

Mansfield District Council Gypsy and Traveller Accommodation Needs Assessment 2017

Final Report February 2017

RRR Consultancy Ltd



Mansfield
District Council



RRR Consultancy
High Quality Social Research & Training

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We would especially like to acknowledge the Gypsy and Traveller, and Travelling Showpeople, families who were involved in the research. We thank them for their honesty and earnestness in answering our many questions.

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, children and families.

Glossary

Amenity 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 an amenity shed or amenity block.

Authorised site

A site with planning permission for use as a Gypsy and Traveller site. It 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.

Bedroom standard

The bedroom standard is based on that which was used by the General Household Survey to determine the number of bedrooms required by families. 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. The number of spaces for each accommodation unit is divided by two to provide an equivalent number of bedrooms. Accommodation needs were then 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 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).

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 DCLG Planning Policy for Traveller Sites (August 2015):

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

The DCLG guidance also states that in determining whether persons are "gypsies and travellers" for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) whether they previously led a nomadic habit of life
- b) the reasons for ceasing their nomadic habit of life
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

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.

Local Development Documents (LDD)

Local Plans and other documents that contain policies and are subject to external examination by an Inspector.

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 arrangements 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. The arrangement is between the authority and the (temporary) residents.

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. Traveller Caravan Count).

Settled community

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

Site

An area of land laid out and/or used for Gypsy and Traveller caravans for residential occupation, which can be authorised (have planning permission) or unauthorised. Sites can be self-owned by a Gypsy and Traveller resident, or rented from a private or social landlord. Sites vary in type and size and can range from one-caravan private family sites on Gypsies' and Travellers' own land, through to large local authority sites. Authorised private sites (those with planning permission) can be small, family-run, or larger, privately-owned rented sites.

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

Unauthorised developments include situations where the land is owned by the occupier, or the occupier has the consent of the owner (e.g. is tolerated /no trespass has occurred), but where relevant planning permission has not been granted.

Unauthorised encampment

Unauthorised encampments include situations where the land is not owned by the occupier, the land is being occupied without the owner's consent, and as such a trespass has occurred. An encampment can include one or more vehicles, caravans or trailers.

Unauthorised site

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

Winter quarters

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. In September 2016 Mansfield District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment (GTANA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit sites, and bricks and mortar accommodation for the period 2017-2033. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- S2. It is important to note, that previous and current guidance documents are useful in helping guide the GTANA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis followed practice guidance set out by Communities and Local Government (DCLG) in recent draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007) obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- S3. 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 and agencies involved with Gypsy and Traveller issues
 - Consultation with Gypsy and Traveller households

Literature review

- S4. 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 Equality Act 2010 has gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.
- S5. This is important as it suggests that all agencies and service providers working with Gypsies and Travellers should adhere to the principles of the Equality Act 2010. Evidence discussed in Chapter 5 suggests that this is not always the case for Gypsy and Traveller families living within the district.

- S6. The research discussed in Chapter 2 suggests that education, health and employment remain key issues for the Gypsy and Traveller community. However, it is apparent from the research discussed in Chapter 2 that the most pressing issue nationally remains that of inadequate permanent and transit site provision. With around one sixth of Gypsies and Travellers nationally residing in unauthorised developments or encampments, the Government responded with increased funding for site provision. The £60m Homes and Communities Agency (HCA) fund for 2011-2015 was fully committed.
- S7. 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. Unauthorised encampments are comparatively less problematic within the study area than compared with the national picture. Nonetheless, there is a need for local authorities to consider how issues around unauthorised encampments can be resolved, including considering adopting the 'negotiated stopping' model.
- S8. 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 Needs Assessments (GTANAs).

Policy context

- S9. In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Showpeople. The guidance emphasised the need for local authorities to use evidence to plan positively and manage development. Given the very small number of Gypsy and Traveller families who had permanently ceased travelling, and the reasons for stopping, the change in definition did not significantly impact on the GTANA accommodation needs figures.
- S10. The accommodation needs calculations undertaken as part of this GTANA were based on analysis of secondary data and primary surveys with Gypsy, Traveller and Travelling Showpeople households. Also, it was apparent from consultation with stakeholders that the revised definition would not impact on the ethnic status of existing Gypsy and Traveller households residing in the district (i.e. that the accommodation needs of such households would need to be considered).
- S11. In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.

- S12. Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats.
- S13. Although to some extent county/local authorities already coordinate responses on Gypsy and Traveller issues there is room for improvement in relation to liaison and information sharing. Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAA's produced by neighbouring local authorities. GTAA's recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation needs throughout the East Midlands.

Population Trends

- S14. There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and local authority data. The DCLG Count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends.
- S15. There is some variation in the number of caravans recorded by the July 2016 Traveller Caravan Count in Nottinghamshire with no caravans recorded in Ashfield, Broxtowe and Gedling and only 11 recorded in Mansfield. In contrast, 36 caravans were recorded in Nottingham and 63 in Bassetlaw. However, by far the largest number was recorded in Newark and Sherwood with 345 caravans.
- S16. When population is taken into account the density of caravans varies widely. Ashfield, Broxtowe and Gedling all have a density of 0 caravans per 100,000 population. Slightly higher densities are found in Mansfield (11 caravans per 100,000 population), Nottingham (12), and Rushcliffe (13). However, the highest densities are found in Bassetlaw (56 caravans per 100,000 population), and Newark & Sherwood (300 caravans per 100,000 population).
- S17. The data indicates a total provision of 426 pitches and plots across the county including 330 privately owned pitches, 52 Travelling Showpeople plots, and 44 transit pitches/pitches with temporary planning permission. There are no local authority managed sites within the county with most private Gypsy and Traveller pitch provision located in Newark & Sherwood, Bassetlaw and Nottingham. There are no Gypsy and Traveller pitches within Mansfield and only 1 Travelling Showpeople yard. Bassetlaw is the only local authority area within the county to contain transit provision.
- S18. The number of unauthorised caravans recorded by the DCLG Traveller Count between July 2014 and July 2016 within the county has remained fairly low with the exception of an unauthorised encampment of 52 caravans recorded in Ashfield in July 2014. There were 7 caravans located on unauthorised sites recorded by the DCLG Count in January 2016 and 11 in July 2016. However, Mansfield DC's own records show that there were 9 unauthorised encampments recorded in the district between 2014 and 2016. Whilst most families were

passing through the district the average size and frequency of unauthorised encampments suggest that there may be need of some form of transit provision within the district.

Stakeholder Consultation

- S19. Consultations with a range of stakeholders were conducted in September and October 2016 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.
- S20. The stakeholder consultation offered important insights into the main issues faced by Gypsies and Travellers within the county. It was generally acknowledged that there is a lack of accommodation provision. Generally, the main issue is a lack of suitable, well managed, and accessible sites in Mansfield and surrounding areas. In particular, there are no local authority managed sites within the county offering affordable accommodation. Key barriers to the provision of new sites mentioned by stakeholders included a lack of suitable land, public and political opposition to new sites, and a lack of understanding regarding the accommodation needs of the Gypsy and Traveller community.
- S21. According to stakeholders, it can be difficult to determine the travelling patterns of the Gypsy and Traveller community. There was no agreement regarding the impact of the revised DCLG (August 2015) definition on travelling, although it was suggested that it could lead to lower estimates of accommodation need and families travelling in order to prove ethnic status. Most Gypsy and Traveller households residing on permanent, residential sites may travel infrequently. Families are more likely to make longer trips for family or social events rather than for work. The main reasons for travelling cited by stakeholders were for visiting family and friends, for employment reasons, for visiting events such as fairs, and because it is part of the Gypsy and Traveller culture.
- S22. It is apparent from stakeholders that they perceive the relationship between Gypsies and Travellers and the settled community as frequently difficult. This leads to the need for better cultural awareness and a more inclusive approach to the Gypsy and Traveller community. This could take the form of education and more positive representation of the Gypsy and Traveller community in the media. However, building trust between Gypsies and Travellers could be difficult and will take time. In relation to specific service needs, children may find it difficult to access schools which accept them, whilst older people may need support accessing health facilities. Finally, stakeholders suggested that there needs to be better communication and cooperation regarding Gypsy and Traveller issues between departments and agencies.

Accommodation need

- S23. Accommodation need for the study area was assessed using analysis of secondary data and interviews with Gypsy and Traveller families. The accommodation needs calculation steps

were based on methodology to determine Gypsy and Traveller accommodation need agreed by the Nottinghamshire local authorities (October 2013).

- S24. Table S1 summarises the number of residential, transit pitches/temporary stopping places, and bricks and mortar accommodation required over the period 2017-2033. It shows that a further 3 Gypsy and Traveller pitches, 0 Travelling Showpeople plots, and 1 transit/emergency stopping place is needed over the period 2017-2033 throughout the district (need is determined up to 2033 to ensure that the GTANA accords with the end date of the Mansfield District Local Plan). It is estimated that any future need for the period 2017-2033 years will consist of a new small family site or extensions to the sites required during the first 5-year period 2017-2022.
- S25. The main driver of need is from households (one extended family) experiencing psychological aversion of living in bricks and mortar accommodation. It is important to note that there may be families within the study area who have not been consulted. The needs have been calculated based on consultation carried out with 5 identified families living in houses.

Table S.1: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2017-33			
Period	G&T Pitches	TS Plots	Transit/Stopping places
Total 2017-22	2.2	0	1
Total 2022-27	0.2	0	0
Total 2027-33	0.3	0	0
Total 2017-2033	2.7 (3)	0	1

Source: Mansfield GTANA 2017

Conclusions

- S26. As well as quantifying accommodation need, the study also makes recommendations on key issues. The main ones are as follows:
- Develops a holistic vision for their work on Gypsies and Travellers, and embed it in Community and Homelessness Strategies, Local Development Plan Documents and planning and reporting obligations under the Equality Act 2010.
 - Provides 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.
 - Formalise communication processes between relevant housing, planning and enforcement officers etc. in both study area and neighbouring local authorities.
 - Advise Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
 - Develop internal policies on how to deal with racist representations in the planning approval process.
 - Develop criteria and process for determining the suitability of Gypsy and Traveller sites, as indicated above.

- In liaison with relevant enforcement agencies such as the police and neighbouring authorities to develop a common approach to dealing with unauthorised encampments.
- With neighbouring authorities develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Identify locations for new provision.
- Encourage local housing authorities to include Gypsy and 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.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

1. Introduction

Study context

- 1.1 In September 2016 Mansfield District Council commissioned *RRR Consultancy Ltd* to undertake a Gypsy and Traveller Accommodation Needs Assessment (GTANA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in terms of residential and transit sites for the period 2017-2033. 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 It is important to note, that previous and current guidance documents are useful in helping guide the GTANA process and how local authorities should address the needs of the different Gypsy and Traveller groups. This includes data collection and analysis following practice guidance set out by Communities and Local Government (DCLG) in recent draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats (March 2016), 'Planning Policy for Traveller Sites' (August 2015), and 'Gypsy and Traveller Accommodation Needs Assessments' (October 2007), 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
 - Surveys of Gypsy, Traveller, and Travelling Showpeople, families

Geographical context of the study area

- 1.4 According to the Mansfield Local Plan (consultation draft)¹, Mansfield district is located in west Nottinghamshire at the heart of the United Kingdom, between Nottingham to the south, and Sheffield to the north. Of the district's 104,466 population, approximately three quarters live within the Mansfield urban area, which includes the market town of Mansfield and the distinct community of Mansfield Woodhouse.
- 1.5 The district's other main urban area is Market Warsop. It is much smaller in size than the Mansfield urban area and serves the day to day shopping and other service needs of communities in the northern part of the district. This includes those living in the settlements of Church Warsop, Meden Vale, Warsop Vale and Spion Kop formerly associated with the north Nottinghamshire coalfield.

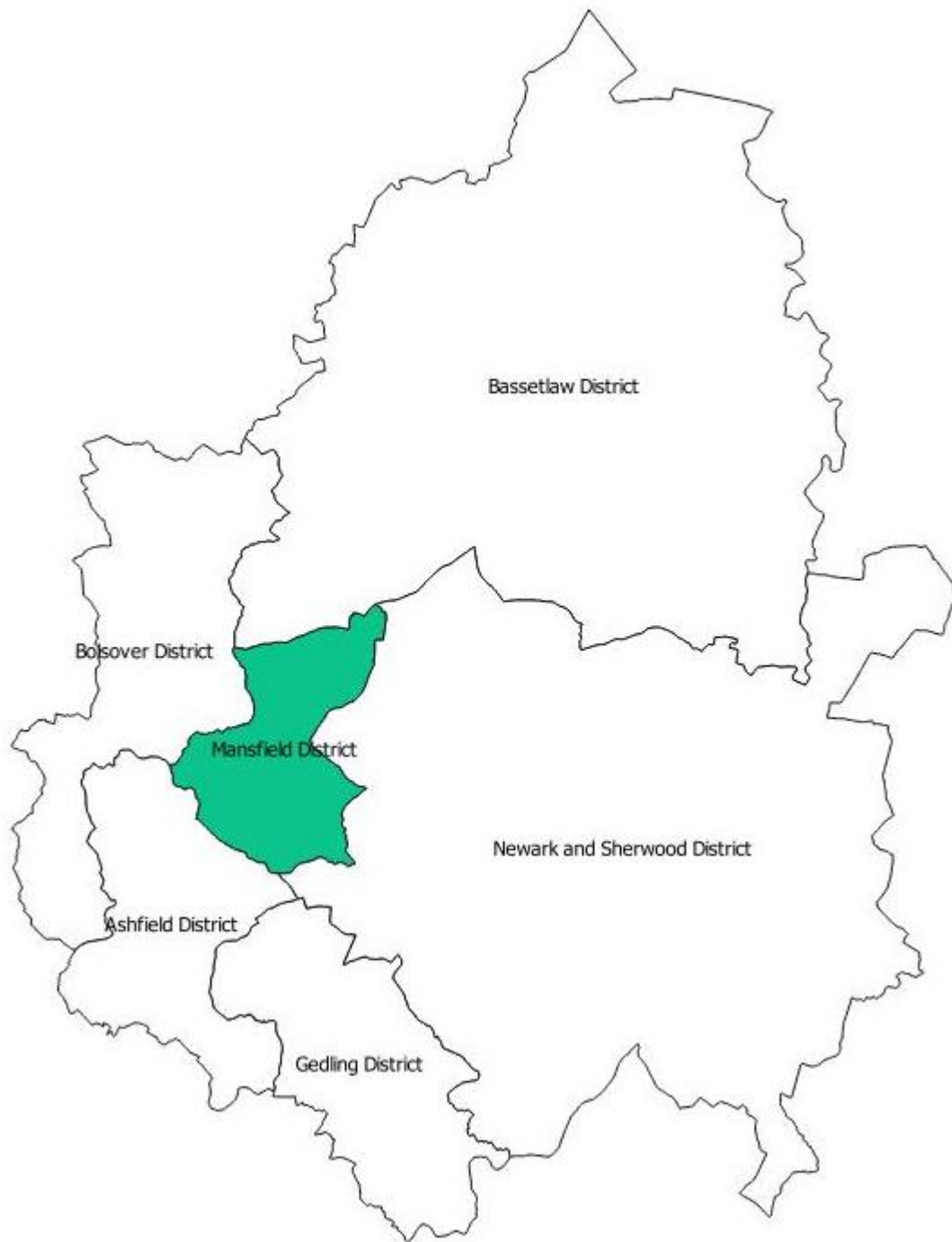
¹Mansfield District Council, Mansfield Local Plan (Consultation Draft), January 2016.

- 1.6 The district is easily accessible by road from the M1 in the west, the A1 to the east and by rail via the Robin Hood Line between Nottingham and Worksop. The A617 links the Mansfield urban area with Newark, the A60 to Nottingham, Worksop and the A38 to Sutton-in-Ashfield and Derby. Whilst the Mansfield urban area itself is well served by a good local road network, and has a range of bus and rail services, accessibility is an issue for those living in the villages to the north of the district.
- 1.7 The Mansfield-Ashfield Regeneration Route (MARR) around the west and south of Mansfield was opened at the end of 2004. Not only has it improved the district's overall connectivity to the M1 and A1 east to west, the road has enhanced the long term opportunities for growth and development of the Mansfield urban area. While the road has brought about some traffic relief to parts of the town, there are some congestion hotspots at peak times on the main A617 and A60 approaching the Mansfield area, with consequential effects on local air quality. However, currently there are no Air Quality Management Areas declared.
- 1.8 Together with the narrow flood plains of the Rivers Maun and Meden, the Sherwood and the Southern Magnesian Limestone natural areas define the district's ecology, history and topography, giving the area its distinctive character. The district and surrounding areas support a rich diversity of flora and fauna, including internationally rare oak-birch woodland, heathland and grasslands. This is recognised through the designation of a number of sites of special scientific interest (SSSIs), local nature reserves (LNRs) and local wildlife sites (LWSs).
- 1.9 Overall within the district the risk of river flooding is relatively low. Nevertheless, there are localised flood risk areas across the district where a combination of river flooding and surface water run-off combine to restrict certain areas from particular types and forms of development. Equally, the eastern part of the district suffers particularly from lack of water within the river system. The restoration of flows presents a significant opportunity to enhance water quality and biodiversity within the river environment.

GTANA study area

- 1.10 A map of the GTANA study area (shaded in green) within the context of neighbouring local authorities is shown in Figure 1.1 below.

Figure 1.1 GTANA Study Area



Source: ONS 2016

Policy context

1.11 In August 2015 the Government published its amended planning policy for traveller sites, which replaced the previous guidance and circulars relating to Gypsies and Travellers and Travelling Show People. The guidance emphasised the need for local authorities to use

evidence to plan positively and manage development. In particular, it stated 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

1.12 In March 2016 DCLG published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances, for example:

- Caravan and houseboat dwelling households:
 - who have no authorised site anywhere on which to reside
 - whose existing site accommodation is overcrowded or unsuitable, but who are unable to obtain larger or more suitable accommodation
 - who contain suppressed households who are unable to set up separate family units and
 - who are unable to access a place on an authorised site, or obtain or afford land to develop on.
- Bricks and mortar dwelling households:
 - Whose existing accommodation is overcrowded or unsuitable ('unsuitable' in this context can include unsuitability by virtue of a person's cultural preference not to live in bricks-and-mortar accommodation).

1.13 The DCLG draft guidance (2016) recognises that the needs of those residing in caravans and houseboats may differ from the rest of the population because of:

- their nomadic or semi-nomadic pattern of life
- their preference for caravan and houseboat-dwelling
- movement between bricks-and-mortar housing and caravans or houseboats
- their presence on unauthorised encampments or developments.

1.14 Also, it suggests that as mobility between areas may have implications for carrying out an assessment local authorities will need to consider:

- co-operating across boundaries both in carrying out assessments and delivering solutions
- the timing of the accommodation needs assessment
- different data sources

- 1.15 Finally, the DCLG draft guidance (2016) states that in relation to Travelling Showpeople account should be taken of the need for storage and maintenance of equipment as well as accommodation, and that the transient nature of many Travelling Showpeople should be considered.

How does the GTANA define Gypsies and Travellers?

- 1.16 To ensure it is following DCLG guidance, the GTANA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the DCLG 'Planning Policy for Traveller Sites' (August 2015). 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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 1.17 In determining whether persons are "Gypsies and Travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- whether they previously led a nomadic habit of life
 - the reasons for ceasing their nomadic habit of life
 - whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

- 1.18 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, but excludes Gypsies and Travellers as defined above.

Summary

- 1.19 The policy context may have changed since the Housing Act 2004 introduced a compulsory requirement for all local authorities to carry out an assessment of the accommodation needs of Gypsies and Travellers. However, the 2015 Planning Policy for Traveller Sites reiterates the need for local authorities to evidence the accommodation needs of Gypsies and Travellers. This is particularly important since the abolition of the regional plans which contained the Gypsy and Traveller accommodation targets.
- 1.20 As such, the purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies, Travellers, and Travelling Showpeople in the study area

between 2017 and 2033. This is in terms of residential and transit sites /negotiated stopping arrangements, 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.

- 1.21 Although the 2015 planning policy emphasised a more localist way of providing sites, this does not preclude local authorities identifying accommodation need, and considering how to meet need.

SECTION A: CONTEXT OF THE STUDY

This first section of the Mansfield Gypsy and Traveller Accommodation Needs Assessment (GTANA) contains results from analysis of secondary data. The chapters draw on a range of secondary data:

- Current plans and strategies relating to Gypsies and Travellers
- DCLG Traveller Caravan Count data and County Council data on population levels and accommodation patterns

These are considered in turn. Section A starts 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 Travellers². 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 Needs Assessment (GTANA) 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 Niner³, 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. In August 2015 the DCLG amended its definition of Gypsies and Travellers:

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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

2.5 In determining whether persons are “gypsies and travellers” for the purposes of planning policy, consideration should be given to the following issues amongst other relevant matters:

- a) whether they previously led a nomadic habit of life
- b) the reasons for ceasing their nomadic habit of life

² 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, Welsh and Scottish Travellers. New-Age Travellers and Travelling Showpeople, are referred to specifically when the section of the report relates to them.

³ Pat Niner (2004), op cit.

c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

- 2.6 Importantly, Gypsies and Irish Travellers have been recognised by the courts to be two distinct ethnic groups, so have the full protection of the Equality 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 Gypsies and Travellers are thought to live in conventional housing, some by choice, and some because of the severe shortage of sites⁴.
- 2.7 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 minority⁵.
- 2.8 According to DCLG (August 2015) guidance on planning policy for traveller sites, the definition of Travelling Showpeople is:

*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, but excludes Gypsies and Travellers as defined above.*⁶

- 2.9 Also, for the purposes of Gypsy and Traveller Accommodation Needs Assessments (GTANAs), 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, and the draft guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats) (March 2016). It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTANA⁷.

⁴ 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.

⁵ DCLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

⁶ DCLG, *Planning Policy for Traveller Sites*, August 2015.

⁷ DCLG, *Planning Policy for Traveller Sites*, August 2015 and DCLG, *Draft Guidance to local housing authorities on the periodical review of housing needs (Caravans and Houseboats)* March 2016.

Current provision of Gypsy and Traveller accommodation

Types of sites

2.10 There are six different types of site accommodation in use by Gypsies and Travellers: local authority sites, privately owned commercial sites, family owned sites, Gypsy-owned land without planning permission, unauthorised encampments and transit accommodation⁸:

i. Local Authority Sites

2.11 The majority of local authority sites are designed for permanent residential use. In July 2016 only 445 (8%) pitches were intended for transit or short-stay use in England (and not all of these are actually used for transit purposes). The latest Traveller Caravan Count undertaken in July 2016 suggests that there are 5,262 permanent and transit pitches capable of housing 8,589 caravans.

ii. Privately Owned Commercial Sites

2.12 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 2016 Traveller Caravan Count suggests that there are 11,646 caravans occupying private caravan sites in England.

iii. A Family Owner Occupied Gypsy Site

2.13 Family sites are seen as the ideal by many Gypsies and Travellers in England.⁹ 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

2.14 In July 2016, 3,481 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,336 'tolerated' and 2,145 'not tolerated' by local authorities in England.

v. An Unauthorised Encampment

2.15 In May 2006 the DCLG 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

⁸ 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.

⁹ Ibid. Page 146-7.

sites. This again was acknowledged by the DCLG¹⁰ who underlined the view that enforcement against unauthorised sites can only be used successfully if there is sufficient provision of authorised sites. The July 2016 Traveller Caravan Count suggests that there were 3,481 caravans on unauthorised encampments in England. In August 2013 and March 2015 the DCLG 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 notice¹¹.

vi. 'Transit' Accommodation

2.16 This is the authorised encampment option for Gypsies and Travellers travelling in their caravans and in need of temporary accommodation while away from 'home'. Transit sites are sometimes used on a more long-term basis by families unable to find suitable permanent accommodation. As stated above, there are only 445 authorised 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.

2.17 To summarise the figures noted above:

- In July 2016, data from DCLG for the number of caravans show that there are 21,419 caravans on both authorised and unauthorised sites in England
- 17,938 or 84% of these are on authorised sites (6,292 on local authority sites and 11,646 on authorised private sites).
- 3,481 or 16% are on unauthorised developments or encampments
- Between July 2014 and July 2016 the total number of Gypsy and Traveller caravans in England recorded increased from 19,958 to 21,419 including an increase in the number of caravans on authorised private sites of 1,404 caravans, a decrease in the number of caravans on socially rented sites of 160, a decrease of caravans on sites with temporary planning permission of 311, and an increase in the number of caravans on unauthorised sites of 217.

2.18 However, although the biannual Traveller 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 ODPM¹², it is likely that the biannual Traveller Caravan Count seriously underestimates the Gypsy and Traveller population for a number of reasons.

¹⁰ DCLG, *Gypsy and Traveller Task Group on Site Provision and Enforcement: Interim Report to Ministers*, March 2007.

¹¹ DCLG, *Dealing with illegal and unauthorised encampments: a summary of available powers*, August 2013 and March 2015

¹² 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>.

- 2.19 Research undertaken by the ODPM (2004) concluded that some local authority officers have serious reservations about the count due to:
- officer knowledge of 'guesstimates' or errors in their own authority's count
 - anecdotes of poor practice elsewhere
 - discrepancies between personal knowledge/observation and the count; and
 - internal inconsistencies in published figures suggesting entries in the wrong cell etc.
- 2.20 Nonetheless, the biannual Traveller caravan count remains the primary source of comparative national data on Gypsies and Travellers.
- 2.21 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. Councils and other registered providers can apply to the Home and Communities Agency to use the funding. In April 2011 the Government passed legislation that applies the Mobile Homes Act (1983) to local authority traveller sites. This means that people living on local authority traveller sites are treated the same as people living on other sorts of council-owned caravan sites.
- 2.22 Finally, the DCLG's document *Planning Policy for Traveller Sites* (August 2015) 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 Travellers 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.

Health, education and employment

Introduction

- 2.23 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.

Health

- 2.24 According to Cemlyn et al¹³, 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.
- 2.25 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 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.
- 2.26 In response, there is growing evidence that outreach services is one means by which health inequalities within the Gypsy and Traveller community can be tackled. The NHS Improvement Plan¹⁴ 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.
- 2.27 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.
- 2.28 Research by Matthews¹⁵ 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 difficult even for outreach workers to see Travellers that quickly, and so they are never offered any care.

¹³ 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.

¹⁴ NHS, *The NHS Improvement Plan: Putting People at the Heart of Public Services*, June 2004.

¹⁵ Matthews, Zoe, *The Health of Gypsies and Travellers in the UK*, A Race Equality Foundation Briefing Paper, November 2008.

- 2.29 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.
- 2.30 Newark and Sherwood NHS have embedded participatory principles in *GypsyLife*, a community-based organisation dedicated to improving the life-chances of Gypsies and Travellers. The organisation now undertakes a range of health-related activities throughout the county 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* has been 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 assessments¹⁶. Importantly, the organisation is run on a purely voluntary basis with work being undertaken by community-based 'Health Ambassadors'. In Wolverhampton, the Pendeford Health Centre employ a Traveller Health visitor who supports the health needs of both permanent and transiting families.

Mental health

- 2.31 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 problems¹⁷. 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.
- 2.32 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 health¹⁸. For women, long-term mental health difficulties can result from feeling trapped on a site where no-one would want to live¹⁹. Moving into housing is associated with depression and anxiety, and may be reflective of loss of community and experiences of racism and discrimination.

¹⁶ GypsyLife Annual Report April 2013 located at: <http://www.newarkandsherwood.nhs.uk/innovationzone/traveller-health-ambassador>

¹⁷ Parry et al (2004) *The Health Status of Gypsies and Travellers in England*, University of Sheffield located at: http://www.shf.ac.uk/polopoly_fs/1.43713!/file/GT-report-summary.pdf

¹⁸ Cemlyn et al (2009) *Inequalities Experienced by Gypsy and Traveller Communities' Review*, Equality and Human Rights Commission

¹⁹ 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.

- 2.33 Greenfields²⁰ 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'.
- 2.34 Parry et al²¹ 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.
- 2.35 Although there are fewer studies specifically relating to Travelling Showpeople, the DCLG 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

- 2.36 Statistics published by the Department for Education suggests that within Nottinghamshire there are a total of 279 Gypsy and Traveller children attending primary schools, and 115 Gypsy and Traveller children attending secondary schools²². There are only 2 Gypsy and Traveller children recorded as attending primary schools in Mansfield, and none attending secondary schools. Research found that poor attendance exacerbated by lack of support meant that Gypsy and Traveller children were consistently under-achieving compared with national education standards.²³ 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.
- 2.37 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 attainment of Gypsy Traveller children was lower than non-Gypsy and Traveller children at Key Stages 2,

²⁰ Greenfields, M. (2002) *The impact of Section 8 Children Act Applications on Travelling Families*. PhD (unpublished). Bath: University of Bath.

²¹ Ibid.

²² Department for Education, *Schools, pupils and their characteristics*, January 2016 located at: <https://www.gov.uk/government/publications/schools-pupils-and-their-characteristics-january-2016>

²³ 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.

- 3 and 4, whilst the level of additional educational needs was greater than those of non-Gypsy and Traveller children.
- 2.38 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.
- 2.39 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.
- 2.40 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.
- 2.41 There is concern that government austerity policies may have adversely impacted on Traveller education schemes. An article published in *The Independent* (2011) (based on research undertaken by the Irish Traveller Movement) suggested that nearly half of 127 authorities had either abolished their Traveller education service or drastically cut staff levels. Of 127 authorities 24 had planned to scrap their traveller education support team while a further 34 were cutting more than a third of staff. The situation was expected to be even worse during 2012, with 20 councils refusing to reveal projected staffing levels as they were "under review", "undecided", "unknown" or being "restructured".

Employment

- 2.42 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)²⁴.

²⁴ JRF, *Ethnic inequalities in labour market participation*, September 2013 located at: <http://www.ethnicity.ac.uk/medialibrary/briefingsupdated/Ethnic%20inequalities%20in%20labour%20market%20participation.pdf>

- 2.43 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.
- 2.44 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 2013²⁵ 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.
- 2.45 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, although 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 and 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.
- 2.46 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.

Gypsy and Traveller Group Housing Schemes

- 2.47 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. These may include houses with sufficient bedrooms to accommodate larger families, sufficient space to park occupants' and visiting families' vehicles such as caravans, and consideration of safety issues related to increased vehicle traffic.

²⁵ HM Government, *The Scrap Metal Dealers Act 2013 (Prescribed Relevant Offences and Relevant Enforcement Action) Regulations 2013* located at: <http://www.legislation.gov.uk/ukxi/2013/2258/contents/made>

- 2.48 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.
- 2.49 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’²⁶.
- 2.50 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 replicated²⁷. Generally, evaluations of Group Housing Schemes²⁸ found that families in schemes reported noticeable improvements to their standards of living and social wellbeing, although it was also noted that future allocations, relets and house sales were likely to be problematic.

Community development and community cohesion

- 2.51 The Equality and Human Rights Commission (EHRC)²⁹ recognise that community development can both empower Gypsy and Traveller communities and lead to improved community cohesion.
- 2.52 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

²⁶ 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>

²⁷ Clúid Housing Association, *Review of Castlebrook: A Traveller Housing Project*, located at: http://www.cluid.ie/_fileupload/Castlebrook%20Traveller%20Report.pdf

²⁸Northern Ireland Housing Executive (2005) *Evaluation of Traveller Grouped Housing* located at: http://www.nihe.gov.uk/evaluation_of_the_travellers_grouped_housing_schemes_2005.pdf

²⁹ Cemlyn et al (2009) *ibid*

written by Romany women, an information pack, a DVD and a project where Romany women gave talks in schools.

- 2.53 One further consideration may be the establishment of Gypsy and Traveller tenant and resident associations (TRAs). As Ryder (2012)³⁰ 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.
- 2.54 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.
- 2.55 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.
- 2.56 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 dropped by almost half and primary school attendance reached 100%. All families are now registered with GPs and dentists. When a measles outbreak hit the wider Traveller community only two children were affected on Stable Way, due to the success of an immunisation programme arranged through the TRA³¹.
- 2.57 In relation to community cohesion, as the EHRC (2009) report suggests 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

³⁰ 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>

³¹ 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>

media attention can sometimes increase tensions between the nomadic and settled communities. The community development work and the potential for tenants and resident Associations (TRAs) discussed in this section may help reduce such tensions.

- 2.58 However, it must be acknowledged that tensions can also exist between different travelling groups. As such, in terms of the implementation of planning policy and new site provision this means acknowledging that households from different families 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.
- 2.59 According to the Commission for Racial Equality (CRE) (2006), local authorities can play an important role in improving relationships between Gypsies, Travellers and the settled community. This will require positive steps to deal vigorously with the root causes of community tension, and the myths and stereotypes on all sides, and to publicise the authority's positive initiatives. Local authorities can make it possible for Gypsies and Irish Travellers to do this by providing or helping to develop suitable authorised sites.
- 2.60 The CRE suggests that local authorities will have to create opportunities for contact and interaction between Gypsies and Irish Travellers and others in the community, so that they can build relationships around common interests. The location and design of sites will be crucial to this. Easy access to local services, and to social contact with other residents in the community, should foster a sense of a single community with shared interests. Public sites that are designed to include communal areas will help to create a sense of the site as a community, and allow it to be used for consultations and events in the wider community

Summary

- 2.61 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.
- 2.62 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 Equality Act 2010 has gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.
- 2.63 The research discussed above suggests that education, health and employment remain key issues for the Gypsy and Traveller community.
- 2.64 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

- 2.65 However, it is apparent from the research discussed above that the most pressing issue nationally remains that of inadequate permanent and transit site provision. With around one sixth of Gypsies and Travellers nationally residing in unauthorised developments or encampments, the Government responded with increased funding for site provision.
- 2.66 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. Unauthorised encampments are comparatively less problematic within the study area compared with nationally. Nonetheless, there is a need for local authorities to consider how issues around unauthorised encampments can be resolved, including considering the 'negotiated stopping' model.
- 2.67 Lastly, the need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need to undertake regular assessments.

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 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 Mansfield DC Gypsy and Traveller Accommodation Assessment (GTANA) will provide a sound policy basis for the council 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.

Local Planning Policies

Mansfield District Local Plan (Consultation Draft January 2016)

- 3.4 Policy S8 of draft Local Plan states that where there is a proven need for accommodation for Gypsies, Travellers or Travelling Showpeople, planning permission will be granted where both of the following criteria can be met:
 - a. the site is within or adjoining Mansfield or Market Warsop in order to maximise the possibilities for social inclusion and accessibility to all necessary physical and social infrastructure
 - b. the proposed site will integrate with the existing settlement pattern and surrounding land uses and would not have a detrimental impact on the character and appearance of the area.
- 3.5 According to the draft Local Plan, this criteria based policy allows for the development of permanent sites for Gypsy, Traveller or Travelling Showpeople communities, where there is a proven need and where the development meets both of the criteria. It directs development to the most sustainable areas and ensures there are no detrimental impacts upon the settlement where it is located or surrounding areas. The policy could also be used to consider proposals for transit sites should significant evidence indicate such a need during the lifetime of the plan.

Duty to cooperate and cross-border issues

Introduction

- 3.6 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.
- 3.7 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.
- 3.8 Mansfield DC liaise with neighbouring local authorities to ensure a coordinated approach to Gypsy and Traveller issues. Officers from Bolsover (Derbyshire), and Ashfield, Bassetlaw, Newark & Sherwood, and Gedling (Nottinghamshire) were contacted as these authorities border the study area. Officers from Derbyshire, Leicestershire, Lincolnshire, and other parts of Nottinghamshire were also contacted. The current GTAA's of nearby local authorities are also discussed below in order to help determine current provision and future needs.

Cross border issues and liaison

- 3.9 Stakeholders spoke about how local authorities can be insular and that only those who share borders tend to work together. Even so, there is a tendency for local authorities to liaise only with neighbouring authorities located within the same county. Cooperation tends to be on an informal basis. All the local authorities noted above are working to liaise more closely in order to coordinate responses to the needs of Gypsy and Traveller families. However, Gypsy and Traveller liaison officers working for local authorities who share borders appear to be more likely to liaise regarding responses to the needs of Gypsies and Travellers.
- 3.10 In partnership with Nottinghamshire local authorities Mansfield DC helped develop a shared GTAA methodology (October 2013). Alongside Ashfield DC and Bassetlaw DC they considered undertaking a joint GTAA but decided not to do so due to Local Plans and planning policies being at different stages.
- 3.11 Stakeholders commented on how the principle of cooperation regarding Gypsy, Traveller and Showpeople issues should relate to the sharing of accommodation need. It was suggested that authorities with no or low need have a responsibility to take on some need of neighbouring authorities. One example given was that Bolsover had identified a need of 13 Showpeople plots. Subsequently, a planning application was submitted for a 14 plot yard. Prior to the application, and in case the planning permission was not granted, Bolsover and Ashfield councils negotiated how the latter could absorb some of the accommodation need. This was because they recognised that Travelling Showpeople resided in both local authority areas. Also, before boundary changes the Travelling Showpeople families applying for a new

- yard were residing in Ashfield. However, this was not necessary, as planning permission was granted.
- 3.12 Other stakeholders commented on ways in which sharing of need could be done in the future. Some stakeholders expressed concern that neither the 2007 Nottinghamshire GTAA, nor the recent work agreeing a county-wide methodology to determine need, committed local authorities with low or no identified need to share the need of neighbouring local authorities. It was noted that a Gypsy and Traveller site located in Bolsover (close to the border with Mansfield) was no longer available as it is now occupied by migrant workers. This increases the need for new provision in both Bolsover and Mansfield as families who used to reside on the site now reside on the roadside or in bricks and mortar accommodation.
- 3.13 Members of the National Association of Gypsy and Traveller Officers (NAGTO) spoke about the regional dimension to cross-border working on Gypsy and Traveller issues. Gypsy and Traveller Liaison Officers from across Derbyshire, Nottinghamshire, Norfolk, Suffolk, Lincolnshire, Leicestershire and Northamptonshire meet and communicate on a regular basis. However, NAGTO tends to meet on an ad hoc, informal basis and involves only liaison officers. They recommended that the process of collaboration needs to be broadened to include all relevant planning, housing officers etc. and for the process to be embedded into policies and practices. They are in the process of developing a shared database.
- 3.14 Nottinghamshire has a Gypsy and Traveller Partnership system where representatives from key agencies working with Gypsies and Travellers share information and data and work together. It has been set up to address problems caused by local authorities previously not coordinating work.
- 3.15 Authorities in Leicestershire in collaboration with Rutland County Council have established a Multi-Agency Travellers Unit (MATU) which coordinates responses to Gypsy and Traveller issues. Stakeholders working for local authorities in the neighbouring authorities spoke about the need for different local authority departments and agencies to work more closely together to address issues concerning Gypsies and Travellers.
- 3.16 A representative of MATU emphasised how the multi-agency approach is more effective than agencies working alone. There was previously limited collaboration on Gypsy and Traveller issues between agencies throughout the County. Now, agencies are able to pool expertise and resources in order to resolve e.g. Gypsy and Traveller housing, education or health issues. It was recommended that such collaboration takes place at least at a County level.
- 3.17 Derbyshire has established a Working Group to address issues Gypsy and Traveller issues including accommodation need. The Working Group includes all the major local authorities and relevant agencies including the Derbyshire Gypsy Liaison Group, Derbyshire Police, Derbyshire Fire and Rescue Service, and NHS Commissioning Groups.

- 3.18 Stakeholders suggested that not only is there a need for better communication and cooperation between local authorities and agencies regarding Gypsy and Traveller issues, but that this should take place within local authority areas. Coordination should take place between local authority housing and planning officers as well representatives from relevant agencies such as the police, education, health, and social work. It was argued that not coordinating responses between and within local authorities ultimately leads to higher costs.
- 3.19 There were some stakeholder comments regarding the role of GTAAs. It was suggested that too much emphasis is sometimes placed on needs figures and too little attention given to qualitative findings. Some stakeholders spoke of the importance of local authority officers having a good working relationship and a good knowledge of each other's roles and responsibilities. Some commented on the impact that the high turnover of staff at Mansfield DC has had on communication. One stated that this makes it difficult to maintain a good cross boundary working relationship and limits information sharing.

Gypsy and Traveller Accommodation Assessments (GTAAs)

- 3.20 It is important to consider the results of GTAAs undertaken by neighbouring local authorities in order to help determine current supply and future need for Gypsy, Traveller pitches and Travelling Showpeople plots throughout the county. Importantly, the Nottinghamshire GTAAs discussed below were undertaken using a shared methodology agreed by all local authorities within the county. The agreed methodology will be used to determine the accommodation needs deriving from this GTANA.

Bassetlaw GTAA 2015

- 3.21 The GTAA report sets out Gypsy, Traveller and Travelling Showmen accommodation needs for Bassetlaw District Council for the period 2014 to 2029. It was undertaken using a joint methodology which was adopted by all the local authorities in Nottinghamshire and in conjunction with the Nottinghamshire Gypsy & Traveller Liaison Officer. The GTAA estimates that there is no site provision requirement for the 5-year period up to 2019, although beyond this period up to 2029 there is a need for at least 8 additional pitches. It also identifies no need for additional transit site provision during the first 5-year period in addition to the 24 transit pitches located at the Daneshill site and 20 transit pitches located at the Longbow Caravan Park, Markham Moor site.
- 3.22 As part of the Nottinghamshire GTAA update process Bassetlaw District Council and Newark and Sherwood District Council jointly held a stakeholder event in November 2013 involving local authority representatives from Nottinghamshire, Derbyshire, Lincolnshire and Yorkshire. In terms of cross-border issues, representatives at the stakeholder event suggested that there is some movement of Gypsy and Traveller communities between the Chesterfield and Newark areas.

- 3.23 Bassetlaw District and Newark and Sherwood District Councils acknowledge that it is important for all local authorities to work together to both determine and respond to the accommodation needs of Gypsies and Travellers. As such, both are working with neighbouring authorities across Nottinghamshire to determine how accommodation needs and provision impact on one another. They stated that there is a good working relationship across all Nottinghamshire local authorities.

Central Lincolnshire GTAA 2013

- 3.24 The Central Lincolnshire GTAA was undertaken by *RRR Consultancy Ltd* on behalf of the Central Lincolnshire Joint Strategic Planning Committee representing Lincoln City Council, West Lindsey District Council and North Kesteven District Council. It found that within the study area there is a need for 72 residential pitches, 4 emergency stopping places and 1 Travelling Showpeople yard over the period 2013-33.
- 3.25 Key Central Lincolnshire planning documents and strategies acknowledge that there is a shortage of authorised Gypsy and Traveller sites in Central Lincolnshire. The Central Lincolnshire Local Plan seeks to determine planning responses to the issue. Although to some extent Lincolnshire 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.

Derbyshire and East Staffordshire GTAA 2014-34

- 3.26 The GTAA was undertaken by *RRR Consultancy Ltd* on behalf of thirteen partners, including the Derbyshire Gypsy Liaison Group, and covered a wide geographical study area. It drew on a wide range of primary and secondary data including: face-to-face surveys of Gypsies and Travellers, a literature review, secondary data analysis, and stakeholder consultation through focus groups and interviews. In total, 112 interviews were undertaken with families on authorised pitches as well as interviews with 22 families living in bricks and mortar accommodation, 19 residing on unauthorised encampments, 9 on unauthorised developments, 5 on transit sites and 29 Travelling Showpeople families. The GTAA determined over the 20-year period 2014-34 there is a need for 134 residential pitches, 4 transit sites/emergency stopping places, and 13 Travelling Showpeople plots. Bolsover, neighbouring Mansfield, has a need of 17 Gypsy and Traveller pitches over 20 years (9 for the first 5 years) and 13 Showpeople plots.

East Lindsey GTAA 2012

- 3.27 East Lindsey District Council's Gypsy, Traveller and Showpeople's Housing Needs Assessment was completed in 2012. In terms of need for permanent residential pitches it found that if the privately owned site with planning permission for 11 pitches at Brackenfreya Woods, Brackenborough Road, Louth is not secured then 2 further sites for renting will need

to be provided within the 5-year period. Suggested locations for these sites are in the vicinity of Louth in the Toynton/Spilsby area and also Frithville or Stickford and West Keal. An additional single pitch site for owner occupation will also be required in the Firsby area if planning permission is not granted for the existing unauthorised site. This totals 7 pitches.

- 3.28 The calculation of need for permanent residential plots for Show and Circus People was adjusted to take into account an upgrading of the existing Mablethorpe yard, which would result in the loss of 2 of the 8 existing plots. The adjusted calculation of need was for a 3 plot yard for affordable rent preferably in the vicinity of Mablethorpe
- 3.29 According to the GTAA, the overall calculated need for pitches at stopping places is 20. Stopping places should be of sufficient size to accommodate occupation by extended families, to a maximum of 8 pitches. It suggests that two temporary stopping places of between 5 to 8 pitches are sought in the vicinity of Mablethorpe either off the A52, A1104 or peripheral road around the town and at Skegness off the A158. Further similar stopping places should also be considered in the vicinity of Stickford/Keal Cotes accessed off the A16 and along the main road from Boston to the Coast and a further one or more stopping places to the West of the District, for example in the Horncastle area.
- 3.30 In 2016 *RRR Consultancy Ltd* undertook a study to confirm the accommodation needs of Gypsies, Travellers and Travelling Showpeople within the district and to identify suitable locations for new sites.

Leicestershire, Leicester and Rutland GTAA

- 3.31 The Leicestershire, Leicester and Rutland authorities updated the GTAA in 2013 (Rutland Council and Hinckley and Bosworth Borough Council undertook their own separate GTAA studies and were not included in the report). The GTAA found a need for 119 pitches across the Leicestershire and Leicester study area for the period 2012 to 2017, 71 for the period 2017-22, 87 for the period 2022-27, and 81 for the period 2027-31. The GTAA also recommends a total of 75 transit pitches and 67 Travelling Showpeople plots for the period 2012-2031.
- 3.32 The GTAA found that there is a pattern of wider cross-County travel. For example, the A50 route down from Derbyshire through North West Leicestershire. They also found that some unauthorised encampments take place in areas which border neighbouring counties emphasising the need for collaboration. An unauthorised site near Sawley Marina, Nottinghamshire was attended by Leicestershire staff who had to liaise with Nottinghamshire staff for housing, and someone from Derbyshire for school places, because the area is on the border of those three counties.

Mansfield GTAA 2014-29

- 3.33 The council prepared its own Mansfield District Gypsy and Traveller Accommodation Needs Assessment in April 2015 based on a joint methodology agreed by a group of

Nottinghamshire local authorities. The assessment was undertaken using a joint methodology (Nottingham and Nottinghamshire Traveller Accommodation Needs Assessment Methodology, October 2013), which was adopted by all the local authorities in Nottinghamshire.

- 3.34 The GTAA found that there was no demand or requirement for permanent traveller pitches or additional provision for Travelling Showpeople. As a result of a representation received on the council's Local Plan Consultation Draft in February 2016, and further clarification, in September 2016 commissioned *RRR Consultancy Ltd* to undertake a new Gypsy and Traveller Accommodation Needs Assessment to inform the Local Plan.

Newark and Sherwood GTAA 2013-2028

- 3.35 The Newark and Sherwood GTAA was produced in October 2015 and updated in June 2016. The update was undertaken to reflect the DCLG's August 2015 change in definition of Gypsies and Travellers. According to the GTAA Newark and Sherwood accommodates a large Gypsy and Traveller population compared to many other local authorities. The GTAA states that there is a need of 14 additional pitches for the period 2013-18 and 11 pitches for the period 2018-23.

South Nottinghamshire GTAA 2014-2029

- 3.36 The primary purpose of the GTAA was to establish the additional permanent pitch provision requirements of the Gypsy and Traveller population in the local authority areas of Broxtowe Borough, Gedling Borough, Nottingham City and Rushcliffe Borough from 2014 to 2029. According to the GTAA there is a need for 11 additional pitches for the period 2014-2029 including 4 in Rushcliffe, 3 in Gedling, 2 in Broxtowe, and 2 in Nottingham. The GTAA did not estimate need for additional transit provision.
- 3.37 As well as undertaking an analysis of need using a quantitative methodology, an event was held in summer 2014 to bring together various key stakeholders involved in Gypsy and Traveller site development, among them members of Gypsy and Traveller community, Local Planning Authorities including from neighbouring authorities, specialist housing providers and police.
- 3.38 Representatives agreed that new provision should broadly comprise that outlined in guidance – 1 static van, 1 touring van, a small shed/lock up, small garden area and parking for 2 vehicles. Housing providers suggested that 20 pitches should be the maximum in any given development. With regard to the location of sites, community representatives agreed that there was no preference based on authority boundaries in South Nottinghamshire, only that sites were conveniently located for amenities and services such as schools, shops and transport routes.

South Yorkshire GTAA 2012-2017

- 3.39 The 2012 South Yorkshire GTAA updated the previous GTAA which covered the period 2006-2011. The update of the GTAA was led by the Doncaster Strategic Housing Team, working together with the planning department and housing practitioners from Barnsley, Rotherham and Sheffield local authorities. Over 100 surveys were completed in the South Yorkshire area. Consultation was also carried out with Travelling Showpeople.
- 3.40 The main findings from the survey were: most households do not envisage moving in the next 12 months; affordability is a key factor in the development of new private sites; many households prefer local authority owned sites as they are well managed; households expressed a desire for more sites so that the community could stay together. The GTAA found an overall need in South Yorkshire for 134 pitches and 130 Showpeople plots.

South Lincolnshire JPU GTAA 2012

- 3.41 Boston Borough Council and South Holland District Council coordinate planning policy through the South Lincolnshire Joint Planning Unit (JPU). The updated 2012 GTAA shows that there is a need for 35 new permanent pitches during the first five-year period. Gypsy and Traveller families tend to arrive within the local area from Norfolk. There is also a need for a transit site close to Sutton Bridge.
- 3.42 South Lincolnshire and neighbouring local authorities sometimes liaise although it tends to be on an informal basis regarding issues such as housing and flooding rather than the accommodation needs of Gypsies and Travellers. There was also acknowledgment that need which arises in the South Lincolnshire JPU area should be met by its constituent rather than neighbouring local authorities.

Summary

- 3.43 Policy S8 of Mansfield DC draft Local Plan states that where there is a proven need for accommodation for Gypsies, Travellers or Travelling Showpeople, planning permission will be granted where specific criteria can be met including maximising the possibility for social inclusion and accessibility, integrating with the existing settlement patterns and surrounding land uses, and not having a detrimental impact on the character and appearance of the area.
- 3.44 Given the cross-boundary characteristic of Gypsy and Traveller accommodation issues, it is important to consider the findings of GTAAs produced by neighbouring local authorities. GTAAs recently undertaken by neighbouring local authorities suggest that there remains Gypsy and Traveller accommodation need throughout the East Midlands region.

4. Trends in the population levels of Gypsies and Travellers

Introduction

- 4.1 This section examines Gypsy and Traveller numbers in the GTANA study area and population trends. The primary source of information for Gypsies and Travellers in England as a whole is the Department for Communities and Local Government (DCLG) Traveller Caravan Count. This was introduced in 1979 and places a duty on local authorities in England to undertake a twice yearly count for the DCLG 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.
- 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 the study area authorities 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 DCLG Traveller 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 DCLG Count includes data concerning both Gypsies and Travellers sites³². It distinguishes between socially rented authorised, private authorised, and unauthorised. Unauthorised sites and plots are broken down as to whether they are tolerated by the council or are subject to enforcement action. The analysis in this chapter includes data from July 2014 to July 2016. It distinguishes between socially rented and private authorised sites, and unauthorised.

Population

4.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000³³ (1994) to 300,000³⁴ (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 DCLG 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 DCLG. The July 2016 Count (the most recent figures available) indicated a total of 21,419 caravans. Applying an assumed three person per caravan³⁵ multiplier would give a population of over 64,000.

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,³⁶ gives a total population of around 128,000 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 were 782 Gypsies and Travellers living in Nottinghamshire representing around 0.07% of the usual resident population. However, only 2 persons were recorded by the 2011 Census as Gypsies and Travellers residing in Mansfield³⁷.

4.12 Figure 4.1 shows Mansfield's Traveller Caravan Count in the context of nearby authorities. As the chart below shows, there is some variation in the number of caravans in each local authority with no caravans recorded in Ashfield, Broxtowe and Gedling and only 11 recorded

³² . Data regarding Travelling Showpeople is published separately by the DCLG as 'experimental statistics'.

³³ 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.

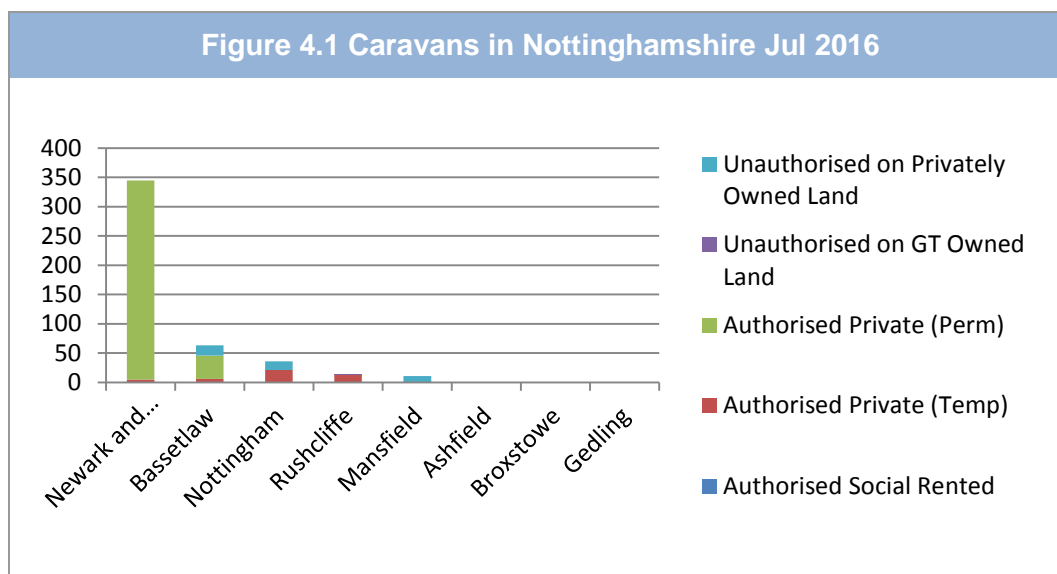
³⁴ Commission for Racial Equality, *Common Ground Equality, good race relations and sites for Gypsies and Irish Travellers - Report of a CRE inquiry in England and Wales*, (Summary), May 2006, pages 3-4.

³⁵ Pat Niner (2003), op. cit.

³⁶ Ibid.

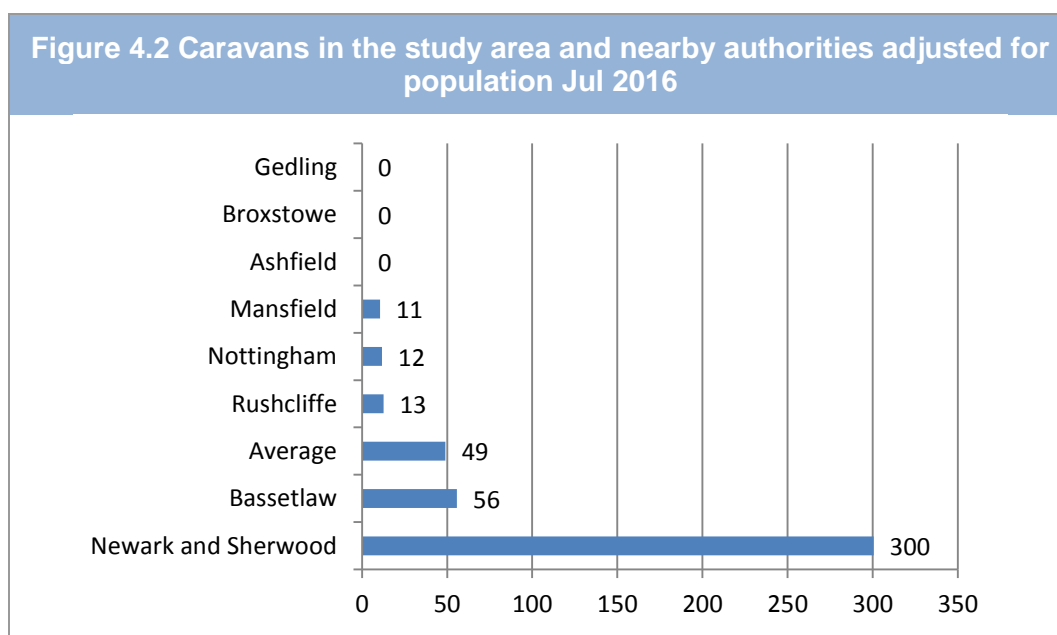
³⁷ See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

in Mansfield. In contrast, 36 caravans were recorded in Nottingham and 63 in Bassetlaw. However, by far the largest number was recorded in Newark and Sherwood with 345 caravans.



Source: DCLG Traveller Caravan Count, Jul 2016

4.13 Similarly, Figure 4.2 shows that when the population is taken into account the density of caravans varies widely. Ashfield, Broxstowe and Gedling all have a density of 0 caravans per 100,000 population. Slightly higher densities are found in Mansfield (11 caravans per 100,000 population), Nottingham (12), and Rushcliffe (13). However, the highest densities are found in Bassetlaw (56 caravans per 100,000 population), and Newark & Sherwood (300 caravans per 100,000 population).



Source: DCLG Traveller Caravan Count, Jul 2016

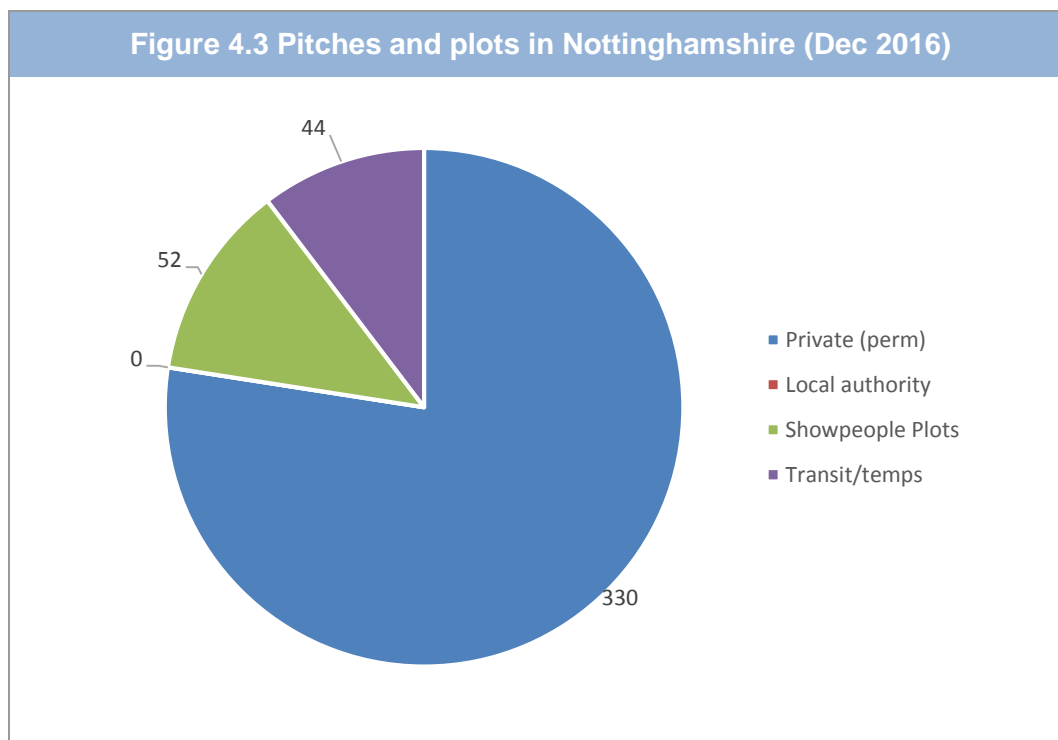
- 4.14 Table 4.1 shows that the total number of caravans recorded in Nottinghamshire varied over the period July 2014 to July 2016. The total number of caravans recorded in the county varied from a low of 344 in July 2014 to a high of 469 in July 2016. With the exception of an unauthorised encampment of 52 caravans recorded by Ashfield in July 2014, few caravans were recorded in Ashfield, Broxtowe and Gedling during the period July 2014 to July 2016. The numbers of caravans recorded in Mansfield has been consistently low with only 7 caravans recorded in January 2016 and 11 in July 2016. The numbers of caravans recorded in Nottingham and Rushcliffe remained fairly low but consistent, whilst the number of caravans recorded in Bassetlaw has been consistently higher over the same period. However, the number of caravans recorded in Newark & Sherwood has been consistently very high ranging from 195 in July 2014 to 345 in July 2016.

Table 4.1: DCLG Traveller Caravan Count Jul 2014-Jul 2016					
Authority	Jul 2014	Jan 2015	Jul 2015	Jan 2016	Jul 2016
Ashfield	52	2	0	2	0
Bassetlaw	58	56	42	53	63
Broxtowe	0	0	17	0	0
Gedling	0	0	0	0	0
Mansfield	0	0	0	7	11
Newark & Sher'd	195	247	249	289	345
Nottingham	16	28	49	13	36
Rushcliffe	23	15	11	15	14
Total	344	348	368	379	469

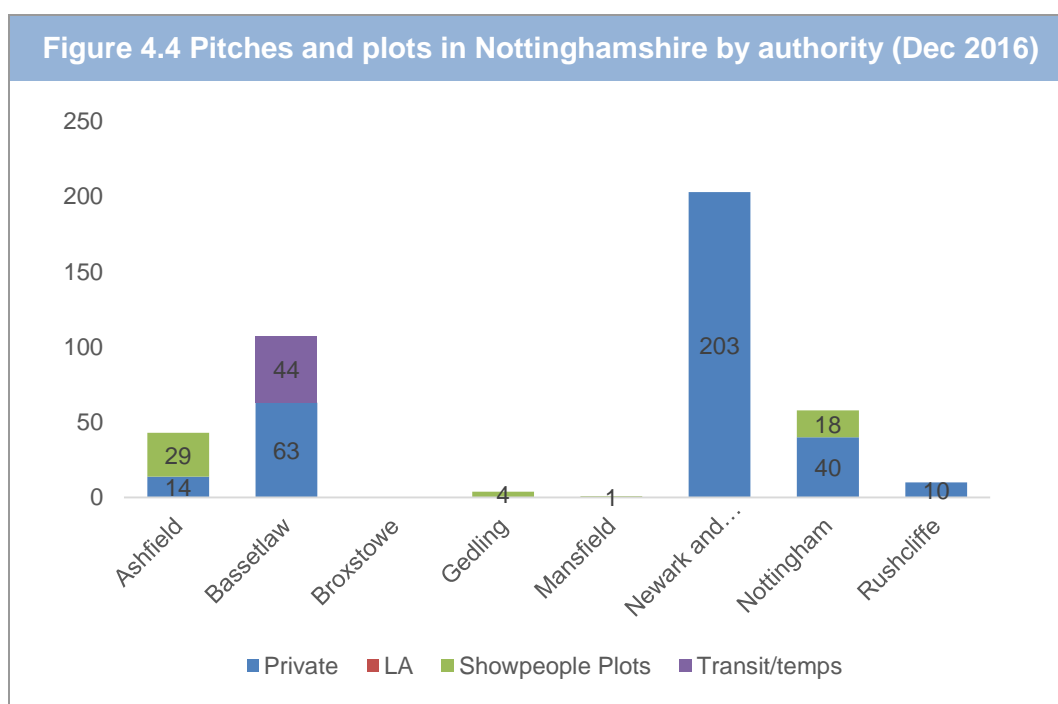
Source: DCLG Traveller Caravan Count, Jul 2016

Pitches and plots in the study area

- 4.15 The following charts are based on data provided for each district in Nottinghamshire. Figure 4.3 shows a total provision of 426 pitches and plots across Nottinghamshire including 330 privately owned pitches, 52 Travelling Showpeople plots, and 44 transit pitches/pitches with temporary planning permission. Figure 4.4 shows the provision of pitches and plots located in each Nottinghamshire local authority. It shows that most private Gypsy and Traveller provision within the county is concentrated in Newark & Sherwood, Bassetlaw and Nottingham. There are no local authority managed Gypsy and Traveller sites within the county. Travelling Showpeople provision is concentrated Ashfield and Nottingham (Mansfield contains 1 yard). The only transit provision within the county is located in Bassetlaw.



Source: Mansfield GTANA 2016



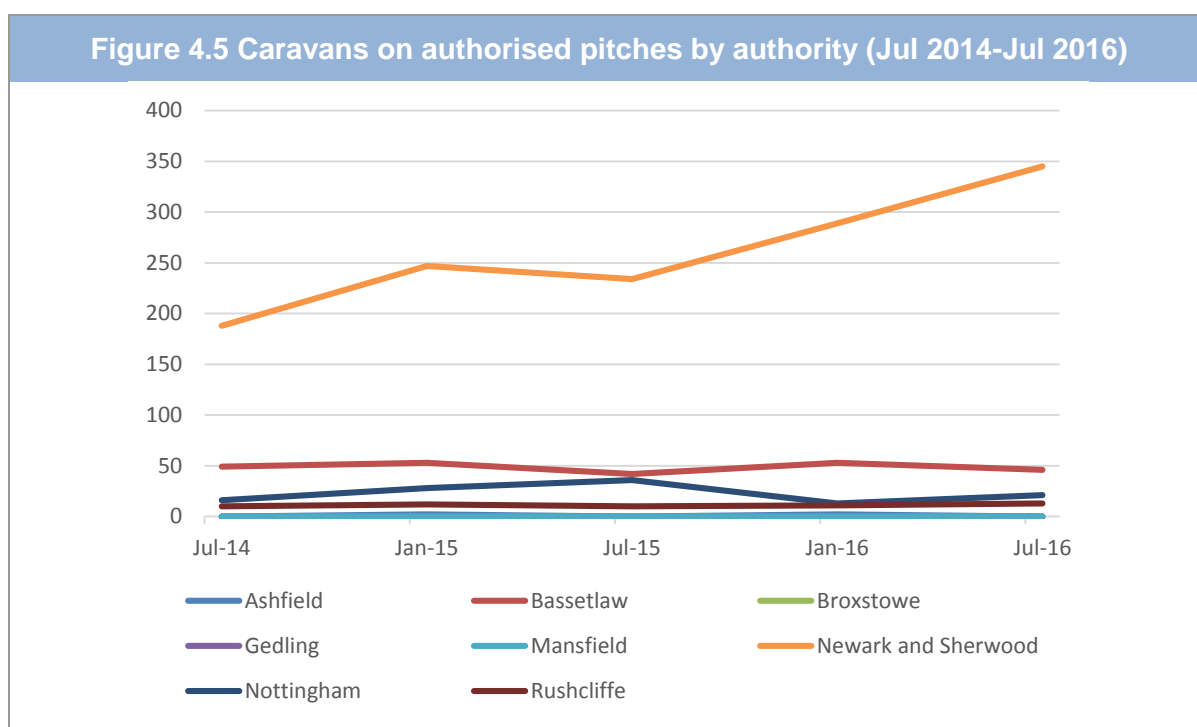
Source: Mansfield GTANA 2016

DCLG data on authorised sites

4.16 The Traveller Caravan Count data for the study area shows a slightly different composition, 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 Traveller Caravan Count, although it remains the primary source of nationwide comparative data on Gypsy and

Traveller caravans. The most recently published Traveller Caravan Count took place in July 2016.

- 4.17 As seen in Figure 4.5 below, the number of caravans on authorised pitches recorded in the county by the DCLG Traveller Count varied between the period July 2014 to July 2016. There were no caravans on authorised sites recorded in Broxtowe, Gedling and Mansfield. Relatively few caravans were recorded in Ashfield, Nottingham and Rushcliffe, whilst Bassetlaw recorded a low of 42 caravans in July 2015 and a high of 53 caravans in January 2015 and January 2016. However, by far the largest number of caravans on authorised sites was recorded in Newark & Sherwood with a low of 188 caravans in July 2014 and a high of 345 caravans in July 2016.

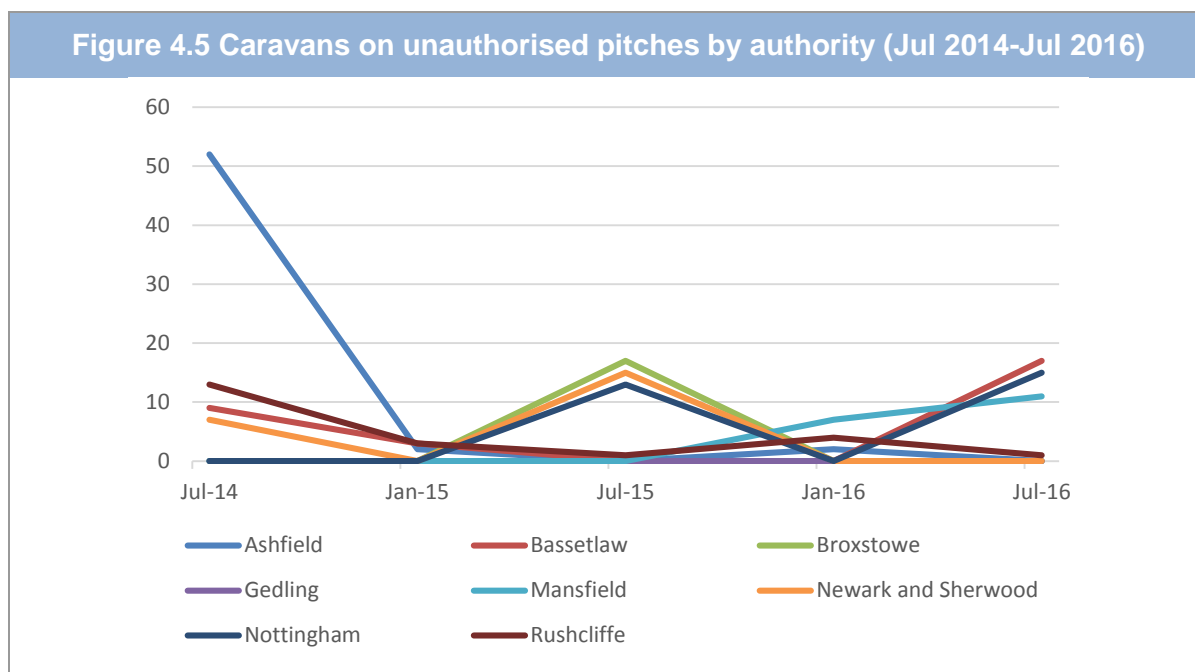


Source: DCLG Traveller Caravan Count July 2016

DCLG data on unauthorised sites

- 4.18 The DCLG count records the number of caravans situated on unauthorised sites within the study area. The DCLG data on unauthorised encampments is of limited accuracy. For example, caravans on unauthorised sites may be more likely to be observed in more populated, urban areas compared with less populated rural areas. However, the data may indicate general trends. The numbers are broken down by district below and include unauthorised caravans on both gypsy-owned and non-gypsy land, and which are tolerated (meaning that no enforcement action is currently being taken) and not tolerated.
- 4.19 Figure 4.5 indicates the number of unauthorised caravans throughout the county over the period July 2014 to July 2016. It shows that the number of unauthorised caravans recorded by the DCLG Traveller Count within the study area has remained fairly low with the exception

of an unauthorised encampment of 52 caravans recorded in Ashfield in July 2014. Importantly, unauthorised encampments occurred in areas such as Broxtowe and Mansfield where there is no current permanent provision.



Source: DCLG Traveller Caravan Count July 2016

Local authority data on unauthorised encampments

- 4.20 As previously noted, the DCLG data on unauthorised encampments is of limited accuracy, although it may indicate general trends. Mansfield DC keep more detailed records of unauthorised encampments. They show that a small number of unauthorised encampments have taken place within the district over the last 3 years: none in 2013, 1 in 2014, 6 in 2015, and 2 in 2016.
- 4.21 The welfare needs of families known to be residing on unauthorised encampments within the district are assessed by Mansfield DC officers. Table 4.2 summarises the welfare records of families residing on known unauthorised encampments between 2014 and 2016. It shows that, on average, each unauthorised encampment lasted around 5 days. In 8 of the 9 instances families residing on unauthorised encampments were passing through the local area or holidaying. Only in one instance was the unauthorised encampment due to there being no alternative accommodation available within the district.
- 4.22 In terms of locations of unauthorised encampments there is no clear pattern. However, the relatively large number of vehicles involved in each encampment (15 vehicles on average) mean that they tend to take place in areas with large open spaces easily accessible by road. The unauthorised encampments also tend to take place during the summer months when families are more likely to be holidaying or visiting friends, families and events.

Table 4.2: Unauthorised encampments in Mansfield 2014-2016

Date	Location	Days	Purpose	Vehicles	Adults	Children
29/05/2014	Old Citroen Garage	4	Going to Appleby	12	20	20
30/07/2015	Bull Farm Park	14	Unknown	15	14	19
19/08/2015	Chesterfield Rd Park	4	Stopping off	10	15	23
08/05/2015	Chesterfield Rd North	1	Travelling	15	14	12
04/05/2015	Sherwood Oak BP	4	Holiday	36	40	21
04/05/2015	Millenium BP	9	Holiday	22	27	32
29/12/2015	Barringer Car Park	Unknown	Nowhere to go	10	13	8
14/07/2016	Stacey Rd Park	3	Travelling	11	Unknown	Unknown
21/03/2016	Civic Centre Car Park	2	Passing through	6	8	13

Source: Mansfield DC 2016

Travelling Showpeople

- 4.23 Data is also available in the study area from planning data showing provision for Travelling Showpeople. The cultural practice of Travelling Showpeople is to live on a plot in a 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 usually kept on the same plot. There is 1 Travelling Showpeople's yard located in Mansfield.
- 4.24 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.

Summary

- 4.25 There are two major sources of data on Gypsy and Traveller numbers in the study area – the national DCLG Traveller Caravan Count, and local authority data. The DCLG Count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends.
- 4.26 There is some variation in the number of caravans recorded by the July 2016 Traveller Caravan Count in Nottinghamshire with no caravans recorded in Broxtowe and Gedling, very few recorded in Ashfield, and only 11 recorded in Mansfield. In contrast, 36 caravans were recorded in Nottingham and 63 in Bassetlaw. However, by far the largest number was recorded in Newark and Sherwood with 345 caravans.
- 4.27 When population is taken into account the density of caravans varies widely. Ashfield, Broxtowe and Gedling all have a density of 0 caravans per 100,000 population. Slightly higher densities are found in Mansfield (11 caravans per 100,000 population), Nottingham (12), and Rushcliffe (13). However, the highest densities are found in Bassetlaw (56 caravans per 100,000 population), and Newark & Sherwood (300 caravans per 100,000 population).

- 4.28 The data indicates a total provision of 426 pitches and plots across the county including 330 privately owned pitches, 52 Travelling Showpeople plots, and 44 transit pitches/pitches with temporary planning permission. There are no local authority managed sites within the county with most private Gypsy and Traveller pitch provision located in Newark & Sherwood, Bassetlaw and Nottingham. There are no Gypsy and Traveller pitches within Mansfield and only 1 Travelling Showpeople yard. Bassetlaw is the only local authority area within the county to contain transit provision.
- 4.29 The number of unauthorised caravans recorded by the DCLG Traveller Count between July 2014 and July 2016 within the county has remained fairly low with the exception of an unauthorised encampment of 52 caravans recorded in Ashfield in July 2014. There were 7 caravans located on unauthorised sites recorded by the DCLG County in January 2016 and 11 in July 2016. However, Mansfield DC's own records show that there were 9 unauthorised encampments recorded in the district between 2014 and 2016. Whilst most families were passing through the district the average size and frequency of unauthorised encampments suggest that there may be need of some form of transit provision within the district.

5. Stakeholder consultation

Introduction

- 5.1 Consultations with a range of stakeholders were conducted in September and October 2016 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 an online survey, and email and telephone consultation was undertaken with stakeholders and representatives from Mansfield DC , as well as neighbouring local authorities including District and County council officers with responsibility for Gypsy and Traveller issues, police, planning policy officers, planning officers, housing strategy officers and enforcement officers, County wide liaison officers for Leicestershire, Nottinghamshire, Lincolnshire and Derbyshire, county council officers in Derbyshire and Nottinghamshire, schools and representatives of the Federation for Gypsies and Travellers and the Derbyshire Gypsy and Traveller Liaison Group.
- 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 stakeholder consultation and highlights the main points that were raised.

Accommodation

- 5.4 In relation to accommodation, the most common response stated by stakeholders is that there is a lack of suitable, well managed, and accessible sites in Mansfield and surrounding areas. In particular, it was noted that there are no local authority managed sites within the county. This means that owners of private sites are able to select which families they allow to occupy sites. Also, not all families are able to afford private site rents. As such, not all families are able to access sites and may be turned away during busy periods. This particularly impacts on vulnerable families. A lack of suitable sites also impacts on the number of unauthorised encampments.
- 5.5 Some stakeholders commented on how they would expect there to be a need for a site in Mansfield. They commented on understanding that there are Gypsies and Travellers living in bricks and mortar accommodation and a history of families visiting the area. Also, the loss of a site that was once occupied by Gypsies Travellers in Bolsover, close to the Mansfield border, is impacting on need in both Bolsover and Mansfield. Families who used to occupy the site have since left the site as it has become dominated by migrant workers. Gypsy and Traveller families have since moved to other sites, now reside on the roadside, or have been “forced into housing” in both Bolsover and Mansfield.

- 5.6 According to one stakeholder, a low level of accommodation need in their local authority area makes it difficult to determine the sustainability of a new site. It is important to determine the level of accommodation need locally and in surrounding areas. Although there was agreement by stakeholders that there is a need for more permanent provision within the county, there was less certainty about the need for additional transit provision. However, one stakeholder stated that there is a need to consult with the Gypsy and Traveller community to help determine the location of new transit sites.
- 5.7 It was stated that the lack of permanent and transit sites is a key concern in many local authority areas including Mansfield. The main difficulties are Gypsy and Traveller families being able to buy land and gaining planning permission for sites; and a lack of public funding available to local authorities. It was suggested that 60% of funding for new sites is available under the DCLG Social and Affordable Housing Scheme. A lack of sites means that Gypsy and Traveller families are more likely to occupy unauthorised encampments.
- 5.8 Stakeholders noted a wide range of barriers regarding the provision of new sites. A key factor noted by stakeholders is that there is a lack of affordable land which is both suitable for development and meets sustainability criteria for planning purposes. For one stakeholder from a neighbouring local authority, a key issue is that all of its land outside of urban areas is designated as Green Belt. It was noted that new sites should be located in the right area and offer suitable facilities.
- 5.9 A second barrier noted by stakeholders is that there is often public and political opposition to new sites. It was suggested that there is a lack of cultural understanding and prejudice of local people which leads to objections against new sites. Some Gypsy and Traveller applicants for new sites have experienced hate crime as a result of them applying for planning permission. According to one stakeholder, politicians do not believe that new sites are a 'vote winner' and so are likely to oppose them, although this ignores the fact that Gypsies and Travellers are constituents too. Another stakeholder stated that councils are fearful of upsetting the settled community by giving planning permission for new sites.
- 5.10 It was suggested that a key barrier to the provision of new sites is a lack of understanding of the needs of Gypsies and Travellers. The perception of no need means that there is little consideration of the need for new sites in local areas. It was suggested that as much data on the Gypsy and Traveller community is reliant on self-identification (e.g. 2011 Census and housing registers), it is difficult to determine accommodation needs.
- 5.11 Some of the Nottinghamshire and Derbyshire Councils commented on having pending planning applications. Bolsover, for example, has recently granted a site for a Gypsy family and a 14 plot yard for Travelling Showpeople, and has three pending applications and ongoing investigations by a Planning Enforcement Team into a site that has planning permission for Gypsies and Travellers but is currently occupied by migrant workers (a site close to Mansfield border). Prior to the approval of the new Showpeople yard, the council were in negotiation with Ashfield in case they could not address the 13 plot need identified in

their GTAA. Newark & Sherwood DC has recently changed the planning permission for one site from temporary to permanent, whilst they are considering planning applications for new sites totalling around 18-19 pitches.

- 5.12 Some stakeholders commented on how local authorities with low need should share the need of other neighbouring authorities. One commented on how Mansfield should share the need of neighbouring authorities, particularly as some neighbouring authorities have high levels of need. They also commented on how despite there being no sites in Mansfield, there is a long history of Gypsy and Travelers in the area, most of whom have been forced into housing due to a lack of site provision. According to one stakeholder that some local authorities always refuse planning permission for new sites means that neighbouring local authorities may have to meet the needs.
- 5.13 Stakeholders generally agreed that it is too early to determine the impact of the DCLG (August 2015) change in definition of the planning status of Gypsies and Travellers. However, it was suggested that a large proportion of the Gypsy and Traveller community permanently ceasing to travel is likely to reduce accommodation need figures. Also, according to one stakeholder the new definition has had a negative impact on the Gypsy and Traveller community as they have lost the cultural right to live a nomadic lifestyle. This has led to some members of the community to feel depressed or even suicidal.
- 5.14 Some members of the Gypsy and Traveller community feel “cast aside” and see the new definition as a form of “ethnic cleansing”. It was noted that pending legal challenges could lead to further amendments to the definition. Also, some authorities have misinterpreted the definition to an extent that they have adversely challenged the ethnic identity of Gypsies and Travellers and their human rights. One spoke of how some authorities have returned to the earlier definition in order to avoid such challenges.

Travelling

- 5.15 It was generally agreed by stakeholders that it can be difficult to determine the travelling patterns of the Gypsy and Traveller community. It was suggested that most Gypsy and Traveller households residing on permanent, residential site may travel infrequently. However, there is a steady turnover of families residing on transit sites in nearby local authority areas. It was suggested that Gypsy and Traveller families tend to travel during the spring and summer months, and are less likely during the period January to March.
- 5.16 According to a stakeholder from Newark & Sherwood DC families are more likely to make longer trips for family or social events rather than for work. They stated that Gypsies and Travellers who travel for work are likely to retrain to the site each day although sometimes longer trips are undertaken. The evidence that families are travelling through Mansfield and nearby local authorities means that there is a need for additional transit provision. The main reasons for travelling cited by stakeholders were for visiting family and friends, for employment reasons, for visiting events such as fairs, and because it is part of the Gypsy and Traveller culture. Similar to findings discussed above, it was generally stated that it is too

early to determine the impact of the DCLG (August 2015) change in definition on travelling patterns. However, one stakeholder stated that it forces Gypsy and Traveller families to travel in order to prove their ethnic status, whilst another stated that it has led to a loss of cultural right to travel.

Relations with the settled community

- 5.17 Generally, stakeholders stated that the relationship between Gypsies and Travellers and the settled community can be difficult. According to one stakeholder, there is a profound lack of cultural awareness from councils, and a lack of inclusive services for Gypsies and Travellers. Also, that the views of Gypsies and Travellers and are not represented by councils leads to a lack of services as well as accommodation.
- 5.18 According to another stakeholder there is little cohesion between the Gypsy and Traveller and settled communities as the latter hold stereotypes and prejudices about the former that are rarely challenged. There is also a great deal of resentment towards the travelling community appearing to be treated as a 'special case' when sites are allowed in places where conventional housing would not be allowed. Similarly, it was stated that local people tend to regard the arrival of Gypsies and Travellers negatively. One stakeholder stated that there appears to be harmony between the established Gypsy and Traveller and settled communities, but public hostility towards new sites
- 5.19 In response, it was suggested that there needs to be better community cohesion and a more inclusive approach to the Gypsy and Traveller community. This could include raising awareness of the Gypsy and Traveller culture through education which would help dispel myths about the community. It is particularly important for young people to have a better understanding of the Gypsy and Traveller community. It was suggested that more positive representation of the Gypsy and Traveller community in the media should be encouraged. In terms of planning appeal decisions need to be consistent to avoid the Gypsy and Traveller being perceived as having preferential treatment. Also, better transit provision would mean fewer unauthorised encampments impacting on local people. It was suggested that building trust between Gypsies and Travellers could be difficult and will take time.

Service needs of the Gypsy and Traveller community

- 5.20 Stakeholders were asked if they were aware of any health, education or other service needs amongst the Gypsy and Traveller community. It was suggested that the Gypsy and Traveller community have poor health and educational outcomes when compared to the settled community e.g. increased child death rates, increased heart disease, and increased mental health problems. Older Gypsies and Travellers may have difficulty accessing healthcare facilities. It was stated the condition of sites and proximity to services can affect health and overall quality of life. In relation to education it was suggested that Gypsy and Traveller children face difficulties in finding schools which accept them. This lack of access to education has meant many Gypsy and Traveller children missing out on educational opportunities.

5.21 Finally, stakeholders were asked whether local authorities and agencies cooperate well on Gypsy and Traveller issues. Generally, it was stated that there is limited or no communication between council departments and agencies regarding Gypsy and Traveller issues. The Nottinghamshire County Council Traveller Liaison Officer was cited as doing a particularly good job. However, there are few specialist Gypsy and Traveller officers working within the county. One stakeholder stated that when they attempt to engage the Gypsy and Traveller community they rarely receive a response. As such, it is difficult to know how cooperation can be improved. A stakeholder who works directly with the Gypsy and Traveller community stated dealing with them always seems to be “bottom of the pile” – there needs to be better coordination and communication between agencies.

Summary

5.22 The stakeholder consultation offered important insights into the main issues faced by Gypsies and Travellers within the county. It was generally acknowledged that there is a lack of accommodation provision. Generally, the main issue is a lack of suitable, well managed, and accessible sites in Mansfield and surrounding areas. In particular, there are no local authority managed sites within the county offering affordable accommodation. Key barriers to the provision of new sites mentioned by stakeholders included a lack of suitable land, public and political opposition to new sites, and a lack of understanding regarding the accommodation needs of the Gypsy and Traveller community.

5.23 According to stakeholders, it can be difficult to determine the travelling patterns of the Gypsy and Traveller community. There was no agreement regarding the impact of the revised DCLG (August 2015) definition on travelling, although it was suggested that it could lead to lower estimates of accommodation need and families travelling in order to prove ethnic status. Most Gypsy and Traveller households residing on permanent, residential sites may travel infrequently. Families are more likely to make longer trips for family or social events rather than for work. The main reasons for travelling cited by stakeholders were for visiting family and friends, for employment reasons, for visiting events such as fairs, and because it is part of the Gypsy and Traveller culture.

5.24 It is apparent from stakeholders that they perceive the relationship between Gypsies and Travellers and the settled community as frequently difficult. This leads to the need for better cultural awareness and a more inclusive approach to the Gypsy and Traveller community. This could take the form of education and more positive representation of the Gypsy and Traveller community in the media. However, building trust between Gypsies and Travellers could be difficult and will take time. In relation to specific service needs, children may find it difficult to access schools which accept them, whilst older people may need support accessing health facilities. Finally, stakeholders suggested that there needs to be better communication and cooperation regarding Gypsy and Traveller issues between departments and agencies.

SECTION B: NEED ASSESSMENT

The second section of this report contains the accommodation need assessments. Chapter 6 presents key findings drawn from analysis of secondary data whilst Chapter 7 draws conclusions on the research findings.

6. Gypsy and Traveller accommodation need

Introduction

- 6.1 This chapter examines key findings derived from the accommodation needs consultation with Gypsies, Travellers and Travelling Showpeople across the district. It examines current authorised provision and future accommodation needs and explores how these needs can be addressed.

Gypsies and Travellers

- 6.2 The following outlines the existing provision for Gypsies and Travellers in the District, the accommodation needs of Gypsies and Travellers within the district, and key issues arising from the consultation.

Current Gypsy and Traveller accommodation provision

- 6.3 There are no known private or local authority permanent authorised sites (or pitches) or transit pitches in the Mansfield DC area.

Unauthorised developments and encampments

- 6.4 There are no known unauthorised developments in the local authority area. At the time of the consultation period (October 2016 to January 2017) there were no Gypsy and Traveller families identified as residing on unauthorised encampments. However, as discussed in Chapter 4, a relatively small number of unauthorised encampments are recorded by Mansfield DC annually.

Consultation with families residing in bricks and mortar accommodation

- 6.5 As part of the consultation, 5 Gypsy and Traveller families residing in living in bricks and mortar accommodation were identified and consulted. The families currently reside in private or local authority rented accommodation within the district. All 5 families have resided in the Mansfield DC area for over 5 years. Before moving to Mansfield, the 5 families had at some point lived on sites outside the district or on the road side.
- 6.6 In relation to the DCLG (August 2015) definition of Gypsies and Travellers:
- 1 of the 5 families consulted stated that they had permanently ceased travelling
 - 2 families spoke of only travelling with extended family members
 - 2 families still travel for various reasons including work
- 6.7 As such, the accommodation needs of the 1 family who has permanently ceased to travel cannot be considered. 2 of the remaining 4 households residing in bricks and mortar accommodation have no need for site accommodation. It was determined using interviews that the remaining 2 families each have a need for 1 pitch to be located on small family sites (see Appendix 1).

Psychological aversion

- 6.8 Families may display a 'psychological 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, and feelings of claustrophobia. Proven psychological aversion to living in bricks and mortar accommodation is one factor used to determine accommodation need.
- 6.9 Whilst 2 of the 5 the households had no current or future need for a site, 3 households residing in bricks and mortar accommodation stated that they did not feel settled but resided in housing due to having no choice. They spoke about living in housing for the educational and well-being needs of their children. Also, they stated that there is a lack of nearby sites which could accommodate them and their extended family. One interviewee stated that living in a house close to her family is more manageable than being on the road in a caravan with her children.
- 6.10 Another interviewee stated she is struggling to live in a house. She spoke of how she and her family travel and move onto sites as often as possible. They do not mix with neighbours. She spoke of how she often sleeps in her caravan located on her drive while the children sleep in the house. Doing this helps her maintain psychological wellbeing. An interviewee stated that she and her family (including her children and grandchildren residing nearby), would move onto a site as they only reside in housing due to lack of choice.
- 6.11 Given the above it is estimated that 2 households (1 extended family) are experiencing psychological aversion to residing in bricks and mortar accommodation and require alternative site accommodation.

Consultation findings

- 6.12 The following discusses key points made by families during the consultation process. Families stated that Shirebrook, Warsop, and Church Warsop are key areas in Mansfield district where Gypsies and Travellers primarily reside and visit. When asked why families are not applying for planning permission for new sites in Mansfield, interviewees stated that there is no one to support or guide them. They commented on the need for transit provision within the local area. It was suggested that there are more people coming to the Mansfield area than the council are aware.
- 6.13 A lack of transit provision means that visiting families locate wherever they are able. Previously, the Bolsover site was used as a place for families to meet but this was no longer possible. The site of 21 permanent and transit pitches was originally occupied by Irish Travellers. Transit provision at the site was available for up to 28 days. Over time it has become occupied by migrant workers and the Irish Travellers have moved on. Some families moved to Mansfield (including 2 families involved in this consultation).
- 6.14 Families displayed concern that a lack of permanent and transit provision means that it is more difficult for them to maintain cultural identity or for friends and family to visit. It was

suggested that council money spent responding to unauthorised encampments would be better invested in new transit provision. It was stated that new provision would be relatively cheap if it consisted of suitable land sufficiently far away from the settled community with basic hygiene and cleaning facilities.

- 6.15 The families were asked about their experiences of racism. One interviewee spoke about how she and her children are currently experiencing bullying and racism from a neighbour. She has complained to the police but the issue continues. Some interviewees commented on how there is not much racism in Mansfield, mainly because people “don’t know that we are Travellers”. One interviewee stated that a benefit of having a house rather than a site address is that people tend not to know that they are Gypsies or Travellers. This is often why families move into houses. Others commented on how in order to avoid racism and conflict they do not mix with local people. The interviewees stated that although they are proud of their ethnic identity, they sometimes hide it in order to avoid racism.
- 6.16 3 of the 5 households involved in the consultation have school age children whilst 1 contained younger children. Families spoke of being pleased with the local school. The school is supportive and that there is little trouble. There is a long history of Traveller children attending the school. One interviewee spoke about how it is a “great help” that the school provides a ‘pick-up’ and ‘drop-off’ service which helps with transport issues. One interviewee has both children attending school and older children who have left home but live locally. Another interviewee has an adult child with a learning disability residing at home.
- 6.17 One issue mentioned by families residing in housing is a lack of 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.
- 6.18 Families stated that they are residing on estates in terraced or semi-detached houses. There is minimum space around them and in some instances no space for a caravan and/or trailer. As one commented: “Gypsies and Travellers like space. We like to live close to one another, but like to have our own space. Living in a caravan you get both, but in a house like this all you have are thin walls separating you and your neighbour”.
- 6.19 Health issues were discussed. Some interviewees have health issues related to aging, whilst others have family members with asthma, learning disabilities, mobility issues. 2 households contain members suffering depression. One interviewee commented on the impact living in a house has on their mental wellbeing. She and her family struggle living in a house, and it is only by travelling and spending time with family and community, that they are able to cope.

Population growth 2022-2033

- 6.20 Considering future need it is assumed that those families with psychological aversion will move onto new sites within the first 5-year period (2017-2022). As such, only natural population

increase, mortality, and movement into and out of the study area need be considered. The base figures regarding pitches on sites at the end of the first 5-year period are shown in Table 6.1 below.

Table 6.1 Base figures for pitches as at 2022 assuming all need is met for 2017-2022			
	2017 Base	Change 2017-2022	2022 Base
Mansfield	0	2	2

Source: Mansfield GTANA 2017

6.21 Many previous GTANAs used a figure of 3% per annum compounded over a 5-year period to determine future household growth. However, in March 2014 Brandon Lewis (Parliamentary Under Secretary of State within the Department for Communities and Local Government) confirmed that the 3% household growth rate does not represent national planning policy. Alternatively, it is suggested that an annual household growth rate of between 1.5% to 2.5% is more appropriate³⁸. As such, an annual household growth rate of 2% per annum equating to a 5-year rate of 10.4% is used to determine future household growth (or a rate of 12.6% for the following 6-year period 2027-2033). Table 6.2 estimates future need for the 5-year period 2022-2027), whilst Table 6.3 summarises the need for the 16-year period 2017-2033.

Table 6.2 Estimate of the need for residential pitches 2022-2027	
<i>Pitches as at 2022</i>	
1) Estimated pitches occupied by Gypsies and Travellers	2.0
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2022-2027	0.0
3) Number of family units on pitches expected to move out of the study area 2022-2027	0.0
Total Supply	0.0
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	0.0
5) Newly forming family units	0.2
Total Need	0.2
<i>Additional Need</i>	
Total additional pitch requirement 2022-2027	0.2

Source: Mansfield GTANA 2017

Travelling Showpeople

6.22 The following outlines the existing provision for Travelling Showpeople in the district, their accommodation needs, and key issues arising from the consultation.

³⁸ Professor Philip Brown, Sustainable Housing & Urban Studies Unit (SHUSU), University of Salford, *Advice for Warwick District Council on household formation relating to Gypsy and Traveller pitches*, October 2015.

Current Travelling Showpeople accommodation provision

- 6.23 Within Mansfield district there is a small yard used for storage, the repair of equipment, and living quarters. The yard also hosts Mansfield Fair twice per year. An area of the yard is fenced off to delineate the living quarters. Another section is used for the storage and maintenance of fairground equipment.
- 6.24 The yard is occupied by a small family. The owner and occupiers of the yard took part in the consultation. Some of the occupiers' children reside on the yard whilst others have set up home elsewhere.

Current Travelling Showpeople accommodation need

- 6.25 The family spoke about being satisfied with current provision. They do not need any further provision and stated that there is adequate space on the yard to accommodate future expansion if required without impacting on the local area.
- 6.26 The occupiers and owner commented on not currently wanting or needing to move or expand the yard. The family spoke of positive experiences of the local school system, how the schools that their children went to when they were younger were supportive of their way of life. They also had positive comments about the health service and their relationship with the local community. They said that they experience some racism, but mainly by passer-by's who "don't know better" and stated "that's just part of life for all Traveller groups".
- 6.27 Given the above it is estimated that there is no need for additional Travelling Showpeople accommodation within the district.

Transit need

- 6.28 As discussed in Chapter 4, a small number of unauthorised encampments have taken place within the district over the last 3 years: none in 2013, 1 in 2014, 6 in 2015, and 2 in 2016. On average, each unauthorised encampment lasted around 5 days. In 8 of the 9 instances families residing on unauthorised encampments were passing through the local area or holidaying. However, a relatively large number of vehicles are involved in each encampment (15 vehicles on average).
- 6.29 The above analysis, combined with stakeholder and Gypsy and Traveller consultation, suggests that there is need for some transit provision within the district. This would lead to a reduction in unauthorised encampments. There are three types of responses to unauthorised encampment: permanent transit provision (which requires planning permission), emergency stopping places (which can be used temporarily for a total of 28 days per year and does not require planning permission), and negotiated stopping places. The three options are discussed in more detail in Chapter 7.

Summary

- 6.30 This chapter has summarised the requirement for new permanent need and transit need. The need for permanent pitches derives from 2 households (1 extended family) displaying a psychological aversion to residing in housing in years 1-5, and a very small component of population growth in years 6-16.
- 6.31 In accordance with the method outlined in Appendix 1, Table 6.3 summarises the number of Gypsy and Traveller residential pitches, Travelling Showpeople plots, and transit pitches/temporary stopping places. It shows that 3 Gypsy and Traveller pitches, 0 Travelling Showpeople plots, and 1 transit/emergency stopping place is needed over the 16-year period 2017-2033 throughout the district (need is determined up to 2033 to ensure that the GTANA accords with the end date of the Mansfield District Local Plan). It is estimated that any future need for the period 2022-2033 will consist of an extension to the new site of 2 pitches required during the first 5-year period 2017-2022.

Table 6.3: Summary of Gypsy, Traveller and Travelling Showpeople Needs 2017-33

Period	G&T Pitches	TS Plots	Transit/Stopping places
Total 2017-22	2.2	0	1
Total 2022-27	0.2	0	0
Total 2027-33	0.3	0	0
Total 2017-2033	2.7 (3)	0	1

Source: Mansfield GTANA 2017

- 6.32 The main driver of need is from households experiencing psychological aversion to living in bricks and mortar accommodation. It is important to note that there may be families within the study area who have not been consulted. The above needs have been calculated based on the consultation carried out with 5 identified families living in houses. From anecdotal evidence, it is possible that further families reside in the district although the actual number is uncertain.

7. Conclusions on the evidence

Introduction

- 7.1 This final chapter draws conclusions from the evidence. The main source of this is the analysis in Chapter 6 although reference is also made to qualitative findings. This chapter summarises 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.

Policy Changes

- 7.2 As noted in Chapter 1, in 2012 the Coalition Government brought about new statutory guidance regarding Gypsy and Traveller accommodation. This emphasised 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.
- 7.3 The new planning policy gave councils the freedom and responsibility to determine the right level of Gypsy and Traveller site provision in their area, in consultation with local communities and based on sound evidence such as GTAAs, while ensuring fairness in the planning system. It sat within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and the return of planning powers to councils and communities.
- 7.4 In August 2015 the DCLG published 'Planning Policy for Traveller Sites'. 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, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

- 7.5 In determining whether persons are "gypsies and travellers" for the purposes of this planning policy, consideration should be given to the following issues amongst other relevant matters:
- whether they previously led a nomadic habit of life
 - the reasons for ceasing their nomadic habit of life
 - whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
- 7.6 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, but excludes Gypsies and Travellers as defined above.

- 7.7 The accommodation needs calculations undertaken as part of this GTANA were based on analysis of secondary data and primary surveys with Gypsy, Traveller and Travelling Showpeople households. It was apparent from consultation with stakeholders that the revised definition would not impact on the ethnic status of existing Gypsy and Traveller households residing in the study area (i.e. that the accommodation needs of such households would need to be considered).
- 7.8 In March 2016 the Department of Communities and Local Government (DCLG) published its draft guidance to local housing authorities on the periodical review of housing needs for caravans and houseboats. It states that when considering the need for caravans and houseboats local authorities will need to include the needs of a variety of residents in differing circumstances including, for example caravan and houseboat dwelling households and households residing in bricks and mortar dwelling households.
- 7.9 Importantly, according to correspondence between *RRR Consultancy Ltd* and DCLG (27 October 2016), the DCLG stated that it is for local housing authorities to assess and understand the accommodation needs of people who reside in or resort to the area with respect to the provision of caravan sites or houseboats.

New pitch and plot provision

- 7.10 Table 7.1 summarises the needs for pitches, plots and transit/stopping places. It shows that 3 Gypsy and Traveller pitches, 0 Travelling Showpeople plots, and 1 transit/emergency stopping place is needed over the 16-year period 2017-2033 throughout the district.

Period	G&T Pitches	TS Plots	Transit/Stopping places
Total 2017-22	2.2	0	1
Total 2022-27	0.2	0	0
Total 2027-33	0.3	0	0
Total 2017-2033	2.7 (3)	0	1

Source: Mansfield GTANA 2017

- 7.11 The main driver of need is from 2 households (one extended family) experiencing psychological aversion to living in bricks and mortar accommodation. To accommodate the extended family, it is suggested that the 2 pitches required are provided in the form of a single, small family site. However, it is unlikely that the family are unable to afford to develop such a site. As such, it may be necessary for the local authority to provide assistance in both

developing a site and advising with the planning process. The following provides advice on the facilitation, location and size of new sites.

Facilitating new sites

- 7.12 A key issue remains the facilitation of new sites. The difference between current local public and private provision is due to several factors. One factor is that, as acknowledged by stakeholders (see Chapter 5) the development process including the acquisition of land is too expensive and complex for most Gypsy and Traveller families. Another factor is that there has been a lack of finance for the development of publically owned sites for a number of years. Given current financial constraints on public expenditure, it is unlikely that this situation will change in coming years. However, as discussed in chapter 5, there is potential funding of 60% of funding being made under the new DCLG Social and Affordable Housing Scheme, which stakeholders have suggested that councils such as Mansfield explore.
- 7.13 The local authority should also consider sites developed on a cooperative basis, shared ownership, or small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use. These options might involve families carrying out physical development of the site (self-build) with the land owner providing the land on affordable terms. Local councils might develop such initiatives or in partnership with Registered Providers. The local authority could examine their Strategic Housing and Employment Land Availability Assessments (HELAA) to identify suitable locations.
- 7.14 For example, Bristol City Council (2009) considered various options for facilitating new sites including: only purchasing land for self-build projects; purchasing land and providing infrastructure such as drains and electricity supply and/or making finance available for materials; providing pre-built pitches which are available to buy using shared- or part-ownership options.
- 7.15 Another example is South Somerset District Council which has been exploring, in consultation with local travellers, ideas such as site acquisition funds; loans for private site provision through Community Development Financial Institutions; and joint ventures with members of the Gypsy and Traveller community³⁹.

The location of new sites

- 7.16 Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller households. Monitoring of future site provision and vacant pitches and plots should be undertaken by the local authority alongside discussions with Gypsies, Travellers and Travelling Showpeople to ensure that any additional need that may arise is identified. The precise location (along with design and facilities) will, however, need to be drawn up in

³⁹ *A Big or Divided Society?* Interim Recommendations and Report of the Panel Review into the Impact of the Localism Bill and Coalition Government Policy on Gypsies and Travellers.

consultation with Gypsies, Travellers and Travelling Showpeople to ensure the extra provision meets their needs.

- 7.17 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. There is a preference for smaller sites which tend to be easier to manage.
- 7.18 In relation to unauthorised encampments, it is recommended that there is at least one transit site or emergency stopping place in the district. A transit pitch is for short-term use, with a maximum period of stay, whilst an emergency stopping place is a piece 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. It is recommended that new transit sites are located on main routes e.g. such as the A60, and/or places where unauthorised encampments are likely to occur e.g. Mansfield town.
- 7.19 The council should also consider the application of 'negotiated stopping places' whereby negotiated arrangements allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time.
- 7.20 In terms of identifying broad locations for new permanent 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 services – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewerage?
- 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 residents 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?
- 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?

7.21 Considering the evidence gathered throughout the GTANA 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. whether social tensions might 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

7.22 It is important that new sites are located close to amenities such as shops, schools and health facilities and have good transport links. DCLG (2015) 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 do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.

7.23 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

7.24 By considering the guidance outlined above as well as the results of the stakeholder consultation, it is possible to identify broad locations for the provision of new sites in relation to the study area.

The size of new pitches

- 7.25 DCLG (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.
- 7.26 Based on previous and current DCLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance guidance 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
- 7.27 If granting permission on an open plan basis, permission should be given on a pitch by pitch equivalent basis to the above. For example, an existing pitch which has enough space to accommodate a chalet structure, 2 touring caravans and 1 – 2 static caravans along with 4 parking spaces, 2 blocks etc., could be counted as 2 pitches even if based on an open plan basis on one structured pitch. However, this would need to be recorded for future monitoring.

Summary

- 7.28 There is an overall shortfall in the study area over the next twenty years of 3 residential pitches, no plots for Travelling Showpeople, and 1 transit pitch/emergency stopping place. The policy process that follows on from this research will also 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 smaller sites are easier to manage.
- 7.29 Finally, this report recommends that the council:
- Develops a holistic vision for their work on Gypsies and Travellers, and embed it in Community and Homelessness Strategies, Local Development Plans and planning and reporting obligations under the Equality Act 2010.
 - Provides 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.

- Formalise communication processes between relevant housing, planning and enforcement officers etc. in both study area and neighbouring local authorities.
- Advise Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
- Develop internal policies on how to deal with racist representations in the planning approval process.
- Develop criteria and process for determining the suitability of Gypsy and Traveller sites, as indicated above.
- In liaison with relevant enforcement agencies such as the police and neighbouring authorities to develop a common approach to dealing with unauthorised encampments.
- With neighbouring authorities develop a common approach to recording unauthorised encampments which includes information such as location, type of location (e.g. roadside, park land etc.), number of caravans/vehicles involved, start date, end date, reason for unauthorised encampment (e.g. travelling through area, attending event, visiting family etc.), family name(s), and action taken (if any).
- Consider an approach to setting up negotiated stopping arrangements to address unauthorised encampments for set periods of time at agreed locations.
- Identify locations for new provision.
- Encourage local housing authorities to include Gypsy and 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.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every 5 to 7 years.

Appendix 1: Mansfield DC Gypsy and Traveller Accommodation Needs 2017-33

A1. This section sets out the steps for assessing need, including data sources and assumptions made where information is lacking. It is based on the methodology to determine Gypsy and Traveller accommodation need agreed by the Nottinghamshire local authorities (October 2013).

Stage 1: Baseline data			
Step	Action	Figure	Notes
1	Total Gypsy and Traveller households for area	5.0	5 households were identified by the consultation. There may be further families residing in living in houses, but the actual number is unclear. The 2011 census identifies 2 people. There are approximately 4 Gypsy and Traveller children identified on school records, and existing research states that the census and other records underestimate the number of Gypsies and Travellers in an area due to families not recording their identity or not completing forms.

Stage 2: Current known pitch need by January 2017			
Step	Action	Figure	Notes
1	Unauthorised development pitches (including temporary permissions) that did not gain planning permission by January 2017	0.0	No known unauthorised developments
2	Unauthorised encampment households as of January 2017 where demonstrable local need for permanent pitches	0.0	No unauthorised encampments reporting need
3	Number of Gypsies and Travellers in bricks and mortar housing with demonstrable known need for site based accommodation as of January 2017	2.0	Two households, through consultation, with psychological aversion
4	Number of existing concealed households with known need for site based accommodation as of January 2017	0.0	No concealed households
5	Applicants on public site waiting lists as of January 2017	0.0	No waiting lists
6	Total additional pitch need at January 2017	2.0	Sum of steps 1 to 5

Stage 3: Forecast of pitch need from after January 2017 – 2022

Step	Action	Figure	Notes
7	Temporary permissions due to end between January 2017-2022	0.0	No known temporary permissions
8	Forecast of household growth (family formation) requiring site based accommodation from present population residing in bricks and mortar - 5 year figure calculated.	0.2	Compound growth of 10.4% used
9	Forecast of household growth (family formation) requiring site based accommodation from present population residing on sites - 5 year figure calculated.	0.0	No sites
10	Total forecast pitch need January 2017– 2022	0.2	Sum of steps 7-9
11	Total additional need for 2017 – 2022	2.2	Sum of step 6 and step 10

Stage 4: Supply of known Gypsy and Traveller pitches by base date

Step	Action	Figure	Notes
12	Total number of pitches currently available to G&T's as of January 2017	0.0	No sites
13	Total number of pitches in use by G&Ts as of January 2017	0.0	No sites
14	Total number of pitches not in use, but available to G&Ts	0.0	Step 12 minus step 13

Stage 5: Forecast of supply of pitches between January 2017 – 2022

Step	Action	Figure	Notes
15	Forecast of turnover of sites in use for G&Ts, which will accommodate new need (as opposed to site by site transfer) - 5 year figure used	0.0	No sites
16	Forecast of transfers to housing from sites 5 year figure to be used	0.0	No sites
17	Forecast of total number of pitches not in use, but expected to be so by 2019 (with planning permission)	0.0	No sites
18	Total number for forecast supply January 2017– 2022	0.0	Sum of steps 15 to step 17
19	Total supply January 2017- 2022	0.0	Sum of step 14 and step 18

Stage 6: Total pitch requirements

20	Total Gypsy and Traveller pitch requirements 2017 – 2022	2.2	Step 11 minus step 19
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Stage 7: Future need calculation 2022 – 2027

Step	Action	Figure	Notes
21	Total number of pitches by 2022 (will be pitches from 2017 plus need for 2017-2022)	2.2	Step 12 + step 17 + step 20 if positive number
22	Turnover of sites in use for G&Ts, which will accommodate new pitch need (as opposed to site by site transfer) - 5 year figure to be used	0.0	As per step 15
23	Forecast household transfers to housing from sites	0.0	Step 16 figure re-used
24	Total forecast unoccupied pitch supply 2022 – 2027	0.0	Step 22 + step 23
Forecast Need 2021 – 2026			
25	Compound increase in Gypsy and Traveller households on sites between 2022 – 2027.	0.2	Compound growth of 10.4% used
26	Compound increase in Gypsy and Traveller households in bricks and mortar between 2022 – 2027 who may wish to take up a pitch if offered	0.0	Figure from step 8 re-used
27	Total forecast pitch need 2022 – 2027	0.2	Step 25 + step 26
28	Total Gypsy and Traveller pitch requirements 2022 – 2027	0.2	Step 27 minus step 24

Stage 8: Future Need Calculation 2027 – 2033

Forecast Supply 2027 - 2032

Step	Action	Figure	Notes
29	Total number of pitches by 2027(will be pitches from 2027 plus need for 2027-2033)	2.4	Step 21 + if positive number step 28
30	Turnover of sites in use for G&T's, which will accommodate new pitch need (as opposed to site by site transfer)	0.0	As per step 15
31	Forecast household transfers to housing from sites	0.0	Step 23 figure re-used
32	Total forecast unoccupied pitch supply 2027 – 2033	0.0	Step 30 + step 31
Forecast Need 2027 – 2033			
33	Compound increase in Gypsy and Traveller households between 2027 – 2033	0.3	Compound growth of 12.6% used
34	Compound increase in Gypsy and Traveller households in bricks and mortar between 2027 – 2033 who may wish to take up a pitch if offered	0.0	Figure from step 26 re-used
35	Total forecast pitch need 2027 – 2033	0.3	Step 33 + step 34
36	Total Gypsy and Traveller pitch requirements 2027 – 2033	0.3	Step 35 minus step 32

37	Total Gypsy and Traveller pitch requirements 2017 – 2033	2.7 (3)	Steps 20+28+36
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