sizes of the English regions, the values have been adjusted for population to create useful comparative figures.
- 4.16 When the population of the North East is taken into account the density of caravans is below the English national average at 21 per 100,000 settled population, compared to 41 for England.



Source: CLG Caravan Count, July 2013

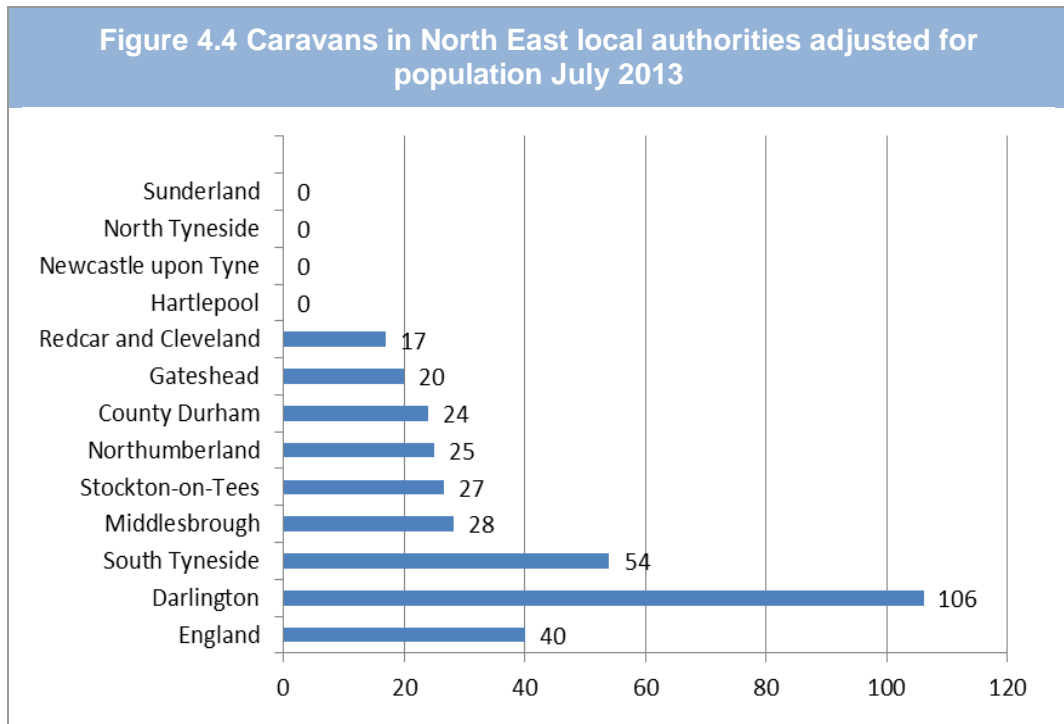
4.17 Figure 4.3 shows Darlington’s Caravan Count in the context of surrounding local authorities. As the chart below shows, whilst four North East local authorities contained no caravans in July 2013, Darlington’s count is the one of the highest in the North East region, second only to County Durham.



Source: CLG Caravan Count, July 2013

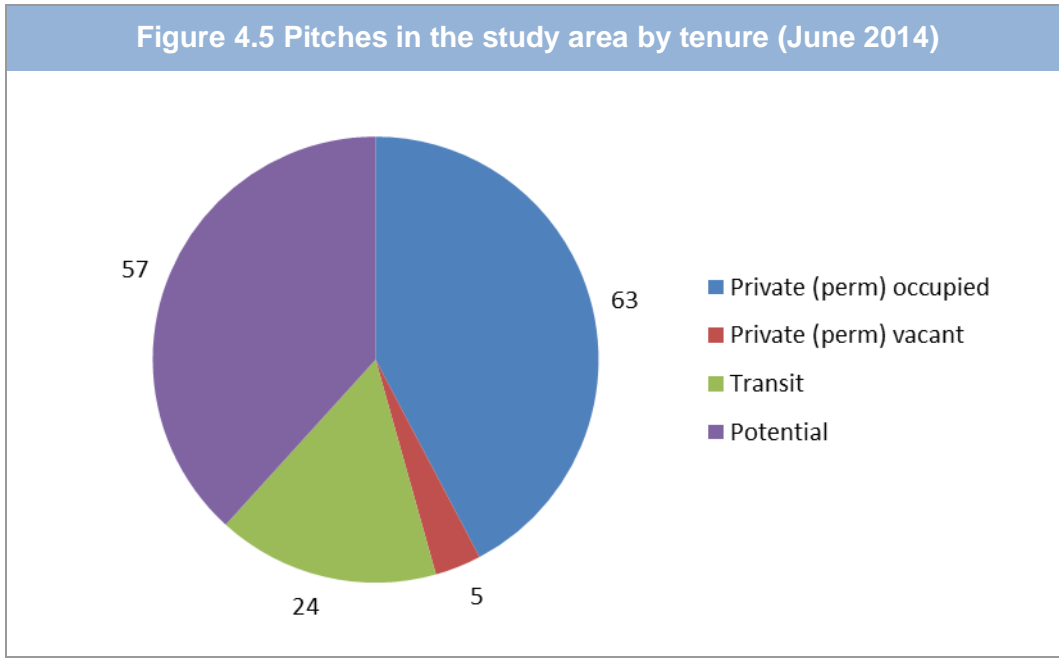
4.18 Similarly, Figure 4.4 shows that when the population is taken into account the density of caravans within the study area varies widely. Four areas (Sunderland, North Tyneside, Newcastle upon Tyne and Hartlepool) contain no caravans; Redcar and Cleveland, Gateshead, County Durham, Northumberland, Stockton-on-Tees and Middlesbrough

contain relatively low densities of caravans; whilst South Tyneside and Darlington contain relatively high densities of caravans.



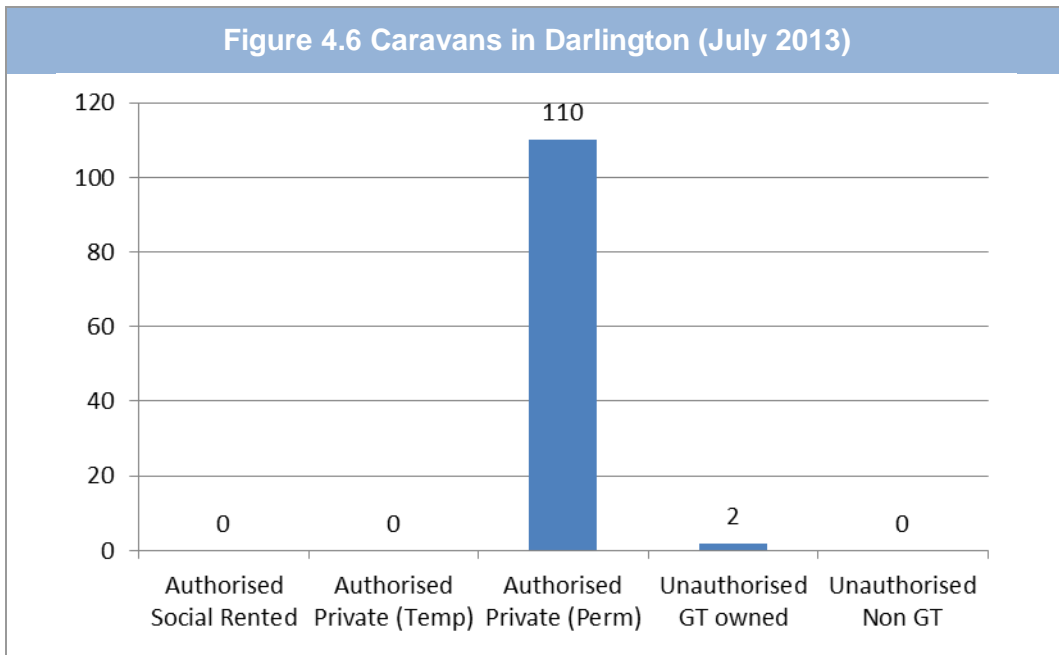
Pitches in the study area

4.19 The following charts are based on CLG data and data collected as part of the survey process. The data indicates a total provision of 68 permanent authorised pitches (63 were occupied and 5 were vacant during the survey period), and 24 transit pitches across the study area. There were no known privately owned pitches with temporary planning permission, unauthorised developments or unauthorised encampments during the survey period. Importantly, planning permission has been granted for 57 additional pitches within the study area which have yet to be developed.



Source: Darlington GTAA 2014

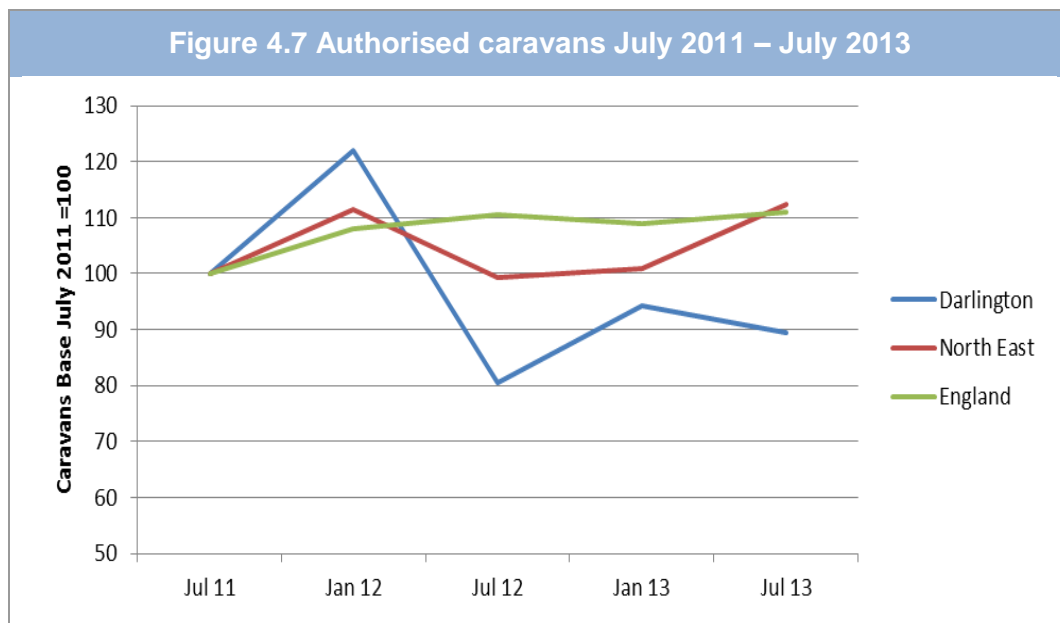
4.20 The Caravan Count data for the study area shows a slightly different picture, primarily because it is based on numbers of caravans rather than numbers of pitches. As noted in Chapter 2, there are issues regarding the accuracy of the caravan count, although it remains the only source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published caravan count took place in July 2013. As seen in the chart below, the primary difference between the CLG caravan count and planning data on pitches is that it shows a small number of unauthorised encampments in the study area.



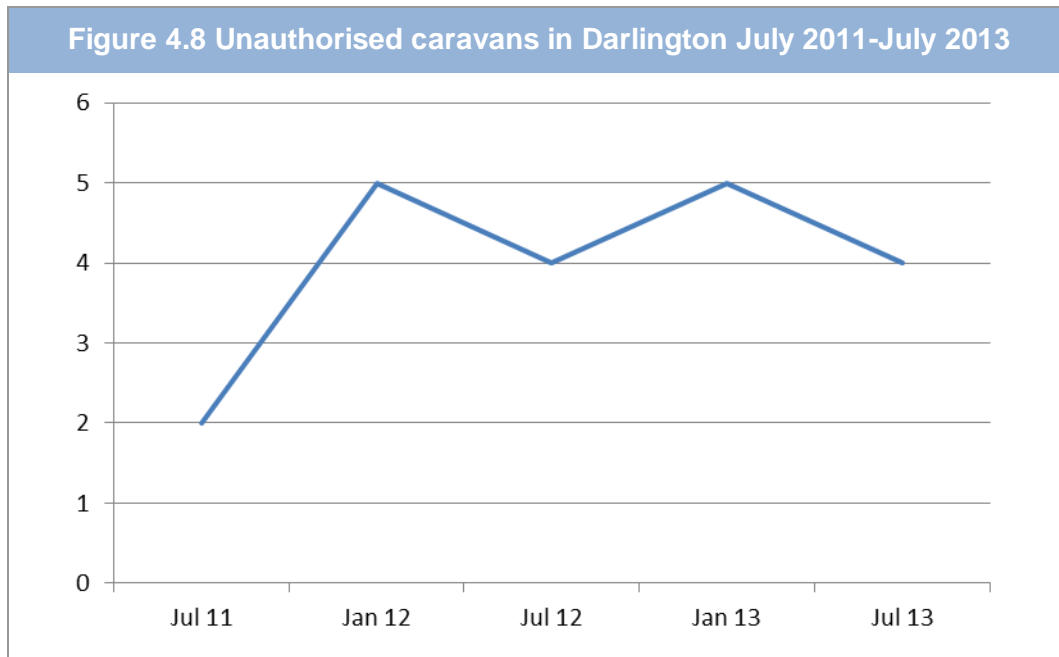
Source: CLG 2013

Population Trends

4.21 It is also useful to know how the population of Gypsies and Travellers and distribution of sites and encampments has changed over time in recent years. Figures 4.7, 4.9 and 4.10 use the CLG's July 2011 caravan count as a base figure (July 2011=100) to determine how trends have developed over subsequent counts. As can be seen in the chart below, the numbers of caravans on authorised sites in England and the North East have increased slightly since July 2011. However, whilst fluctuating, the figures suggest that there has been an overall decrease in the number of caravans residing on authorised sites within Darlington between July 2011 and July 2013.

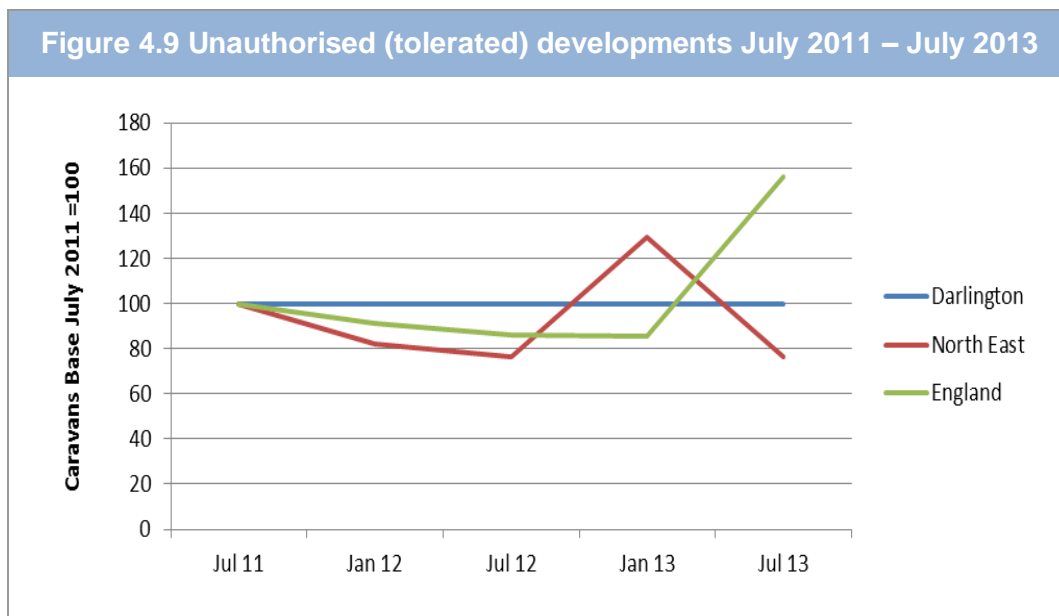


4.22 The CLG count also records the number of caravans situated on unauthorised encampments within the study area. The numbers include unauthorised caravans on both gypsy-owned and non-gypsy land, and which are tolerated and not tolerated. The number of unauthorised caravans throughout Darlington recorded by the CLG count has remained fairly low over the period July 2011 to July 2013.



Source: CLG Caravan Count July 2013

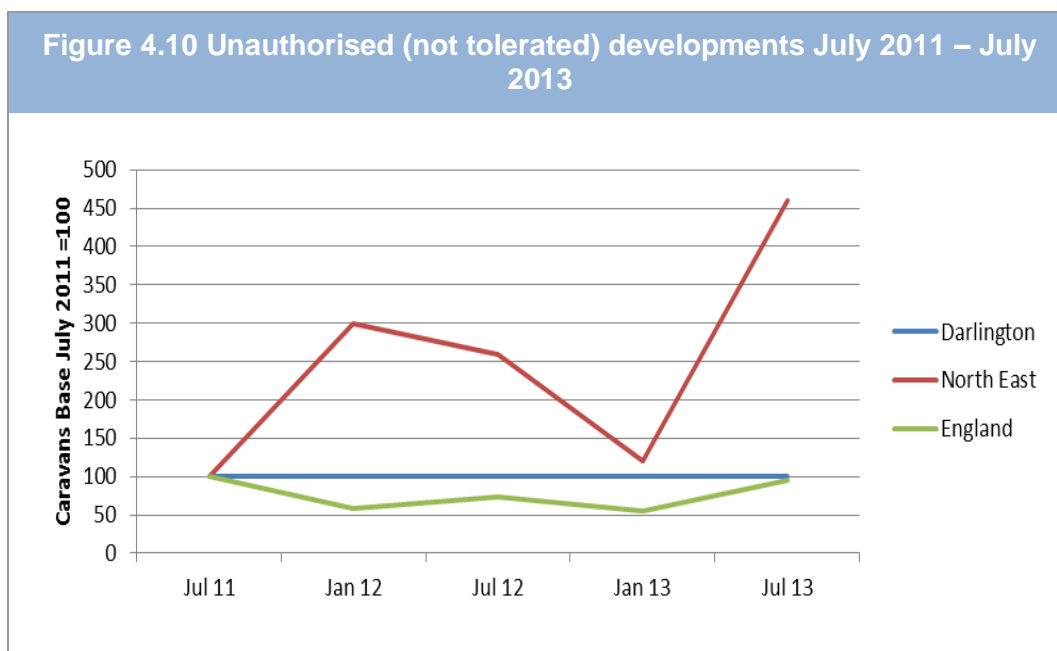
4.23 The CLG count recorded only one tolerated unauthorised encampments in Darlington between July 2011 and July 2013. Similarly, the count recorded few tolerated unauthorised encampments throughout the whole of the North East region ranging from 17 in July 2011 to 13 in July 2013. However, the number of tolerated unauthorised encampments throughout England increased substantially during the same period from 1,587 in July 2011 to 2,496 in July 2013.



Source: CLG Caravan Count July 2013

4.24 For unauthorised encampments (not tolerated), there has been less fluctuation over the period July 2011 to July 2013. The CLG recorded no unauthorised encampments (not tolerated) in Darlington during the period. In contrast, the number of unauthorised encampments (not tolerated) in the region ranged from 5 in July 2013 to 23 in July 2013,

whilst the number of not tolerated unauthorised caravans in England remained relatively steady at 2,400 in July 2011 to 2,303 in July 2013.

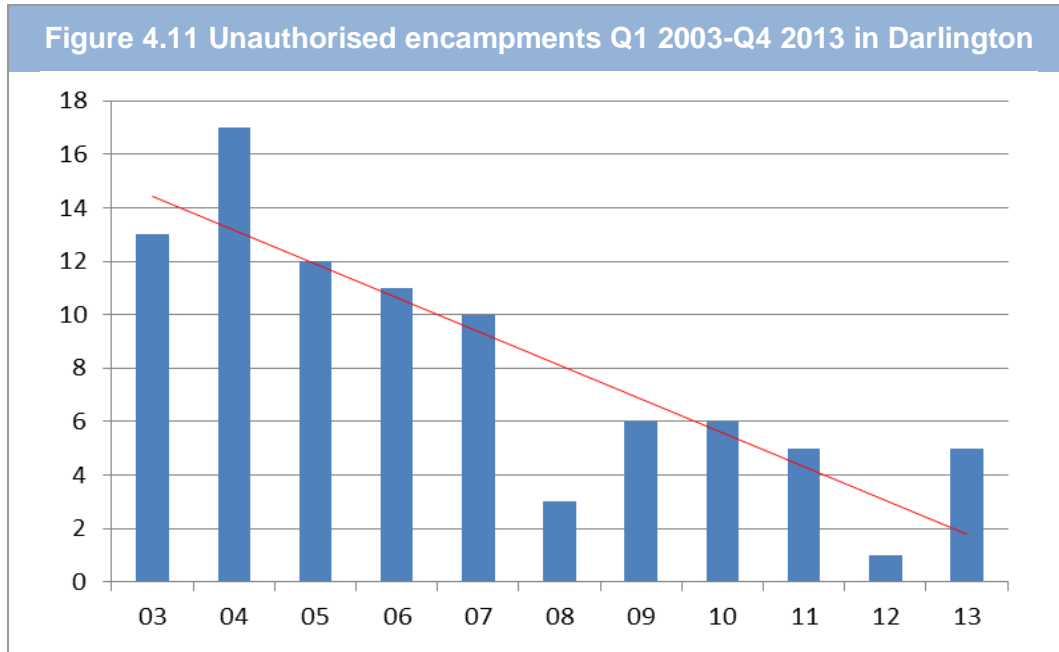


Source: CLG Caravan Count July 2013

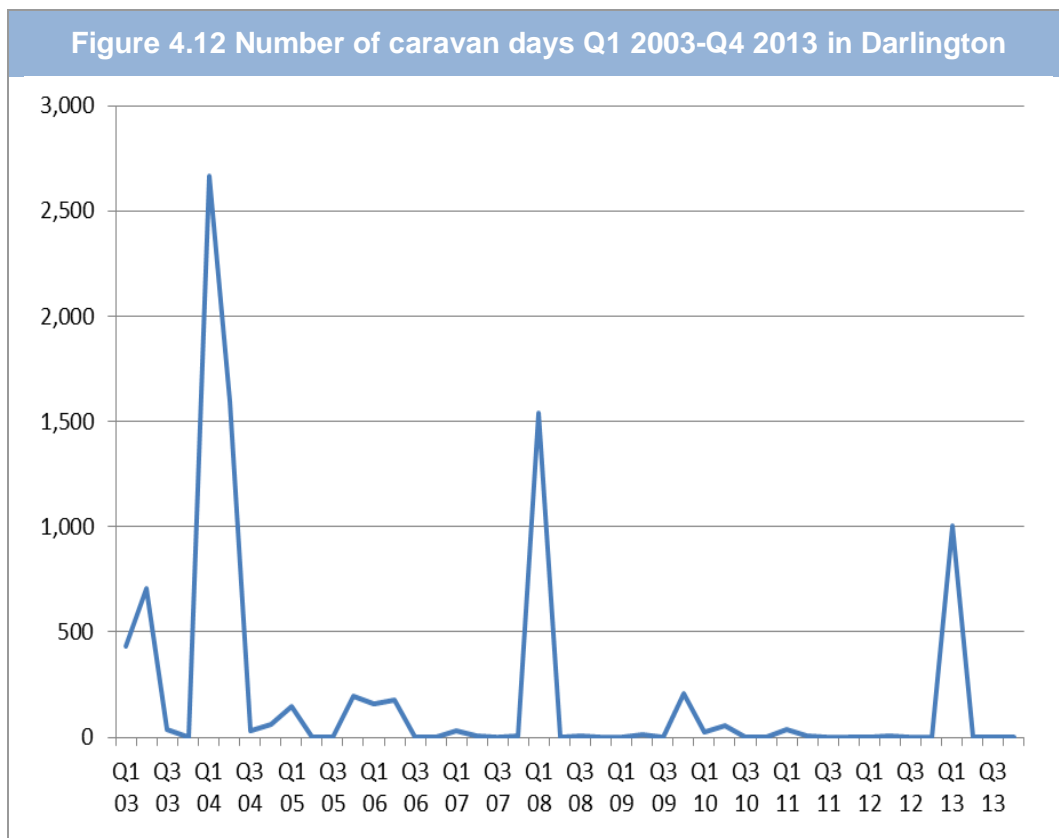
Unauthorised encampments

- 4.25 As previously noted, the CLG data on unauthorised encampments is of limited accuracy, although it may indicate general trends. Darlington Borough Council keeps more detailed records of unauthorised encampments. Between January 2003 and December 2013 there were 89 instances of unauthorised encampments within Darlington lasting a total of 867 days. The trend line shown in Figure 4.11 suggests that the number of unauthorised encampment incidents has gradually declined over the 10 year period. However, it is possible that the low number of unauthorised encampments is at least partly due to some families living in caravans on family and friends' drives and yards (see Chapter7).
- 4.26 It is possible to determine the extent of unauthorised encampments by multiplying the number of vehicles by the number of days they remain on the unauthorised site. The resulting figure is known as unauthorised caravan days. Between January 2003 and December 2013 there were 9,154 unauthorised caravan days within Darlington. Seasonal trends may explain some of the variation shown in Figure 4.13 (unauthorised encampments are more likely during the summer months). Also, the 'spikes' in Figure 4.12 can be explained as the consequence of specific events (e.g. Christian conventions) which lead to a large number of unauthorised caravans remaining for extensive periods.
- 4.27 It is also important to note that most Darlington do not record family names so it is not possible to determine whether the unauthorised encampments are due a larger or smaller number of families. However, previous GTAA's undertaken by *RRR Consultancy* suggest that up to two thirds of unauthorised caravan days are due to the movements of only a few

families. This is likely to be the case in Darlington although it must be acknowledged that there is no direct evidence to support this finding.



Source: Darlington Borough Council 2014



Source: Darlington Borough Council 2014

Travelling Showpeople

- 4.28 Data is also available in the study area from planning data showing provision for Travelling Showpeople. Currently, there are no Travelling Showpeople yards within Darlington Borough. The cultural practice of Travelling Showpeople is to live on a plot in a site yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is kept on the same plot.
- 4.29 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. The accommodation needs of Travelling Showpeople are discussed in more detail in Chapter 8.

Summary

- 4.30 There are two major sources of data on Gypsy and Traveller numbers in the study area – the national CLG Caravan Count, and local authority data. The CLG count has significant difficulties with accuracy and reliability. Both break down the caravans or pitches counted according to type and tenure.
- 4.31 The CLG count indicates that the North East contains the smallest number of Gypsy and Traveller caravans in England. When population is taken into consideration, it has below the national average density at 21 caravans per 100,000 settled population compared to 41 caravans per 100,000 settled population for England.
- 4.32 However, Darlington's count is one of the highest in the North East region with 112 caravans recorded by the July 2013 CLG count. When population is taken into account the density of caravans within the North East region area varies widely. Four areas (Sunderland, North Tyneside, Newcastle upon Tyne and Hartlepool) contain no caravans; Redcar and Cleveland, Gateshead, County Durham, Northumberland, Stockton-on-Tees and Middlesbrough contain relatively low densities of caravans; whilst South Tyneside and Darlington contain relatively high densities of caravans.
- 4.33 There are 68 permanent authorised pitches (63 were occupied and 5 were vacant during the survey period), and 24 transit pitches. Importantly, planning permission has been granted for 57 additional pitches within the study area which have yet to be developed.
- 4.34 The numbers of caravans on authorised sites in England and the North East have increased slightly since July 2011. However, whilst fluctuating, the figures suggest that there has been an overall decrease in the number of caravans residing on authorised sites within Darlington between July 2011 and July 2013. The number of unauthorised caravans throughout Darlington recorded by the CLG count has remained fairly low over the period July 2011 to July 2013. The CLG count recorded only one tolerated unauthorised encampment in Darlington between July 2011 and July 2013.

- 4.35 Darlington Borough Council keeps more detailed records of unauthorised encampments. Between January 2003 and December 2013 there were 89 instances of unauthorised encampments within Darlington lasting a total of 867 days. Trend analysis suggests that the number of unauthorised encampment incidents within Darlington Borough has gradually declined over the 10 year period. However, it is possible that the low number of unauthorised encampments is at least partly due to some families living in caravans on family and friends' drives and yards.

5. Stakeholder consultation

Introduction

- 5.1 Consultations with a range of stakeholders were conducted in May 2014 to provide in-depth qualitative information about the accommodation needs of Gypsies and Travellers. The aim was to obtain both an overall perspective on issues facing Gypsies and Travellers, and an understanding of local issues that are specific to the study area.
- 5.2 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate a focus group was undertaken with stakeholders and representatives from Darlington local authority and neighbouring local authorities including: District council officers with responsibility for Gypsy and Traveller issues, planning policy officers, planning officers, housing strategy officers and enforcement officers).
- 5.3 Themes covered in the interviews included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the focus group and highlights the main points that were raised. Following the focus group, telephone interviews were conducted with attendees and other key stakeholders from Darlington BC and surrounding authorities.

Gypsy and Traveller Accommodation Assessments (GTAAAs)

- 5.4 The significance and role of the Gypsy and Traveller Accommodation Assessment (GTAA) was discussed. Some stakeholders regarded it as a planning exercise undertaken primarily to determine the need for additional pitches. A number of stakeholders saw the GTAA as providing evidence to support the need for provision.
- 5.5 Stakeholders were aware of the importance of cross boundary working and the duty to cooperate in order to meet the accommodation needs of Gypsies and Travellers throughout the study area and beyond. A number of stakeholders were from neighbouring Tees Valley authorities. They spoke about how they work together across the boundaries on a wide range of issues, including Gypsies and Travellers. It was felt that those authorities which shared a physical boundaries work more closely with one another.
- 5.6 Previous GTAAAs were discussed including the Tees Valley GTAA (2008). This was undertaken on behalf of the five Tees Valley local authorities (Darlington Borough Council, Hartlepool Borough Council, Middlesbrough Council, Redcar and Cleveland Borough Council, and Stockton-on-Tees Borough Council). Stakeholders commented that there was some disagreement between the local authorities regarding how overall needs should be met. This has led to an acceptance that local authorities may need to independently update GTAAAs (see the 'Duty to Cooperate' section below).

Accommodation

- 5.7 Stakeholders reported differences in terms of demand for accommodation across the study area and the neighbouring authorities. It was noted that some authorities, particularly Darlington BC, contain a relatively large Gypsy and Traveller population living on both sites and in housing, while others, such as Hartlepool BC, contain no permanent Gypsy and Traveller population.
- 5.8 Stakeholders spoke about how the local area contains some well-established business people from the Gypsy and Traveller community who have lived in Darlington for generations. One suggested that although much emphasis is placed on the needs of Gypsy and Traveller families living on sites, it is important not to ignore the needs of those living in bricks and mortar accommodation.
- 5.9 It was noted that whilst there is a demand for additional Gypsy and Traveller accommodation throughout the region, there are a number of potential sites which have planning permission but have not yet been developed. Also, there are vacant pitches throughout the region including some within the Darlington BC area. However, it was suggested that in some instances, whilst pitches appear vacant, it is possible that the occupying family are extensively travelling. Similarly, different family members may use the same pitch at different times.
- 5.10 Stakeholders stated that local planning applications evidence the demand for new sites whilst there remain vacant pitches on existing sites. It was suggested that this is because both nationally, and locally, families would prefer to live on their own small sites rather than reside on pitches located on larger sites. This reluctance to live on larger sites may be due to a range of factors including cultural differences or family feuds. Most families living in Darlington identify themselves as Romany Gypsies.
- 5.11 A number of families in Darlington who previously lived on large sites are currently living with family and friends on drives and gardens due to lack of money as it is cheaper to live with a relative or friend than to pay rent for pitches. The local authority has not received many complaints about this issue although it has been given some negative coverage in the local media.
- 5.12 Stakeholders discussed the complexity of the travelling community. Cultural differences, not only between Romany Gypsy and Irish Travellers, but also between individual families, were acknowledged. The Darlington Gypsy and Traveller community consists predominately of Romany Gypsies, and some stakeholders spoke about how Irish Travellers are unlikely to want to reside on the same sites.
- 5.13 It was suggested that whilst ideally, all Gypsy and Traveller families have equal access to sites, in reality, access may be restricted by wardens or by currently occupying families. Who manages sites e.g. whether by the local authority, Gypsy and Traveller community, or private owner, can determine access. So, local sites managed by the Gypsy and Traveller

may be well managed and experience less conflict, but may also restrict access to other families. Also, as families often travel and contact details change, it may be difficult to contact them when a vacant pitch arises.

- 5.14 In relation to new provision in the borough, planning permission has been granted for a new site consisting of 20 pitches. According to stakeholders, the £1.8m Homes and Communities Agency (HCA) funded site will have to adhere to HCA regulations regarding site design and management. Some stakeholders expressed concerns about the location of the new site as being too close to the existing Neasham Road site.
- 5.15 In relation to site size, some stakeholders stated that Gypsies and Travellers prefer small, family-owned sites. They spoke about the need for more small sites, with rental pitches to meet the needs of families unable to develop their own site. It was noted that until fairly recently, the borough did not contain many small family sites. Allowing existing small, family sites to expand was regarded by stakeholders as a possible means of meeting need. However, it was acknowledged that this would meet only the needs of the occupying family and not the needs of the broader Gypsy and Traveller community. Also, it was agreed that there is no 'one size – fits all' 'ideal' site because Gypsy and Traveller families are as varied families living in the settled community.
- 5.16 Stakeholders discussed the concept of 'ideal' sites which elicited a range of responses. CLG (2007) guidance on good site design which promoted good practice and acknowledged minimum standards (especially in relation to space) was cited. There was discussion regarding utility blocks. Stakeholders suggested that each pitch should have its own utility block as, for cultural reasons, Gypsies and Travellers are reluctant to share communal toilets or washing facilities. They recognised the need spoke for communal spaces and buildings (which can be used when families are meeting service providers), safe places for children to play, and provision for work equipment.
- 5.17 However, it was acknowledged that families are not always keen to use facilities. For example, when the Honeypt Lane site was refurbished a parking lot for heavy goods vehicles was provided for residents. However, it was frequently used by non-residents and children would play on the parked vehicles. Similarly, communal space was provided at the Honeypt Lane site for health visitors. However, families felt uncomfortable using it and preferred the health visitor to see them either in their own caravan or at local health centres. The health visitor building is now used for warden accommodation. Also, one stakeholder said that, although important, families usually don't want to live immediately adjacent to play spaces or spaces for animals.
- 5.18 In relation to Travelling Showpeople, there are currently no yards in Darlington, but some in neighbouring local authority areas (Middlesbrough, Durham and Sunderland). Also, one family currently residing in Middlesbrough would prefer to live Darlington due to family contacts and for work reasons. One stakeholder said that there are other Travelling Showpeople families who would like to reside in the Darlington area.

Barriers

- 5.19 Stakeholders discussed barriers to new accommodation provision. Gaining planning permission for a new site was regarded as a significant hurdle. As such, local applicants sometimes sought planning permission for the minimum number of pitches with the intention of seeking permission for further pitches at later date. This was not problematic if the site was large enough to cope with expansion. However, the most important hurdle was initially gaining planning permission. It was acknowledged that some planning permissions for new sites within the borough were initially refused but later granted on appeal.
- 5.20 Preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes. For example, it was suggested by some stakeholders that Gypsies and Travellers living in bricks and mortar accommodation or on permanent sites were 'settled' and, as such, less likely to be regarded as requiring support. Similarly, it was stated that planning guidance tended to focus on the nomadic characteristic of Gypsies and Travellers. However, it was recognised that economic and social factors meant that families were nowadays less likely to travel. Also, CLG (2012) planning guidance acknowledges that families may have ceased to travel temporarily or permanently.
- 5.21 It was suggested that local authorities tend to prioritise the provision of new affordable housing over new sites. Also, the provision of new sites rather than affordable housing was sometimes regarded as a contentious issue. This was particularly the case if land allocated for a new site was regarded by the local community as being better used for e.g. affordable housing or commercial space. There was recognition of the need to provide new accommodation for Gypsies and Travellers, but that their needs were frequently regarded as being a low priority compared with other community groups.
- 5.22 One stakeholder stated: "people don't want a Gypsy and Traveller site near their house because there is a belief of increased crime". However, according to the police representative this is not the case.
- 5.23 Interestingly, stakeholders said that public perceptions of Travelling Showpeople differed from Gypsies and Travellers. The former are regarded as providing a popular, cultural service and are more defined by the public by the type of work they undertake. It was suggested that the media are less likely to portray Travelling Showpeople negatively. Also, there has been negative media attention on the cost of new sites making it difficult to obtain support for new provision.
- 5.24 It was suggested that barriers impact on the provision of new sites. There was agreement that alternative means of providing new accommodation for Gypsies and Travellers needs to be considered. Again, it was noted that access to pitches may be restricted by wardens or by currently occupying families. Stakeholders felt that conventional waiting lists are not necessarily the best way to allocate pitches.

- 5.25 They spoke about how Gypsies and Travellers using certain planning consultant for help and support with their planning applications. Although Darlington Borough Council do not do so, it was suggested that a barrier for Gypsies and Travellers preparing and submitting plans for new provision is that some councils charge for advice. One stakeholder stated that whilst their local authority usually charges for planning advice, they do not do so in the case of Gypsies and Travellers. They proactively offer this service free of charge in order to encourage private site development.

Availability of land

- 5.26 It was acknowledged by stakeholders that the availability of land is a key issue in relation to the accommodation needs of Gypsies and Travellers. The process of identifying suitable land for site development was deemed problematic. Some authorities have a separate allocation places for Gypsies and Travellers.
- 5.27 Stakeholders discussed barriers to identifying and obtaining land suitable for new sites. One issue was that whilst land owners may be keen to capitalise on land values by releasing for the development of market housing they were more reluctant to sell it for affordable housing or sites. For this reason stakeholders agreed that it more likely for local authority owned land to be used for new sites. However, stakeholders noted that local authorities are seeking to maximise capital receipts from land – a factor which might negatively impact on the likelihood of using land for new sites.
- 5.28 It was stated that few people will sell land to Gypsies and Travellers. One problem is that applicants do not know if they will gain planning permission. So, even if Gypsy and Traveller families have finance available to buy land, it is difficult for them to gain planning permission and to develop it.
- 5.29 It was mentioned that Gypsy and Traveller families tend not to want help from local authorities to find land as there can be a lack of trust. Also, many Gypsies and Travellers have literacy problems and are unable to understand the planning system.
- 5.30 It was acknowledged that there are complications involved in providing mixed use sites (work and living spaces on same site). However, Gypsies and Travellers tend to have mixed views about such sites – some may want them for work purposes, whilst others are concerned about problems that may occur such as increased traffic. It was also noted the larger size of pitches on mixed use sites may limit total pitch numbers.
- 5.31 In relation to Travelling Showpeople, stakeholders spoke about how the Showpeople's Guild (of which most Travelling Showpeople are members) can influence whether families are allocated yards. Unlike Gypsies and Travellers, they do not tend to buy land until they know they can get planning permission. One family living on a yard in Middlesbrough have expressed a desire to move to Darlington, due to overcrowding at their current yard, although they are struggling to find appropriate land. They are working with Darlington Council officers to try and address these issues.

Transit provision and travelling patterns

- 5.32 Stakeholders stated that Darlington does not currently experience a high number of unauthorised encampments [see Chapter 4 for figures]. Honeypot Lane has 24 transit pitches. Families living on the site have told stakeholders that they do not like using the communal toilets at Honeypot Lane. They would prefer restricted access to toilets (even if they are shared) so that they can keep them clean for their family.
- 5.33 A stakeholder spoke about how there used to be transit provision on one site before it was closed for refurbishment. However, the transit provision wasn't regularly used by families so is now being gradually transferred to permanent use.
- 5.34 Stakeholders discussed travelling patterns. It was suggested that travelling is an integral aspect of the Gypsy and Traveller community, and that families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. The main reasons for travelling were deemed: to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity.
- 5.35 It was agreed that it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries and beyond. They spoke about how travelling patterns are often determined by where family and friends reside. Also, it was suggested that if available, families will often use one another's pitches when travelling.
- 5.36 Stakeholders stated that in relation to Darlington, most travel by Gypsy and Traveller families is north-south rather than east-west. They agreed that there is certainly a 'north-south' route throughout the study area although the location of current sites may impact on routes i.e. families may be attracted towards existing sites. Also, it was suggested that the A1 and M66 are key travelling routes. When families are more likely to travel is linked to events such as Appleby Fair – families from Darlington travel out of the local area to fairs, whilst other families move into the Darlington area to attend fairs.
- 5.37 Stakeholders spoke about how those Gypsy and Traveller families living locally in bricks and mortar accommodation often travel more than those living on sites. One spoke about the need to consider the particular needs of families living in housing e.g. the need to accommodate caravans. When travelling, families living in bricks and mortar accommodation are less likely to lose their accommodation compared to families living on sites. It was suggested that considering such issues would enable Gypsy and Travellers to better integrate into the settled community. Stakeholders cited a report by East Durham Homes (2010)⁵² in which Gypsy and Traveller families living in bricks and mortar accommodation spoke about issues such the fear of losing a tenancy when travelling

⁵² East Durham Homes, *Report of the consultation with Gypsy and Travellers*, May 2010 located at: [http://www.eastdurhamhomes.co.uk/SiteCollectionDocuments/East%20Durham%20Homes%20Traveller%20Report%](http://www.eastdurhamhomes.co.uk/SiteCollectionDocuments/East%20Durham%20Homes%20Traveller%20Report%20)

(despite paying rent), a lack of space for trailers or animals, and hostility from the settled community.

Access to Services

- 5.38 Stakeholders felt that access to services was very important for all Gypsy and Traveller families. They spoke about how Gypsies and Travellers continue to face problems when accessing services and how this is sometimes due to service providers not understanding their needs. One stakeholder spoke about how they are considering providing training for agencies on Gypsy and Traveller issues.
- 5.39 They also spoke about the need for awareness raising and training of professionals working with families – to improve access to services and break down barriers. Through the Integration Advisory Group, Gypsies and Travellers are working on raising awareness of Gypsies and travellers in the area, and presenting positive images of the culture across Darlington.
- 5.40 One stakeholder spoke about how Darlington Gypsies and Travellers do not always use local provision but will travel to the most appropriate health centre that deals with a particular health issue. They use communal networks including family and friends to help determine appropriate health services. Again, it was suggested that some Gypsy and Traveller families move into housing in order to obtain the best education for children. Finally, stakeholders spoke about the important role the church plays in helping families access services.

Education services

- 5.41 Stakeholders spoke about the Darlington Traveller Education and Attainment Service (TEAS) team. They stressed how the team are providing a specialist education service for Gypsy and Traveller families providing support based on specialist knowledge and awareness of families, their culture, and history. They stressed the importance of cultural awareness as a way of addressing barriers.
- 5.42 Some stakeholders referred to studies which have consistently identified Gypsy, Roma and Traveller pupils as most at risk of educational under-achievement. However, they pointed to evidence which suggests that, given the right learning environment and experiences, Gypsy, Roma and Traveller pupils are equally successful educationally as any other ethnic group.
- 5.43 They spoke about how Gypsy and Traveller culture, lifestyle and history impact on their lives and how important it is that those working with Gypsies and Travellers understand the importance of such factors. For example, they stated that due to lifestyles and limited space, school bags are not usually allowed in the caravans. This leads to homework being neglected. In partnership with schools, the TEAS team set up a homework club so that children could complete their homework at school.

- 5.44 It was recognised that travelling patterns have changed over time. There has been a decrease in families travelling as a whole, particularly during term time. For example, throughout the year, men are more likely to travel for work reasons whilst women are more likely to stay at home. One reason is that there is greater acknowledgement of the need for children to gain a good education. They are more likely to travel as a family during holiday periods or if they do travel in term time, it is likely to be for specific events, such as Appleby Fair.
- 5.45 In conjunction with schools, the TEAS provide school work packs for those families with children who still travel as a family unit. The TEAS cited an example of how they secured temporary school places for a family travelling between Darlington and Doncaster. Also, the local authority aid home tutoring to some Gypsy and Traveller families.
- 5.46 Stakeholders acknowledged that Gypsy and Traveller children are more likely to attend primary schools than secondary schools. Secondary school age children are more likely to receive home tutoring, but this is most likely to be provided by parents and monitored by the local authority. The TEAS estimate that around 50 Gypsy and Traveller children attend secondary school in Darlington, and that through the TEAS the number is increasing.
- 5.47 Some Stakeholders spoke about how families struggle with the transition to secondary education. Some parents see secondary education as a threat to the Gypsy and Traveller culture leading them to remove their children from secondary education in order to learn a trade. Also, they stated that some Gypsy and Traveller children attending secondary school feel that there is a lack of support.
- 5.48 In response, the TEAS work closely with Gypsy and Traveller families and the schools. In conjunction with the schools, they provide support for those children who are unable to attend 'transition days' (support offered by schools during the summer term for those children transitioning from primary to secondary education). They stated that such support is important in determining whether Gypsy and Traveller children remain in secondary education.

Health services

- 5.49 Stakeholders emphasised the benefits of having specialist staff working with Gypsies and Travellers. They spoke about the importance of health workers understanding of how and culture and lifestyle impacts on the health needs of families. They also emphasised the importance of building trust between service providers and the families, but acknowledged that this can take time.
- 5.50 It was mentioned that how the layout and facilities of the large sites (Honeypot Lane and Neasham Road) can impact on health. For example, the need to share utility blocks impacts on health and hygiene as, for cultural reasons, Gypsies and Travellers are reluctant to share toilets and showers.

- 5.51 Similarly, stakeholders suggested that there is some concern about how a lack of safe play areas and fenced off pitches impacts on the health and safety of children. It was suggested that that clearly delineated play spaces for children (including having pitches clearly individually fenced off) would both improve safety and help with learning and developmental processes.
- 5.52 Stakeholders acknowledged that Gypsies and Travellers living in bricks and mortar accommodation are more likely to experience health issues compared with those living on sites. As such, they stated that it was important to recognise that families living in bricks and mortar accommodation require as much help accessing health services as those living on sites.
- 5.53 Unfortunately, an attempt to provide health services through SureStart on the Honey Pot Lane site proved unsuccessful as families were reluctant to use it. This was because families do not want to discuss health issues in public spaces and prefer to discuss them in private. Finally, the health workers spoke about the need to break down the barriers preventing Gypsy and Traveller families accessing services such as health and education, but stated that this must be done in a culturally sensitive way.

Bricks and mortar accommodation

- 5.54 Generally, stakeholders felt that the accommodation needs of local Gypsies and Travellers wanting to live in social housing is being met. It was suggested that families prefer to live in small clusters where they can provide mutual support. One negative correlate was that non-Gypsy and Traveller families may not want to live in a particular area if it is associated with Gypsies and Travellers. It was noted that some Gypsy and Traveller families currently residing in bricks and mortar accommodation would prefer to live on site.
- 5.55 Stakeholders agreed that it is very difficult to measure or estimate the number of local Gypsy and Traveller families living in bricks and mortar accommodation. They spoke about little awareness or knowledge of where housed Gypsy and Traveller families were living and acknowledged that there are clear gaps in information.
- 5.56 It was acknowledged that whilst some families adapt well to living in bricks and mortar accommodation others struggle. In particular, families with children attending school may resort to hiding their identity in order to avoid bullying and harassment. It was noted that Gypsy and Traveller children living in bricks and mortar accommodation were more likely to attend secondary school compared to those living on sites. Generally, there is anecdotal evidence that Gypsies and Travellers living in bricks and mortar accommodation do better compared to those living on sites
- 5.57 Similarly, Gypsy and Traveller families living in bricks and mortar accommodation may not identify themselves as such in order to avoid discrimination when trying to gain

employment. However, even when living in bricks and mortar accommodation travelling was important for families.

- 5.58 Some stakeholders spoke about how some Gypsies and Travellers would prefer live on site but reside in bricks and mortar accommodation to avoid social stigma and to improve the health and education opportunities of children. It was also discussed how they suppress their culture and identity in order to prevent potential stigma.

Communication

- 5.59 Stakeholders discussed issues concerning cooperation on Gypsy and Traveller issues between different authorities and agencies. It was noted that local authorities have a duty to cooperate with one another in a planning context although no formal channels exist. It was agreed that the extent of communication between local authorities on Gypsy and traveller issues can vary.
- 5.60 They spoke about how there is no specific responsibility for dealing with Gypsies and Travellers, and how it “falls across different departments.” They felt that this emphasised the need for further cooperation and communication between departments and agencies. They spoke about how all departments have an important role to play and how better communication would lead to long-term financial benefits. Alternatively, it was recognised that there are costs to not dealing with Gypsy and Traveller issues.
- 5.61 One stakeholder mentioned that they hold an Integration Advisory Group (IAG) every two or three months in Darlington in order to respond to issues around cohesion. The IAG is chaired by the police and attended by representatives from different minority groups across Darlington. It has been running for 4 years. At least two members of the local Gypsy and Traveller community have attended on a regular basis. However, stakeholders acknowledged that although initiatives such as the IAG are helping to address problems of cohesion, the issues are diverse and complex.
- 5.62 It was felt that local authorities and agencies are trying to integrate services as far as possible. Stakeholders spoke about how in Darlington they had developed a forum working group, although it only met when a problem arose or to discuss a particular policy development. It was suggested that the forum should meet on a regular basis although some said that it never provided much support. However, all stakeholders recognised the benefit of having a multi-agency group which specifically looked at issues regarding Gypsies and Travellers. This was particularly the case when the forum first met as agencies gained a better understanding of the types services provided to Gypsies and Travellers by one another.
- 5.63 The need to understand the complexities of the Gypsy and Traveller culture was emphasised. It was recognised that despite there being cultural differences, all Gypsy and traveller families were regarded as belonging to the same homogenous group. Local

agencies need to recognise that the Gypsy and Traveller community is as diverse as the settled community.

- 5.64 Stakeholders discussed how there is a need for more and better information about Gypsies and Travellers. It was discussed how people tend only to experience negative media coverage of Gypsy and Traveller issues and that changing attitudes takes time. The local media have begun to moderate offensive comments about Gypsies and Travellers posted on its web pages by the public.
- 5.65 They spoke about how Gypsies and Travellers have always had their own communication networks to help determine the best travelling places and routes, how to access services, and to determine how family and friends are doing. It was also suggested that Gypsy and Traveller families are increasingly using social media such Facebook and Twitter to communicate and that these offer an effective alternative to traditional forms of mass media.

Summary

- 5.66 The focus group and interviews with key stakeholders offered important insights into the main issues faced by Gypsies and Travellers within the study area. Stakeholders reported differences in terms of demand for accommodation across the study area and the neighbouring authorities. It was noted that some authorities, particularly Darlington BC, contain a relatively large Gypsy and Traveller population living on both sites and in housing, while others, such as Hartlepool BC, contain no permanent Gypsy and Traveller population.
- 5.67 It was noted that whilst there is a demand for additional Gypsy and Traveller accommodation throughout the region, there are a number of potential sites which have planning permission but have not yet been developed. Also, there are vacant pitches throughout the region including some within the Darlington BC area.
- 5.68 In relation to new provision in the borough, planning permission has been granted for a new site consisting of 20 pitches. According to stakeholders, the £1.8m Homes and Communities Agency (HCA) funded site will have to adhere to HCA regulations regarding site design and management.
- 5.69 In relation to site size, some stakeholders stated that Gypsies and Travellers prefer small, family-owned sites. They spoke about the need for more small, rental pitches to meet the needs of families unable to develop their own site.
- 5.70 Stakeholders stated that Darlington does not currently experience a high number of unauthorised encampments. The main reasons for travelling were deemed to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity. In relation to Darlington, most Gypsy and Traveller families travel north-south rather than east-west

- 5.71 Stakeholders discussed barriers to new accommodation provision. Gaining planning permission for a new site was regarded as a significant hurdle. Although Darlington Borough Council do not do so, it was suggested that one barrier for Gypsies and Travellers preparing and submitting plans for new provision is that some councils charge for advice.
- 5.72 Stakeholders agreed that it is very difficult to measure or estimate the number of Gypsy and Traveller families living in bricks and mortar accommodation. They spoke about little awareness or knowledge of where housed Gypsy and Traveller families were living and acknowledged that there are clear gaps in information.
- 5.73 It was acknowledged by stakeholders that the availability of land is a key issue in relation to the accommodation needs of Gypsies and Travellers. The process of identifying suitable land for site development was deemed problematic. Some authorities have a separate allocation places for Gypsies and Travellers.
- 5.74 Stakeholders felt that access to services was very important for all Gypsy and Traveller families. Some local authorities are considering providing training for agencies on Gypsy and Traveller issues.
- 5.75 Finally, local authorities and agencies are trying to integrate services as far as possible. An Integration Advisory Group (IAG) meets every two or three months in Darlington in order to respond to issues around cohesion. The IAG is chaired by the police and attended by representatives from different minority groups across Darlington, including representation from the Gypsy and Traveller Community.

SECTION B: NEED ASSESSMENTS

The second section of this report contains the accommodation need assessments. Chapter 6 presents key findings drawn from analysis of the surveys undertaken with Gypsy and Traveller families living on sites. Chapter 7 discusses the accommodation needs of Gypsy and Traveller families living in bricks and mortar accommodation. Chapter 8 discusses the accommodation needs of Travelling Showpeople. Chapter 9 contains the assessments for Gypsies and Travellers, and outlines need in terms of residential pitches, transit/emergency pitches and bricks and mortar accommodation. Chapter 10 draws conclusions on the research findings.

6. Gypsies and Travellers living on sites

Introduction

- 6.1 This chapter examines the key findings derived from the Gypsy and Traveller survey (primary research). It looks at key issues such as satisfaction with current accommodation, access to services, and health and education needs. It is based on a survey of 54 households⁵³ living on sites in the study area.
- 6.2 Face-to-face interviews were undertaken with household representatives between April 2014 and June 2014. Interviews were often conducted in the presence of partners, children or extended family members. In order to maximise response rates, sites were visited on several occasions. As Gypsies and Travellers usually travel during the summer months very few families were travelling during the survey period.

Table 6.1 Breakdown of sample living on sites			
	Auth. Site	Unauth. site	Total
Families	54 (100%)	0 (0%)	54 (100%)

Source: 2014 GTAA

- 6.3 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the proportion of occupied authorised pitches to the number of completed surveys:

Table 6.2 Sample weighting	
Pitches	63
Sample	50
%	79.4%
Weight	1.260

Source: 2014 GTAA

- 6.4 Applying weighting means that a total of 67 families are represented by the survey including 63 residing on occupied authorised pitches and 4 on transit pitches.

⁵³ The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

Gypsies and Travellers living on sites

Population Characteristics

- 6.5 The survey represented 240 Gypsies and Travellers living on authorised permanent and transit sites. Interestingly, this compares with figures derived from the 2011 Census which suggests there are 350 Gypsies and Travellers living in the study area⁵⁴. However, the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation and a smaller proportion living on sites. The average size of families living on the survey sites is 3.6 people compared to a 2011 UK average of 2.4.
- 6.6 The survey was completed by respondents representing a fairly wide range of age groups. Just under a third (30%) of respondents were aged between 21-30 years, compared to around a fifth aged 31-40 (21%) or 41-50 (19%). Smaller proportions of respondents were aged 51-60 years (13%), 61-70 (11%), or aged 71 years or over (6%).
- 6.7 However, the households represented by the survey contained high proportions of younger people with two fifths (40%) of all respondent household members aged 17 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under.
- 6.8 Around four fifths (82%) of respondents completing the survey were female compared with one third (18%) males. Although the survey was undertaken throughout all times during the day (usually between 9am and 7pm), the gender difference may reflect the likelihood that females (especially those with young children) are more likely to reside on site during the day.
- 6.9 The gender composition of survey household members is 41% male and 59% female. This differs from the findings of the 2011 Census which suggests that slightly more than half of all Gypsy and Traveller family members residing in the study area were female (52%) and just under half (48%) male.
- 6.10 Nearly all (99%) Gypsy and Traveller families living on sites in the study area described themselves as Romany Gypsies compared with only one Irish Traveller family (1%).

⁵⁴ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

Table 6.3 Number of people in household		
	No	%
1 person	8	12%
2 people	12	18%
3 people	11	16%
4 people	17	25%
5 people	10	15%
6-10 persons	9	13%
Total	67	100%

Source: 2014 GTAA

Table 6.4 Respondent age		
	No	%
21-30 years	20	30%
31-40 years	14	21%
41-50 years	13	19%
51-60 years	9	13%
61-70 years	8	11%
71+	4	6%
Total	67	100%

Source: 2014 GTAA

Table 6.5 Age of household members		
	No	%
0-15 years	84	35%
16-17 years	13	5%
18-30 years	52	22%
31-40 years	29	12%
41-50 years	21	9%
51-60 years	25	10%
61-70 years	10	4%
71+	6	2%
Total	240	100%

Source: 2014 GTAA

Table 6.6 Respondent gender		
	No	%
Male	12	18
Female	55	82
Total	67	100

Source: 2014 GTAA

Table 6.7 Gender of household members

	No	%
Male	99	41%
Female	141	59%
Total	240	100%

Source: 2014 GTAA

Table 6.8 Ethnicity

	No	%
Romany/Gypsy	66	99%
Irish Travellers	1	1%
Total	67	100%

Source: 2014 GTAA

Residency characteristics

- 6.11 Respondents were asked the tenure of their current pitch. Over three quarters (77%) of respondents were renting privately, whilst just under a quarter (23%) own the pitch they currently occupy. Nearly all (97%) respondents were currently residing in their main home. The remaining two respondent families (3%) were living on transit pitches.
- 6.12 Nearly two thirds of respondents (64%) had lived on site for more than five years. Only 4 respondents (6%) had lived on site for less than one month (all residing on transit pitches) none for between 1- 3 months, 4 (6%) for between 4-6 months, 5 (7%) for between 7-12 months, 6 (9%) for between 1-2 years, and 5 (7%) for between 3-5 years.
- 6.13 The commitment of families to remaining on existing sites is reflected in the fact that nearly two thirds (63%) stated that they did not intend to move in the future. Only 3 (4%) respondents stated that they intended to move in less than 1 month, and 1 (1%) intended to stay for 7-12 months. However, nearly a third (31%) of respondents stated that they don't know how long they intend to stay at their current site. Similarly, nearly four fifths of respondents stated that they are not looking for somewhere else to live with only 1 (1%), stating that they are currently looking for somewhere else to live.
- 6.14 Reflecting the importance of maintaining familial relations to the Gypsy and Traveller community, when asked why they live in their local area nearly half (49%) of respondents stated that it is because they wanted to live close to family members. Other reasons included because 'it's home' (17%), because it is a peaceful area (13%), and because it is a safe area (12%).
- 6.15 Satisfaction rates with sites are fairly high with three fifths (60%) of respondents being either satisfied or very satisfied. However, two fifths (40%) of respondents stated that they were neither satisfied nor dissatisfied, or dissatisfied, with the site they currently occupy,

whilst no respondents being very dissatisfied. Satisfaction with site location is very high with nearly all (95%) of respondents stating that their site's location is 'good' or 'very good'.

- 6.16 The reasons for satisfaction with the site included being close to family (66%), being located in a peaceful area (29%), and the site itself (5%). Reasons for dissatisfaction with living on site were more varied with the most common reason being a lack of site facilities (15%). Other reasons for dissatisfaction included harassment and bullying (6%), 'not being permanent' (2%), and 'poor lighting' (1%).
- 6.17 Over two thirds of respondents living on site have their own utility block with 4 (6%) sharing and 16 (24%) having no utility. Satisfaction with amenity blocks was mixed with nearly four fifths (39%) of respondents stating they were satisfied compared with around a third (35%) stating they were dissatisfied. Families who were dissatisfied, commented on the poor condition of the utility blocks and how it was impacting on their family's health and wellbeing.
- 6.18 In terms of spatial requirements, just under half (46%) of respondent households stated that there is currently a lack of space on pitches. Nearly all (99%) agreed that there is currently sufficient space for a touring caravan, space for drying clothes, for a lockable shed. However, over two fifths stated that there is insufficient space for a large trailer (45%) and over a third (37%) for two vehicle parking spaces.
- 6.19 One key issue was that a third (33%) of all respondents stated that there is a lack of space for children to play on site. This is particularly the case at Honeypot Lane where more than half (53%) of respondents stated that there is a lack of space for children to play safely⁵⁵. Three families living on small family sites said that they wanted to increase the number pitches. Families living on the Honeypot Lane and Neasham Road sites spoke about limited pitch space, utility blocks being too small, and the need for fencing around pitches.
- 6.20 Another important issue mentioned by respondent households regarded fuel and electricity costs. In July 2013 the government defined a family as being 'fuel poor' if their income is below the poverty line (taking into account energy costs), and their energy costs are higher than is typical for their household type⁵⁶.
- 6.21 As the GTAA survey does not directly ask questions about household income, it is not possible to determine the extent of fuel poverty amongst respondent households. However, analysis of survey data shows that households spent an average of £42.97 per week on electricity, gas and other fuels costs including an average weekly expenditure of £22.95 per

⁵⁵ This perspective was supported by appeal decision APP/N1350/A/14/2217518 (8 August 2014) which found that "...the quality of the site is poor and not a suitable place to raise children given the lack of safe green space for the younger children and the poor standard of sanitary facilities".

⁵⁶ Department of Energy and Climate Change, *Fuel Poverty: a Framework for Future Action*, July 2013 located at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/211180/FuelPovFramework.pdf

week on gas and £20.02 per week on electricity. This compares with an average weekly household expenditure of £22.10 on electricity, gas and other fuels for all UK households in 2010⁵⁷. Finally, only 4 (6%) of respondents stated that the cost of their pitch was an issue.

Table 6.9 Tenure		
	No	%
Private rent	52	77%
Own pitch	15	23%
Total	67	100%

Source: 2014 GTAA

Table 6.10 Is this your main home?		
	No	%
Yes	65	97%
No	2	3%
Total	67	100%

Source: 2014 GTAA

Table 6.11 Length of residency		
	No	%
Less than 1 month	4	6%
1-3 months	0	0%
4-6 months	4	6%
7-12 months	5	7%
1-2 years	6	9%
3-5 years	5	7%
5+ years	43	64%
Total	67	100%

Source: 2014 GTAA

⁵⁷ Office for National Statistics (ONS), *Household expenditure edges higher, while spending patterns differ by income*, December 2012 located at: http://www.ons.gov.uk/ons/dcp29904_289553.pdf

Table 6.12 Intention to stay		
	No	%
Less than 1month	0	0%
1-3 months	3	4%
4-6 months	0	0%
7-12 months	1	1%
1-2 years	0	0%
3-5 years	0	0%
5+ years	0	0%
Do not intend to move	42	63%
Don't know	21	31%
Total	67	100%

Source: 2014 GTAA

Table 6.13 Are you looking for somewhere else to live?		
	No	%
No	53	79%
Yes, in this area	0	0%
Yes, elsewhere	1	1%
Don't know	13	19%
Total	67	100%

Source: 2014 GTAA

Table 6.14 Reasons for living in area		
	No	%
Being close to family	60	49%
It's home	21	17%
Peaceful area	16	13%
Safety	15	12%
Site	4	3%
Being close to facilities	3	2%
Close community	3	2%
Work	1	1%
Total	123	100%

Source: 2014 GTAA

Table 6.15 Satisfaction with the site		
	No	%
Very satisfied	6	9%
Satisfied	34	51%
Neither satisfied nor dissatisfied	23	34%
Dissatisfied	4	6%
Very dissatisfied	0	0%
Total	67	100%

Table 6.16 Rating of the site location

	No	%
Very good	1	1%
Good	63	94%
Neither good nor bad	3	4%
Bad	0	0%
Very bad	0	0%
Total	67	100%

Source: 2014 GTAA

Table 6.17 Reasons for satisfaction

	No	%
Being close to family	51	66%
Peaceful area	22	29%
Site	4	5%
Total	77	100%

Source: 2014 GTAA

Table 6.18 Reasons for dissatisfaction

	No	%
Nothing	50	57%
Lack of facilities	13	15%
Harassment and bullying	5	6%
Not permanent	2	2%
Other	2	2%
Poor lighting	1	1%
Total	87	100%

Source: 2014 GTAA

Table 6.19 Do you have a utility block

	No	%
Own amenity block	47	70%
Shared amenity block	4	6%
No amenity block	16	24%
Total	67	100%

Source: 2014 GTAA

Table 6.20 Satisfaction with utility block		
	No	%
Very satisfied	3	6%
Satisfied	17	33%
Neither satisfied nor dissatisfied	14	27%
Dissatisfied	9	18%
Very dissatisfied	8	16%
Total	51	100%

Source: 2014 GTAA

Table 6.21 Sufficient space		
	No	%
Yes	36	54%
No	31	46%
Total	67	100%

Source: 2014 GTAA

Table 6.22 Spatial requirements				
	Have		Need	
	No	%	No	%
Large trailer	37	55%	30	45%
Touring caravan	66	99%	1	1%
Space for drying clothes	67	100%	0	0%
Lockage shed	67	100%	0	0%
2 vehicle parking spaces	42	63%	25	37%

Source: 2014 GTAA

Table 6.23 Is there space on site for children to play safely?		
	No	%
Yes	45	67%
No	22	33%
Total	67	100%

Source: 2014 GTAA

Table 6.24 Expenditure on gas bottles		
	No	%
£0-£20	0	0%
£21-£40	0	0%
£41-£60	1	2%
£61-£80	2	4%
£81-£100	6	11%
£101+	47	84%
Total	56	100%

Source: 2014 GTAA

Table 6.25 Expenditure on electricity		
	No	%
£0-£20	6	9%
£21-£40	1	1%
£41-£60	1	1%
£61-£80	9	13%
£81-£100	12	18%
£101+	38	57%
Total	67	100%

Source: 2014 GTAA

Table 6.26 Is the cost of this pitch an issue for you?		
	No	%
Yes	4	6%
No	63	94%
Total	67	100%

Source: 2014 GTAA

- 6.22 Generally, respondents stated access to services such as shops, post offices, health services, and primary and secondary schools as being 'easy' or 'okay'. Respondents reported access to shops as being 'easy' (25%) or 'okay' (70%) whilst only 3 (4%) reported access as 'hard'.
- 6.23 A similar proportion reported access to post office services as being 'easy' (24%) or 'okay' (72%). Only 3 (4%) respondents reported access to post office services as being 'hard'. Again, a similar proportion stated access to health services as being 'easy' (15%), 'okay' (81%) or 'hard' (4%).
- 6.24 A sixth (16%) of respondents reported easy access to primary schools compared with 78% stating 'okay' and 4% 'hard'. A similar proportion stated access to secondary schools as being 'easy' (25%) or 'okay' (70%), compared with 4 (4%) respondents who reported access as being 'hard'.
- 6.25 The preferred methods of gaining information about services were through word of mouth (47%), newsletters (26%) or visits (16%). Smaller proportions of respondents preferred to receive information through a warden (8%), by the internet (5%) or through a newsletter. Literacy problems amongst some respondents emphasised the need for non-written forms of communication. Also, some respondents stated that they prefer to rely on members of their own community for support and information.
- 6.26 Around a third (31%) of all respondents stated that they had suffered discrimination when trying to access services. Similarly, 56 (84%) stated that they had been a victim of racism or bullying. However, none of the Gypsies and Travellers experiencing harassment or bullying had reported the incidence to the police. The main reasons for not doing so included wanting to deal with such problems themselves, ignore it or believe that reporting

incidences to authorities would be ineffective. An example of the type of discrimination families faced was taxi drivers refusing to drop them off at, or collect them from, a site – particularly the Honeypot Lane and Neasham Road sites.

Table 6.27 Access to services										
	Shops		Post office		Health services		Primary school		Secondary school	
	No.	%	No.	%	No.	%	No.	%	No.	%
Easy	17	25%	16	24%	10	15%	11	16%	17	25%
Okay	47	70%	48	72%	54	81%	53	78%	47	70%
Hard	3	4%	3	4%	3	4%	3	4%	3	4%
Total	67	100%	67	100%	67	100%	67	99%	67	100%

Source: 2014 GTAA

Table 6.28 Information about services		
	No	%
Word of mouth	46	47%
Newsletter	25	26%
Visit	16	16%
Warden	8	8%
Internet	3	3%
Total	98	100%

Source: 2014 GTAA

Table 6.29 Discrimination accessing services		
	No	%
Yes	21	31%
No	46	69%
Total	67	100%

Source: 2014 GTAA

Table 6.30 Victim of racism or bullying		
	No	%
Yes	56	84%
No	11	16%
Total	67	100%

Source: 2014 GTAA

Health, education and employment

6.27 Respondents were asked if they, or anyone else in their household, experienced health issues. The most common health issue cited was problems due to old age (12% of all respondent households) followed by a long-term health problem (10%). Smaller proportions of respondent households contain a person who suffers from asthma (6%), has a physical disability (6%), or contains a person with some form of sensory impairment (1%).

- 6.28 Most families either had a permanent (99%) or temporary (1%) registration with a General Practitioner (GP). No respondent households stated that they were not registered with a GP. Only one (1%) respondent household stated that they had experienced problems accessing health services in the local area.
- 6.29 The survey asked households with children whether they attended school. Over a quarter (40%) of all respondent households contain school-age children. Only in around a third (37%) of families containing school-age children do all attend school, whilst the majority of households (56%) contain some children who attend school. In only 7% of households did none of the children attend school. Also, only 1 (4%) of household contains children who receive home tutoring. The main reasons cited for children not attending school included bullying (11%), a lack of permanent address (4%), and travelling due to work (4%).
- 6.30 Respondents were asked about their own and their partner's employment status. Over half (57%) of all respondents described themselves as 'housewife' whilst 21% are self-employed and 12% retired. Only 2 (2%) of respondents described themselves as being employed. The employment status of respondent partners is similar with 70% described as self-employed, 7% retired and 1 (1%) employed full-time. However, few respondents (8%) stated that they found it difficult to find work.

Table 6.31 Health issues

	No	%
Problems due to old age	8	12%
Long-term illness	7	10%
Asthma	4	6%
Physical disability (adult, not old age)	4	6%
Sensory impairment	1	1%

Source: 2014 GTAA

Table 6.32 Registered with a GP

	No	%
Permanent	66	99%
Temporary	1	1%
Total	67	100%

Source: 2014 GTAA

Table 6.33 Problems accessing health services in the area

	No	%
Yes	3	4%
No	64	96%
Total	67	100%

Source: 2014 GTAA

Table 6.34 Ever been refused to be taken on at a GP surgery?		
	No	%
Yes	1	1%
No	66	99%
Total	67	100%

Source: 2014 GTAA

Table 6.35 School age children in family		
	No	%
Yes	27	40%
No	40	60%
Total	67	100%

Source: 2014 GTAA

Table 6.36 Attend school		
	No	%
Yes, all	10	37%
Yes, some	15	56%
No	2	7%
Total	27	100%

Source: 2014 GTAA

Table 6.37 Children receive home tutoring		
	No	%
Yes, all	1	4%
Yes, some	3	11%
No	23	85%
Total	27	100%

Source: 2014 GTAA

Table 6.38 Anything stopped your children going to school?		
	No	%
Bullying	3	11%
Lack or permanent address	1	4%
Travelling due to work	1	4%
Total	5	19%

Source: 2014 GTAA

Table 6.39 Employment status		
	No	%
Housewife	38	57%
Self-employed	14	21%
Retired	8	12%
Unemployed	5	7%
Employed full-time	1	1%
Employed part-time	1	1%
Total	67	100%

Source: 2014 GTAA

Table 6.40 Partner's employment status		
	No	%
Self-employed	32	70%
Housewife	11	24%
Retired	3	7%
Employed full-time	1	1%
Total	46	100%

Source: 2014 GTAA

Table 6.41 Difficult to find work?		
	No	%
Yes	6	8%
No	1	1%
Don't know	0	0%
Didn't say	60	85%
Total	67	100%

Source: 2014 GTAA

Travelling

- 6.31 In terms of main travelling routes, respondent households were likely to state 'anywhere' or 'all over' rather than state specific routes. However, they did state that the type of vehicles they drive can determine routes. For example, families were less likely to use traditional forms of transport such as horse-drawn caravans and more likely to use larger vehicles such as motorhomes. As such, they stated that they are more likely to use main arterial routes within the study area and surrounding areas such as the A1 and M66. Also, some respondent households stated that travelling routes were sometimes determined by the accessibility of stopping places.
- 6.32 Generally, vehicle ownership amongst respondent households is high. Few (1%) of respondent households did not own a car although four fifths (40%) do not own a van. However, fewer (19%) respondent households own more than one car. Only around a sixth (16%) of all households own a static caravan whilst nearly over three quarters (58%) own

one mobile caravan. Around a third (29%) own two or more mobile caravans. In contrast, a very small proportion (1%) owns a mobile home whilst no households own a motor home.

- 6.33 Importantly, the survey asked households the extent to which they had travelled during the last 12 months. Perhaps reflecting the length of residency characteristics discussed above, over two fifths (42%) of respondents stated that they had not travelled during the last 12 months, whilst 4 (6%) respondent stated that they had travelled once during the same period. No respondent households had travelled twice during the last 12 months, 5 (7%) respondent households three times, 1 (1%) household four times, and 8 (12%) households five times. However, around a third (31%) of households had travelled 6 or more times during the last 12 months.
- 6.34 Respondents were asked their reasons for travelling (they could state more than one reason). A third (33%) stated that they travelled for cultural reasons, with fewer stating they travel to visit family and friends (18%), for holidays (18%), to attend events (16%), or for work (16%). In terms of the type of accommodation travelling respondent households had used in the last 12 months nearly half (49%) resided on private sites and over a third (36%) on an unauthorised encampment. Fewer had stayed on a transit site (7%), on an unauthorised development (4%), on a council site (2%), or at an event (1%).
- 6.35 Over two thirds (70%) of respondent households had remained for less than 1 month at their previous temporary site (i.e. whilst travelling), whilst 2 (3%) had stayed for between 1-3 months. No households had stayed for between 4-6 months, 1 (1%) for between 7-12 months, 1 (1%) for between 1-2 years, none for between 3-5 years and none (0%) had stayed for more than 5 years. Few (3%) respondents stated that they had been evicted or moved on from a site within the last 12 months.
- 6.36 Very few (4%) of respondents stated that they would never stop travelling, compared to 5 (7%) who stated that they had already stopped, and 59 (88%) who said that they would never stop travelling in the future. Reasons for stopping travelling included 'age/too old' (33%), 'for family' (33%), and for 'too hard to travel' (33%). Importantly, most Gypsies and Travellers said that even if they were unable to do so, travelling remained an essential component of their cultural identity.

Table 6.42 Vehicle ownership												
	Cars		Vans		Static Caravans		Caravans		Mobile homes		Motor homes	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0	4	6%	27	40%	56	84%	6	9%	66	99%	67	100%
1	50	75%	35	52%	11	16%	39	58%	1	1%	0	0%
2	12	18%	4	6%	0	0%	19	29%	0	0%	0	0%
3+	1	1%	1	1%	0	0%	3	4%	0	0%	0	0%
Total	67	100%	67	100%	67	100%	67	100%	67	100%	67	100%

Source: 2014 GTAA

Table 6.43 Number of times travelled during last 12 months

	No	%
0	28	42%
1	4	6%
2	0	0%
3	5	7%
4	1	1%
5	8	12%
6 or more	21	31%
Total	67	100%

Source: 2014 GTAA

Table 6.44 Reasons for travelling during last 12 months

	No	%
Cultural reasons	68	33%
Visit family/friends	36	18%
Holiday	35	17%
Events	33	16%
Work	32	16%
Total	204	100%

Source: 2014 GTAA

Table 6.45 Type of accommodation used in last 12 months

	No	%
Private site	40	49%
Unauth. on someone else's land	29	36%
Transit site	6	7%
Unauthorised site on own land	3	4%
Council site	2	2%
Event	1	1%
Total	81	100%

Source: 2014 GTAA

Table 6.46 How long at the last temporary site

	No	%
Less than 1 month	47	70%
1-3 months	2	3%
4-6 months	0	0%
7-12 months	1	1%
1-2 years	1	1%
3-5 years	0	0%
5+ years	0	0%
Didn't say	16	24%
Total	67	100%

Source: 2014 GTAA

Table 6.47 Evicted or moved on in the past year		
	No	%
Yes	2	3%
No	48	72%
Didn't say	17	25%
Total	67	100%

Source: 2014 GTAA

Table 6.48 Will stop travelling		
	No	%
Yes	3	4%
No	59	88%
Already stopped	5	7%
Total	67	100%

Source: 2014 GTAA

Table 6.49 Reasons for stopping travelling		
	No	%
Age/too old	1	33%
For family	1	33%
Too hard to travel	1	33%
Total	3	100%

Source: 2014 GTAA

Current accommodation need

- 6.37 Households were asked if there are enough spaces for Gypsies and Travellers in the area. Perhaps unsurprisingly, only 5 (7%) felt that there were enough spaces whilst 32 (48%) believe that there is not. Similarly, 40% of respondents believe that there is a need for additional transit pitches or emergency stopping places with the study area. Importantly, nearly a fifth (18%) of respondents said that one or more family members had moved out of the local area due to a lack of accommodation provision. However, over nine tenths (92%) of respondents said that family members would return to the local area if space was available.
- 6.38 Reflecting the discussion in Chapter 5 regarding stakeholder views on Gypsy and Traveller accommodation preferences, nearly half (48%) of respondents said that they would like to develop their own site. All (100%) of households wanting to develop a site stated that they would prefer a small, family-sized site with over two thirds (69%) stating they would like to develop it in the local area. However, only 1 (1%) respondent households stated that they are actually able to develop a site, and only 1% that they are able to buy land in the local area. No respondent households stated that they would like help or advice with the process of developing a site, primarily due to not believing that the advice process would enable them to get a site.

- 6.39 One issue mentioned by respondents was that they may have to meet the cost of new caravans as well as land if they were to develop a new site. Although over three quarters (77%) of respondents were renting pitches no respondents rented caravans. New sites have to be of sufficient size if they are to accommodate growing families.
- 6.40 Importantly, in relation to the assessment of accommodation needs 7 (10%) of respondent households stated that they need or are likely to move to a different home within the next five years. The main reasons for wanting to move included because they currently do not have enough space (57%), because they want their own space (29%), or because they want somewhere easier (14%).
- 6.41 In terms of accommodation preferences, 3 (57%) would prefer to live on a private site owned by a Gypsy or Traveller, 1 (14%) respondent said 'private rented accommodation', 1 (14%) would prefer to live on a private site owned by themselves, and 1 (14%) on a private site owned by a non-Gypsy or Traveller. Only around a fifth (19%) of respondents stated that their current sit should be expanded to accommodate more pitches.

Table 6.50 Enough spaces in the study area for Gypsies and Travellers?

	No	%
Yes	5	7%
No	32	48%
Don't know	30	45%
Total	67	100%

Source: 2014 GTAA

Table 6.51 Need for transit/emergency stopping spaces in the study area?

	No	%
Yes	27	40%
No	9	13%
Don't know	31	46%
Total	67	100%

Source: 2014 GTAA

Table 6.52 Do you think more permanent sites are required in the area?

	No	%
Yes	29	43%
No	9	13%
Don't know	29	43%
Total	67	100%

Source: 2014 GTAA

Table 6.53 Family members moved out of area due to lack of pitches?		
	No	%
Yes	12	18%
No	55	82%
Total	67	100%

Source: 2014 GTAA

Table 6.54 Would they move back?		
	No	%
Yes	11	92%
No	0	0%
Don't know	1	8%
Total	12	100%

Source: 2014 GTAA

Table 6.55 Would you like to develop a site?		
	No	%
Yes	32	48%
No	21	31%
Don't know	14	21%
Total	67	100%

Source: 2014 GTAA

Table 6.56 Describe the site		
	No	%
Family site	32	100%
Total	32	100%

Source: 2014 GTAA

Table 6.57 Where would you like the land/site?		
	No	%
In the study area	22	69%
Don't know	8	25%
Didn't say	2	6%
Total	32	100%

Source: 2014 GTAA

Table 6.58 Able to buy land/develop a site?		
	No	%
Yes	1	3%
No	31	97%
Total	32	100%

Source: 2014 GTAA

Table 6.59 Would you like help or advice with the process?

	No	%
Yes	0	0%
No	23	72%
Don't know	6	19%
Didn't say	3	9%
Total	32	100%

Source: 2014 GTAA

Table 6.60 Need or likely to move to a different home?

	No	%
Yes	7	10%
No	47	70%
Don't know	13	19%
Total	67	100%

Source: 2014 GTAA

Table 6.61 Reasons for wanting to move?

	No	%
Not enough space	4	57%
Want own space	2	29%
Want somewhere easier to manage	1	14%
Total	7	100%

Source: 2014 GTAA

Table 6.62 Preferred type of accommodation?

	No	%
Private site owned by G/T	4	57%
Private rented accommodation	1	14%
Private site owned by self	1	14%
Private site owned by a non-Gypsy/Traveller	1	14%
Total	7	100%

Source: 2014 GTAA

Table 6.63 Current site expanded to accommodate more pitches?

	No	%
Yes	13	19%
No	23	34%
Don't know	9	13%
Didn't say	22	33%
Total	67	100%

Source: 2014 GTAA

Future accommodation need

- 6.42 Around a fifth (21%) of respondents stated that they contain one or more household members who require separate accommodation in the next five years. In total, respondents stated that 24 new households will be formed within the next 5 years. Around two fifths (42%) stated that they require separate accommodation within 1-2 years, and over half (58%) within 3-5 years. In terms of where future households would like to reside nearly two thirds (63%) of all future households would prefer to live on the current site, whilst the remainder (38%) of future households would prefer to live separately (including 1 future household who would prefer to live in a house). Similarly, in terms of type of future accommodation, around two thirds (63%) of all future households would prefer to live on their current (private) site, a third (33%) on a private site owned by themselves, and one respondent would prefer to live in owner occupied housing.
- 6.43 Finally, it is important that local authorities recognise the cultural differences between different Gypsy and Traveller groups. As such, the survey asked households if they would feel comfortable living next to households from a different Gypsy or Traveller ethnic group. This was to help gauge the feelings and attitudes of the Gypsies and Travellers to other Gypsy and Traveller families and find ways to address them in order to avoid any possible future tensions and grievances between individuals or groups. The results show that there are some mixed perspectives on this issue with around a fifth (21%) saying they would be comfortable living next door to households from a different Gypsy or Traveller ethnic group, over two thirds (67%) saying that they would not be comfortable, and a small proportion (12%) saying they didn't know.

Table 6.64 People in household need separate accommodation in the next 5 years?		
	No	%
Yes	14	21%
No	53	79%
Total	67	100%

Source: 2014 GTAA

Table 6.65 How many separate homes will be needed?		
	No	%
1	5	36%
2	8	57%
3	1	7%
Total	14	100%

Source: 2014 GTAA

Table 6.66 When need separate accommodation in the next 5 years?

	No	%
Now	0	0%
Within 1 year	0	0%
1-2 years	10	42%
3-5 years	14	58%
Don't know	0	0%
Total	24	100%

Source: 2014 GTAA

Table 6.67 Want to remain on current site?

	No	%
Yes	15	63%
No	9	38%
Total	24	100%

Source: 2014 GTAA

Table 6.68 Type of home required?

	No	%
On this site	15	63%
Private site owned by self	8	33%
Owner-occupied housing	1	4%
Total	24	100%

Source: 2014 GTAA

Table 6.69 Feel comfortable living next to a different G&T ethnic group?

	No	%
Yes	14	21%
No	45	67%
Not sure	8	12%
Total	67	100%

Source: 2014 GTAA

Summary

- 6.44 The survey was undertaken with 54 households living on permanent and transit authorised sites in the study area. Weighting was applied to the survey in order to ensure that it represented the whole population. The survey covered 240 Gypsies and Travellers living on authorised and unauthorised sites. Almost all Gypsies and Travellers living on sites in the study area described themselves as Romany Gypsies (99%) compared with Irish Travellers (1%).
- 6.45 The average size of families living on the survey sites is 3.6 people compared to a 2011 UK average of 2.4. Also, the households represented by the survey contained high proportions

of younger people with two fifths (40%) of all respondent household members aged 20 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under.

- 6.46 Over three quarters (77%) of respondents were renting privately, with the remainder (23%) owning the pitch they currently occupy. One factor reflecting the residential longevity of the survey respondents was that nearly two thirds of respondents (64%) had lived on site for more than five years. The commitment of families to remaining on existing sites is reflected in the fact that nearly two thirds (63%) stated that they did not intend to move in the future. Reflecting the importance of maintaining familial relations to the Gypsy and Traveller community, when asked why they live in their local area nearly half (49%) of respondents stated that it is because they wanted to live close to family members.
- 6.47 Satisfaction rates with sites are fairly high with three fifths (60%) of respondents being either satisfied or very satisfied. However, two fifths (40%) of respondents stated that they were neither satisfied nor dissatisfied, or dissatisfied, with the site they currently occupy. Satisfaction with site location is very high with nearly all (95%) of respondents stating that their site's location is 'good' or 'very good'. Reasons for satisfaction with the site included being close to family (66%), being located in a peaceful area (29%), and the site itself (5%). Reasons for dissatisfaction with living on site were more varied with the most common reason being a lack of site facilities (15%).
- 6.48 Satisfaction with amenity blocks was mixed with nearly four fifths (39%) of respondents stating they were satisfied compared with around a third (35%) stating they were dissatisfied. In terms of spatial requirements, nearly three quarters (72%) of respondent households stated that there is currently a lack of space on pitches.
- 6.49 An important issue mentioned by respondent households regarded fuel and electricity costs. The survey data showed that households spent an average of £42.97 per week on electricity, gas and other fuels costs including an average weekly expenditure of £22.95 per week on gas and £20.2 per week on electricity. This compares with an average weekly household expenditure of £22.10 on electricity, gas and other fuels for all UK households in 2010⁵⁸. One reason for the higher than average fuel costs could be due to the reliance of some respondent households on gas bottles for heating or cooking rather than mains gas.
- 6.50 Generally, respondents stated access to services such as shops, post offices, health services, and primary and secondary schools as being 'easy' or 'okay'. All families either had a permanent (99%) or temporary (1%) registration with a General Practitioner (GP). Only one (1%) respondent household stated that they had experienced problems accessing health services in the local area. Over a quarter (40%) of all respondent households contain

⁵⁸ Office for National Statistics (ONS), *Household expenditure edges higher, while spending patterns differ by income*, December 2012 located at: http://www.ons.gov.uk/ons/dcp29904_289553.pdf

school-age children with almost all (93%) containing some children who attend school. In only 4% of households containing school-age children did none attend school.

- 6.51 Four fifths of respondents (84%) stated that they had been a victim of racism or bullying. However, no Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems within the Gypsy and Traveller community or believing that reporting incidences to authorities would be ineffective.
- 6.52 Perhaps reflecting the length of residency characteristics discussed above, over two fifths (42%) of respondents stated that they had not travelled during the last 12 months. However, 21 (31%) of households had travelled six or more times during the last 12 months. A third (33%) stated that they travelled for cultural reasons. Over four fifths (88%) of respondents stated that they would never stop travelling, compared to 5 (7%) who stated that they had already stopped, and 3 (4%) said that they would stop travelling in the future.
- 6.53 Few respondents felt that there are enough spaces for Gypsies and Travellers in the area. Only 5 (7%) felt that there were enough spaces whilst 32 (48%) believe that there is not. Similarly, 40% of respondents believe that there is a need for additional transit pitches or emergency stopping places within the study area. Nearly a fifth (18%) of respondents said that one or more family members had moved out of the local area due to a lack of accommodation provision. However, over nine tenths (92%) of respondents said that family members would return to the local area if space was available.
- 6.54 Reflecting the discussion in Chapter 5 regarding stakeholder views on Gypsy and Traveller accommodation preferences, nearly half (48%) of respondents said that they would like to develop their own site. All (100%) of households wanting to develop a site stated that they would prefer a small, family-sized site with two thirds (69%) stating they would like to develop it in the local area. However, only 1 (1%) respondent household stated that they are actually able to develop a site. No respondent households stated that they would like help or advice with the process of developing a site.
- 6.55 Importantly, in relation to the assessment of accommodation needs 7 (10%) of respondent households stated that they need or are likely to move to a different home within the next five years. Also, 14 (21%) of respondents stated that they contain household members who require separate accommodation. In terms of where future households would like to reside nearly two thirds (63%) of all future households would prefer to remain on the same site their family currently occupy. This reflects the cultural desire of Gypsies and Travellers to stay close to family.

7. Gypsies and Travellers living in bricks and mortar accommodation

Introduction

- 7.1 This chapter examines the key findings derived from the survey undertaken with Gypsies and Travellers living in bricks and mortar accommodation. It looks at key issues such as satisfaction with current accommodation, access to services, and health and education needs. It is based on a survey of 10 households living in bricks and mortar accommodation within Darlington. The survey households were identified by the Darlington Borough Council Housing Department and by Gypsy, Traveller and Showpeople families.
- 7.2 The GTAA estimated that there are around 200 families identifying themselves as Gypsies and Travellers living in bricks and mortar accommodation in the within the borough. This was calculated on the basis that there is a ratio of 3:1 families living in bricks and mortar accommodating compared to the number of families living on sites.
- 7.3 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the estimated number of households living in bricks and mortar accommodation to the number of completed surveys:

Households	200
Sample	10
%	5.0%
Weight	20.00

- 7.4 The sample size is relatively small given the number of Gypsy and Traveller families living in bricks and mortar accommodation within the Borough. This was due to it being difficult to identify families and some families being reluctant to take part in the research due to 'survey fatigue'.

Housing Characteristics

- 7.5 Two fifths (40%) of Gypsies and Travellers living in bricks and mortar accommodation were renting from a housing association compared with around a third (30%) living in owner occupied housing, one fifth (20%) renting privately with fewer families renting from the local authority. Half of all families living in bricks and mortar accommodation (50%) had previously lived on a private site owned by a Gypsy or Traveller with around a third (30%) having rented from a private landlord, and fewer (10%) having rented from the local authority site.

- 7.6 Similar to the findings relating to Gypsies and Travellers living on sites, those residing in bricks and mortar accommodation showed longevity of tenure with 70% having lived in their current accommodation for 3 years or more. However, 10% of families had lived in their current accommodation for up to 6 months, 10% for between 6-12 months and 10% for between 1-2 years.
- 7.7 Families stated a fairly wide range of reasons as to why they were currently residing in bricks and mortar accommodation. The most common were for 'family reasons' (40%) and 'no alternative' (30%). Fewer families stated that they were currently residing in bricks and mortar accommodation for safety reasons (10%), for health issues (10%), or because the site they used to live on had poor facilities (10%). Families spoke about how too few authorised sites meant that they have no alternative but to live in bricks and mortar accommodation. Some respondents spoke about being averse to living in houses and emphasised the cultural need to live on a site amongst their own community. They mentioned how living in a house was stressful⁵⁹.
- 7.8 Two respondents stated that they had moved from previous accommodation after considering their children's health and education needs. One respondent had previously lived on a site but left due to health and safety issues. They said that poor facilities on the site, a lack of safe or clean places to clean, wash or cook and restricted space left them with no option but to move into a house. Nonetheless, they stated that living in bricks and mortar accommodation lacked the sense of security and communality they experienced whilst living on site. One older respondent spoke about how they struggled living on a site with poor facilities so "had no option but to go into housing".⁶⁰
- 7.9 Also, some spoke about families living in caravans on relatives' driveways, back gardens or yards (although it is difficult to estimate numbers). This places pressure on the hosting families in terms of space and resources.
- 7.10 The majority of families were either very satisfied (30%) or satisfied (50%) with living in their current bricks and mortar accommodation. However, one fifth (20%) of families stated that they are dissatisfied with living in bricks and mortar accommodation.

⁵⁹ Psychological aversion to living in bricks and mortar accommodation has been cited as a reason for allowing an appeal against refusal for planning permission for a site on at least one occasion (see appeal decision reference APP/N1350/C/11/2151199 dated 1 December 2011).

⁶⁰ Appeal APP/N1350/A/14/2217518 dated 8 August 2014 states that facilities at the Neasham Road are poor and that there is no green space at all within the site and nowhere for children to play.

Table 7.2 Housing tenure type		
	No.	%
Rents from a HA	80	40%
Owens with a mortgage or loan	40	20%
Private rent	40	20%
Owens outright	20	10%
Rent from the council	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.3 Tenure of previous accommodation		
	No.	%
Private site owned by Gypsy/Traveller	100	50%
Rent from private landlord	60	30%
Owner occupied housing	20	10%
Other	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.4 Length of residency		
	No.	%
Up to 6 months	20	10%
6-12 months	20	10%
1-2 years	20	10%
3-5 years	60	30%
5-10 years	80	40%
Total	200	100%

Source: 2014 GTAA

Table 7.5 Reason for moving into housing		
	No.	%
Family reasons	80	40%
No alternative	60	30%
Safety reasons	20	10%
Health issues	20	10%
Poor site facilities	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.6 Satisfaction with current accommodation		
	No.	%
Very satisfied	60	30%
Satisfied	100	50%
Neither	0	0%
Dissatisfied	40	20%
Very dissatisfied	0	0%
Total	200	100%

Source: 2014 GTAA

Access to services

- 7.11 Generally, respondents stated access to services such as shops, post offices, health services, and primary and secondary schools as being 'easy' or 'okay'. All respondents reported access to shops, post offices, health services, primary schools, secondary schools, and benefit/support services as being 'easy' (70%) or 'okay' (30%) with none (0%) reporting access as 'hard'.
- 7.12 The preferred methods of gaining information about services were through a home visit (35%), by word of mouth (35%), or through the internet (29%). Families spoke about how they preferred home visits by service providers. However, it was suggested that they sometimes initially distrust service providers, and it may take time for a good relationship to develop. Also, due to issues around trust (and sometimes low literacy levels), the community is effective at sharing information using 'word of mouth' methods.
- 7.13 In comparison to Gypsies and Travellers living on sites, fewer (20%) families living in bricks and mortar accommodation stated that they had suffered discrimination when trying to access services. Families spoke about how living in a house means that they are less likely to be identified as Gypsies or Travellers and, as such, experience less discrimination, when accessing services.
- 7.14 Nearly all families (90%) stated that they had been a victim of racism or bullying although none of the Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems themselves, ignore it or believing that reporting incidences to authorities would be ineffective. Respondents spoke about how reporting incidents was "not our way" and that "racism is just normal part of life for us".

Table 7.7 Access to services (shops)		
	No.	%
Easy	40	20%
Okay	160	80%
Hard	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.8 Access to services (post office)		
	No.	%
Easy	40	20%
Okay	160	80%
Hard	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.9 Access to services (health services)		
	No.	%
Easy	40	20%
Okay	160	80%
Hard	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.10 Access to services (primary school)		
	No.	%
Easy	40	20%
Okay	160	80%
Hard	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.11 Access to services (secondary school)		
	No.	%
Easy	40	20%
Okay	160	80%
Hard	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.12 Access to services (benefits/support services)		
	No.	%
Easy	40	20%
Okay	160	80%
Hard	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.13 Best way to keep informed about services		
	No.	%
Visit	120	35%
Word of mouth	120	35%
Internet	100	29%
Total	340	100%

Source: 2014 GTAA

Table 7.14 Discrimination accessing services		
	No.	%
Yes	40	20%
No	160	80%
Total	200	100%

Source: 2014 GTAA

Table 7.15 Victim of racism or bullying		
	No.	%
Yes	180	90%
No	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.16 Report crime to the police		
	No.	%
Yes	0	0%
No	180	100%
Total	180	100%

Source: 2014 GTAA

Health, education and employment

7.15 Respondents were asked if they, or anyone else in their household, experienced health issues. Two fifths (40%) of households did not contain with a health problem although the

same proportion (40%) contain someone with health problems due to old age. Fewer households contained someone who suffers from asthma (10%) or suffers from mental health issues. All families (100%) have a permanent registration with a General Practitioner (GP) and none stated that they have problems accessing health services in the area.

- 7.16 The survey asked households with children whether they attended school. Around a third (30%) of all respondent households living in bricks and mortar accommodation contain school-age children. No families containing school age children stated that all of their children attend school regularly compared with two thirds (67%) which contain some children who attend school regularly, and a third (33%) who children don't attend school regularly. However, two thirds of families with school-age children also receive home tutoring.
- 7.17 Respondents were asked about their own and their partner's employment status. Just over one third (35%) of respondents and partners described themselves as 'housewife', whilst just under a third (29%) described themselves as either 'self-employed' or 'retired'. Fewer (6%) described themselves as being in full-time employment.
- 7.18 Some respondents spoke about having to travel throughout the year to seek work. Some families stated that they always travel together to find work, whilst some stated it is only men who travel for work and the women only to travel for holidays or cultural events. For some families, travelling for work reinforced their culture. However, some families stated that they would not need to reinforce their culture by travelling if they lived on a site. One respondent stated that they seeking full-time employment in order to support their children's education and to generally adapt to living in a house.

Table 7.17 Employment status		
	No.	%
Housewife	120	35%
Self-employed	100	29%
Retired	100	29%
Employed full-time	20	6%
Total	340	100%

Source: 2014 GTAA

Table 7.18 Health issues		
	No.	%
Health/mobility problems due to old age	80	40%
None	80	40%
Asthma	20	10%
Mental Illness	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.19 Registered with a GP		
	No.	%
Permanent	200	100%
Temporary	0	0%
No	0	0%
Total	200	100%

Source: 2014 GTAA

Table 7.20 Problems accessing health services in the area		
	No.	%
Yes	0	0%
No	200	100%
Total	200	100%

Source: 2014 GTAA

Table 7.21 School age children in family		
	No.	%
Yes	60	30%
No	140	70%
Total	200	100%

Source: 2014 GTAA

Table 7.22 Attend school regularly		
	No.	%
Yes, all	0	0%
Yes, some	40	67%
No	20	33%
Total	60	100%

Source: 2014 GTAA

Table 7.23 Children receive home tutoring		
	No.	%
Yes	40	67%
No	20	33%
Total	60	100%

Source: 2014 GTAA

Table 7.24 How far do your children travel to school

	No.	%
Walking distance	20	33%
Car/bus journey	40	67%
Total	60	100%

Source: 2014 GTAA

Table 7.25 Employment status

	No.	%
Housewife	120	35%
Self-employed	100	29%
Retired	100	29%
Employed full-time	20	6%
Total	340	100%

Source: 2014 GTAA

Table 7.26 Partner's employment status

	No.	%
Employed full-time	60	50%
Self-employed	20	17%
Retired	20	17%
Housewife	20	17%
Total	120	100%

Source: 2014 GTAA

Table 7.27 Difficult to find work?

	No.	%
Yes	60	30%
No	0	0%
N/A	140	70%
Total	200	100%

Source: 2014 GTAA

Current accommodation need

- 7.19 Households were asked if there are enough spaces for Gypsies and Travellers in the area. Perhaps unsurprisingly, few (10%) of families felt that there were enough spaces whilst four fifths (80%) believe that there is not. Similarly, all respondent households believe that there is a need for more permanent and transit sites within the study area. Similarly, most (90%) of respondent households state that there is a need for more permanent sites in the borough, whilst over two thirds (70%) believe there is a need for more transit sites.

- 7.20 Over two thirds (70%) of respondents living in bricks and mortar accommodation stated that one or more family members had moved out of the local area due to a lack of accommodation provision. All (100%) stated that family members would move back if sufficient accommodation was available. As noted above, it was mentioned that some families live on relatives' drive ways, gardens and yards. This reduces the number of unauthorised encampments in Darlington. However, it also leads to families travelling more frequently in order to reduce the impact of their stay on host families.
- 7.21 Most (90%) of respondent households stated that that they would like to develop or buy a family sized site. However, reflecting both difficulties obtaining planning permission and the cost of buying land very few (10%) stated that they are able to buy land to develop a site. One respondent living in bricks and mortar accommodation is currently developing a site for extended family members.
- 7.22 Importantly, in relation to the assessment of accommodation needs one fifth (20%) of respondent households currently living in bricks and mortar accommodation stated that they need or are likely to move to a different home within the next five years. The main reasons for wanting to move included needing to live on a site (50%), not enough space (25%), and experiencing harassment (25%). In terms of accommodation preferences almost all half (50%) stated that they would prefer to live on a 'private site' and half (50%) on 'any site'. All households needing to move would prefer to remain in the Darlington Borough Council area.

Table 7.28 Enough spaces in the area for Gypsies and Travellers?		
	No.	%
Yes	20	10%
No	160	80%
Don't know	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.29 More permanent sites are required in the area?		
	No.	%
Yes	180	90%
No	0	0%
Don't know	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.30 Need for transit/emergency stopping spaces in the area?		
	No.	%
Yes	140	70%
No	0	0%
Don't know	60	30%
Total	200	100%

Source: 2014 GTAA

Table 7.31 Family members moved out of area due to lack of pitches?		
	No.	%
Yes	140	70%
No	0	0%
Don't know	60	30%
Total	200	100%

Source: 2014 GTAA

Table 7.32 Would they move back		
	No.	%
Yes	140	100%
No	0	0%
Total	140	100%

Source: 2014 GTAA

Table 7.33 Would you like to develop a site		
	No.	%
Yes	180	90%
No	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.34 Able to buy/develop a site		
	No.	%
Yes	20	10%
No	160	90%
Total	180	100%

Source: 2014 GTAA

Table 7.35 Need/likely to move to a different home?		
	No.	%
Yes	40	20%
No	140	70%
Don't know	20	10%
Total	200	100%

Source: 2014 GTAA

Table 7.36 Reasons for wanting to move?		
	No.	%
Need to live on site	40	50%
Not enough space	20	25%
Harassment	20	25%
Total	80	100%

Source: 2014 GTAA

Table 7.37 Preferred type of future accommodation?		
	No.	%
Private site	20	50%
Any type of site	20	50%
Total	40	100%

Source: 2014 GTAA

Table 7.38 Where would you move to?		
	No.	%
Within Darlington borough	15	38%
Total	40	100%

Source: 2014 GTAA

Future accommodation need

7.23 Few (10%) of respondent households living in bricks and mortar accommodation stated that they contain household members who will require separate accommodation in the future. The families require separate accommodation within 3-5 years. In contrast to the findings above suggesting that most Gypsy and Traveller families would prefer to live on land owned by themselves, all (100%) households requiring accommodation in the future said that they would prefer to live in owner occupied housing. All (100%) of all future households would like to remain in Darlington.

Table 7.39 People in household need accommodation within 5 years?

	No.	%
Yes	20	10%
No	180	90%
Total	200	100%

Source: 2014 GTAA

Table 7.40 When need separate accommodation in the next 5 years?

	No.	%
Now	0	0%
Within a year	0	0%
1-2 years	0	0%
3-5 years	20	100%
Total	20	100%

Source: 2014 GTAA

Table 7.41 Type of accommodation required?

	No.	%
Owner occupied housing	20	100%
Total	20	100%

Source: 2014 GTAA

Table 7.42 Where future household like to live?

	No.	%
Within Darlington borough	20	100%
Total	20	100%

Source: 2014 GTAA

Summary

- 7.24 The GTAA estimated that there are around 200 families identifying themselves as Gypsies and Travellers living in bricks and mortar accommodation in the within the borough. This was calculated on the basis that there is a ratio of 3:1 families living in bricks and mortar accommodating compared to the number of families living on sites. However, it can be difficult to estimate the number of families given the reluctance of some to identify themselves as belonging to the Gypsy and Traveller community.
- 7.25 There is also evidence that some families are living in caravans on relatives' driveways, back gardens or yards (although it is difficult to estimate numbers). This places pressure on the hosting families in terms of space and resources.

- 7.26 Two fifths (40%) of Gypsies and Travellers living in bricks and mortar accommodation were renting from a housing association compared with around a third (30%) living in owner occupied housing, one fifth (20%) renting privately with fewer families renting from the local authority. The main reasons as to why families were currently residing in bricks and mortar accommodation were for 'family reasons' (40%) and 'no alternative' (30%).
- 7.27 Similar to the findings relating to Gypsies and Travellers living on sites, those residing in bricks and mortar accommodation show longevity of tenure with 70% having lived in their current accommodation for 3 years or more.
- 7.28 It was acknowledged that some families are living in caravans on relatives' driveways, back gardens or yards (although it is difficult to estimate numbers). This places pressure on the hosting families in terms of space and resources.
- 7.29 The majority of families were either very satisfied (30%) or satisfied (50%) with living in their current bricks and mortar accommodation. However, one fifth (20%) of families stated that they are very dissatisfied with living in bricks and mortar accommodation. Some respondents spoke about being averse to living in houses and emphasised the cultural need to live on a site amongst their own community. They mentioned how living in a house was stressful.
- 7.30 Generally, respondents stated access to services such as shops, post offices, health services, and primary and secondary schools as being 'easy' or 'okay with none reporting access as 'hard'. The preferred methods of gaining information about services were through a home visit (35%), by word of mouth (35%), or through the internet (29%).
- 7.31 Nearly all families (90%) stated that they had been a victim of racism or bullying although none of the Gypsies and Travellers experiencing harassment or bullying had reported the incident to the police. The main reasons for not doing so included wanting to deal with such problems themselves, ignoring it or believing that reporting incidences to authorities would be ineffective.
- 7.32 In relation to health, two fifths (40%) of households contained someone with health problems due to old age. Fewer households contained someone who suffers from asthma (10%) or suffers from mental health issues. All families (100%) have a permanent registration with a General Practitioner (GP) and none stated that they have problems accessing health services in the area.
- 7.33 Around a third (30%) of all respondent households living in bricks and mortar accommodation contain school-age children. No families containing school age children stated that all of their children attend school regularly compared with two thirds (67%) which contain some children who attend school regularly, and a third (33%) who children don't attend school regularly. However, two thirds of families with school-age children also receive home tutoring.

- 7.34 In relation to employment, just over one third (35%) of respondents and partners described themselves as 'housewife', whilst just under a third (29%) described themselves as either 'self-employed' or 'retired'. Fewer (6%) described themselves as being in full-time employment. Some respondents spoke about having to travel throughout the year to seek work. Some families stated that they always travel together to find work, whilst some stated it is only men who travel for work and the women only to travel for holidays or cultural events.
- 7.35 Few (10%) of respondents felt that there are enough spaces for Gypsies and Travellers in the area. Similarly, all respondents living in bricks and mortar accommodation felt that there is a need for additional transit pitches or emergency stopping places within the Darlington area. Over two thirds (70%) of respondents living in bricks and mortar accommodation stated that one or more family members had moved out of the local area due to a lack of accommodation provision.
- 7.36 Importantly, in relation to the assessment of accommodation needs one fifth (20%) of respondent households currently living in bricks and mortar accommodation stated that they need or are likely to move to a different home within the next five years. The main reasons for wanting to move included needing to live on a site (50%), not enough space (25%), and experiencing harassment (25%).
- 7.37 Finally, few (10%) of respondent households living in bricks and mortar accommodation stated that they contain household members who will require separate accommodation in the future. The families require separate accommodation within 3-5 years and would prefer to remain in owner occupied housing.

8. Travelling Showpeople

Introduction

8.1 As described in Chapter 1, Travelling Showpeople are included in the definition of Gypsies and Travellers for the purposes of housing strategies, but are subject to separate planning guidance. Given the presence of Travelling Showpeople in the study area and that they face similar accommodation issues to Gypsies and Travellers in the area they have been included in this report.

Current accommodation

8.2 There are currently no Travelling Showpeople families living in the study area. However, discussions with representatives from Darlington Borough Council and the Travelling Showman's Guild indicated that there may be unmet demand for accommodation from outside the Darlington area. As such, discussions were undertaken with two Travelling Showpeople families currently residing on the privately-run North Ormesby yard, Middlesbrough.

8.3 There are two Travelling Showpeople Yards located within Middlesbrough: the council-run Metz Bridge site and the privately-run North Ormesby yard. The latter is owned by a family who live outside the Middlesbrough area. The owners use the yard to store their equipment. Although the yard consists of around 10 plots it is currently occupied by between 14-18 families leading to overcrowding.

8.4 As such, families have little space for either accommodation or the storage of equipment. One issue that may further exacerbate the overcrowding issue is that the owners plan to allocate more space on the yard to store their own equipment. One safety issue is that there are no clear markings between plots and limited space between caravans and vehicles. This means that families have to reside very close to equipment and a lack of space means that some families park on the roadside when the yard is full. Also, the overcrowding issue means that some adult children of families cannot reside on the yard.

Future accommodation

8.5 The families emphasised how the accommodation needs of Travelling Showpeople families has changed over recent years. Families used to travel throughout the fair season and only reside at home yards during the winter months. However, families now place more importance on children gaining a good education and so yards are used throughout the year rather than just as 'winter quarters'. The families stated that it remains important for them to both live and work together.

8.6 The families were keen to stress that there is currently a lack of suitable Travelling Showpeople accommodation within the region. The nearest yards are located in Durham

and Sunderland to the north, and Wakefield and Doncaster to the south. Families also spoke about the need for transit provision to accommodate families between events. They noted that despite being overcrowded the North Ormesby yard is being used as transit provision. The preferred location for transit provision would be near A1, A66 or A19 as they provide good access to locations which host fairs. Also, the large size of contemporary fairground equipment means that it is important for transit yards to be located close to major routes.

- 8.7 The families acknowledged that local authorities may not be able to provide suitable accommodation, but instead could help them secure their own accommodation. For example, it was suggested it would be useful for local authorities to lease land to families for development as yards. Then, when they could afford it, families would purchase the land. New yards should have minimum facilities such as hard core and clear boundaries (which the current yard lacks), and access to electricity, water, and drainage. There is also a need for yards to contain separate areas for living and the storage of equipment. The families stated that it is important for equipment to be located close to them for maintenance and security reasons.

Planning processes

- 8.8 According to the families, the planning process is too long and expensive, particularly as it frequently results in rejections and appeals. They suggested that timescales in relation to yard licence conditions are sometimes unrealistic e.g. the requirement to erect fencing or plant trees. However, families are keen to ensure that yards are attractive places to as well as places to store equipment.
- 8.9 There was some concern that the public, the media and service providers often fail to differentiate between Showpeople, and Gypsy and Travellers. One said: “they are constantly grouping us all together and tarnishing us all with the same brush”. They spoke about how although they are all travellers, they remain culturally distinct. They recognised that Gypsies and Travellers constitute an ethnic group whereas Travelling Showpeople work in a specific environment. Also, Gypsies and Travellers tend to work in family units whereas Travelling Showpeople tend to work in groups of families.
- 8.10 The families spoke about how Showpeople, and Gypsy and Travellers develop different approaches to developing yards and sites. They stated that Gypsies and Travellers are more likely to buy the land and seek planning permission retrospectively, whilst Travelling Showpeople are more likely seek planning permission before purchasing land. They stated that the latter approach leads to less conflict with planning regulations, but also meant that the land to be developed might be sold to another buyer in the meantime. They added that Travelling Showpeople want to avoid conflict with local authorities as much as their work is dependent on them.
- 8.11 The families suggested that the planning criteria determining the location of new yards had changed over recent years. They stated that, for example, there is now more emphasis on

sustainability including the need for new yards to be located close to existing communities. However, the families felt that it is not always safe for yards to be placed close to existing communities or built-up areas due to the large size of vehicles and equipment they transport. As well as the facilities mentioned above, they stated it is important for there to be sufficient space on plots for mobile homes or chalets.

- 8.12 One family stated that they had made pre-planning application enquiries in relation to a new yard. However, they had been advised by Darlington Borough Council that a planning application for a new yard was unlikely to be approved as the 2009 GTAA showed no accommodation need for Travelling Showpeople in the local area. However, Darlington Borough Council suggested that it may reconsider the need for yards within the borough⁶¹.

Links with Darlington

- 8.13 Some families have lived on the North Ormesby yard 'on and off' for about 50 years. They have strong links with the local area and, despite the overcrowding issue, are content to remain living on the yard. However, some families have strong links to Gypsy and Traveller and Travelling Showpeople families currently residing in bricks and mortar accommodation and sites in Darlington. Families mentioned how there used to be Travelling Showpeople Yards in Darlington.
- 8.14 However, the yards were demolished during the 1960s and 1970s. This meant that Travelling Showpeople families either had to reside in housing in Darlington or to relocate to yards outside the local authority area. So, although some families currently reside on a site in Middlesbrough they identify themselves as being from Darlington and have strong family links with the area. Some families also have strong working links with Darlington and regularly attend fairs or provide food stalls at markets in the local area.
- 8.15 Some families have unsuccessfully attempted over a number of years to gain planning permission for yards in neighbouring local authorities such as Darlington. One family has been trying unsuccessfully to gain planning permission for a family-owned yard in Darlington since the 1970s.
- 8.16 According to the families, there are at least another 20 Travelling Showpeople families requiring accommodation in the surrounding area. They stated that if accommodation was provided in Darlington, then those families with links to the area (including some currently residing in bricks and mortar accommodation) would relocate to the borough. The families indicated a preference for family-sized yards of three or four plots, but would be willing to share larger accommodation if required.

⁶¹ Letter to Travelling Showperson family regarding pre-application for Travelling Showperson yard, Darlington Borough Council, 6 January 2010.

Accommodation need

- 8.17 As stated above, there are currently no Travelling Showpeople families living in the study area. However, there is sufficient evidence that there are at least two families currently residing on the North Ormesby, Middlesbrough yard which may require accommodation within the study area. Both families have strong familial and work links with Darlington. In 2009 a pre-planning application was submitted to Darlington Borough Council but was rejected due to the proposed yard not being sustainable and a lack of evidence of need contained within the 2009 Tees Valley GTAA.
- 8.18 Although the families did not complete accommodation need surveys (as they are located outside the study area), there is sufficient data on the families' composition to determine a need for one or two yards consisting of between 6 and 8 plots within the Darlington area. Darlington's Preferred Options (2013) document reiterates the need to determine whether or not to identify a site for Travelling showpeople⁶².

Summary

- 8.19 There are currently no Travelling Showpeople families living in the study area. However, discussions with representatives from the Travelling Showman's Guild indicated that there may be unmet demand for accommodation from outside the Darlington area.
- 8.20 The families emphasised how the accommodation needs of Travelling Showpeople families has changed over recent years. Families now place more importance on children gaining a good education and so yards are used throughout the year rather than just as 'winter quarters'.
- 8.21 Overcrowding on existing yards means that there is a desire for new accommodation throughout the region including both permanent and transit yards. Families acknowledge that local authorities may not be able to provide suitable accommodation, but instead could help them secure their own accommodation.
- 8.22 However, the planning process is regarded as long and expensive. That Travelling Showpeople often submit pre-application enquiries before purchasing land means that they are less likely find suitable land for development.
- 8.23 At least two families display strong past and current familial and work relationships with Darlington and require new accommodation. As such, it was determined that there is a need for between 6 and 8 Travelling Showpeople plots within the study area.

⁶² Darlington Borough Council, *Local Plan: Making and Growing Places Preferred Options*, June 2013 p.103

9. Gypsy and Traveller accommodation need

Introduction

- 9.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller needs assessment. The model used is based on the example given in the CLG Guidance. General comments on the findings are contained in Chapter 10.
- 9.2 The chapter contains the following sections:
- Requirements for residential pitches in the study area 2014-2019
 - Requirements for transit pitches: 2014-2019
 - Requirement for housing 2014-2019: summary
 - Requirement for housing 2014-2019: steps of the calculation
 - Requirement for residential pitches and housing 2014-2019: summary
 - Requirements for plots in the study area 2014-2019
 - Requirements for transit pitches: 2019-2026

Requirement for residential pitches 2014-2019: summary⁶³

- 9.3 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in CLG guidance and supplemented by data derived from the survey. The results of this are shown in the Table 9.1 below, while the subsequent section contains explanations of the sourcing and calculation of the figures for each step.
- 9.4 The overall need is for 79 new pitches across the study area. This amounts to a total need for approximately 16 pitches per annum for the 2014-2019 period. However, planning permission has already been granted for a further 57 pitches. Taking these potential pitches and other supply factors (discussed below) into consideration means that the net accommodation need for the period 2014-2019 is 6 pitches.

⁶³ Please note that due to rounding column totals may differ slightly from row totals

Table 9.1 Estimate of the need for permanent residential site pitches 2014-2019

1) Current occupied permanent / residential site pitches	68
<i>Current residential supply</i>	
2) Number of unused residential pitches available	5.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	1.9
4) Number of family units on sites expected to leave The study area in next 5 years	1.0
5) Number of family units on sites expected to move into housing in next 5 years	1.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	57.0
7) Additional supply generated by movement within the stock	7.1
8) Less pitches with temporary planning permission	0.0
Total Supply	73.0
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 11	7.1
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	6.9
13) New family units expected to arrive from elsewhere	1.0
14) New family formations expected to arise from within existing family units on sites	23.7
Total Need	38.6
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	40.0
Total Need	78.6
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	5.6 → 6
Annualised Additional Pitch Requirement	1.1

Source: Darlington GTAA 2014

Requirement for residential pitches, 2014-2019: steps of the calculation

9.5 The calculations depend on base information derived from the GTAA using data corroborated by Darlington Borough Council. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of caravans on unauthorised encampments requiring accommodation
- The number of caravans on unauthorised developments
- The number of vacant pitches
- The number of planned new pitches

Table 9.2 Base data used for G&T need calculations (2014)

Housed G&Ts	Authorised Pitches	Unauth. encamp	Unauth. dev's	Vacant pitches	New pitches
207	68	0	0	5	57

Source: Darlington GTAA 2014

9.6 The subsequent calculations described below are dependent on a combination of results obtained through the 2014 GTAA survey and existing research or data on Gypsies and Travellers. For example, the proportion of family units currently overcrowded on pitches seeking residential pitches in the study area was determined by the survey to be 10.1%:

- Existing pitches: 68
- Proportion of overcrowded pitches: 10.1%
- $68 \times 0.101 = 6.9$

9.7 The remainder of this chapter describes both the process and results of the Gypsy and Traveller accommodation needs calculations.

Supply of pitches 2014-2019

Step 1: Current permanent residential site pitches

9.8 Based on information provided by the Darlington Borough Council and corroborated by information from site surveys. There are currently 68 authorised Gypsy and Traveller pitches in the study area. These pitches are all privately owned or rented (although some are leased from the Council).

Step 2: Number of unused residential pitches available

9.9 According to the survey data there are currently 5 vacant pitches on authorised sites in the study area.

Step 3: Number of existing pitches expected to become vacant, 2014-2019

9.10 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. The figures for mortality, however, have been increased accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.⁶⁴ The table below shows the relevant calculation.

⁶⁴ E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

Table 9.3 Number of existing pitches expected to become vacant 2014-2019

<i>From Authorised Pitches</i>	
Current supply of occupied permanent / residential site pitches	68
Pitches released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of pitch by any remaining adult residents of pitch)	1.921
Expected pitches released 2014-2019	1.921 → 1.9

Source: Darlington GTAA 2014

Step 4: Number of family units in site accommodation expressing a desire to leave the study area

- 9.11 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 9) or due to overcrowding (step 12) would generally be able to do so.
- 9.12 In total, given the low level of interest in leaving the study area, this resulted in the supply of 1.0 pitch.

Step 5: Number of family units in site accommodation expressing a desire to live in housing

- 9.13 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5) would be able to do so. This excluded those planning to move due to site management issues, since it was assumed that these could be resolved in response to the findings of this study.
- 9.14 A supply of 1.0 pitch was expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

Step 6: Residential pitches planned to be built or brought back into use, 2014-2019

- 9.15 This is determined by local authority data. Importantly, planning permission has been granted for 57 additional pitches within the study area which have yet to be developed.

Step 7: Additional supply generated by movement within the stock

- 9.16 This figure, although not included in the CLG model, allows for the fact that movement of families from pitches onto different pitches (steps 9 and 12) not only generates demand/need but also supply. Pitches vacated by moves out of the study area or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 7.1 pitches.

Step 8: Pitches with temporary planning permission

- 9.17 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2014-2019 will still require accommodation within the study area. There are currently no pitches with temporary planning permission located in the study area.

Need for pitches 2014-2019

Step 9: Family units on pitches seeking residential pitches in the study area 2014-2019

- 9.18 This was determined by survey data. The guidance suggests that those moving from pitch to pitch should be included in the need section. The supply also generated by this is taken into account in step 7. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 9.19 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need from this source of 7.1 pitches.

Step 10: Family units on unauthorised encampments seeking residential pitches in the area

- 9.20 This was determined by survey data. Guidance indicates that all those living on unauthorised encampments must be provided with alternative accommodation. Using survey data, it has been calculated how many families on unauthorised encampments (including long term ones tolerated by councils) want residential pitches in the study area. They generate a need for no residential pitches (please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations).

Step 11: Family units on unauthorised developments seeking residential pitches in the area

- 9.21 This was determined by survey data. The guidance also indicates that all those living on unauthorised developments must be provided with alternative accommodation. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. A need of 0 pitches currently arises from unauthorised developments within the study area.

Step 12: Family units on overcrowded pitches seeking residential pitches in the area

- 9.22 This was determined by survey data. Guidance indicates that those on overcrowded pitches should be provided with pitches of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 12) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 6.9 pitches to resolve overcrowding over the period 2014-2019.

Step 13: New family units expected to arrive from elsewhere

- 9.23 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to an inflow of 1.0 family units.

Step 14: New family formations expected to arise from within existing family units on sites

9.24 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 23.7 new households requiring residential pitches during the 2014-2019 period.

Step 15: Family units in housing with a psychological aversion to housed accommodation

9.25 This was determined by survey data. It was decided for the purposes of the GTAA survey that only those households that had demonstrated through their answers to the questionnaire a psychological aversion to housing could be considered to be in need of a pitch. This was determined by identifying those respondents who said in their questionnaire responses that they had been forced to live in a house or that they suffered adverse psychological effects due to living in bricks and mortar accommodation.

9.26 Even if the family unit in question was in overcrowded or unsuitable housing, psychological aversion was taken into account, since if no psychological aversion was present, the need for larger accommodation could potentially be met within the housing stock. This generated a total need for 40.0 pitches from Gypsies and Travellers (shown as step 15 in Table 9.1).

Requirements for transit/emergency stopping places: 2014-2019

9.27 Based on Darlington Borough Council data from the past year (analysed in Chapter 4), between January 2003 and December 2013 there were 89 instances of unauthorised encampments within Darlington lasting a total of 867 days. However, it is possible that the low number of unauthorised encampments is at least partly due to some families living in caravans of family and friends' drives and yards.

9.28 It is possible to determine the extent of unauthorised encampments by multiplying the number of vehicles by the number of days they remain on the unauthorised site. The resulting figure is known as unauthorised caravan days. Between January 2003 and December 2013 there were 9,154 unauthorised caravan days within Darlington equating to an average of 832 unauthorised caravan days per year.

9.29 A daily figure is then determined by dividing the annual average by 365. The actual need the families present is for 2 additional transit or emergency pitches. Given that the Honeypot Lane site includes 24 transit pitches (which are never fully occupied), it is determined that there is no need for additional transit provision within the study area.

Requirement for housing 2014-2019: summary

9.30 The need for housing generated by Gypsies and Travellers in the study area is assessed according to an 11-step process, based upon the inputs and outputs to the pitch requirements model above (which itself is based upon CLG Guidance). The results of this

analysis are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of the figures for each step.

9.31 Table 9.4 shows that there is no need for additional bricks and mortar accommodation during the period 2014-2019.

Table 9.4 Estimate of the need for bricks and mortar dwellings, Gypsies and Travellers 2014-2019	
<i>Dwellings currently occupied by Gypsies and Travellers</i>	
1) Dwellings occupied by Gypsies and Travellers	200.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Number of dwellings expected to become vacant through mortality 2014-2019	5.7
3) Dwellings vacated by those with a psychological aversion to housing moving onto sites	40.0
4) Number of family units on sites expected to leave the study area in the next 5 years	0.0
5) Dwellings vacated by movement within the stock (steps 6 and 8 below)	20.0
Total Supply	65.7
<i>Current need for dwellings</i>	
6) Family units (currently in housing) seeking new accommodation without psychological aversion to housing and therefore not moving onto a site, 2014-2019	0.0
7) Family units on unauthorised pitches seeking housing in the study area	0.0
8) Family units in overcrowded housing without a psychological aversion to housing and therefore not moving onto a site (minus those releasing space through the movement of an emerging family unit)	20.0
9) Households moving into the study area (100% of outflow)	0.0
10) Newly forming family units	20.0
11) Households moving into housing from sites	1.0
Total Need	41.0
<i>Additional Need</i>	
Total Additional Housing likely to be occupied by Gypsies and Travellers	-24.6
Annualised Additional Housing	-4.9

Source: Darlington GTAA 2014

Requirement for housing 2014-2019: steps of the calculation

Supply of housing 2014-2019

Step 1: Current numbers of dwellings occupied by Gypsies and Travellers

9.32 Using Census 2011 data it was estimated that there are a total of 207 Gypsy and Traveller households living in bricks and mortar accommodation within the study area.

Step 2: Number of existing houses expected to become vacant, 2014-2019

9.33 This is calculated using modified mortality rates based on the lower life expectancy of Gypsies and Travellers.

Table 9.5 Number of houses currently inhabited by Gypsies and Travellers expected to become vacant 2014-2019

Number of dwellings currently occupied	200
Dwellings released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of pitch by any remaining adult residents of pitch)	5.650
Expected dwellings released 2014-2019	5.650→ 5.7

Source: Darlington GTAA 2014

Step 3: Number of dwellings vacated by those with a psychological aversion to housing

9.34 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing, as detailed in step 13 of the assessment of pitch requirements. This leads to an estimated supply of 40.0 accommodation units.

Step 4: Number of family units in site accommodation expected to leave the study area in the next 5 years

9.35 It is assumed in this study that all those planning to move out of the study area would be able to do so. The components of this are the outflow from the study area associated with psychological aversion to housing (step 13 of the assessment of pitch requirements), families seeking new housed accommodation outside the study area (step 6 of this assessment), and families needing to move due to overcrowding preferring to move out of the study area (step 8 of this assessment). In total, given the low level of interest in leaving the study area, this resulted in no additional supply of housing.

Step 5: Dwellings vacated by movement within the stock

9.36 This figure, although not included in the CLG model, allows for the fact that movement of families from one house into another (steps 6 and 8) not only generates demand/need but also supply. Dwellings vacated by moves out of the study area and by those with a psychological aversion to housing are excluded, to prevent overlap with the supply counted in steps 3 and 4 above.

9.37 It is recognised that those moving from overcrowded dwellings will not release dwellings large enough for every family; however there are many newly forming family units within the total households generating demand, which are likely to be seeking smaller units.

Demand for housing 2014-2019**Step 6: Family units seeking new accommodation (without a psychological aversion to housing and therefore not moving onto a site)**

9.38 It is assumed in this model that only the need will be met, rather than demand. Therefore any household not determined to have a psychological aversion to housing but declaring that they 'need or are likely to move' in the next five years is considered to be likely to generate a need for a house.

9.39 The calculation provides the total number moving into bricks and mortar dwellings from this source. Deductions are made to avoid overlap with those moving for reasons of overcrowding or psychological aversion to housing.

Step 7: Family units on unauthorised pitches seeking housing in the area

9.40 When need arising from unauthorised pitches was considered in the assessment of pitch requirements, no family units were identified as wanting to move into housing.

Step 8: Family units in overcrowded housing (without a psychological aversion to housing and therefore not moving onto a site)

9.41 Many family units living in overcrowded housing do not have a psychological aversion to housing and therefore generate a need for a house rather than a pitch. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 12) their accommodation will no longer be overcrowded.

Step 9: New family units expected to arrive from elsewhere

9.42 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, movement into the area was expected to equal movement out of the area, both from existing and emerging households, in this case zero.

Step 10: New family formations expected to arise from within existing family units in housing

9.43 The number of individuals needing to leave bricks and mortar dwellings to create new family units was estimated over the next five years. Allowing for those planning to leave the study area and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 20.0 new households during the 2014-2019 period.

Step 11: Family units voluntarily moving into housing from sites

9.44 This is the result of steps 8 and 12 of the assessment of pitch requirements, which showed that only 1.0 household located on a pitch need or expect to move into housing in the next five years.

Requirement for residential pitches and housing 2019-2026: summary

9.45 Looking further into the future, with all those with a psychological aversion assumed to be already moved onto sites, only natural increase, mortality, and movement into and out of the area need be taken into account. Since movement within the stock is largely neutral in terms of pitches or dwellings released, this is not taken into account. The base figures for this calculation are shown below.

Table 9.6 Base figures as at 2019 assuming all need is met for 2014-2019

	2014 Base	Change 2014-2019	2019 Base
Authorised pitches	68	6+57	131

Source: Darlington GTAA 2014

- 9.46 Following CLG (2007) guidance an annual family growth rate of 3.9% (equating to 16.9% over a five year) is applied. Currently, the rate of new family unit formation will vary between sites and housing, probably due to differing household types found in each. However, due to the projected movements between these accommodation types in 2014-2019 it was considered more realistic to use the average rate across both given above. It is suggested that these rates are likely to continue in the period 2019-2026.
- 9.47 Mortality rates are projected to be the same as in 2014-2019, although due to the changing size of population, the absolute numbers of pitches and houses freed will vary. Movement into and out of the study area is also assumed to continue at the 2014-2019 rate (0.0% each way).

Table 9.7 Estimate of the need for residential pitches 2019-2024

<i>Pitches as at 2019</i>	
1) Pitches occupied by Gypsies and Travellers	131.0
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2019-2024	3.7
3) Number of family units on pitches expected to move out of the study area 2019-2024	0.0
Total Supply	3.7
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0.0
5) Newly forming family units	22.1
Total Need	22.1
<i>Additional Need</i>	
Total additional pitch requirement, 2019-2024	18.4
Annualised additional pitch requirement	3.7

Source: Darlington GTAA 2014

Table 9.8 Estimate of the need for bricks and mortar dwellings 2019-2024

<i>Known dwellings currently occupied by Gypsies and Travellers</i>	
1) Dwellings occupied by Gypsies and Travellers	175.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Dwellings expected to become vacant due to mortality 2019-2024	4.9
3) Number of family units in housing expected to move out of the study area 2019-2024	0.0
Total Supply	4.9
<i>Need for dwellings</i>	
4) Households moving into the study area (100% of outflow)	0.0
5) Newly forming family units	29.6
Total Need	29.6
<i>Additional Need</i>	
Total additional housing likely to be occupied by Gypsies and Travellers	24.6
Annualised additional housing	4.9

Source: Darlington GTAA 2014

Travelling Showpeople Accommodation Needs

9.48 As noted in Chapter 8, Travelling Showpeople accommodation needs were determined by discussions with families and representatives of the Travelling Showman's Guild. This led to a determination of accommodation need of between 6-8 plots within the borough.

Requirements for transit pitches/emergency stopping places: 2019-2026

9.49 The assumption for transit or emergency stopping places for 2019-2026 allows a vacancy rate and spare capacity. It is unlikely that the extent of travelling will increase in the future, so no further transit or emergency pitches will be needed. However, this assumption should be kept under review.

Summary

9.50 The following table summarises the number of residential, transit pitches/temporary stopping places, and bricks and mortar accommodation required over the period 2014-26. There is a gross accommodation need for 79 new pitches in the study area during 2014-2019. However, this figure excludes planning permission already granted for a further 57 pitches and other supply factors. As such, the net accommodation need for the period 2014-2019 is for 6 additional pitches.

9.51 The accommodation need for the period 2014-2019 is based on surveys undertaken with Gypsy and Traveller families, whilst accommodation need for the 2019-2026 period is based on projections. Total net accommodation need for the period 2014-2026 is for 32 additional pitches.

9.52 No additional transit sites or emergency stopping places are required over the period. An additional 11 bricks and mortar accommodation units are also required for period 2014-26.

Table 9.9: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2014-26

Period	Residential pitches	Travelling Showpeople plots	Transit sites/emergency stopping places	Bricks and mortar accommodation
Total 2014-19	6 (79)*	6-8	0	-25
Total 2019-24	18	0	0	25
Total 2024-26	8	0	0	11
Total 2014-2026	32	6-8	0	11

Source: Darlington GTAA 2014

* The figure in brackets is the gross need for the period 2014-2019 which excludes planning permission for a further 57 pitches and other supply factors (see Table 9.1 above)

10. Conclusions on the evidence

Introduction

- 10.1 This final chapter draws conclusions from the evidence. The main source of this is the quantitative analysis in Chapter 6 on Gypsies and Travellers, although reference is also made to findings throughout the report.
- 10.2 Due to the complexity of any attempt to calculate the need for this type of accommodation, it is necessary to specify quite narrowly what is measured and what is not. As such, this chapter will summarise some of the earlier discussion in Chapters 1 and 2. It then makes a series of recommendations relating to meeting the identified need for new pitches, site management and facilities, and recording and monitoring processes.

Accommodation measurement issues

- 10.3 Calculating levels of need for Gypsies and Travellers is a complex process, due to the number of factors involved. Firstly, Gypsy and Traveller Accommodation Needs Assessments (GTAAs) differ significantly from conventional models for assessing housing need. As recognised in the CLG guidance, accommodation need goes beyond standard categories of suitability and affordability to encompass Gypsies' and Travellers' need to maintain their way of life by living in caravans. The need is not simply for accommodation, but for accommodation which acknowledges their cultural identity based on a mobile lifestyle.
- 10.4 Secondly there is an issue of data gathering. GTAAs do not possess such large sample sizes as conventional housing need surveys. Nor is it culturally feasible to collect the detailed financial data which is conventionally achieved in mainstream surveys of housing need. The sample sizes required by conventional studies are never achieved in GTAAs. The 2014 Darlington GTAA has a large sample size comparable to others carried out so far in England, but is still too small for conventional housing needs analysis. As such, the analysis has to include qualitative data rather than solely quantitative.
- 10.5 Thirdly, in conventional housing needs analysis it is important to separate analysis of need from the aspirations of respondents. For example, respondents may aspire for one type of accommodation housing (for instance a detached bungalow) but in practice (unless financially capable of choosing) be obliged to accept whatever is available that meets their household size requirements.

- 10.6 It is far harder to make such a distinction in a GTAA. The traditional method of distinguishing need and demand, by considering the ability to buy the required accommodation on the open market cannot be applied to Gypsies and Travellers: firstly since the barriers to accessing pitches are not always cost-related, and secondly because gathering reliable financial and employment information from Gypsies and Travellers, due to cultural barriers, can be difficult.
- 10.7 This background provides the basis for the definition of need given in the guidance and used in this report (see Chapter 1). This goes beyond the definition used for the settled community based on financial constraints and the standard categories of unsuitability; it also includes accommodation made unsuitable due to the psychological effects brought about by giving up the traditional, caravan-based life.

Policy Changes

- 10.8 As noted in Chapter 1, in 2012 the Coalition Government brought about new legislation regarding Gypsy and Traveller accommodation. This emphasises a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 10.9 The new planning policy gives councils the freedom and responsibility to determine the right level of Gypsy and Traveller site provision in their area, in consultation with local communities, while ensuring fairness in the planning system. It sits within a broader package of reforms to abolish the previous Government's Regional Strategies and return planning powers to councils and communities.

New pitch provision

- 10.10 Table 10.1 summarises the results from Chapter 9. There is a gross accommodation need for 79 new pitches in the study area during 2014-2019. However, this figure excludes planning permission already granted for a further 57 pitches and other supply factors. As such, the net requirement for accommodation in the study area over the 2014-2026 period is as follows:
- 32 residential pitches
 - 0 additional transit sites/emergency stopping places
 - 6-8 Travelling Showpeople plots.
- 10.11 The accommodation need for the period 2014-2019 is based on surveys undertaken with Gypsy and Traveller families, whilst accommodation need for the 2019-2026 period is based on projections.

Table 10.1: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2014-26

Period	Residential pitches	Travelling Showpeople plots	Transit sites/emergency stopping places	Bricks and mortar accommodation
Total 2014-19	6 (79)*	6-8	0	-25
Total 2019-24	18	0	0	25
Total 2024-26	8	0	0	11
Total 2014-2026	32	6-8	0	11

Source: Darlington GTAA 2014

* The figure in brackets is the gross need for the period 2014-2019 which excludes planning permission for a further 57 pitches and other supply factors (see Table 9.1 above)

10.12 It shows there is a net need for 32 pitches for the period 2014-2026. The main drivers of need are from psychological aversion of families living in bricks and mortar accommodation, newly forming families and overcrowding on authorised sites. Table 10.2 shows permanent pitch requirements for the study area for the period 2014 to 2029.

10.13 Table 10.3 shows housing requirements between 2014-2026. The lack of need for additional housing during the first five years is due to few households currently living on site wanting to live in bricks or mortar accommodation, whilst some Gypsies and Travellers currently living in bricks in mortar accommodation display psychological aversion (so would prefer to live on site). Future need is mainly due to population growth.

10.14 New housing provision for Gypsies and Travellers may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.

10.15 Also, as discussed in Chapter 2, Gypsies and Travellers living in bricks and mortar accommodation sometimes face discrimination and hostility from the settled community. It may be useful to consider the provision of alternative accommodation which directly meet the needs Gypsies and Travellers such as group housing schemes.

10.16 Table 10.4 shows there is no additional transit/emergency stopping place requirements for the period 2014-2026.

Table 10.2: Summary of Gypsy and Traveller pitch net needs 2014-26

Table 10.2: Summary of Gypsy and Traveller pitch net needs 2014-26	
Period	
Total at 2014	68
<i>Need 2014-19</i>	6
Total at 2019	74
<i>Need 2019-24</i>	18
Total at 2024	92
<i>Need 2024-26</i>	8
Total at 2026	100
<i>Total Need 2014-26</i>	32
Annualised need	2.7

Source: Darlington GTAA 2014

Table 10.3: Summary of Gypsy and Traveller housing needs 2014-26

Table 10.3: Summary of Gypsy and Traveller housing needs 2014-26	
Period	
Total at 2014	200
<i>Need 2014-19</i>	-25
Total at 2019	175
<i>Need 2019-24</i>	25
Total at 2024	200
<i>Need 2024-26</i>	11
Total at 2029	211
<i>Total Need 2014-26</i>	11
Annualised need	0.9

Source: Darlington GTAA 2014

Table 10.4 G&T Emergency stopping place requirements 2014-2026

	2014-2019	2019-2026
Sites/places	0	0
Total	0	0

Source: Darlington GTAA 2014

The location of new sites

10.17 Based on survey responses, most Gypsies and Travellers living in the study area would prefer small, family sized sites. Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller households.

10.18 This distribution is based on where need arises and is not necessarily where it should be met i.e. need could be met throughout the whole the study area. Specific sites suitable for development should be outlined by local authorities and guidance offered on the type of

land that is likely to obtain planning permission as well as land that is *unlikely* to. Advice on the planning process should also be offered.

10.19 Ongoing monitoring of site provision and vacant pitches should be undertaken by the local authorities alongside discussions with Gypsies and Travellers to ensure that any additional need that may arise over the study period is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies and Travellers to ensure that additional provision meets their needs. Government guidance on site design stresses the importance of access to services and the promotion of 'integrated co-existence' between the site and surrounding community.⁶⁵

10.20 Ensuring that new sites are located in a safe environment is important although the impact of land costs on determining feasibility must also be considered. The settled community neighbouring the sites should also be involved in the consultation from an early stage.

10.21 In terms of identifying broad locations for new sites, there are a number of factors which could be considered including:

Costs

- How do land costs impact on feasibility i.e. is it affordable?
- Implementation of service – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewage?
- Can good drainage be ensured on the new site?

Social

- Does the proposed location of the new site lie within a reasonable distance of school catchment areas?
- Sustainability – is the proposed location close to existing bus routes?
- Proximity of social and leisure services – is the proposed location close to leisure facilities such as sports centres, cinemas etc. or welfare services such as health and social services etc.

Availability

- Who owns the land and are they willing to sell?
- Is access easy or will easements across other land be needed both for humans and services/utilities?
- Are utilities close enough to service the site at realistic prices?

Deliverability

- Does the proposed location meet existing general planning policy in terms of residential use?

⁶⁵ CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008 located at: <http://www.communities.gov.uk/documents/housing/pdf/designinggypsiesites.pdf>.

- Are there likely to be objections to the location of the proposed site?
- Can the owner sell the land easily and quickly?
- Can utilities connect to the proposed site?
- Can highways connect to the proposed site?

10.22 Considering the evidence gathered throughout the GTAA, it is likely that the key factors determining new provision in the study area are:

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new sites are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new sites to existing sites i.e. to consider the social tensions that may arise if new sites are located too close to existing sites
- The sustainability of new sites i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

10.23 Evidence derived from the survey suggested that most respondents did not identify preferred locations for new sites in the study area. However, some respondents stated that new sites should be located away from busy roads or industrial areas.

10.24 Gypsies and Travellers undertaking the survey suggested that it is important that new sites are located close to amenities such as shops, schools and health facilities and have good transport links. Also, there was concern by residents of some sites that new sites have paved access and good lighting as they currently have to walk alongside busy traffic.

10.25 CLG (2012) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas respect the scale of, and do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

10.26 It also states that when considering applications, local planning authorities should attach weight to the following matters:

- a. effective use of previously developed (brownfield), untidy or derelict land
- b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
- c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
- d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community

- e. that they should determine applications for sites from any Gypsies or Travellers and not just those with local connections

- 10.27 By considering the guidance outlined above as well as the results of the Gypsy and Traveller survey and stakeholder consultation, it is possible to identify broad locations for the provision of new sites in relation to the study area.
- 10.28 There are families within the study area who would like to increase the number of pitches and/or number of caravans allowed per pitch on existing sites. The consideration of expansion of small sites with adequate space would contribute towards meeting existing need. However, it should be noted that only around one fifth of survey respondents living on the larger Honeypot Lane and Neasham Road sites stated that they were in favour of expansion. Also, it is important to carefully consider the location of new sites as placing these too close to existing sites could lead to conflict between occupants creating management issues. Finally, it should be considered that licensed Gypsy and Traveller sites which accommodate non-Gypsies or Travellers negatively impacts on accommodation provision.
- 10.29 Travelling Showpeople primarily live on yards in neighbouring local authorities such as Middlesbrough. It is likely that any further permanent provision would be in these areas. However, discussions with representatives from the Travelling Showman's Guild indicated that there may be unmet demand for accommodation from outside the Darlington area.
- 10.30 The preferred locations for transit and emergency stopping provision for Travelling Showpeople is less obvious. This will be influenced by where fairs and events are held and if they already offer temporary accommodation provision. Those surveyed spoke about the importance of access to the motorways as they "provide good links to potential work opportunities". Due to the size of their work equipment and vehicles, Travelling Showpeople felt that yards need to have good access to motorways and major roads and should not be too near minor small village roads.

The size of new sites and pitches

- 10.31 As discussed in Chapter 6, the preferred size for permanent/residential sites is for small, family sized sites. The stakeholder meetings undertaken as part of the GTAA confirmed that smaller sites are preferred. As such, following CLG (2008) guidance it is recommended that new sites contain a maximum of 15 pitches whilst smaller sites for individual extended families should be considered. Some future need could be met by considering the expansion of small, privately-owned family sites in order to accommodate existing family members.
- 10.32 CLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify

that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.)), parking space for two vehicles and a small garden area.

10.33 Based on CLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance requirements between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:

- Hard standing for 1 touring/mobile caravan and 1 static caravan
- 2 car parking spaces
- 1 amenity block
- Hard standing for storage shed and drying
- Garden/amenity area

Maintaining current sites

10.34 Results from the GTAA survey suggest that satisfaction rates with current sites are fairly high with three fifths of respondents being either satisfied or very satisfied. However, this does mean that a significant proportion of respondents stated that they are not satisfied with the site they currently occupy.

10.35 Although the main reason for dissatisfaction with living on sites is a lack of facilities (a factor which is likely to be ameliorated by the new publicly financed site), it is important that the conditions of local authority leased sites be regularly monitored to ensure that maintenance issues are swiftly resolved. This will require ensuring that the roles and responsibilities of both site managers and residents are clearly understood. Also, it may be useful to embed dispute resolution mechanisms into licensing agreements⁶⁶.

Unauthorised encampments

10.36 As discussed in Chapters 4 and 9, the number of unauthorised encampment incidents within Darlington Borough has gradually declined over the 10 year period January 2003 to December 2013. However, it is possible that the low number of unauthorised encampments is at least partly due to some families living in caravans of family and friends' drives and yards. Transit pitches at the Honeypot Lane site are frequently vacant. Unauthorised encampments may diminish further as planned new accommodation provision is implemented (although some unauthorised encampments are likely to occur irrespective of new provision).

⁶⁶ See Welsh Assembly, *Review of Service Provision for Gypsies and Travellers*, 2002 located at: <http://www.assemblywales.org/N000000000000000000000000009105.pdf>

10.37 As such, Table 10.4 above identifies no requirement for additional transit or emergency stopping places during the 2014-2026 period. Nonetheless, it may be useful to consider the 'negotiated stopping' model in response to any future unauthorised encampments i.e. negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

Education and health issues

10.38 Although the main objective of the GTAA is to determine the accommodation need of Gypsies and Travellers, such need is closely related to social, health and education issues. Statistics published by the Department of education suggests that within the study area there are a total of 123 Gypsy and Traveller children attending state primary schools, and 42 Gypsy and Traveller children attending state secondary schools.

10.39 It is recognised that cultural factors can impact on the educational achievement of Gypsies and Travellers. There is a need to further support good practice in education such as the work undertaken by the Traveller Education and Attainment Service (TEAS) and to further consider how educational needs can be met.

10.40 The GTAA survey showed that only in around a third of families containing school-age children do all children attend school, although in only very few households did none of the children attend school. The main reasons cited for children not attending school included bullying, a lack of permanent address, and travelling due to work.

10.41 These findings emphasise the importance of the work undertaken by the Darlington Traveller Education and Achievement Service (TEAS). TEAS work to support the local authority and schools in carrying out statutory responsibilities. TEAS aim to promote access, inclusion, achievement, attainment and opportunities for traveller families living in or visiting Darlington.

10.42 In relation to health, the *Gypsy, Roma & Traveller Health Needs Assessment for County Durham and Darlington* (2011) found that younger Gypsies and Travellers actually rate their health more favourably than the rest of the population, but that older and single Gypsies and Travellers have significantly worse health than would be expected.

10.43 The GTAA survey did not find significant health issues amongst the local Gypsy and Traveller population (the most commonly cited was health problems due to old age). One reason may be that all but one family (who were temporarily residing on a transit pitch) are permanently registered with a local health practice.

10.44 However, the Health Needs Assessment found that there is a continuing distrust of social services, with confusion about the meaning of 'social care' compounded in its effect by an expectation that families will 'look after their own' or be shamed for failing to do so. As such, it is important to ensure that existing health outreach services are supported and monitored.

- 10.45 The good community-based practice supporting equal access to education and health care is acknowledged. However, there is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower local communities.
- 10.46 Also, Information should be made available in a variety of forms (as well as visits by Liaison and Support Officers) to ensure that the Gypsy and Traveller community are aware of the type of help and support available to them, and clarification about tenancy obligations and rights

Community development and community cohesion

- 10.47 As noted above there already exists good practice in relation to education and empowerment within the borough in the form of the Darlington Traveller Education and Attainment Service (TEAS) which provides educational support to the Gypsy and Traveller communities.
- 10.48 Darlington police acknowledge that there are sometimes tensions between the Gypsy and Traveller and settled communities⁶⁷. In response, the Darlington Integration Advisory Group (IAG) meets every two or three months in order to respond to issues around cohesion. It is chaired by the police and attended by representatives from different minority groups (including Gypsies and Travellers).
- 10.49 However, it is arguable that there is scope for further community development work. One consideration may be the establishment of Gypsy and Traveller tenant and resident associations (TRAs). As Ryder (2012)⁶⁸ suggests, TRAs provide a collective voice for people who live in the same area, or who have the same landlord. Members work together to improve housing and the environment in their neighbourhood and to build a sense of community.
- 10.50 Also, regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller community.

⁶⁷ See 'Darlington police chief's 'talk to us' plea over Gypsy tensions', *Warrington Guardian* located at: http://www.warringtonguardian.co.uk/news/10475002.Darlington_police_chief_s__talk_to_us__plea_over_Gypsy_tensions/?ref=rc

⁶⁸ Ryder, A. (2012), *Hearing the voices of Gypsies and Travellers: the history, development and challenges of Gypsy and Traveller tenants and residents' associations*, Third Sector Research Centre Working Paper 84 located at: <http://www.tsrc.ac.uk/LinkClick.aspx?fileticket=INqGXFbAe8E%3d&tabid=500>

Gypsies and Travellers living in bricks and mortar accommodation

- 10.51 The GTAA estimated that there are around 200 families identifying themselves as Gypsies and Travellers living in bricks and mortar accommodation in the within the borough. This was calculated on the basis that there is a ratio of 3:1 families living in bricks and mortar accommodating compared to the number of families living on sites. However, it can be difficult to estimate the number of families given the reluctance of some to identify themselves as belonging to the Gypsy and Traveller community.
- 10.52 There is also evidence that some families are living in caravans on relatives' driveways, back gardens or yards (although it is difficult to estimate numbers). This places pressure on the hosting families in terms of space and resources.
- 10.53 Amongst respondent households, the main reasons for living in bricks and mortar accommodation were 'family reasons' or because families felt there was 'no alternative'. Although most of the families living in bricks and mortar accommodation were satisfied, some families displayed psychological aversion. This constitutes much of the accommodation need within the period 2014-2019 period. There is evidence from planning documents that psychological aversion has been cited as a factor in allowing an appeal against refusal for planning permission for a site on at least one occasion.
- 10.54 Families living in bricks and mortar accommodation can sometimes face discrimination and hostility from the settled community. As such, it may be useful to consider the provision of alternative accommodation which directly meet the needs Gypsies and Travellers such as group housing schemes.
- 10.55 Also, local housing authorities should include Gypsy and Irish Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community.

Travelling Showpeople

- 10.56 There are currently no Travelling Showpeople families living in the study area. However, discussions with representatives from the Travelling Showman's Guild indicated that there may be unmet demand for accommodation from outside the Darlington area.
- 10.57 Overcrowding on existing yards in neighbouring local authorities means that there is a desire for new accommodation throughout the region including both permanent and transit yards. Families acknowledge that local authorities may not be able to provide suitable accommodation, but instead could help them secure their own accommodation.
- 10.58 At least two families display strong past and current familial and work relationships with Darlington and require new accommodation. As such, it was determined that there is a need for between 6 and 8 Travelling Showpeople plots within the study area.

Planning policy coordination and cooperation

- 10.59 Gypsy and Traveller accommodation issues frequently transcend local authority boundaries and, as such, require planning policy coordination and cooperation. Also, the Localism Act 2011 places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.
- 10.60 As noted in throughout this report, there already exists some coordination of planning policy between Darlington Borough Council and neighbouring local authorities. However, there is the potential for further liaison and information sharing. This could take a form similar to the multi-agency Gypsy and Traveller Unit set up in Leicestershire or the partnership approach adopted in Nottinghamshire.
- 10.61 In relation to internal policy coordination regarding Gypsy and Traveller issues, as suggested by Darlington Borough Council's 'Housing Technical Paper' (2013), it would be useful for the local authority to establish an internal working group which cuts across service areas, in order to better co-ordinate the response and approach on Gypsy and Traveller issues and avoid potential duplication of work.

Summary

- 10.62 As noted in Chapter 1, there is a long history of Gypsies and Travellers residing within the borough. Assessments of accommodation need undertaken within the borough since the implementation of the 2004 Housing Act suggests that there remains need within the borough. The 2009 GTAA undertaken on behalf of the five Tees Valley local authorities estimated a need for 145 new pitches for the period 2007-2026 with a large proportion (98 pitches) located in Darlington. The 2013 Preferred Options document estimated a need for between 51 and 78 new pitches within a 15 year period. However, the calculations were based on survey evidence gathered on behalf of the 2009 GTAA, so were no longer reliable. This is the main reason *RRR Consultancy Ltd* were commissioned to undertake a new GTAA in March 2014.
- 10.63 The 2014 GTAA provides a current assessment of accommodation need. It indicates that there is an overall shortfall in the study area over the next 12 years of some 32 residential pitches, no transit sites/emergency stopping places for Gypsies and Travellers and 6-8 plots for Travelling Showpeople. The policy process that follows on from this research will need to consider how Gypsies, Travellers and Travelling Showpeople can be helped through the planning process to find suitable sites. The study also highlighted a number of issues relating to the management and condition of sites i.e. that funding for sites must take into account management costs and that smaller sites are easier to manage.
- 10.64 Since the 2009 GTAA the Council has been proactive in improving current sites as well as facilitating new provision. The two local authority sites at Honeypot Lane and Neasham Road are now leased and managed by the Gypsy and Traveller community. The Council

has also gained central government funding to provide 20 new pitches at a site adjacent to the current Neasham Road site.

- 10.65 However, we would recommend that the Council carefully consider the location of the new Neasham Road site as situating it too close to existing provision could lead to conflict between long-standing and newly arriving families. The Council also plans to convert 12 of the current transit pitches at Honeypot Lane into permanent pitches. These will meet future accommodation needs but have not been included in the current needs calculations as planning permission has not yet been granted.
- 10.66 In terms of private provision, since 2009 the Council has granted planning permission for 37 new pitches. Despite a proactive approach in encouraging new private provision a substantial proportion of planning applications for new private sites are rejected (although some gain permission on appeal). Importantly, it is apparent that a substantial number of future sites may derive from windfalls. The Council's Preferred Options document (2013) suggests that an average of 1.6 windfall sites per annum became available for the period 2008-2013 and it is likely that this trend will continue.
- 10.67 Whilst recognising the above it is important to acknowledge that further improvements to sites may be required. As stated in Chapter 6 two fifths of respondents stated that they were not satisfied with the site they currently occupy. In particular, satisfaction with amenity blocks was mixed with around a third of families stating they were dissatisfied with current provision. Also, in terms of spatial requirements, just under half of respondent households stated that there is currently a lack of space on pitches.
- 10.68 A key issue was that a third of all respondents stated that there is a lack of space for children to play on site. This is particularly the case at Honeypot Lane where more than half of respondents stated that there is a lack of space for children to play safely. One solution may be to consider enlarging the size of pitches at the Honeypot Lane site as part of an improvement process. This may lead to fewer pitches but would resolve issues regarding space described above and could lead to fewer vacancies. It is also important for the leaseholders of current sites to be supported in terms of maintaining sites so that repairs can be swiftly undertaken.
- 10.69 As well as living on sites, a considerable number of Gypsy and Traveller families reside in bricks and mortar accommodation. The GTAA estimated that there are around 200 families identifying themselves as Gypsies and Travellers living in bricks and mortar accommodation within the borough. This was calculated on the basis that there is a ratio of 3:1 families living in bricks and mortar accommodation compared to the number of families living on sites. However, it can be difficult to estimate the number of families given the reluctance of some to identify themselves as belonging to the Gypsy and Traveller community. As such, local housing authorities should include Gypsy and Irish Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly

in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community.

- 10.70 One issue experienced by some Gypsy and Traveller families living in bricks and mortar accommodation is that of 'psychological aversion'. This was determined by identifying those respondents who said in their survey responses that they had been forced to live in a house or that they suffered adverse psychological effects due to living in bricks and mortar accommodation. Although only one fifth of respondents living in bricks and mortar accommodation were deemed to be experiencing 'psychological aversion', the large population means this has a significant impact on accommodation need figures. There is evidence that 'psychological aversion' has been a factor when planning appeals for rejected new sites have been considered. Also, families living in bricks and mortar accommodation can sometimes face discrimination and hostility from the settled community. As such, it may be useful to consider the provision of alternative accommodation which directly meet the needs Gypsies and Travellers such as group housing schemes.
- 10.71 There is a need for the Council to consider the accommodation needs of Travelling Showpeople. Until the 1960s and 1970s a large number of Travelling Showpeople resided in the borough. However, these families moved into bricks and mortar accommodation locally or to yards in neighbouring towns after the Darlington yards were demolished. There are currently no Travelling Showpeople families living in the study area. However, discussions with representatives from the Travelling Showman's Guild indicated that there may be unmet demand for accommodation from outside the Darlington area. At least two families currently residing outside the borough display strong past and current familial and work relationships with Darlington and require new accommodation. As such, it was determined that there is a need for between 6 and 8 Travelling Showpeople plots within the study area. Families acknowledge that local authorities may not be able to provide suitable accommodation, but instead could help them secure their own accommodation.
- 10.72 The relatively low number of unauthorised encampments within the borough over recent years reflects the increase in provision. The 'spikes' in unauthorised encampments that occasionally occur can be explained as the consequence of specific events (e.g. Christian conventions) which lead to a large number of unauthorised caravans remaining for extensive periods. However, it is possible that the low number of unauthorised encampments is at least partly due to some families living in caravans of family and friends' drives and yards. As such, the numbers of unauthorised encampments within the borough should continue to be carefully monitored.
- 10.73 Given that the Honeypot Lane site includes 24 transit pitches (which are never fully occupied), it is determined that there is no need for additional transit provision within the study area. Nonetheless, it may be useful to consider the 'negotiated stopping' model in response to any future unauthorised encampments i.e. negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.

- 10.74 There are good health and education support services for Gypsy and Traveller families within the borough. However, there is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower local communities. Also, information should be made available in a variety of forms (as well as visits by Liaison and Support Officers) to ensure that the Gypsy and Traveller community are aware of the type of help and support available to them, as well as clarifying tenancy obligations and rights.
- 10.75 In relation to community cohesion, Darlington police acknowledge that there are sometimes tensions between the Gypsy and Traveller and settled communities. The Darlington Integration Advisory Group (IAG) is a step forward in ensuring a coordinated response to community cohesion issues. However, relations between Gypsies and Travellers and settled communities could be improved by increasing shared knowledge and awareness and by providing mechanisms to ensure both groups have their needs and rights protected.
- 10.76 It is acknowledged that Gypsy and Traveller accommodation issues frequently transcend local authority boundaries and, as such, require planning policy coordination and cooperation. As noted in throughout this report, there already exists some coordination of planning policy between Darlington Borough Council and neighbouring local authorities. Whilst acknowledging past difficulties in liaising over Gypsy and Traveller issues, there is the potential for further liaison and information sharing. This could take a form similar to the multi-agency Gypsy and Traveller Unit set up in Leicestershire or the partnership approach adopted in Nottinghamshire.
- 10.77 In relation to internal policy coordination regarding Gypsy and Traveller issues, as suggested by Darlington Borough Council's 'Housing Technical Paper' (2013), it would be useful for the local authority to establish an internal working group which cuts across service areas, in order to better co-ordinate the response and approach on Gypsy and Traveller issues and avoid potential duplication of work.
- 10.78 Finally, this report recommends that the local authority can promote race equality towards Gypsies and Travellers by⁶⁹:
- Developing a holistic vision for their work on Gypsies and Travellers, and embedding it in Community and Homelessness Strategies, Local Development Frameworks and planning and reporting obligations under the Equality Act 2010.
 - Reviewing all policies on accommodation for Gypsies and Travellers.
 - Supporting the training of elected members and officers using courses such as those developed by the Local Government Association (LGA).

⁶⁹ Equality and Human Rights Commission, *Gypsies and Travellers: Simple Solutions for Living Together*, March 2009 located at: http://www.equalityhumanrights.com/uploaded_files/gypsies_and_travellers.pdf

- Advising Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
- Developing an internal policy on how to deal with racist representations in the planning approval process.

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