

# Devon Partnership Gypsy and Traveller Accommodation Assessment 2015

## Final Report

*RRR Consultancy Ltd*







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## The Authors

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

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

*RRR Consultancy* also offer 'best practice' training courses to help ensure that public, voluntary and private organisations understand and successfully implement policies in areas such as domestic violence, 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 that 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 is defined as:

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

## **Concealed household**

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

## **Doubling up**

More than one family unit sharing a single pitch.

**Emergency stopping places**

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

**Family unit**

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

**Gypsy**

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

**Gypsy and Traveller**

As defined by CLG Planning Policy for Traveller Sites (March 2012):

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

**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 agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets. Agreements are made between the authority and the (temporary) residents regarding expectations on both sides.

### **Net need**

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

### **New Traveller**

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

### **Newly forming families**

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

### **Overcrowding**

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

### **Permanent / residential site**

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

### **Pitch**

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

### **Plot**

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

### **Primary data**

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

**Private rented pitches**

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

**Psychological aversion**

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

**Registered Provider**

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

**Secondary data**

Existing information that someone else has collected. Data from administrative systems and some research projects are made available for others to summarise and analyse for their own purposes (e.g. 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 April 2014, the Devon Partnership local and national park authorities commissioned *RRR Consultancy* to undertake the Devon Partnership Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers (including Travelling Showpeople) in terms of residential and transit/emergency sites, and bricks and mortar accommodation for the period 2014/15-2034/35. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- S2. Data collection and analysis followed practice guidance set out by Communities and Local Government (CLG) in 'Gypsy and Traveller Accommodation Assessments' (October 2007) and 'Local Housing Assessment: A Practice Guide' (March 2005), obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- 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 involved with Gypsy and Traveller issues
  - Face-to-face surveys of Gypsies and Travellers

## Literature review

- S4. Existing national research into Gypsies and Travellers indicates that the legislation implemented since the 1960s has negatively impacted on Gypsy and Traveller communities, with the Housing Act 2004 and subsequent guidance designed to address this imbalance. The Equalities Act 2010 affords Gypsies and Irish Travellers legal protection against discrimination, including from housing authorities.
- S5. Nationally, research suggests that education, health and employment remain key issues for the Gypsy and Traveller community. There is evidence of good practice within the study area with the Gypsy, Roma and Traveller Achievement (GRTA), previously known as Devon Consortium Traveller Education Service (DCTES), offering advice and support to schools on issues relating to the inclusion of Gypsy, Roma and Traveller children in schools and other settings.
- S6. Also, the County Council's Gypsy Traveller Liaison Service (GTLS) provides a responsive and cost effective service which seeks to address the unmet needs of Gypsy and Traveller communities in Devon. The GTLS continues to meet the demands placed upon it and set goals for the future within local, regional and national policies.

- S7. However, there is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower local communities whilst group housing schemes could be considered for Gypsies and Travellers wanting to live in bricks and mortar accommodation.
- S8. Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments. However, the £60m Homes and Communities Agency (HCA) fund for 2011-2015 is now fully committed, although local authorities can apply for funds via the 2015-18 Affordable Homes Programme.

### **Policy context**

- S9. Recent national policy has been reflected in the region with more responsibility moving to local rather than regional planning authorities, through local Housing Strategies and new style Local Plans. Some local authorities acknowledge in their local plans a shortage of authorised Gypsy and Traveller sites in the study area.
- S10. Although to some extent study area local authorities already coordinate responses to Gypsy and Traveller issues there is room for improvement in relation to liaison and information sharing. Whilst it is acknowledged that the planning policies of the study area local authorities are at differing stages of development, there remains potential for local authorities to collaborate on specific issues such as the accommodation needs of Gypsies and Travellers.

### **Population Trends**

- S11. While there are deficiencies in the Traveller Caravan Count, it remains the only national source of secondary data on caravan levels and is useful for determining trends in the number of Gypsies and Travellers living on sites. This has been used in conjunction with data collected locally by Devon County Council and some study area local authorities in order to look at Gypsy and Traveller population trends and estimates in the study area.
- S12. The South West caravan count is one of the highest in the country both in absolute terms and relative to the settled community population. However, Devon's count is one of the lowest in the South West region, and is low compared to some nearby counties such as Gloucestershire and Wiltshire.
- S13. Data collected as part of the GTAA indicates a total provision of 152 permanent pitches across the study area. There are substantially more permanent private pitches (137) than local authority pitches (15), although some private pitches are occupied by single families and not commercially available for rent. There are also 4 pitches which have temporary



planning permission: 2 pitches located in Mid Devon and 2 in Teignbridge. The study area also contains 14 unauthorised development pitches and 22 private pitches specific for transit use (10 in Teignbridge, 7 in Mid Devon and 5 in East Devon).

- S14. Devon County Council and some Devon Partnership local authorities (Exeter City Council, North Devon Council, Torbay Council and Torridge District Council) keep records of unauthorised encampments. Between January 2011 and September 2014 there were 145 instances of unauthorised encampments within the study area. The number of unauthorised encampments per quarter varies widely. Over two thirds of all unauthorised encampments recorded between January 2011 and September 2014 occurred on only four locations: Seven Brethren (a 'tolerated' unauthorised encampment site in North Devon), Cattle Market, Bideford, Churston Common, Brixham, and Clennon Valley Leisure Centre, Paignton.
- S15. One implication from the above is that it is important for local authorities across the study area to use consistent methods in recording incidences of unauthorised encampments. As well as recording basic data such as location of encampment, number of vehicles involved, length of stay, outcome (if any) of enforcement action, family names, records should also include reasons for encampment such as a visiting family, passing through the area, or attending a religious or cultural event.

### **Stakeholder Consultation**

- S16. It was acknowledged that small, family-sized sites were both the preferred choice of Gypsies and Travellers and were less likely to provoke tensions with the settled community. However, it was agreed that there is no 'one size – fits all' 'ideal' site because Gypsy and Traveller families are as varied as families living in the settled community.
- S17. Preconceptions about Gypsies, Travellers, and Travelling Showpeople were regarded as an important barrier to future sites. Whilst it was acknowledged that some crimes are committed by members of the Gypsy and Traveller community, there is no evidence that a larger Gypsy and Traveller population leads to increased levels of crime – there is more 'fear of crime' than actual crime. Also, negative perceptions of Gypsies and Travellers portrayed by the media are unhelpful although good practice exists in the form of the 'myth busting' packs which have been produced by the Devon Race Equality Council. Another key barrier to future sites is a lack of available land.
- S18. Stakeholders agreed it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. It was noted that the A30 is a key travelling route within the study area. It was suggested that smaller transit sites which can accommodate a maximum of six families are preferable as these are easier to manage and cause fewer problems. Also, they need to be accessible but 'invisible'.

- S19. Stakeholders spoke about how it is important to consider the health and education needs of Gypsy and Traveller families. There is also a need to provide midwifery services in some areas. Gypsies and Travellers continue to face problems when accessing services. Devon NHS employs a health promotion team who works with Gypsy and Traveller families to help them improve their health and wellbeing. In some areas, the Patient Advice and Liaison Service (PALS) help Gypsies and Travellers get health appointments. The Gypsy, Roma and Traveller Achievement (GRTA) (previously known as Devon Consortium Traveller Education Service (DCTES)) provide educational support Gypsy and Traveller children throughout the county.

### **Gypsies and Travellers living on sites**

- S20. In relation to the tenure, respondent households tend to either rent privately or own the pitch they currently occupy with relatively few renting from the local authority. Given financial constraints on local authorities, it is unlikely that the proportion of new sites deriving from the public sector is likely to increase substantially.
- S21. Unusually, a third of all respondent households (including over two thirds of New Travellers) had previously lived in a house or flat but couldn't settle. However, very few households who had previously lived in a house or flat said that they would prefer to do so again.
- S22. Importantly, the survey suggested longevity of tenure with over two thirds of respondents having lived on site for three years or more, and nearly two thirds stating that they did not intend to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. A key reason for families living in specific locations was because they wanted to live close to family members.
- S23. Satisfaction with sites are high although around a sixth of respondents were not satisfied with the site they currently occupy. The most common reason for dissatisfaction with living on sites was poor site facilities. Also, around a tenth of respondent households stated that there is currently a lack of space on pitches. These are key issues in determining the space and facilities afforded to both current and new sites.
- S24. Access to services such as shops, post offices, health services, and primary and secondary schools is not an issue for respondent households, although around one fifth of respondents stated that they had experienced problems accessing health services in the local area. Importantly, in very few households containing children did none attend school. However, around a fifth of respondents stated that they had been a victim of racism or bullying. This suggests that despite the Equalities Act 2010 Gypsy and Traveller families may still experience discrimination – a factor which can impact on community cohesion within the study area.
- S25. Although around a third of respondents stated that they had not travelled during the last 12 months, it is apparent that travelling remains an important component of Gypsy and

Traveller culture. For most respondents, the most important reasons for travelling included to reinforce cultural identity, or to transfer knowledge and experience of travelling to younger generations. Families are also travelling to attend events, to visit family or friends, or for work reasons. They are most likely to travel during the spring or summer months with very few travelling during the winter. Very few respondent households had already stopped travelling with health reasons being the main reason for stopping.

- S26. Perhaps unsurprisingly, few respondents believe that there are sufficient permanent or transit spaces for Gypsies and Travellers in the area. Also, a lack of pitches meant that some family members had moved out of the local area. In response, there was a desire by a small number of respondents to develop their own small, family-sized site. Nearly all families who had applied for planning permission to develop a new (family sized) site were granted it.
- S27. Importantly, in relation to the assessment of accommodation needs only around a seventh of respondent households stated that they need or are likely to move to a different home within the next five years. However, most families wanting or needing to move wanted to remain in the local area. Similarly, around a fifth of respondents stated that they contain household members who require separate accommodation, with almost all preferring to remain on the same site their family currently occupy. This reflects the cultural desire of Gypsies and Travellers to stay close to family.

### **Travelling Showpeople**

- S28. Similar to Gypsy and Traveller families residing on sites, there is a long history of Travelling Showpeople both living and working within the study area. Travelling Showpeople families tend to be larger than families in the settled community, although the age composition of respondent families was fairly old with a third of respondents aged 71 years or over. This may reflect the fact that many Travelling Showpeople continue to work later than the traditional retirement age of 65 years for men and 60 years for women.
- S29. Just over half of respondents rent privately compared with just under half who own the plot they currently occupy. Satisfaction with current yards and locations is generally high with no families intending to move within the next 5 years. However, whilst families were satisfied with the facilities on yards, around a third stated that there is insufficient space to store equipment, and a lack of children's play areas. Similar to Gypsy and Traveller families living on sites and in bricks and mortar accommodation, Travelling Showpeople tend not to lack access to services such as shops, post offices, health services, and primary and secondary schools. However, they were almost as likely to state that they had suffered discrimination when accessing services, or been a victim of racism or bullying.
- S30. Travelling remains important to the Travelling Showpeople families, for either work or cultural reasons, with over three quarters having travelled at least once during the previous

year. Around a third of families have stopped travelling due to old age or health and support needs.

- S31. A lack of suitable accommodation is apparent with no households stating that there is a sufficient number of plots within the study area. However, no families stated that there is a need for additional transit provision mainly due to concerns about security. Families would prefer new accommodation to be in the form of small, family sized yards. Only one family stated that they would like to develop their own yard but were not financially able to do so.

### Accommodation need

- S32. Accommodation need for the study area was assessed using a model in accordance with Practice Guidance issued by the Department of Communities and Local Government (CLG). It contains seven basic components; five assessing need and two assessing supply, which are applied to each sub-group of Gypsies and Travellers, based on secondary data.

- S33. The total requirement for new accommodation in the study area over 20 years is as follows:

- 135 permanent residential pitches
- 4/5 transit sites/emergency stopping places
- 14 Travelling Showpeople plots.

- S34. The following table shows the results for study area local authorities over 20 years. It should be noted that the first five year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

Table S1 Twenty year Gypsy and Traveller pitch needs summary 2014-34

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Dartmoor NP	2	1	0	0	0	1	3
East Devon	36	22	5	5	5	37	73
Exeter	10	5	1	1	1	8	18
Exmoor NP	0	0	0	0	0	0	0
Mid Devon	53	15	6	7	7	35	88
North Devon	3	3	1	1	1	6	9
Teignbridge	44	16	7	7	7	37	81
Torbay	0	2	0	0	0	2	2
Torridge	4	6	1	1	1	9	13
Total	152	70	21	22	22	135	287

Source: Devon Partnership GTAA 2015

- S35. Please note that the licensing status of one site in East Devon is currently being reviewed. At the time of the surveys and completion of the GTAA Final Report the site was registered

as a Gypsy and Traveller site. A change from a Gypsy and Traveller site to a general caravan site would impact on East Devon's base figures (a reduction from 36 to 24 pitches). This would subsequently impact on current and future accommodation needs figures from 37 to 30 additional pitches for the period 2014-2034.

- S36. As suggested throughout this report, accommodation needs do not have to be met where it arises. As such, the GTAA recommends that the study area local authorities should collaborate to help determine how to meet the accommodation needs of Gypsies and Travellers.

## Conclusions

- S37. As well as quantifying accommodation need, the study also makes recommendations on key issues. The main ones are as follows:

- As Table S1 shows, there is a need for 135 new permanent pitches over the 20 year period 2014-34. However, it is important to note that need does not have to be met where it arises i.e. it could be met throughout the study area local authorities. As such, the GTAA recommends that the study area local authorities should collaborate to help determine how to meet the accommodation needs of Gypsies and Travellers.
- According to the survey undertaken with Gypsies and Travellers in the study area the preferred size for permanent/residential sites is for small, family sized sites. The stakeholder meetings undertaken as part of the GTAA confirmed that smaller sites are preferred.
- Following CLG (2008) guidance it is recommended that new sites contain a maximum of 15 pitches whilst smaller sites for individual extended families should be considered.
- Survey results suggest that a mix of public and private sites will be required dependent on need. Specific sites available should be outlined in future DPDs and guidance offered on the type of land that is likely to obtain planning permission as well as land that is unlikely to. Specific advice on the planning process should also be offered.
- Local authorities should consider how they can facilitate the provision of new sites including applying for funding as part of the HCA's 2015-18 Affordable Homes Programme (AHP); sites developed on a cooperative basis; shared ownership; small sites owned by a local authority, but rented to an extended Gypsy or Traveller family for their own use; and Community Land Trust options.
- Local authorities should jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) to identify suitable locations.
- The GTAA needs calculations suggest a requirement for transit sites or emergency stopping places in the study area to further reduce the number of unauthorised encampments. However, it is recommended that when these are located close to existing sites that management issues be considered. For example, there is

evidence that there can be tensions between Gypsies and Travellers residing on transit sites (or emergency stopping places) and those residing on permanent sites.

- Local authorities should consider adopting the 'negotiated stopping' model in response to unauthorised encampments i.e. negotiated agreements which allow caravans to be sited on suitable specific pieces of ground for an agreed and limited period of time, with the provision of limited services such as water, waste disposal and toilets.
- Local authorities across the study area should use consistent methods in recording incidences of unauthorised encampments. As well as recording basic data such as location of encampment, number of vehicles involved, length of stay, outcome (if any) of enforcement action, and family names, records should also include reasons for encampment such as a visiting family, passing through the area, or attending a religious or cultural event.
- It is recommended that the accommodation needs of Travelling Showpeople are jointly met by the two local authorities where families are currently residing: East Devon and Mid Devon. However, this does not preclude all local authorities within the study area ensuring that fair sites have good provision in terms of, for example, electricity supply and security for the storage of equipment.
- It is recognised that cultural factors can impact on the educational achievement of Gypsies and Travellers. There is a need to further support good practice in education such as the work undertaken by Gypsy, Roma and Traveller Achievement (GRTA), and to further consider how educational needs can be met.
- Similarly, the adverse impact of travelling on the health needs of Gypsies and Travellers suggests that there is a need to further consider how such impacts can be ameliorated e.g. the provision of health outreach services.
- The good community-based practice supporting equal access to education and health care developed by Devon County Council's Gypsy Traveller Liaison Service (GTLS) is acknowledged. However, there is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower local communities.
- Although to some extent study area local authorities already coordinate responses to Gypsy and Traveller issues local authorities should consider further liaison and information sharing.
- The conditions of local authority sites should be regularly monitored to ensure that maintenance issues are swiftly resolved. This will require ensuring that the roles and responsibilities of both site managers and residents are clearly understood. Also, it may be useful to embed dispute resolution mechanisms into licensing agreements<sup>1</sup>.

<sup>1</sup> See Welsh Assembly, *Review of Service Provision for Gypsies and Travellers*, 2002 located at: <http://www.assemblywales.org/N00000000000000000000000009105.pdf>

- Ongoing monitoring of site provision and vacant pitches should be undertaken by local authorities alongside discussions with Gypsies and Travellers to ensure that any additional need that may arise over the study period is identified.
- Local housing authorities should include Gypsy, Irish Traveller, and New Traveller categories on ethnic monitoring forms to improve data on population numbers, particularly in housing. Also, there needs to be better sharing of information between agencies which deal with the Gypsy and Traveller community
- Information should be made available in a variety of forms (as well as visits by Liaison and Support Officers) to ensure that the Gypsy and Traveller community are aware of the type of help and support available to them, and clarification about tenancy obligations and rights
- Regular training and workshop sessions with local authority and service provider employees (and elected members) would help them further understand the key issues facing the Gypsy and Traveller community.
- The population size and demographics of Gypsies and Travellers can change rapidly. As such, their accommodation needs should be reviewed every three to five years.







# 1. Introduction

## Study context

- 1.1 In April 2014, the Devon Partnership<sup>2</sup> local and national park authorities commissioned *RRR Consultancy* to undertake the Devon Partnership Gypsy and Traveller Accommodation Assessment (GTAA). The purpose of the assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers<sup>3</sup> (including Travelling Showpeople) in terms of residential and transit/emergency sites, and bricks and mortar accommodation for the period 2014/15-2034/35. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.2 Data collection and analysis followed practice guidance set out by Communities and Local Government (CLG) in 'Gypsy and Traveller Accommodation Assessments' (October 2007) and 'Local Housing Assessment: A Practice Guide' (March 2005), obliging local authorities to assess the level of need for Gypsy and Traveller sites.
- 1.3 To achieve the study aims, the research drew on a number of data sources including:
  - Review of secondary information: including a literature review and secondary data analysis
  - Consultation with organisations involved with Gypsy and Traveller issues
  - Face-to-face surveys of Gypsies and Travellers

## Geographical context of the study area authorities

### *Dartmoor National Park Authority*

- 1.4 According to the authority's Core Strategy<sup>4</sup>, Dartmoor covers an area of 368 square miles (953 square km). Dartmoor National Park is the largest semi-natural upland area in the south of England and is a dominant feature in the Devon landscape. It is a unique and special landscape offering experiences and qualities that are valued by local people and visitors alike. The dominant character of Dartmoor derives from the semi-natural open area of grass, heath and gorse moorland lying on its granite core and covering around half of the

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<sup>2</sup> Dartmoor National Park Authority, Exmoor National Park Authority, East Devon District Council, Exeter City Council, Mid Devon District Council, North Devon Council, Teignbridge District Council, Torbay Council and Torridge District Council.

<sup>3</sup> Please note that throughout this report the term 'Gypsies' is used to refer to Romany and English Gypsies and the term 'Travellers' is used to refer to Irish Travellers.

<sup>4</sup> Dartmoor National Park Authority, *Local Development Framework Core Strategy Development Plan Document 2006-2026*, June 2008.

entire area of the National Park. Conifer plantations also cover large areas and along with other woodland means that around 10% of the total National Park area is under tree cover. Inbye farmland forms a mantle of small fields set around the high moor.

- 1.5 The 2001 Census showed a total population of 33,552 people in 13,750 households. Most people live in the towns and villages, but there are only two towns with a population greater than 3,000 people – Ashburton and Buckfastleigh. Other places such as Chagford, Horrabridge, Moretonhampstead, Princetown, Yelverton and South Brent have between 1,000 and 2,500 residents. However, there are many other villages with active communities even with population levels below 1,000.
- 1.6 The biggest sectors in the economy are real estate and professional services, retail and wholesale distribution, and hotels and catering. The rate of self-employment is high compared with Devon and the south west region, reflecting numbers in employment in agriculture and the professional and service businesses. Unemployment rates are consistently lower than UK and Devon rates.
- 1.7 Although unemployment is low, Dartmoor does suffer from other problems – seven (three-quarters) of the wards falling within the National Park are in the most deprived 25% with regards to accessing housing and services. Relatively low levels of public transport and a correspondingly high dependence on private transport exacerbate the problems associated with poor access to services. High house prices combined with relatively low household incomes mean that access to accommodation is difficult for many people.

#### *East Devon District Council*

- 1.8 East Devon is of roughly average size for Districts in the South West. However it has one of the higher District population levels with 132,457 persons recorded in the 2011 census. The eastern and northern boundaries of East Devon abut rural parts of Devon, Dorset and Somerset. The Southern boundary of the District is formed by the English Channel. The western boundary of East Devon abuts the commercially vibrant city of Exeter and the environmentally sensitive Exe estuary. The exceptional environmental assets of East Devon include two Areas of Outstanding Natural Beauty, part of a World Heritage Site, National Nature Reserves and a number of wildlife sites of national and inter-national importance. The natural features are matched by a rich tapestry of historic built features.
- 1.9 There is enormous variety in East Devon. The District encompasses urban and urban fringe areas as well as market towns and villages, seaside towns and remoter rural and coastal areas. There are seven towns in East Devon with populations exceeding 3,000 people plus many villages and hamlets. Exmouth is the largest town in East Devon with a population of around 36,000 people. Measured by area the vast majority of the District is undeveloped countryside mostly in agricultural usage. However, land under woodland and forestry accounts for a sizeable minority of the District as does heathland and inter-tidal areas associated with the District's rivers and estuaries.

- 1.10 There are, on average, around 2.08 people live in each household in East Devon. Over recent years household sizes have been getting smaller. There are more deaths than births in the District and population increase occurs because of inward migration, largely from elsewhere in England.
- 1.11 East Devon is characterised by an elderly population profile. This is most noticeable amongst the 60/65 plus age groups and reflects the popularity of the District as a retirement destination, especially the coastal areas. Around 30% of the East Devon population is retired, compared with a South West figure of around 20% and an England figure of around 17%. The coastal towns of East Devon (Seaton, Sidmouth, Budleigh Salterton and Exmouth) have a particularly elderly population profile.

#### *Exmoor National Park Authority*

- 1.12 According to Exmoor's Local Plan<sup>5</sup> Exmoor was designated as a National Park in 1954 and is situated within the counties of Somerset and Devon. The total area of the National Park is 693 square kilometres (267 square miles), of which approximately two thirds lies within the West Somerset District and one third of the area in the North Devon District. The northern boundary is formed by the Bristol Channel. A total of 43 parishes are within (or partly within) the National Park with most of the population living in small dispersed settlements. National Parks have two statutory purposes, as defined in the Environment Act 1995: primary legislation underpinning National Park designation:
- To conserve and enhance the natural beauty, wildlife and cultural heritage of the area;
  - To promote opportunities for the understanding and enjoyment of its special qualities by the public.
- 1.13 In pursuing these purposes the Act places a duty on National Park Authorities to seek to foster the economic and social well-being of local communities within the National Park and in so doing co-operate with local authorities and public bodies whose functions include the promotion of economic or social development within the area of the National Park. It also places a general duty on relevant authorities to have regard to these purposes. While National Park Authorities are the local planning authority for their areas, they are not the housing authority which is a responsibility of the constituent district councils.
- 1.14 The character of buildings and settlements also varies considerably with diverse vernacular building styles and materials reflecting local geology and traditions, as well as periods of significance in each settlement's history. The built heritage of Exmoor is therefore a valued and distinctive feature of the National Park. The siting and form of Exmoor's long

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<sup>5</sup> Exmoor National Park Authority, *National Park Local Plan*, November 2013 located at: <http://www.exmoor-nationalpark.gov.uk/planning/planning-policy/local-development-framework/emerging-local-plan/draft-local-plan-documents>

established settlements have been determined largely by physical factors such as local materials, topography and climate. Exmoor's built environment consists of a range of dispersed farmsteads, hamlets and villages as well as local centres of Dulverton, Porlock and Lynton/Lynmouth.

- 1.15 In-migration has had an impact on both the economy and the social fabric of Exmoor, including retired, semi-retired, commuters, and second-home residents. The attractiveness of the area to relatively wealthy incomers can help to maintain the local economy and services, but also places additional pressures on the local housing market. Exmoor's natural beauty and topography led to its designation as a National Park, and this together with its relative remoteness have meant that the area has remained rural in nature with no large centres of population. While the economy has traditionally been underpinned by land based activities with tourism as the largest sector of the economy, there is a recognition and focus on further developing the environmental economy and small and home based businesses. In 2011 there were 7,626 people of working age within the National Park, of which two thirds (66.6%) were economically active – this low figure can be explained by the relatively high proportion of economically inactive retired persons which accounts for 23% of the working age population. Set against this figure however, is a relatively low level of unemployment.

#### *Exeter City Council*

- 1.16 Exeter is an historic city located at the northern tip of the Exe Estuary, some 15km from the coast. It has a population of over 118,500, a travel-to-work area with a population of over 280,000, a shopping catchment of over 550,000, and over two million day-visitors a year. Exeter is a young city with a student population of around 12,000. The city is one of three large urban centres within the predominantly rural county of Devon and is served by major transport infrastructure including the M5 motorway, main railway lines, and Exeter International Airport.
- 1.17 Exeter is a relatively prosperous and environmentally attractive city. The economy supports some 86,000 jobs and 4,500 businesses. Within the City Centre there are over 1,000 businesses providing some 20,000 jobs. The rate of unemployment is around 65% of the rate for England and Wales. Exeter is an important centre for public administration, education and health and the focal point of economic activity for much of Devon, with around 30,000 people travelling into the city every day to work (8,000 Exeter residents work outside the City). Business and financial services are the most important local sectors in terms of their contribution to Gross Domestic Product (market value of all financial goods and services).
- 1.18 Significant employment growth has occurred in recent years: in the City Centre, at Exeter Business Park, and at Matford. Whilst the economic downturn will continue to affect the city in the short run, it is expected that further significant growth will occur over the plan period. There are some limited opportunities within the city but there are also major commitments

to the east of Exeter, within East Devon, for employment development at Skypark adjoining Exeter Airport, and for a science park at Redhayes, adjoining Junction 29 of the M5<sup>6</sup>.

*Mid Devon District Council*

- 1.19 Mid Devon is an inland area in the South West of England, lying roughly equidistant between the Bristol and English Channel coasts. The significant urban areas of Exeter (population 113,000) and Taunton (61,000) are just beyond the southern and eastern boundaries of the District respectively. Major east–west lines of communication run through the district, including the M5, A361, A30 and the Great Western Mainline Railway.
- 1.20 The district covers 913 square kilometres. Its landscape is characterised by green rounded hills of pasture and woodland cut through by steep sided river valleys with a maze of high hedged lanes giving rise to occasional panoramic views. The red, fertile soils of much of the area provide a distinctive backdrop. The majority of Mid Devon's settlements are nestled within the folds of this landscape, with many small historic settlements containing thatched cottages and ancient churches. The mild, damp climate is typical of an inland area within the south west.
- 1.21 The nearby City of Exeter exerts an influence over the Mid Devon economy, with Crediton and Cullompton, the most southern rural wards showing high levels of out-commuting to Exeter. Within Mid Devon, Tiverton and Crediton have their own discernible 'catchment areas' covering nearby rural wards. In contrast, Cullompton's economic influence is less apparent. All three main towns showed a reduction in people living and working in them between 1991 and 2001, with Tiverton remaining the most self-contained<sup>7</sup>.

*North Devon District Council and Torridge District Council*

- 1.22 North Devon District Council and Torridge District Council have produced a joint Local Plan<sup>8</sup>. The North Devon and Torridge area comprises about 1,903 square kilometres and has a population of around 157,500 people living in a network of historic market towns, rural settlements and coastal resorts. The sea and the moors define the limits of the area and the pattern of development shows the maritime influence and the rurality of the area. About half the population live around the Taw and Torridge estuaries, in Barnstaple, Bideford, Braunton and Wrafton, Fremington and Yelland and Northam (including Appledore and Westward Ho!). Barnstaple is the main location in the area for the provision of further and higher education, for the District General Hospital and for comparison shopping facilities. Bideford has a significant complementary role and is linked to

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<sup>6</sup> Exeter City Council, *Core Strategy* (Adopted February 2012) located at: <http://www.exeter.gov.uk/CHttpHandler.ashx?id=16913&p=0>

<sup>7</sup> Mid Devon District Council, *Core Strategy* (Adopted July 2007) located at: <http://www.middevon.gov.uk/CHttpHandler.ashx?id=7872&p=0>

<sup>8</sup> North Devon District Council and Torridge District Council, *Local Plan 2011-2031* (Publication Draft), June 2014 located at: <http://www.torridge.gov.uk/index.aspx?articleid=8780>

Barnstaple by the A39. These settlements together provide the economic, commercial and administrative focus for many of the strategic service needs of the wider rural area.

- 1.23 Northern Devon has a £2.2 billion economy which supports around 7,700 businesses and 66,000 jobs. Employment is focused in smaller firms, with 91% of businesses employing less than 10 people in 2011. The largest economic sectors are retail, health and social work and accommodation and food. These, together with employment in manufacturing, education and construction, account for almost three quarters of all jobs. Agriculture and the wider food processing supply chain employs almost 6,400 people, although a significant number of jobs are part time and casual. Leisure and tourism related sectors are important parts of the economy and evidence shows that population growth, as well as visitor numbers and spend, are important local economic drivers. The rural area has displayed some economic diversification trends but low overall levels of growth, in marked contrast to the relatively high levels of housing and population growth that has occurred within the towns of northern Devon.

#### *Teignbridge District Council*

- 1.24 Teignbridge lies between Torquay and Exeter. It includes the eastern and southern part of Dartmoor and a variety of environments including wild moorland, farmland, 20 country parks and nature reserves, 22 miles of coast to the south east, the Teign and Exe river estuaries, coastal resorts, busy market towns and much more in its 260 square miles of moor to sea. More than 83% of the land is classified as environmentally important including Dartmoor National Park which accounts for 38% of the district and a further 43% is designated as an area of great landscape value. Newton Abbot is the largest settlement in Teignbridge and is where 33.7% of the district's population of 127,700 lived in 2008. The seaside towns of Dawlish and Teignmouth account for a further 11% and 12% of the population respectively.
- 1.25 Teignbridge Council is the local planning authority for the part of the district that is situated outside the Dartmoor National Park. The Teignbridge Local Plan 2013-2033 was adopted in May 2014 and makes provision for at least 70 pitches for gypsies and travellers. Dartmoor National Park Authority is responsible for land use planning matters within the Dartmoor National Park area. The District has 3 major road routes running through it from east to west including the A30 and A38 trunk roads, the main routes west to Cornwall, plus the A380 trunk road providing access to the Torbay area. In addition to the major trunk routes there is a good network of major and minor roads, many country lanes plus cycle ways and footpaths which are all maintained by Devon County Council. In there are total 1,045 miles of roads in Teignbridge District. The main London to Penzance and London to Torquay railway line runs through the District and trains to many parts of the country are accessible from Newton Abbot Station as well as Teignmouth, Dawlish, Dawlish Warren and Starcross. There is easy access to Exeter International Airport and the Continental Ferry Port at Plymouth.

- 1.26 The Teignbridge business sector profile is broadly in line with neighbouring Torbay and Plymouth HMAs. The district does, however, have a greater proportion of construction businesses than the neighbouring HMAs, the South West and England and Wales. It also has a greater proportion of manufacturing businesses than the other comparator areas. A relatively high proportion of Teignbridge employees work on a part time basis. This can to some extent be attributed to the importance of tourism in the area, incorporating sectors that typically offer relatively poorly paid part time and seasonal employment.

#### *Torbay Council*

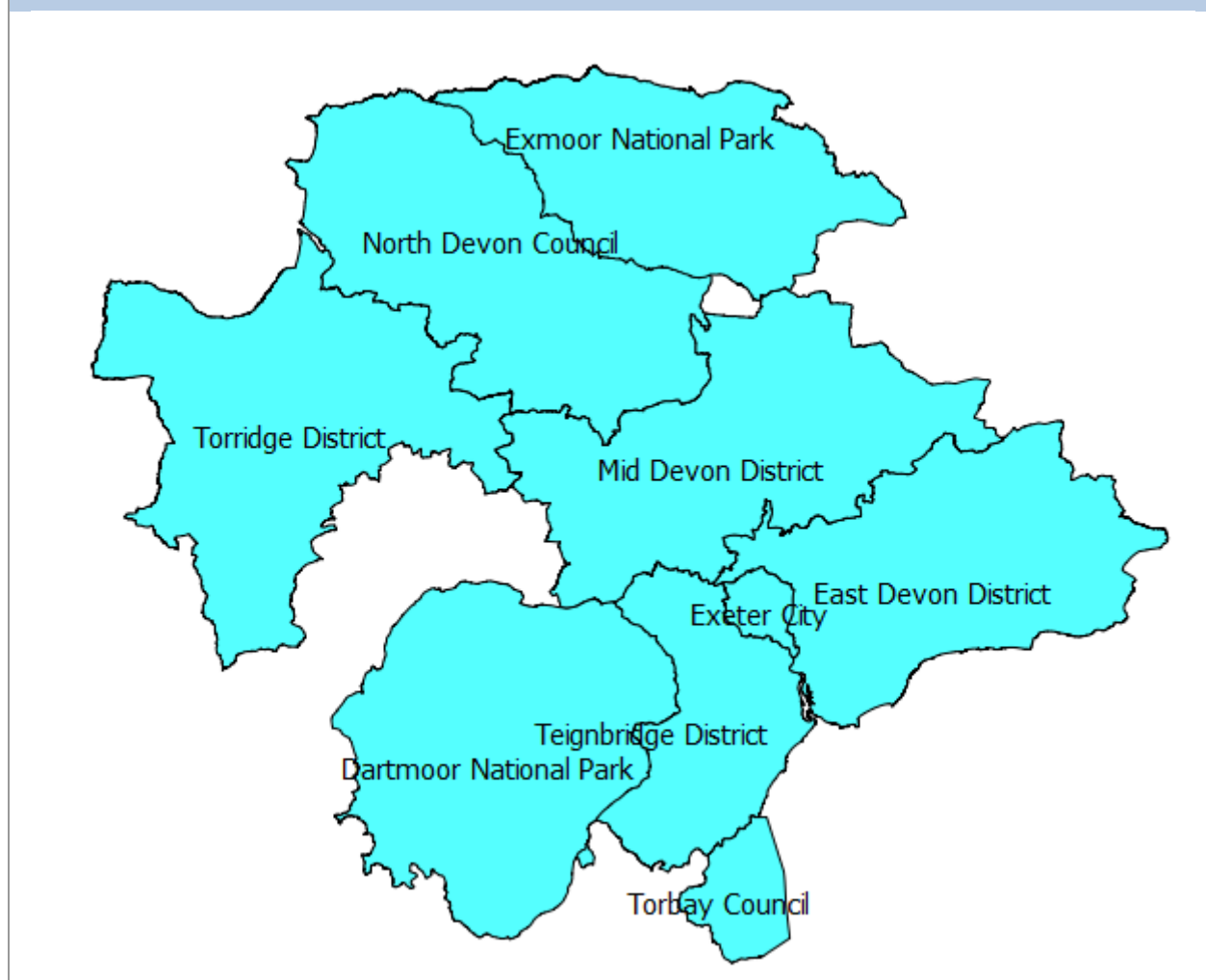
- 1.27 According to the Council's emerging Local Plan (2012-2032), the area has a strong unique selling point – it is the English Riviera, with a world class tourism offer. It has glamour, high profile businesses, a fantastic marine setting and internationally important environmental assets. It also has lots of potential, with an increasingly skilled workforce; increasing numbers of small and micro businesses; a large catchment population; increasingly good connections to national and international markets; space and opportunity for development; and town centres that are ready for regeneration. Innovation and creativity are needed to respond to this potential. Consequently this Plan is not too prescriptive, encouraging an entrepreneurial approach and supporting projects that provide high quality outcomes for the Bay.
- 1.28 Between 1998–2008 around 3,000 net new jobs were created, with 5,000 gained in 2000/01 and 4,000 lost in 2001/02. Since 2006, Torbay has seen a 'high' of more than 800 new homes built in 2007/08 and a 'low' of 250 in 2012/13. The local authority predicts that peaks and troughs will continue in the future, but the growth trend will be upwards – particularly after 2018 when the market is expected to improve.
- 1.29 The Local Plan, working alongside Torbay's Economic Strategy (2013), supports a step change in the economic fortunes of the Bay. The Plan is based on achieving 5,000–6,000 new jobs to 2032, mirroring the 300 jobs per annum created during the 'boom' years of 1998-2008. Since 2008 there has been an annual loss of about 50 jobs per annum, so intervention is required to improve Torbay's economic performance. Buildings, land and infrastructure will be brought forward to support business growth and investment, and to support the Bay's USP – in tourism, business services and health for example.

#### **GTAA study area**

- 1.30 A map of the GTAA study area shown in Figure 1.1 below. Please note that whole National Park areas are included in the study area but not those parts of overlapping non-study area local authorities (e.g. West Devon and South Hams) which lie outside the National Park areas.



Figure 1.1 GTAA Study Area



Source: ONS 2014

## Local Context

- 1.31 There is a long history of Gypsies and Travellers residing in the study area. Some families claim a local heritage of over three hundred years. Historical documents and literature reflect the prominence of the Gypsy and Traveller community within the study area. However, as traditionally Gypsies and Travellers did not produce written documents, much of the history regarding the local Gypsy and Traveller community has been passed down generations through oral traditions such as storytelling.
- 1.32 Gypsy and Traveller families tend to 'cluster' in specific areas for various reasons: the longevity of residence in certain areas by some families; the desire for new generations to reside close to existing generations; to maintain cultural traditions; for reasons of safety and security; and the need to be close to health and education services which have a good awareness and understanding of the cultural needs of Gypsies and Travellers.

- 1.33 One consequence of this characteristic is that accommodation need has not been met equally by all study area local authorities. As such, accommodation need appears greatest in areas where most current provision lies.
- 1.34 Table 1.1 summaries how pitch provision in the study area has changed since 2006 as well as showing additional need required 2014-2019:

Table 1.1: 2006/2011 GTAA Base Data and additional need 2014-19				
	2006 GTAA Base Data	2006 GTAA Additional need 2006-11	2014 GTAA Base Data	2014 GTAA Additional need 2014-2019
Dartmoor NP	0	0	2	1
East Devon	20	9	36	22
Exeter	11	12	10	5
Exmoor NP	0	0	0	0
Mid Devon	31	14	53	15
North Devon	2	5	3	3
Teignbridge	34	65	44	16
Torbay	0	0	0	2
Torridge	3	24	4	6
Total	101	130	152	70

Source: Devon Partnership GTAA 2015

- 1.35 The above table suggests that despite an increase in accommodation provision between 2006 and 2014, there remains additional accommodation need within the study area. In addition to the 2014 base data, there are also 56 potential pitches across the study area (pitches on existing sites with planning permission but not yet developed), one vacant pitch (located in Exeter), four pitches with temporary planning permission (located in Mid Devon and Teignbridge), and 22 private transit pitches (10 located in Teignbridge, 7 located in Mid Devon and 5 located in East Devon).
- 1.36 Importantly, there is evidence of authorities responding to accommodation needs since 2006. There have been two key proposed developments. Torridge was awarded funding to develop a site at Derriton, near Holsworthy, which unfortunately was not developed. Teignbridge Council has supported the development of 15 permanent residential pitches and amenity facilities for Gypsies and Travellers on a site adjacent to an unauthorised New Traveller site that has previously been tolerated. The New Traveller site was closed in December 2014 following the completion of the 15 new pitches. However, given limited public funding, it is likely that most future accommodation need will consist of private provision.

## Policy context

- 1.37 In May 2010 the Coalition Government was elected. It aimed to bring about new planning policy regarding Gypsy and Traveller accommodation. The Coalition's *Our Programme for Government*<sup>9</sup> set out the government's intention to publish and present to Parliament a simple and consolidated national planning framework covering all forms of development and setting out national economic, environmental and social priorities.
- 1.38 In April 2011 the Communities Secretary announced proposals for a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to ensure fair and equal treatment for travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community. Its first action was to announce its intention to abolish the regional plans which contained the Gypsy and Traveller accommodation targets.
- 1.39 According to the Department for Communities and Local Government (CLG), planning regulations had seriously harmed community relations over the last few years, by imposing targets for traveller sites on local councils and increasing the number of unauthorised sites, whilst the old planning rules had created a perception of special treatment for some groups, undermining the notion of 'fair play' in the planning system and further harming community cohesion.
- 1.40 In March 2012 the Government published its planning policy for traveller sites, which replaced the previous circulars relating to Gypsies and Travellers and Travelling Show People (01/2006 and 04/2007 respectively). 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
- 1.41 The Government states that the new planning policy encourages plan-making by councils and communities, by giving them a greater say in how they meet their development needs. It also gives communities, developers and investors more certainty about the types of applications that are likely to be approved. This will help to speed up the planning process.

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<sup>9</sup> HM Government, *The Coalition: our programme for government*, May 2010 located at: [http://www.direct.gov.uk/prod\\_consum\\_dg/groups/dg\\_digitalassets/@dg/@en/documents/digitalasset/dg\\_187876.pdf](http://www.direct.gov.uk/prod_consum_dg/groups/dg_digitalassets/@dg/@en/documents/digitalasset/dg_187876.pdf)

- 1.42 According to the Government, the new planning policy gives councils the freedom and responsibility to determine the right level of traveller site provision in their area, in consultation with local communities, while ensuring fairness in the planning system. It sits within a broader package of reforms such as the abolition of the previous Government's Regional Strategies and a return of planning powers to councils and communities.
- 1.43 Also, the Government states that new planning policy means that Green Belts and countryside have more robust protection, local councils have more discretion, and local planning authorities have a stronger hand in supporting appropriate development. Central guidance to councils on compulsorily purchasing land for travellers' sites has been removed and top-down Whitehall planning rules, which Ministers believe were counterproductive, have been abolished.

### **How does the GTAA define Gypsies and Travellers?**

- 1.44 To ensure it is following CLG guidance, the GTAA adheres to the definition of Gypsies, Travellers and Travelling Showpeople as defined by the CLG Planning Policy for Traveller Sites (March 2012). It states that for the purposes of planning policy "gypsies and travellers" means:

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

- 1.45 For the purposes of planning policy, "travelling showpeople" means:

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

### **Summary**

- 1.46 It is apparent that there is a long history of Gypsies and Travellers residing in the study area. Importantly, some Gypsy and Traveller families have resided and travelled throughout the study area for generations. This illustrates the sense of attachment that families feel towards the local areas in which they reside.
- 1.47 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 publication. However, the 2012 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.

- 1.48 As such, the purpose of this assessment is to quantify the accommodation and housing related support needs of Gypsies and Travellers in the study area between 2014 and 2034. This is in terms of residential and transit/emergency sites, and bricks and mortar accommodation. The results will be used to inform the allocation of resources and as an evidence base for policy development in housing and planning.
- 1.49 Although the 2012 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, collectively. Despite an increase in accommodation provision between 2006 and 2014, there remains additional accommodation need within the study area. The remainder of this report will discuss the findings of primary and secondary data analysis in relation to the accommodation needs of Gypsies, Travellers, and Travelling Showpeople, and will discuss possible policy solutions.

## **SECTION A: CONTEXT OF THE STUDY**

The first section of the Devon Partnership Gypsy and Traveller Accommodation Needs Study 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
- CLG Traveller Caravan Count data and County Council data on population levels and accommodation patterns

These are considered in turn. Section A starts however 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 Travellers<sup>10</sup>. It examines a number of key themes including legal definitions relating to the Gypsy and Traveller community and issues relating to current site provision. The aim is to provide the reader with a background on Gypsy and Traveller issues and the policy context in which this Gypsy and Traveller Accommodation Assessment (GTAA) is situated.

### Legal Definitions

- 2.2 It is essential to clarify legal definitions relating to the Gypsy and Traveller population to ensure that their legal rights are recognised and that discrimination does not take place. However, there is no comprehensive source of information about the number or characteristics of Gypsies and Travellers in England.
- 2.3 According to Niner<sup>11</sup>, there are three broad groupings of Gypsies and Travellers in England: traditional English (Romany) Gypsies, traditional Irish Travellers, and New Travellers. There are smaller numbers of Welsh Gypsies and Scottish Travellers. Romany Gypsies were first recorded in Britain around the year 1500, having migrated across Europe from an initial point of origin in Northern India.
- 2.4 However, one key issue relates to whether it is possible for one definition to be agreed for both planning and housing purposes. According to CLG (2012) guidance on planning policy for traveller sites, the definition of Gypsies and Travellers is:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*<sup>12</sup>

- 2.5 In September 2014 the CLG began consultation on its intention to remove the word 'permanently' from its definition of Gypsies and Travellers i.e. the definition would be limited to those who have a nomadic habit of life. The consultation ended in November 2014 with any change likely to be undertaken sometime during 2015. As such, it does not impact on the findings of this study. However, it would impact on future Gypsy and Traveller accommodation assessments by not considering the needs of families who have

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<sup>10</sup> Please note that throughout this report the term 'Gypsies' is used to refer to Romany and English Gypsies and the term 'Travellers' is used to refer to Irish Travellers.

<sup>11</sup> Pat Niner (2004), op cit.

<sup>12</sup> CLG, Planning policy for traveller sites, March 2012 p.8

permanently ceased to travel. This could encourage Gypsy and Traveller families to travel more often to ensure that their accommodation needs are considered by future GTAA's.

- 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 Equalities Act 2010. The courts made clear that travelling is not a defining characteristic of these groups, but only one among others. This is significant, because the majority of Britain's estimated 300,000 Gypsies and Travellers are thought to live in conventional housing, some by choice, some because of the severe shortage of sites<sup>13</sup>.
- 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 minority<sup>14</sup>.
- 2.8 According to CLG (2012) 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 or permanently, but excludes Gypsies and Travellers as defined above.*<sup>15</sup>

- 2.9 Also, for the purposes of Gypsy and Traveller Accommodation Assessments (GTAA's), Travelling Showpeople are included under the definition of 'Gypsies and Travellers' in accordance with The Housing (Assessment of Accommodation Needs) (Meaning of Gypsies and Travellers) (England) Regulations 2006. It recommends that Travelling Showpeople's own needs and requirements should be separately identified in the GTAA.<sup>16</sup>

## 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 accommodation<sup>17</sup>:

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<sup>13</sup> 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.

<sup>14</sup> CLG, *Consultation on revised planning guidance in relation to Travelling Showpeople*, January 2007, p. 8

<sup>15</sup> Ibid.

<sup>16</sup> Ibid.

<sup>17</sup> 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



*i. Local Authority Sites*

- 2.11 According to Niner<sup>18</sup>, the great majority of local authority sites are designed for permanent residential use. In January 2014 only 217 (5%) pitches were intended for transit or short-stay use in England (and not all of these are actually used for transit purposes). The latest Traveller Caravan Count undertaken in January 2014 suggests that there are 4,530 permanent and transit pitches capable of housing 7,287 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 January 2014 Traveller Caravan Count suggests that there are 10,016 caravans occupying private caravan sites in England.

*iii. A Family Owner Occupied Gypsy Site*

- 2.13 As Niner states, family sites are seen as the ideal by many Gypsies and Travellers in England.<sup>19</sup> 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 January 2014, 2,633 caravans were recorded as being on unauthorised sites on Gypsy-owned land consisting of 1,295 'tolerated' and 1,388 'not tolerated' by local authorities in England. Again, according to Niner, while evidence is lacking, there is a strong impression from local authority officers and parliamentary questions that the number of Gypsies and Travellers moving onto their own land without planning consent is increasing. This has contributed to dissatisfaction with planning enforcement powers on the part of the settled community<sup>20</sup>. However, as discussed in Chapter 4, the number of 'not tolerated' unauthorised encampments has varied, but the long-term trend remains steady.

*v. An Unauthorised Encampment*

- 2.15 In May 2006 the CLG published local authority guidelines for dealing with unauthorised encampments. Whilst much of the discourse of this document refers to legislative powers local authorities hold in order to remove unauthorised campers, it nonetheless recognises that such unauthorised camping is at least partly the consequence of too few permanent sites. This again was acknowledged by the CLG<sup>21</sup> who underlined the view that

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*Accommodating Nomadism? An Examination of Accommodation Options for Gypsies and Travellers in England* (2004), op cit.

<sup>18</sup> Pat Niner (2004), op cit.

<sup>19</sup> Ibid. Page 146-7.

<sup>20</sup> Ibid. Page 147.

<sup>21</sup> CLG, *Gypsy and Traveller Task Group on Site Provision and Enforcement: Interim Report to Ministers*, March 2007.

enforcement against unauthorised sites can only be used successfully if there is sufficient provision of authorised sites. The January 2014 Traveller Caravan Count suggests that there were 2,633 caravans on unauthorised encampments in England. In August 2013 the CLG published a summary of powers that local authorities can use in response to unauthorised encampments and unauthorised developments. These included new Temporary Stop Notices which can be issued without an enforcement notice<sup>22</sup>.

vi. 'Transit' Accommodation

2.16 This is the authorised encampment option for full-time Travellers and for seasonal and occasional Travellers 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 217 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 January 2014, data from CLG for the number of caravans show that there are 19,503 caravans on both authorised and unauthorised sites in England
- 16,870 or 86% of these are on authorised sites (6,584 on local authority sites and 10,016 on authorised private sites).
- 2,633 or 14% are on unauthorised developments or encampments
- Between January 2012 and January 2014 the total number of Gypsy and Traveller caravans in England recorded increased from 18,746 to 19,503, including an increase in the number of caravans on authorised council and private sites of 757 caravans, and a decrease in the number of unauthorised caravans 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 ODPM<sup>23</sup>, it is likely that the biannual Traveller Caravan Count seriously underestimates the Gypsy and Traveller population for a number of reasons, including a lack of commitment on behalf of local authorities and attempts to minimise apparent need by undercounting, and the lack of involvement of Gypsies and Travellers.

2.19 Research undertaken by the ODPM<sup>24</sup> (2004) concluded that some local authority officers have serious reservations about the count due to:

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<sup>22</sup> CLG, *Dealing with illegal and unauthorised encampments: a summary of available powers*, August 2013.

<sup>23</sup> Ibid.

<sup>24</sup> 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>

- officer knowledge of 'guestimates' 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 only 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. In response, the Government is providing £60 million of funding that councils and other registered providers can use to provide new authorised sites for travellers between 2011 and 2015. Councils and other registered providers can apply to the Home and Communities Agency to use the funding. 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 CLG's document *Planning Policy for Traveller Sites*<sup>25</sup> (March 2012) states that local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of 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 sites<sup>7</sup> 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

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<sup>25</sup> CLG, *Planning for Traveller Sites (Summary)*, June 2011.

## 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. According to the Commission for Racial Equality, Gypsies and Irish Travellers have the poorest life chances of any ethnic group today. In terms of education, Gypsy and Irish Traveller pupils in England are the group most at risk of failure in the education system.

### Health

- 2.24 According to Cemlyn et al<sup>26</sup>, 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 Plan<sup>27</sup> 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

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<sup>26</sup> 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.

<sup>27</sup> NHS, *The NHS Improvement Plan: Putting People at the Heart of Public Services*, June 2004.

health inequalities in the Gypsy and Traveller community, there is yet no evidence on the cost-effectiveness of such programmes.

- 2.28 Research by Matthews<sup>28</sup> 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.
- 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 assessments<sup>29</sup>. Importantly, the organisation is run on a purely voluntary basis with work being undertaken by community-based 'Health Ambassadors'.

### ***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 problems<sup>30</sup>. 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

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<sup>28</sup> Matthews, Zoe, *The Health of Gypsies and Travellers in the UK*, A Race Equality Foundation Briefing Paper, November 2008.

<sup>29</sup> Gypsylife Annual Report April 2013 located at: <http://www.newarkandsherwood.nhs.uk/innovationzone/traveller-health-ambassador>

<sup>30</sup> Parry et al (2004) *The Health Status of Gypsies and Travellers in England*, University of Sheffield located at: [http://www.shef.ac.uk/polopoly\\_fs/1.437131/file/GT-report-summary.pdf](http://www.shef.ac.uk/polopoly_fs/1.437131/file/GT-report-summary.pdf)

a negative impact on mental health<sup>31</sup>. For women, long-term mental health difficulties can result from feeling trapped on a site where no-one would want to live<sup>32</sup>. Moving into housing is associated with depression and anxiety, and may be reflective of loss of community and experiences of racism and discrimination.

- 2.33 Greenfields<sup>33</sup> 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 al<sup>34</sup> 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 CLG acknowledge that, as many of the issues facing this group are the same as those facing Gypsies and Travellers, it can reasonably be assumed that conclusions relating to the health of this group can be extended to cover Travelling Showpeople.

## Education

- 2.36 Statistics published by the Department of education suggests that within Devon there are a total of 60 Gypsy and Traveller children attending primary schools, and 14 Gypsy and Traveller children attending secondary schools<sup>35</sup>. 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.<sup>36</sup> 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

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<sup>31</sup> Cemlyn et al (2009) *Inequalities Experienced by Gypsy and Traveller Communities' Review*, Equality and Human Rights Commission

<sup>32</sup> Appleton, L. et al. (2003) Smalls's contribution to understanding the needs of the socially excluded: the case of Gypsy Traveller Women. *Clinical Psychology*, (24), pp.40-6.

<sup>33</sup> Greenfields, M. (2002) *The impact of Section 8 Children Act Applications on Travelling Families*. PhD (unpublished). Bath: University of Bath.

<sup>34</sup> Ibid.

<sup>35</sup> Department of Education, *Schools, pupils and their characteristics*, January 2013 located at: <https://www.gov.uk/government/publications/schools-pupils-and-their-characteristics-january-2013>

<sup>36</sup> 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.

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, 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".

- 2.42 Within Devon, the Gypsy, Roma and Traveller Achievement (GRTA), previously known as Devon Consortium Traveller Education Service (DCTES), is a multi-disciplinary service offering advice and support to schools on issues relating to the inclusion of Gypsy, Roma and Traveller children in schools and other settings. They provide outreach services directly to Gypsy, Roma and Traveller families to support access to, and inclusion in, education (see Chapter 3 for more details).

### **Employment**

- 2.43 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)<sup>37</sup>.
- 2.44 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.
- 2.45 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 2013<sup>38</sup> 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
- 2.46 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.
- 2.47 Gypsies and Travellers who are unemployed and seeking work can encounter barriers including literacy and numeracy barriers, requirements for qualifications, evidence of former

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<sup>37</sup> JRF, *Ethnic inequalities in labour market participation*, September 2013 located at: <http://www.ethnicity.ac.uk/census/CoDE-Employment-Census-Briefing.pdf>

<sup>38</sup> 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>



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**

- 2.48 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.
- 2.49 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.
- 2.50 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’<sup>39</sup>.

- 2.51 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 replicated<sup>40</sup>. Generally, evaluations of Group Housing Schemes<sup>41</sup> found that families in schemes reported

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<sup>39</sup> 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>

<sup>40</sup> Clúid Housing Association, *Review of Castlebrook: A Traveller Housing Project*, located at: [http://www.cluid.ie/\\_fileupload/Castlebrook%20Traveller%20Report.pdf](http://www.cluid.ie/_fileupload/Castlebrook%20Traveller%20Report.pdf)

<sup>41</sup> Northern 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](http://www.nihe.gov.uk/evaluation_of_the_travellers_grouped_housing_schemes_2005.pdf)

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

- 2.52 As noted above there already exists good practice in relation to education and empowerment within the County in the form of Gypsy, Roma and Traveller Achievement (GRTA) which provides support to the Traveller communities. Also, the County Council's Gypsy Traveller Liaison Service (GTLS) provides a responsive and cost effective service which seeks to address the unmet needs of Gypsy and Traveller communities in Devon. However, it is arguable that there is scope for further community development amongst Gypsy and Traveller communities.
- 2.53 The Equality and Human Rights Commission (EHRC)<sup>42</sup> recognise that community development can both empower Gypsy and Traveller communities and lead to improved community cohesion. They cite a number of good practice initiatives which could be used to help determine the basis for further community development within the study area.
- 2.54 For example, in 2003 work by the Traveller Education Services in Cambridgeshire led to two posts being created for Youth and Community Development Workers. Similarly, the EHRC state that many agencies are reaching out to Gypsy and Traveller communities and encouraging involvement. A number of Traveller Education Services (TESs) have employed Gypsies and Travellers as outreach workers and in-class support workers, and this can involve elements of community development as well as other roles.
- 2.55 Some voluntary and non-governmental bodies have also taken significant initiatives in providing community development support. Devon Racial Equality Council reported in its consultation response to the EHRC research that they had had a dedicated community development worker post for Gypsies and Travellers for three and half years, which had supported a range of projects by the community. These included a myth-busting leaflet written by Romany women, an information pack, a DVD and a project where Romany women gave talks in schools.
- 2.56 One further consideration may be the establishment of Gypsy and Traveller tenant and resident associations (TRAs). As Ryder (2012)<sup>43</sup> 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.

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<sup>42</sup> Cemlyn et al (2009) *ibid*

<sup>43</sup> 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>

- 2.57 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.
- 2.58 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.
- 2.59 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, from 80 in 2007-08 to 47 in 2011-12, 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 TRA<sup>44</sup>.
- 2.60 In relation to community cohesion, as the EHRC (2009) report suggests, and as confirmed by stakeholders events undertaken for this project (see Chapter 5), community cohesion issues may negatively impact on Gypsy and Traveller communities. Opposition from members of the settled community to new Gypsy and Traveller sites as well as negative media attention can sometimes increase tensions between the nomadic and settled communities. The community development work and the potential for Tenants and Residents' Associations (TRAs) discussed in this section may help reduce such tensions.
- 2.61 However, it must be acknowledged that tensions can also exist between the English Romany Gypsy community and the Irish Traveller community. Although both communities are recognised legally and are protected by law from discrimination they have separate histories and cultural traditions.

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<sup>44</sup> 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>

- 2.62 As such, in terms of the implementation of planning policy and new site provision this means acknowledging that households from differing Gypsy or Traveller groups may not want to occupy the same site. Again, the establishment of TRAs and the implementation of conflict resolution mechanisms may help reduce tensions between the different communities.
- 2.63 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.
- 2.64 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**

- 2.65 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.
- 2.66 Although much legislation implemented since the 1960s has negatively impacted on the Gypsy and Traveller community, it is arguable that the 2004 Housing Act and subsequent legislation has sought to address this imbalance. Also, whilst there is still some debate as to what constitutes an adequate definition of 'Gypsy and Traveller', the Equalities Act 2010 has gone some way to ensuring that some members of the Gypsy and Irish Traveller communities are afforded legal protection against discrimination.
- 2.67 This is important as it suggests that all agencies and service providers working with Gypsies and Travellers should adhere to the principles of the Equalities Act 2010. Evidence discussed in Chapter 6 suggests that this is not always the case for Gypsy and Traveller families living within the study area.
- 2.68 The research discussed above suggests that education, health and employment remain key issues for the Gypsy and Traveller community. There is evidence of good practice within the study area with the Gypsy, Roma and Traveller Achievement (GRTA), previously known as Devon Consortium Traveller Education Service (DCTES), offering advice and support to schools on issues relating to the inclusion of Gypsy, Roma and Traveller children in schools and other settings.

- 2.69 There is the potential for further community development work with local Gypsy and Traveller communities. Similarly, case studies suggest that establishment of Gypsy and Traveller tenant and resident associations (TRAs) may help further empower communities whilst group housing schemes could be considered for Gypsies and Travellers wanting to live in bricks and mortar accommodation.
- 2.70 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 fifth of Gypsies and Travellers nationally residing in unauthorised developments or encampments, the Government responded with increased funding for site provision.
- 2.71 The £60m Homes and Communities Agency (HCA) fund for 2011-2015 is now fully committed, although study area local authorities can now apply for funds via the 2015-18 Affordable Homes Programme.
- 2.72 Despite increased powers for local authorities to deal with anti-social behaviour and to evict where necessary, the Government has acknowledged that increased site provision is the most effective means of dealing with unauthorised developments and encampments. As discussed in Chapter 4, the number of unauthorised encampments within the study area has gradually decreased over recent years.
- 2.73 As such, 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 adopting the 'negotiated stopping' model.
- 2.74 Lastly, the need for detailed information regarding the current and future accommodation needs of the Gypsy and Traveller community further reinforces the need for Gypsy and Traveller Accommodation Assessments (GTAAAs).

## 3. The policy context in the study area

### Introduction

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

### Local Planning Policies

Dartmoor National Park Authority, *Core Strategy 2006-26*, June 2008

- 3.4 According to the Core Strategy, the accommodation needs of Gypsies and Travellers are recognised as local housing needs. It states that inclusiveness and participation will need to take account of the needs of all sectors of the community in the planning and design of new development. Priorities will focus on provision for needs associated with the elderly and younger (specifically, teenager) age groups, people suffering from mental or physical disability, and those needs originating with black and minority ethnic groups as well as Gypsy and Traveller communities.
- 3.5 Policy COR16 of the Core Strategy suggests that in drafting spatial development and transport policies for the Dartmoor National Park, the Authority will seek to ensure that those policies take into account the needs of and effect on minority or vulnerable groups and those with special needs. The Authority will work with other partners and stakeholders to ensure that social inclusion is addressed effectively within the Dartmoor National Park including support for, and promotion of, appropriate development schemes and community and neighbourhood initiatives.

East Devon District Council, *New East Devon Local Plan 2006-26*, November 2012

- 3.6 According to the Local Plan, East Devon has relatively few permanent sites for Gypsies and Travellers. Unauthorised sites are occasionally reported but this tends to be a short-term seasonal problem. It cites the 2006 GTAA which indicated a need for 9 permanent pitches in the period up to 2011. The majority of the pitches identified previously have been accommodated through planning permissions and it is anticipated that the remaining need will be met through expansion of existing sites. As such, the council was not actively seeking to allocate additional sites. Development Management policy for gypsy and traveller sites/provision will be used to assess planning applications.
- 3.7 In considering proposals for sites, the District Council will need evidence that a genuine need exists and cannot be met elsewhere before taking into account the need to resolve satisfactorily difficulties arising from the above factors. Outside Built-up Area Boundaries existing sites should be expanded or intensified to meet additional need rather than permitting new sites in the countryside.
- 3.8 Policy H7 'Sites for Gypsies and Travellers' states that planning permission for a permanent or transit sites for gypsies and travellers will be granted if the proposal satisfies all of the following requirements:
1. It is not situated within an Area of Outstanding Natural Beauty, Green Wedge or on a site designated as being of conservation interest.
  2. It has a satisfactory relationship with other neighbouring land uses.
  3. It has acceptable vehicular access and provision for on-site turning, parking and servicing.
  4. It contains satisfactory proposals for screening and landscaping.
  5. It has no adverse impact on the appearance or character of the landscape or amenity or occupiers of neighbouring properties.
  6. The local East Devon need has been proven and cannot be met elsewhere.
  7. Where sites already exist within the locality, new pitches should be accommodated through expansion/ increased use of these existing sites.
- 3.9 Finally, it states that permanent sites should be conveniently located for access to existing community services and facilities.

Exmoor National Park Authority, *Local Plan*, November 2013

- 3.10 The Local Plan states that in planning for traveller accommodation in the National Park, the National Park Authority's approach is to work collaboratively with neighbouring authorities and to seek to establish and positively address the accommodation needs of traveller communities in a way that recognises their traditional and nomadic way of life and respects the interests of the settled community.

- 3.11 As a result of concerns over the landscape impacts of residential caravans or mobile homes in a National Park, if a local need for traveller sites is identified, the policy seeks to accommodate that need outside the National Park and the National Park Authority will work closely with neighbouring authorities to achieve this. Nevertheless, this Local Plan sets out an approach which acknowledges that exceptional circumstances might justify small scale provision.
- 3.12 Consistent with the conservation and enhancement of the National Park duty to local communities, and the overall approach to housing in Exmoor, a rural exception site policy approach will be used to seek to address the proven needs of the local community for small traveller sites where they can be accommodated without harm to the National Park and in accordance with the spatial strategy in GP4 well related to existing buildings in or adjoining settlements. The Exmoor Housing SPD will provide further guidance, including on assessment of local connection. Assessment of landscape impact will be required including to take into account the variations in tree and hedgerow cover through the seasons and a landscaping scheme to ensure a development is screened effectively.
- 3.13 The policy requires that a site should respect the principles of sustainable development, and not result in undue pressure on local infrastructure and services. This will include the provision of suitable water and sewerage infrastructure to ensure there will be no adverse impacts on water resources or air quality. Identification of sites will need to consider flood risk issues as caravans are classed as a vulnerable form of development and proposals will therefore need to accord with Policy CC-D1 (flood risk).
- 3.14 Policy HC-S6 (Travelling Communities) states that:
1. To ensure that the travelling communities' traditional and nomadic way of life is recognised, where an identified need for caravans or mobile homes for travelling communities can be demonstrated, the National Park Authority will work with the relevant housing authorities to appropriately address that need. Exceptionally, small sites may be permitted where:
    - a. there is a proven local need for a site to accommodate the affordable need of travelling communities who have a proven local connection through employment, longstanding residency or family, in the parish or adjoining parish
    - b. there are no suitable sites that can meet the need outside the National Park boundary
    - c. the site will respect the principles of sustainable development, be located in a settlement in accordance with GP4, well related to existing buildings and will conserve or enhance the settlement character and pattern, be accessible to appropriate health and educational facilities and not result in undue pressure on local infrastructure and services



- d. the need can be met without an adverse impact on wildlife and the landscape and the application is accompanied by a landscaping scheme that secures effective screening of the caravans or mobile homes
- e. the interests of the settled community will be respected
- f. the site will be affordable to local travelling communities and will remain so in perpetuity
- g. A planning obligation is secured to ensure that occupancy of the site is confined to persons in local need of accommodation in perpetuity.

Exeter City Council, *Core Strategy*, February 2012

3.15 Policy CP6 of the Core Strategy states that sites should be of a size and in a location that takes into account the needs of gypsies and travellers, and the interests of local residents and other local occupiers of land. Suitable and deliverable sites will be identified through the strategic allocations and the Site Allocations DPD. If a need is demonstrated for sites for travelling showpeople, the criteria in Policy CP6 will be applied. Policy CP6 states that sites should:

- a. be well located on the highway network
- b. have safe and convenient vehicular and pedestrian access
- c. be located within a reasonable distance of local facilities, including schools and health centres
- d. minimise environmental and landscape impact
- e. protect the amenities of adjacent occupiers
- f. have adequate levels of privacy, security, storage space and residential amenity; and
- g. provide appropriate parking, including parking for visitors and for commercial vehicles related to any business activities likely to be carried out.

Mid Devon District Council, *Local Plan Review: Options Consultation*, January 2014

3.16 Planning applications for Gypsy and Traveller pitches, including pitches for Travelling Showpeople, will be permitted where:

- a. The need cannot be met on another suitable site in Mid Devon
- b. Local services can be accessed without the use of a car
- c. Suitable on site facilities will be provided including space for children's play
- d. The proposal will have suitable environmental quality for residents including non-isolating boundary treatments
- e. Occupation on will be limited to those who meet the Government's published definition on of gypsies and travellers, including travelling showpeople.

3.17 It also states that sites with associated employment or storage elements may be permitted where there is specific justification on and the location will not have harmful impacts on local amenity or the local environment.

- 3.18 Further, to ensure that sites will meet the needs of the travelling communities and the settled community a criteria based policy will be operated as set out above to determine applications for traveller sites. In order to ensure that users of sites will have access to facilities national policy indicates that local planning authorities should strictly limit new traveller site development in countryside that is away from existing settlements or outside allocations in the development plan. Sites will therefore only be permitted where facilities will be accessible without recourse to a car either by walking, cycling or utilising public transport. However, sites must be in locations where the local environment is of satisfactory quality, so locations adjacent to noisy or polluting land uses or in areas of floodplain will not be suitable.

North Devon District Council and Torridge District Council, *Local Plan 2011-2031*, June 2014

- 3.19 According to the Draft Local Plan (not yet adopted Local Plan), the councils will facilitate the provision of appropriate sites to meet the needs and demands of travellers in northern Devon. It is the intention that, in line with national planning policy, the Local Plan will seek to allocate sites for the provision of traveller accommodation. Allocations will be provided where it is considered that doing so is the most appropriate mechanism to meet the specific identified needs and demands of the northern Devon Traveller communities.
- 3.20 A separate Traveller Plan (Development Plan Document) will propose land to be allocated for traveller accommodation (if evidence identifies the need to) and ensure that a five year land supply is maintained. This will be subject to a separate targeted consultation.
- 3.21 The detailed approach that will be applied to the consideration of proposals for traveller accommodation, including allocations, is set out in Policy DM30: Sites for Traveller Accommodation. In addition to sites allocated for traveller accommodation, further proposals for traveller accommodation will be supported where they will meet an identified need for accommodation that cannot be met by another means and where they have regard to the principles of sustainable development and respect the interests of the settled community.
- 3.22 Recognising that there is a limited supply of traveller accommodation available within northern Devon, the Local Plan seeks to safeguard existing sites that offer traveller accommodation provision. Proposals that seek to redevelop authorised traveller accommodation will need to be supported by evidence that demonstrates that the accommodation is no longer required to meet an identified need.

Policy DM30: Sites for Traveller Accommodation states that:

1. The acceptability of proposals for the provision of traveller accommodation will be considered on the following sequential basis, subject to an assessment of site availability:

- a. appropriately scaled extensions to an existing site offering traveller accommodation
  - b. within the boundary of a defined settlement
  - c. adjoining or well-related to a defined settlement
  - d. redevelopment of suitable brownfield land in the open countryside; and
  - e. on greenfield sites in the open countryside
2. Proposals to deliver accommodation for travellers will be considered appropriate where they meet the following criteria:
  - a. there is a proven and identified need for traveller accommodation of the scale and mix that the proposal seeks to deliver that cannot be met by existing or planned provision
  - b. the development is commensurate and proportionate to the scale and nature of the nearest settled community
  - c. it does not have an unacceptable landscape, visual or environmental impact
  - d. it offers an acceptable level of amenity to prospective occupants whilst not unacceptably prejudicing the amenities of neighbouring occupiers
  - e. the site is located where occupants can gain reasonable access to local services and facilities including health and school provision
  - f. safe and convenient vehicular access can be provided to the site and the surrounding highway network can support the generated traffic
  - g. adequate on-site provision is afforded for vehicle parking and manoeuvring along with appropriate storage space, ancillary facilities and residential amenity space
  - h. the site is capable of being provided with essential services; and
  - i. the scale of employment activity is balanced to the residential component of the proposal.
3. Proposals seeking to deliver transit accommodation will be required to demonstrate that they offer adequate, safe and convenient access to the strategic highway network.
4. Proposals seeking to deliver accommodation for travelling show people will be required to offer adequate provision for the on-site storage, maintenance and testing of associated equipment.

3.23 The policy applies a sequential approach to the consideration of suitable locations for traveller accommodation. The approach is intended to steer provision to the most sustainable locations whilst also recognising that traveller accommodation often has different requirements to that for the settled community.

- 3.24 Proposals will be supported where there is an identified need for the scale and nature of accommodation provision proposed and it is demonstrated that the need cannot be reasonably met by any existing or planned provision.
- 3.25 Proposals are subject to a range of requirements to ensure that they will provide an adequate and suitable living environment for the intended occupants whilst respecting the interests of the settled community.

Teignbridge District Council, *Local Plan 2013-2033*, May 2014

- 3.26 Policy WE6 (Homes for the Travelling Community) states that at least 70 pitches for Gypsies and Travellers will be provided for between 2013–2033. Gypsy and Traveller pitches and Travelling Showpeople plots are appropriate uses within the defined limits of settlements. Proposals for additional Gypsy and Traveller pitches and Travelling Showpeople plots in the open countryside will be permitted provided that:

- a. in the case of Gypsy and Traveller pitches, there is not a five year supply of permitted or allocated pitches
- b. in the case of Travelling Showpeople plots, there is a proven need
- c. the proposed site is within approximately 30 minutes travel by means of public transport, walking or cycling of a primary school. Exceptions should be clearly justified
- d. occupation is limited to those meeting the definition of Gypsies and Travellers and Travelling Showpeople in the relevant national planning policy
- e. any business use proposed within the development does not exceed 50% of the developed area of the site, excluding storage requirements of travelling showpeople; and
- f. it can be demonstrated that the site is in a location that will not affect the integrity of the South Hams SAC

- 3.27 The Local Plan also refers to site specific policies including:

- 15 pitches at, Haldon (Policy WE6A). These were completed in December 2014
- 24 pitches delivered as part of a mixed use urban extension (Policy NA1)
- 24 pitches delivered as part of a mixed use urban extension (Policy SWE1)
- through planning proposals on other sites (e.g. policy S22)

- 3.28 By June 2014 the total planned and consented provision was within Teignbridge was 82 permanent residential pitches. This exceeds the Teignbridge Local Plan policy WE6 minimum of 70 pitches for the local plan period to 2033. Importantly:

- 8 permanent residential pitches have been completed in Teignbridge since 01 April 2013
- 17 permanent residential pitches were under construction

- 9 permanent residential pitches had extant planning permission
- 48 permanent residential pitches were provided for on land allocated in the adopted Teignbridge Local Plan 2013 – 2033

Torbay Council, *Local Plan 2012-2032: Review of the Demand for Gypsy and Traveller Accommodation in Torbay*, February 2014

- 3.29 According to the Local Plan, in comparison with other parts of Devon, and the wider South West, Torbay has played a limited part in the lives, traditions and movements of the travelling community, whether Romany, Irish or New Age in origin. There are no long established cultural connections with Torbay or any historical employment links for travellers with the area. The area is located away from the main traveller corridors in the region (in particular the A303/A30/A38) and has no associations with the traditional events such as fairs, for example, that are so closely linked with traveller movement elsewhere.
- 3.30 This position is reflected in the planning history for related development in Torbay. There are no records of any planning applications having been submitted, by private individuals or public bodies, for sites for permanent residential pitches or transit pitches. Furthermore, there is no evidence of any enforcement action having been taken over any unauthorised traveller pitches or sites.
- 3.31 In 2013 Torbay conducted its own assessment of Gypsy and Traveller accommodation. It concluded that there is no identified need for the provision of permanent or transit sites offering pitches for the gypsy and traveller community in Torbay during at least the first five years of the Plan period of the emerging Local Plan.
- 3.32 It suggests that in the meantime, there may be options available for the Council to explore that could help to improve the way in which it is able to manage sporadic unauthorised encampments. These include the possible deployment of a suitable area for temporary use during the processing of information and undertaking of welfare measures for such encampments.
- 3.33 Policy H5 of the emerging Torbay Local Plan states that applications for caravan sites for travelling people, including residential sites for settled occupation, transit sites and temporary stopping places, will be assessed against the following criteria:
1. sites will be acceptable within the built-up area, provided that their operation is not to the detriment of the visual amenities of adjoining areas, and subject to satisfactory landscaping
  2. sites should not be to the detriment of the amenities of adjoining areas in respect of noise and other disturbance arising from the movement of vehicles to and from the site, the stationing of vehicles on the site, and any on-site business activities (which should at all times be incidental to the residential use of the site)

3. sites should be provided with a satisfactory means of vehicular access, together with adequate provision for turning and parking;
4. sites should be provided with an appropriate level of essential services including access to drinking water, refuse collection and sewage disposal
5. sites should be located within reasonable distance of local services and facilities (e.g. shops, schools and hospitals)
6. temporary stopping places and transit sites may be acceptable on temporary vacant/unused land, subject to the above criteria; and
7. sites will be acceptable outside the built-up area only if they are well screened and do not conflict with prevailing landscape, nature conservation, countryside and agricultural protection policies.

### **Duty to cooperate and cross-border issues**

#### *Introduction*

- 3.34 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.
- 3.35 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.
- 3.36 The nine study area local councils and park authorities liaise with each other as well as with bordering and neighbouring local authorities to ensure a coordinated approach to Gypsy and Traveller issues. Cornwall, Devon and Somerset all contain local and county authorities bordering the study area. The local authorities bordering the study area are South Hams, West Devon, Cornwall, West Somerset, South Somerset, West Dorset and Taunton Deane.
- 3.37 In order to glean information for this section interviews were undertaken with 3 Gypsy and Traveller Liaison Officers, 1 Housing Officer, and 3 Planning Officers from neighbouring authorities (the findings of the stakeholder event which also involved officers from neighbouring local authorities are discussed in Chapter 5).

#### *Cross border issues and liaison*

- 3.38 All the local authorities noted above felt that it would be advantageous for local authorities 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 stated that they already liaise closely, particularly in relation to unauthorised encampments.

- 3.39 It was suggested that those local authorities with sites located close to district borders should meet more regularly to discuss key issues. One interviewee stated that they had been liaising with a neighbouring authority (outside of Devon) to develop transit sites close to their borders. However, one local authority had planning permission for a new transit site refused whilst the other has had to put plans for new transit provision on hold.
- 3.40 An officer from South Hams and West Devon shared services spoke about their working relationship with the Dartmoor National Park Authority. She stated that they are responsible for housing issues in their area of the National Park, whilst the Dartmoor National Park Authority is responsible for planning issues. The authorities closely liaise regarding housing and planning issues. For example, in 2013 the Dartmoor National Park Authority evicted some New Travellers who had been living on Park Authority land without permission. In response, South Hams and West Devon shared services liaised with the Park Authority and families to address their accommodation needs.
- 3.41 According to local authority officers one factor impacting on the capacity for local authorities to collaborate is that they are at different stages in preparing new Local Plans. Devon's neighbouring authorities have all completed their GTAAs and have either completed or are in the process of agreeing Development Plans. Neighbouring local authorities are also at different stages of updating their GTAAs. Officers spoke about how they fulfil the duty to cooperate in part by communicating and liaising on a county-wide basis.
- 3.42 The Gypsy and Traveller Liaison Officers spoke about the regional dimension to cross-border working on Gypsy and Traveller issues. However, there is a need for more formal arrangements to secure better communication between them. One officer spoke about how the Devon Traveller Liaison Team had previously tried to set up a regional group which would meet on a regular basis but this has not developed further. They also recommended that collaboration needs to be broadened to include all relevant planning, housing officers etc. and for the process to be embedded into policies and practices.
- 3.43 Interviewees spoke about how only those authorities sharing borders tend to work together. Even then, there is a tendency for local authorities to liaise only with neighbouring authorities within the same county. Also, cooperation tends to be on an informal basis.
- 3.44 In relation to collaborative working, most officers spoke about how they primarily collaborate with local authorities within their respective county. Some officers mentioned that they are more likely to liaise with officers from neighbouring authorities on planning and housing, rather than, Gypsy and Traveller issues.
- 3.45 Officers spoke about the barriers to cross boundary working in order to address Gypsy and Traveller accommodation need and highlighted differences in political will and public

support. They also spoke about the pressures local authorities are facing such as meeting housing targets. One spoke about how it will be easier for authorities to meet their high housing needs targets than their relatively modest Gypsy and Traveller pitch requirements.

- 3.46 An officer spoke about how police and enforcement officers powers are very restricted when they do not have any alternative place to send families. Also, authorities need to consider legal implications when reviewing whether or not to provide transit provision. Others spoke about how local authorities should work together to address transit need and possible emergency stopping places. One said that this would be particularly beneficial given the current financial climate.
- 3.47 One officer spoke about how unitary authorities are further restricted in terms of sharing resources as the police are not allowed to send a family to a neighbouring authority's transit site as their authority did not resource it. She commented that authorities elsewhere share provisions and believes that that is a way forward.
- 3.48 Officers said that the demise of the Regional Plans and removal of funds and grants that local authorities used to have means that it has become more difficult for local authorities to work together. Limited cooperation and coordination causes difficulties in effectively fulfilling the duty to cooperate.
- 3.49 Finally, interviewees emphasised the importance of local authority officers having good working relationships and of knowing who to contact. They spoke about how local authority bureaucracy sometimes makes communication between officers, internally as well as cross boundaries and authorities, difficult and at times impossible. One officer spoke about how personnel changes can impact on communication, and how regular meetings and good communication processes can help address this issue. They spoke of how local authorities need to help, support and encourage communication between officers, including those that work on Gypsy and Traveller issues.

### **Gypsy and Traveller Accommodation Assessments (GTAA's)**

- 3.50 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.

#### *Cornwall GTAA, May 2014*

- 3.51 The Cornwall GTAA considered Gypsy and Traveller accommodation needs within 4 local authority areas including Plymouth City Council, South Hams District Council, West Devon Borough Council, and Cornwall Council. The study area also included part of the Dartmoor National Park, part of which is also included within this GTAA.
- 3.52 In relation to unauthorised encampments, the GTAA cites officers as stating that in Plymouth, encampments are often reported soon after being established and enforcement



is required from an early stage, in order to ease community tensions. However, in more rural settings unauthorised encampments are often tolerated for longer, especially if they are remote and not affecting local residents.

- 3.53 The GTAA predicts that there will be a need for 185 pitches in the study area for the period 2013-2027, the majority of which (57%) are to be located in Cornwall. The higher number for Cornwall can be attributed to the existing supply, which is significantly higher, compared with the other local authorities in the study area.

*Somerset GTAA Update, October 2013*

- 3.54 The Somerset GTAA update considered Gypsy and Traveller accommodation needs within 5 local authority areas including Mendip District Council, Sedgemoor District Council, South Somerset District Council, Taunton Deane Borough Council and West Somerset District Council. The methodology for the update report is mostly based on a desk-top analysis of data provided by the Local Planning Authorities and available online with regard to caravan counts, planning applications and planning policies.
- 3.55 In relation to unauthorised encampments, the GTAA states that there is a clear need for provision of places to stop for a temporary period of time and there is currently no site to accommodate this. In the absence of a transit site the Local Planning Authorities will need to liaise with the Police to establish their need for a place to direct Travellers under legal powers to move on unauthorised encampments that cannot be tolerated.
- 3.56 The GTAA concluded that there is a need for 93 additional pitches within the study area for the period 2010-2015, and an additional need of 248 pitches for the period 2016-2032.

*Bournemouth, Dorset and Poole GTAA, September 2013*

- 3.57 The Bournemouth, Dorset and Poole GTAA considered Gypsy and Traveller accommodation needs within 9 local authority areas including Bournemouth Borough Council, Christchurch Borough Council, Dorset County Council, East Dorset District Council, North Dorset District Council, Poole Borough Council, Purbeck District Council, West Dorset District Council and Weymouth and Portland Borough Council.
- 3.58 In relation to unauthorised encampments, the GTAA states that in the rural districts of North Dorset, Purbeck District and West Dorset District there are relatively constant populations of New Traveller communities. They tend to seek out more unobtrusive rural locations and prefer longer stays as several of them have regular work in the area and children in on-going education. The other clear trend is seasonal peaks in unauthorised camping by Gypsies and Irish Travellers in the south-east Dorset conurbation and Dorchester and Weymouth areas. There is also a trend towards increased levels of unauthorised camping in the build-up to the Great Dorset Steam Fair.

- 3.59 Favoured locations in surrounding local authority areas included Glastonbury, Yeovil, Exeter, Salisbury, Broadclyst, Ringwood and Kingsbridge. It was believed that Gypsies and Travellers were living in surrounding areas to Dorset because of family connections, work opportunities or were visiting the area during the summer for work especially relating to the festivals such as Glastonbury and fairs such as at Bridgwater or were visiting relatives living in bricks and mortar accommodation or on sites.
- 3.60 According to the GTAA, Officers in surrounding areas put forward the idea of developing a network of transit sites near strategic road networks, such as east to west along the A303. This could be helpful to those wishing to use the sites and to local authorities.
- 3.61 The GTAA cites good practice undertaken by Devon County Council who hold regular residents' meetings on their publicly owned sites in order to undertake consultation on anything from the new universal credit to health issues. In addition to this, they work closely with Teign Housing which had bid to manage one of the County Council's sites.
- 3.62 The GTAA estimates that there is a need for 158 additional pitches within the study area for the period 2013-2028.

### **Organisations active within Devon Partnership authority areas**

#### *Gypsy Traveller Liaison Service (GTLS)*

- 3.63 The County Council's Gypsy Traveller Liaison Service (GTLS) provides a responsive and cost effective service which seeks to address the unmet needs of Gypsy and Traveller communities in Devon. The GTLS continues to meet the demands placed upon it and set goals for the future within local, regional and national policies. Its core purposes are to:
- Improve the relationship between settled and Gypsy and Traveller communities across Devon, by working to develop a better understanding between the differing cultures in order to help break down the barriers that exist;
  - Manage the two authorised sites owned or leased by Devon County Council;
  - Manage the Unauthorised Encampments (UEs) across land owned by Devon County Council (DCC) including highways land;
  - Work with other agencies across the County implementing the UE joint protocol between DCC, district councils and other agencies such as Health, Education and the Police;
  - Reduce friction through consistent and fair application of a code of conduct, upon which toleration of UEs depends;
  - Respond to consultations on planning applications for Gypsy and Traveller sites; and
  - Ensure that there is consistent delivery of services to the Gypsy and Traveller community.

- 3.64 Staffing within the service consists of one full time Gypsy and Traveller Liaison Officer (GTLO), and one full time Assistant Gypsy and Traveller Liaison Officer (AGTLO). Management is provided by the Policy and Partnerships Team (Services for Communities). They regularly consult with Devon County Council legal department to ensure safe and lawful decisions are made. They also work closely with the Gypsy, Roma, and Traveller Achievement Service at Babcock LDP (Education Support).
- 3.65 The GTLS works not only with Gypsies and Travellers but acts as a reference point and contact for all initial enquiries within Devon and neighbouring regions. Information requests come from a wide range of sources. Often the first point of contact is the *My Devon* Customer Service Centre. Enquirers include: the settled community, parish councillors, district councillors, county councillors, researchers, planning departments, housing and health agencies, students, the media, or personnel in other districts and regions. Information about the service and communities is provided on the Devon County Council website.
- 3.66 The GTLS monitors enquiries to gauge the main issues and responds to each issue on a case by case basis: identifying, understanding and balancing needs. Where necessary, they will make changes to policy or practice to ensure they achieve a fair and effective outcome in all that they do. The GTLS regularly keeps up to date and shares information via membership of the National Association of Gypsy Traveller Liaison Officers (NAGTO)<sup>45</sup>.
- 3.67 Importantly, GTLS also respond to unauthorised encampments taking place on County Council owned land. The GTLS records of unauthorised encampments are analysed and discussed in more detail in Chapter 4.

#### *Gypsy, Roma and Traveller Achievement (GRTA)*

- 3.68 The Gypsy, Roma and Traveller Achievement (GRTA), previously known as Devon Consortium Traveller Education Service (DCTES), is a multi-disciplinary service offering advice and support to schools on issues relating to the inclusion of Gypsy, Roma and Traveller children in schools and other settings.
- 3.69 They provide outreach services directly to Gypsy, Roma and Traveller families to support access to, and inclusion in, education. The aim of the service is to ensure that Gypsy, Roma and Traveller (GR&T) children, young people (0-19) and their families have unhindered access to universal services. They employ Advisory Teachers with local, regional and national knowledge to help schools find solutions to the most challenging inclusion issues including:

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<sup>45</sup> Devon County Council Gypsy and Traveller Liaison Service, *Service Report 2010/11* located at: <http://www.devon.gov.uk/gtls-year-end-2011-12-final-draft.pdf>

- Ascription: raising Traveller families' confidence to declare their children as being part of the GR&T community which helps GRTA understand, monitor and support their educational needs and progress:
- Access: advising schools on the preparation of distance learning packs and supporting their implementation. GRTA endeavour to place pupils from unauthorised encampments into the most appropriate educational setting within three school days. They promote and assist transition through all key stages. They support schools and families with induction and assessment for admissions including mid-term:
- Attendance: persuade and reassure Traveller families to encourage their children to regard school as a positive environment and to appreciate that attending regularly leads to improved life chances. They raise awareness in schools about Traveller lifestyles and culture including issues which may affect attendance:
- Achievement: support and monitor schools to raise the level of achievement for Traveller pupils to ensure that they reach their potential. Implementing intervention programmes which support re-tracking to identify gaps missing from children's learning, and
- Awareness: through the archived reference library they have a wealth of resources that provide support and training for teachers and others to increase understanding and ensure schools celebrate and respect Traveller cultures and traditions in the curriculum for all pupils. They facilitate communities to participate and support Gypsy, Roma History Month annually.

3.70 The GRTA offer innovative workshops for schools, promoting equality and diversity. Presently the GRTA levy no charges for advice or training made to schools, unless the school is non-Local Authority or has Academy status.

*Plymouth and Devon Racial Equality Council (PDREC)*

3.71 The Plymouth and Devon Racial Equality Council (PDREC) is an independent and impartial registered charity working across Plymouth, Exeter and Devon to promote equality of opportunity and towards eliminating racial discrimination. Its main offices are in Plymouth and Exeter<sup>46</sup>. The PDREC provide support and advocacy to Gypsies and Travellers through the Devon Advocacy Consortium. The advocacy work consists of anything from brief intervention (advice, signposting) to more complex cases (discrimination by public bodies, racism, evictions). The health related advocacy work is done in conjunction with Health Promotion Devon.

3.72 In 2011 the PDREC Gypsy/Traveller worker dealt with 175 cases. A large number were around the issue of accommodation: advice or guidance on planning permission; challenging local prejudice; representing clients at evictions; and giving evidence to

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<sup>46</sup> See [www.plymouthanddevonrec.org.uk](http://www.plymouthanddevonrec.org.uk)

planning appeals. Other cases involved challenging discrimination by statutory bodies, working with victims of domestic violence, and supporting victims of racism and prejudice.

- 3.73 Since 2004 PDREC has worked with Gypsies and Travellers, and other organisations in Devon, on many different Community Development Projects. The projects aim to educate and inform the wider community about whom Gypsies and Travellers are and the particular challenges they face, and to educate and inform Gypsies and Travellers about their rights and about the services available to them. Finally, the PDREC undertake tailored Gypsy/Traveller awareness training for schools and colleges, voluntary and statutory organisations and community groups. Much of the training is carried out by experienced trainers from Gypsy/Traveller communities

#### *Teignbridge Gypsy and Traveller Forum*

- 3.74 In 2006 the Plymouth and Devon Racial Equality Council (PDREC) set up local forums across Devon to help improve liaison and communication between the different Gypsy and Traveller ethnic groups and local authorities. A number of local forums led by District Councils were set up which enabled Romany Gypsies, Irish Travellers and New Travellers in Devon to come together as a group. Although Gypsies, Travellers and New Travellers have quite different ethnic origins, customs, and cultures, it was practical for them to come together to raise common issues, largely concerning sites and accommodation. Each forum had a different ethnic mix because the profile of the Gypsy and Traveller community is different in different parts of the county
- 3.75 The Teignbridge Forum was set up in 2006 by Devon Race Equality Council and the Equality and Diversity Officer at Teignbridge District Council at the request of local Gypsies and Travellers. It is the only Forum in Devon which still exists. Teignbridge has one of the largest populations of Gypsies and Travellers in Devon – there are both Romany Gypsies and New Travellers residing on authorised and unauthorised sites in the district.
- 3.76 The Teignbridge Forum holds four meetings a year which are co-chaired by a member of the Gypsy/Traveller community and an elected councillor. Usually between 6 and 12 members of the Gypsy/Traveller community attend meetings whilst around 30 Gypsy/Traveller families receive the minutes. Those who choose not to attend the forum but want an agenda item raised at the meeting can do so through the Race Equality Council which plays an enabling, neutral role. Forum members usually attend regularly, and new members are often introduced either by existing Gypsy/Traveller members or through Race Equality Council or Devon County Council Traveller Liaison Service. Teignbridge Council officers and elected members also attend. Where appropriate, there is some involvement from other statutory and voluntary agencies.

3.77 A case-study of the Teignbridge Forum suggests that it is working relatively well<sup>47</sup>. It identifies the advantages of the forum as being:

- The forum enables the Gypsy and Traveller communities to engage with statutory partners and vice versa. Because it is a regular event it enables good working relationships to develop which can help prevent misunderstanding and conflict.
- The forum has helped tackle negative stereotypes.
- It has helped to change processes and procedures that disadvantage the Gypsy and Traveller community.
- The forum enables the district council to improve its processes for planning both planning application processes and wider planning issues. It breaks down barriers, enabling the authority to access a 'hard to reach' group and meet statutory obligations.
- The forum has shown that local engagement (at district level) works better than county level forums.
- The forum enables greater information sharing which is key to enabling voice and participation.

3.78 However, it also acknowledges a number of difficulties forum faces including:

- Sometimes there are unrealistic expectations of what it can achieve and this creates disappointment.
- There is a risk that it becomes unrepresentative and this needs to be regularly reviewed by all the participants.
- The forum relies on consistency in officers – if council officers attend regularly the forum works well but if they don't then the forum does not work so well. Relationships of trust take time to develop.
- The forum cannot be taken for granted – it depends on the commitment of the participants to make it work and has valued third party support (PDREC)
- Engagement takes many forms and local authorities need to accept a range of arrangements for representation.

## Summary

3.79 Recent national policy has been reflected in the region with more responsibility moving to local rather than regional planning authorities, through local Housing Strategies and new style Local Plans. Some local authorities acknowledge in their local plans a shortage of authorised Gypsy and Traveller sites in the study area.

3.80 Although to some extent study area local authorities already coordinate responses to Gypsy and Traveller issues there is room for improvement in relation to liaison and information sharing. Whilst it is acknowledged that the planning policies of the study area

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<sup>47</sup> See <http://www.teignbridge.gov.uk/CHttpHandler.ashx?id=37059&p=0>

local authorities are at differing stages of development, there remains potential for local authorities to collaborate on specific issues such as the accommodation needs of Gypsies and Travellers.

- 3.81 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 South West region. Also, although the extent of unauthorised encampments vary throughout the region it is likely that there is need for additional transit provision.
- 3.82 It is apparent that there are a number of organisations which support Gypsies and Travellers active within Devon Partnership authority areas. This includes the County Council's Gypsy Traveller Liaison Service (GTLS), the Gypsy, Roma and Traveller Achievement (GRTA) multi-disciplinary service, the Plymouth and Devon Racial Equality Council (PDREC), and the Teignbridge Gypsy and Traveller Forum.

## 4. Trends in the population levels of Gypsies and Travellers

### Introduction

- 4.1 This section examines Gypsy and Traveller numbers in the GTAA study area and population trends. The primary source of information for Gypsies and Travellers in the UK as a whole is the CLG 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 CLG on the number of Gypsy and Traveller caravans in their area. The count was intended to estimate the size of the Gypsy and Traveller population for whom provision was to be made and to monitor progress in meeting need.
- 4.2 Although the duty to provide sites was removed in 1994, the need for local authorities to conduct the count has remained. There are, however, several weaknesses with the reliability of the data. For example, across the country counting practices vary between local authorities, and the practice of carrying out the count on a single day ignores the rapidly fluctuating number and distribution of unauthorised encampments. Concerns have also been raised over a lack of commitment on the part of some local authorities to detect Gypsies and Travellers (particularly on unauthorised sites), since this minimises the apparent need for new sites and services.<sup>48</sup>
- 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 Devon County Council for the purpose of both assessing need and monitoring the effectiveness of enforcement approaches and providing a good overview of the numbers of unauthorised caravans in the past three years in the study area.

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<sup>48</sup> Pat Niner (2003), *Local Authority Gypsy/Traveller Sites in England*, ODPM.



- 4.6 This data has been used in conjunction with the CLG 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 CLG Count distinguishes between socially rented authorised sites, private authorised sites, and unauthorised sites. Unauthorised sites are broken down as to whether the sites are tolerated by the council or are subject to enforcement action. The analysis in this chapter includes data from January 2012 to January 2014. It distinguishes between socially rented and private authorised sites, and unauthorised sites.

## Population

- 4.8 The total Gypsy and Traveller population living in the UK is unknown, with estimates for England ranging from 90,000 and 120,000<sup>49</sup> (1994) to 300,000<sup>50</sup> (2006). There are uncertainties partly because of the number of different definitions that exist, but mainly because of an almost total lack of information about the numbers of Gypsies and Travellers now living in bricks and mortar accommodation. Estimates produced for the CLG suggest that at least 50% of the overall Gypsy and Traveller population are now living in permanent housing.
- 4.9 Local authorities in England provide a count of Gypsy and Traveller caravans in January and July each year for the CLG. The January 2014 Count (the most recent figures available) indicated a total of 19,503 caravans. Applying an assumed three person per caravan<sup>51</sup> multiplier would give a population of over 58,000.
- 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,<sup>52</sup> gives a total population of around 116,000 for England. However, given the limitations of the data this figure can only be very approximate, and is likely to be a significant underestimate.
- 4.11 For the first time, the national census, undertaken in 2011, included the category of 'Gypsy or Irish Traveller' in the question regarding ethnic identity. The 2011 Census suggests there are 542 Gypsies and Travellers living in the study area representing around 0.07% of the usual resident population.<sup>53</sup>

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<sup>49</sup> 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.

<sup>50</sup> 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.

<sup>51</sup> Pat Niner (2003), op. cit.

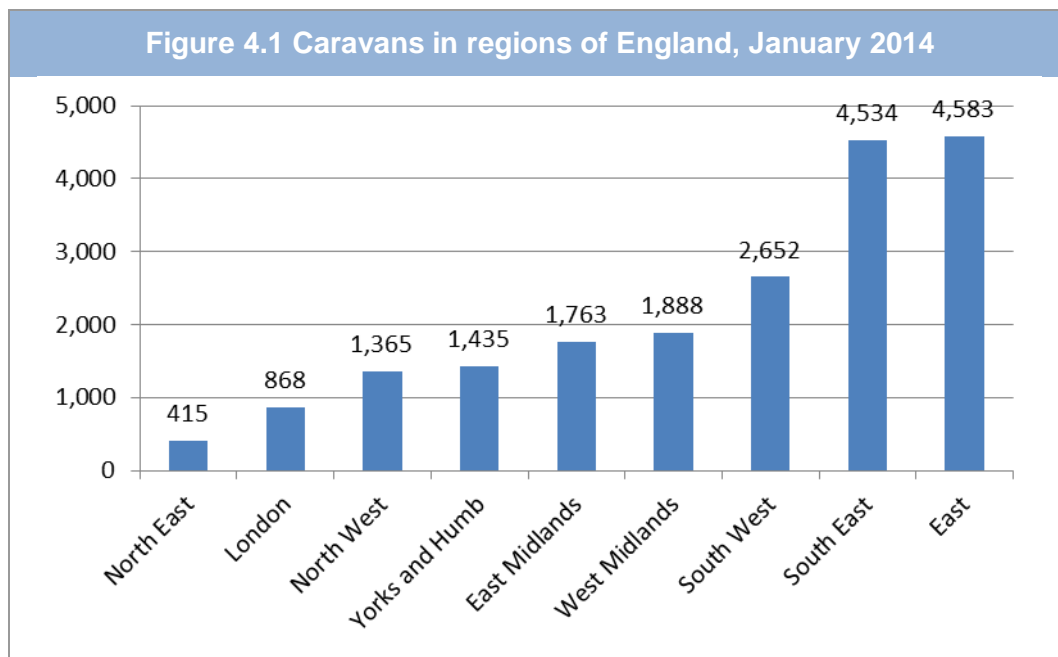
<sup>52</sup> Ibid.

<sup>53</sup> See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

- 4.12 This compares with the survey results (see Chapter 6) which represented 534 Gypsies and Travellers living on authorised and unauthorised sites within the study area.

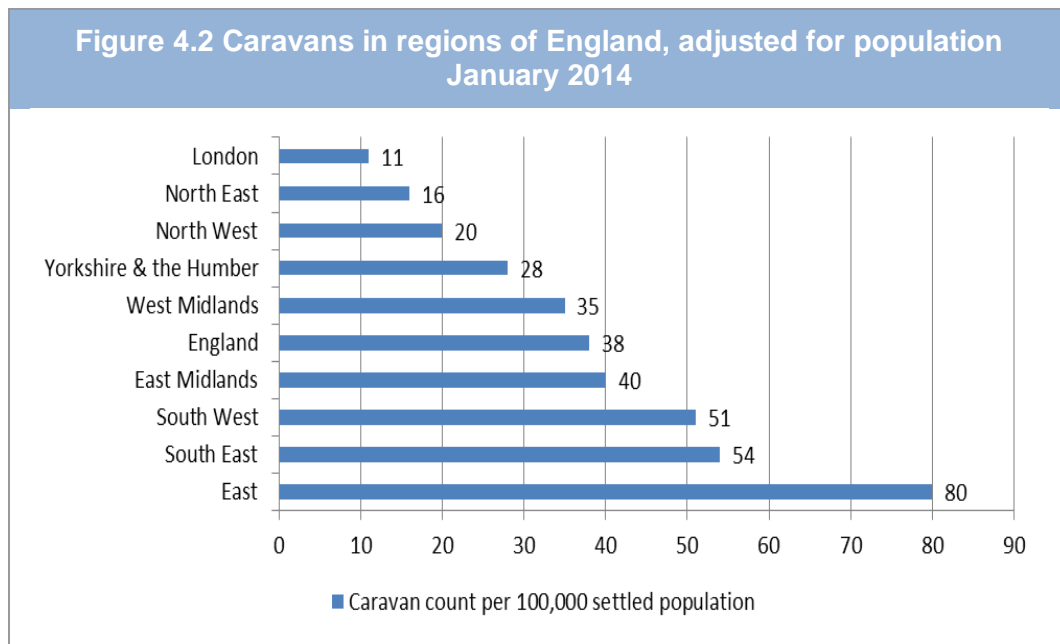
### National and regional levels

- 4.13 Given that one of the distinctive characteristics of the population is its mobility, it is first necessary to consider the national situation as this will help place the study area in context.
- 4.14 Figure 4.1 shows the absolute number of caravans. It can be seen that in January 2014 the South West contained the third largest number of caravans of any English region.



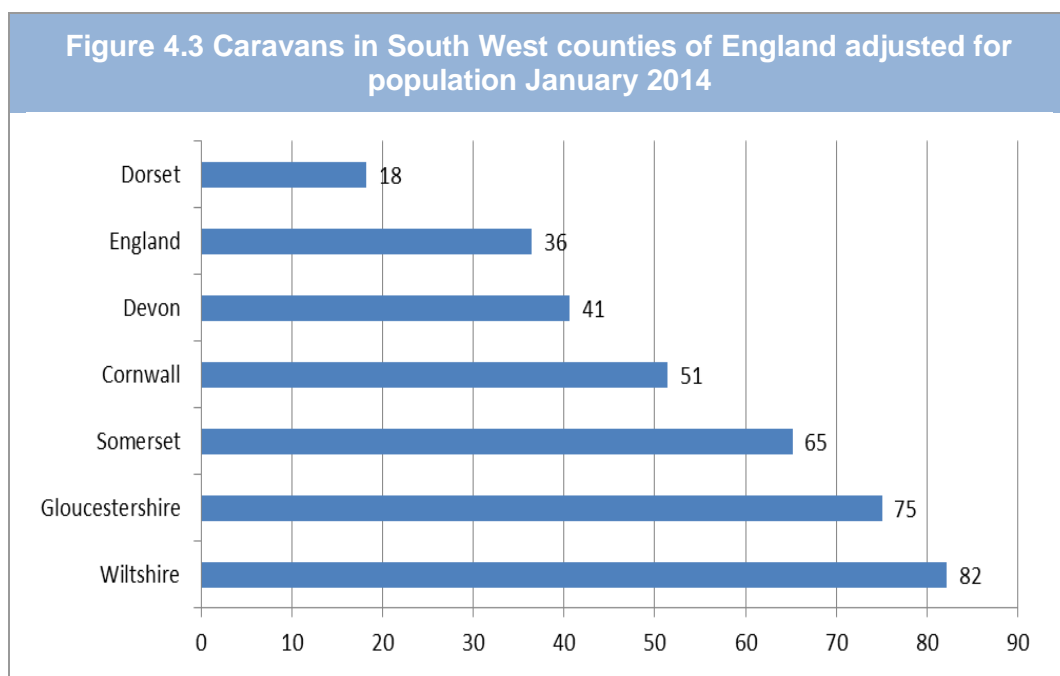
Source: CLG Traveller Caravan Count, January 2014

- 4.15 Figure 4.2 shows the results from the Traveller Caravan Count in January 2014 for each region of England. Due to the differing sizes of the English regions, the values have been adjusted for population to create useful comparative figures.
- 4.16 When the population of the South West is taken into account the density of caravans is above the English national average at 51 per 100,000 settled population, compared to 38 for England.



Source: CLG Traveller Caravan Count, January 2014

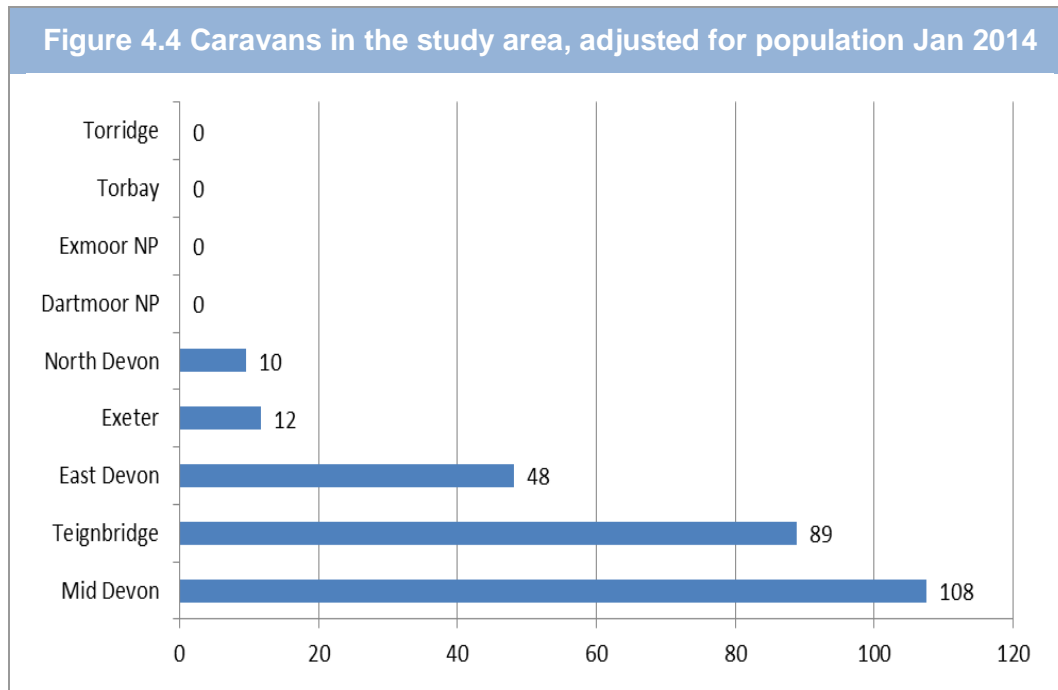
- 4.17 Figure 4.3 shows Devon's Traveller Caravan Count in the context of nearby counties, again adjusted for population. As the chart below shows, Devon's count is one of the lowest in the South West region, and is low compared to some counties such as Gloucestershire and Wiltshire. The figures suggest that although the South West has a relatively high density of Gypsy and Traveller caravans, some counties within the region have relatively low densities.



Source: CLG Traveller Caravan Count, January 2014

- 4.18 Similarly, Figure 4.4 shows that when the population is taken into account the density of caravans within the study area varies widely. Four areas (Torridge, Torbay, Exmoor National Park and Dartmoor National Park) recorded no caravans; North Devon and Exeter

recorded relatively low densities of caravans; East Devon a medium density; whilst Teignbridge and Mid Devon recorded higher than average densities of caravans.

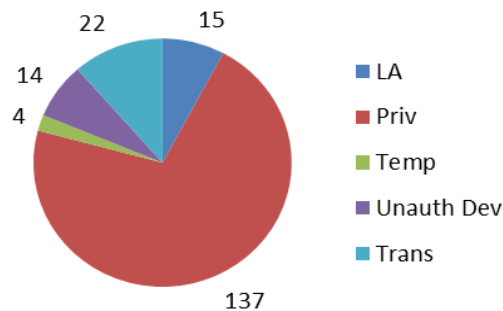


Source: CLG Traveller Caravan Count, January 2014

### Pitches in the study area

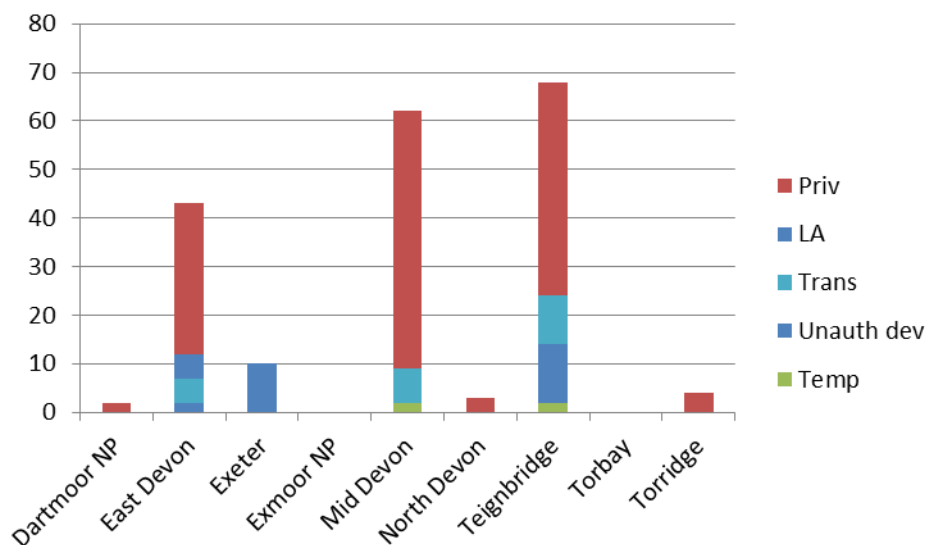
- 4.19 The following charts are based on data provided for each district in the study area. The first set of charts give an indication of the current overall numbers of pitches available to Gypsies and Travellers in the study area. These include all authorised sites and those on 'tolerated' and 'not tolerated unauthorised sites.
- 4.20 The data indicates a total provision of 152 permanent pitches across the study area. There are substantially more permanent private pitches (137) than local authority pitches (15), although some private pitches are occupied by single families and not commercially available for rent. There are also 4 pitches which have temporary planning permission: 2 located in Mid Devon and 2 in Teignbridge. The study area also contains 14 unauthorised development pitches and 22 private pitches specific for transit use (10 in Teignbridge, 7 in Mid Devon and 5 in East Devon).

Figure 4.5 Pitches in the study area by tenure (November 2014)



Source: Devon Partnership GTAA 2014

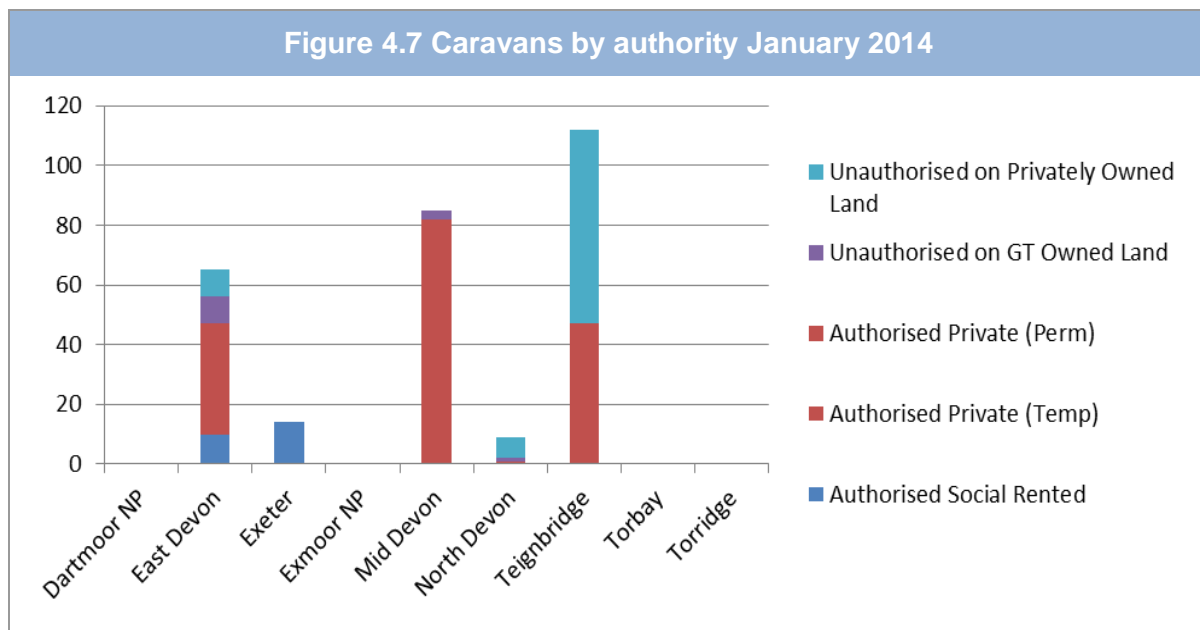
Figure 4.6 Pitches in the study area by authority (November 2014)



Source: Devon Partnership GTAA 2015

- 4.21 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 only source of nationwide comparative data on Gypsy and Traveller caravans. The most recently published Traveller caravan count took place in January 2014.

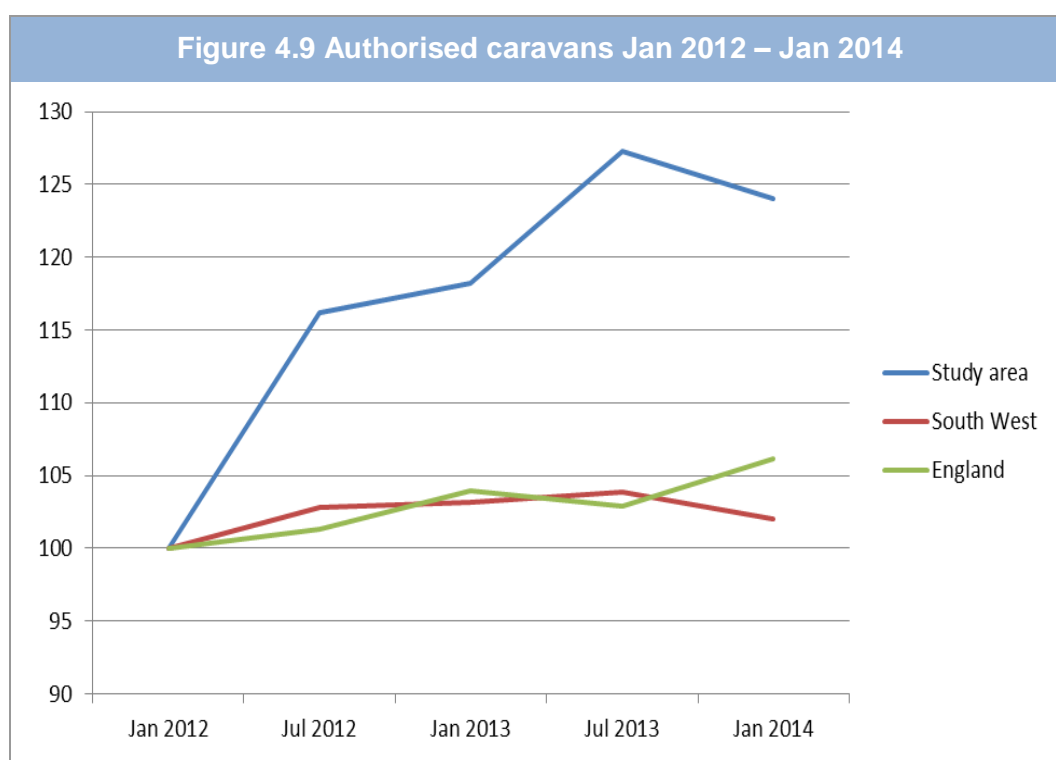
- 4.22 As seen in the chart below, the CLG Traveller caravan count<sup>54</sup> generally reflects the number of pitches in the study area. However, the findings appear to indicate that there are some variations in the numbers of caravans per pitch in the study area.



## Trends

- 4.23 It is also useful to know how the numbers of caravans on authorised and unauthorised locations have changed over recent years. Figures 4.9, 4.11 and 4.12 use the CLG's January 2012 Traveller caravan count as a base figure (2012=100) to determine how trends have developed over subsequent counts. As can be seen in the chart below, the numbers of caravans on authorised sites in England and the South West region have increased slightly since January 2012. However, the figures suggest that there has been more variation in the number of caravans residing on authorised sites within the study area between January 2012 and January 2014. However, most differences in the number of caravans on authorised pitches are quite small, with most of the variation occurring in Mid Devon which saw an increase in caravans from 53 in January 2012 to 82 in January 2014.

<sup>54</sup> Please note that the National Parks are not included within the CLG Traveller caravan count.



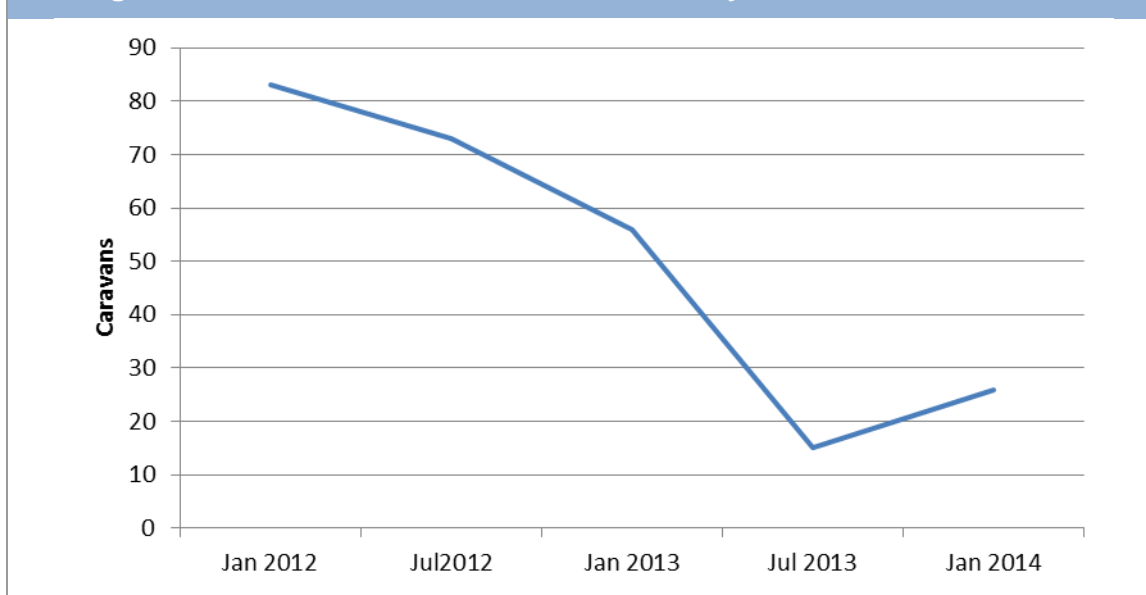
4.24 The CLG count also records the number of caravans situated on unauthorised encampments within the study area. The CLG data on unauthorised encampments is of limited accuracy. For example, unauthorised encampments may be more likely to be observed in more populated, urban areas compared with less 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. The number of unauthorised caravans in throughout the study area which steadily declined over the period January 2012 to July 2013, and then increased slightly in January 2014 (Table 4.1 and Figure 4.10). This was due to a slight increase in caravans on unauthorised locations in East Devon from 13 in July 2013 to 18 in January 2014.

Table 4.1: Caravans on unauthorised pitches by authority Jan 2012-Jan 2014

Authority	Jan 2012	Jul 2012	Jan 2013	Jul 2013	Jan 2014
Dartmoor NP	0	0	0	0	0
East Devon	10	4	5	13	18
Exeter	0	0	0	0	0
Exmoor NP	0	0	0	0	0
Mid Devon	0	0	0	0	0
North Devon	2	2	2	2	8
Teignbridge	71	67	49	0	0
Torbay	0	0	0	0	0
Torridge	0	0	0	0	0
<b>Total</b>	<b>83</b>	<b>73</b>	<b>56</b>	<b>15</b>	<b>26</b>

Source: CLG Caravan Count January 2014

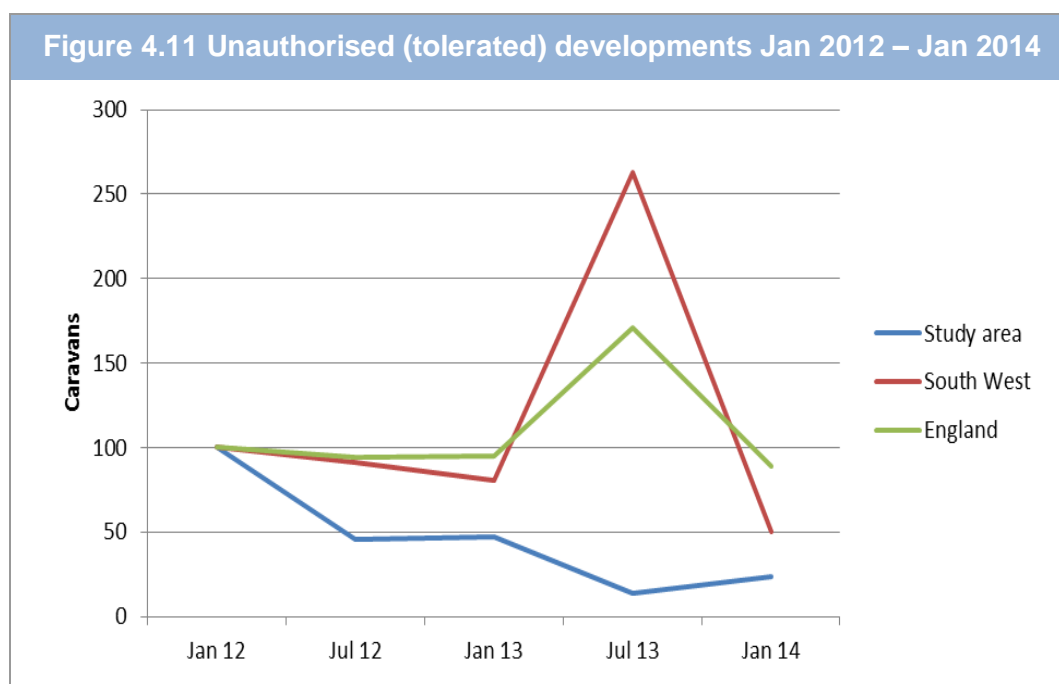
Figure 4.10 Unauthorised caravans in the study area Jan 2012–Jan 2014



Source: CLG Traveller Caravan Count January 2014

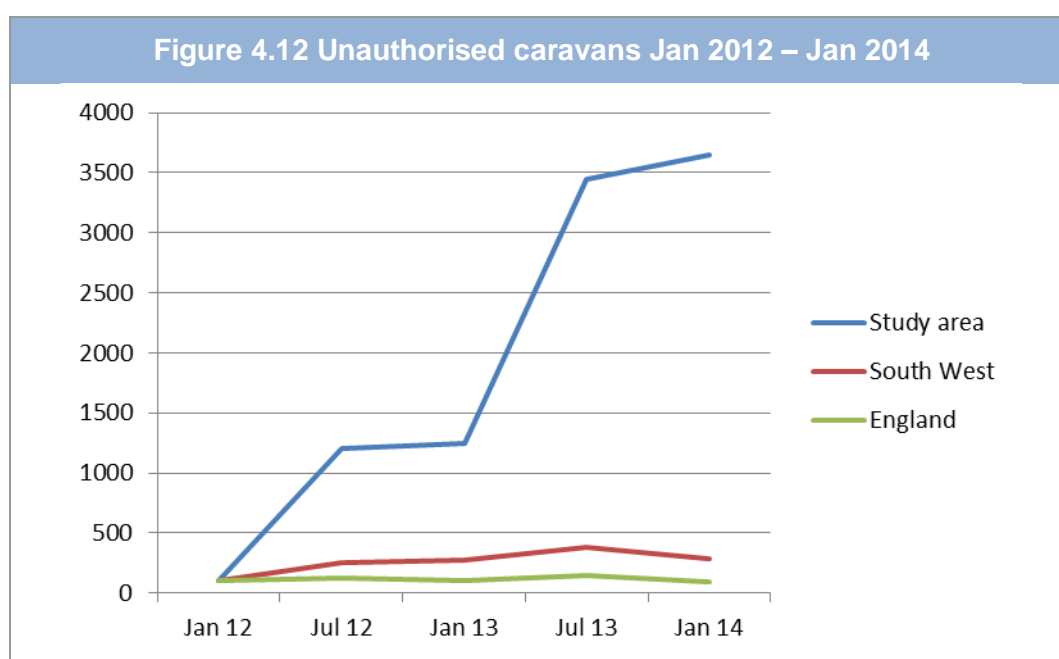
- 4.25 An interesting trend is that numbers of unauthorised (tolerated) caravans declined steadily in the study area over the period January 2012 to January 2014, but peaked in July 2013 in both the South West and England. This was due to the *AppleFest 2013* festival attracting around 1,000 unauthorised but tolerated caravans to North Somerset during July 2013.





Source: CLG Traveller Caravan Count January 2014

- 4.26 For unauthorised encampments (not tolerated), there has been some fluctuation over the period January 2012 to January 2014. Whilst the number of not tolerated unauthorised caravans in England and the South West region have remained relatively steady, numbers in the study area have changed more markedly. However, the changes in numbers are relatively small, with most change within the study area due to an increase from 2 'not tolerated' caravans in January 2012 to 73 in January 2014. Most of the increase took place in Teignbridge.



Source: CLG Traveller Caravan Count January 2014

## Local authority data on unauthorised encampments

- 4.27 As previously noted, the CLG data on unauthorised encampments is of limited accuracy, although it may indicate general trends. Devon County Council and some Devon Partnership local authorities (Exeter City Council, North Devon Council, Torbay Council and Torridge District Council) keep detailed records of unauthorised encampments. However, inconsistencies regarding the types of data recorded mean that it is not possible to undertake a comprehensive analysis of unauthorised encampments throughout the study area.
- 4.28 For example, there are differences in relation to whether the dates of arrival and leaving of families are recorded, whether family names are recorded, the ethnic identity of families residing on unauthorised encampments, or what action by the authority was taken in response to the encampment. As such, one of the recommendations of this report is that all local authorities throughout the study area adopt a consistent approach to recording unauthorised encampments.
- 4.29 Nonetheless, there is sufficient data on unauthorised encampments to provide some analysis. Between January 2011 and September 2014 there were 145 instances of unauthorised encampments within the study area. Table 4.2 shows that there are no consistent trends in terms of the number of unauthorised encampments occurring per year (although it should be noted that 2014 only includes unauthorised encampments up to September). Table 4.3 shows that most unauthorised encampments were recorded in North Devon, Torbay, Torridge and Exeter. It should be noted that some unauthorised encampments attributed to North Devon, Mid Devon, East Devon and Teignbridge were recorded by Devon County Council rather than the local authority.
- 4.30 Table 4.4 shows that over two thirds (69%) of all unauthorised encampments recorded between January 2011 and September 2014 occurred on only four locations: Seven Brethren (a 'tolerated' unauthorised encampment site in North Devon), Cattle Market, Bideford, Churston Common, Brixham, and Clennon Valley Leisure Centre, Paignton. Similarly, over four fifths (82%) of all unauthorised encampments took place on 12 locations throughout the study area (the 'other' category represents 26 different locations throughout the study area on which only one unauthorised encampment took place between January 2011 and September 2014).

Table 4.2 Number of unauthorised encampments by year		
	No	%
2011	35	24%
2012	26	18%
2013	43	30%
2014†	28	19%
Total	145	100%

Source: Devon Partnership GTAA 2015

† Includes unauthorised encampments up to September 2014

Table 4.3 Number of unauthorised encampments by LA 2011-2014

	<b>No</b>	<b>%</b>
North Devon	66	46%
Torbay	38	26%
Torridge	17	12%
Exeter	15	10%
East Devon	6	4%
Teignbridge	2	1%
Mid Devon	1	1%
Total	145	100%

Source: Devon Partnership GTAA 2015

Table 4.4 Unauthorised encampment by location

	<b>No</b>	<b>%</b>
Seven Brethren	56	39%
Cattle Market, Bideford	17	12%
Brixham, Churston Common	16	11%
Paignton, Clennon Valley Leisure Centre	10	7%
Barnstaple	4	3%
Exeter	4	3%
Broadclyst East Devon	2	1%
Grace Road Playing Fields	2	1%
Haven Rd Car Park	2	1%
Paignton, Ocombe Home Farm	2	1%
Rackenfords	2	1%
South Molton	2	1%
Other	26	18%
Total	145	100%

Source: Devon Partnership GTAA 2015

## Travelling Showpeople

- 4.31 Data is also available in the study area from planning data showing provision for Travelling Showpeople. Both Mid Devon and East Devon local authorities contain permanent Travelling Showpeople accommodation consisting of six yards with 19 plots. Most (16) plots are located within Mid Devon.
- 4.32 The cultural practice of Travelling Showpeople is to live on a plot in a site yard in static caravans or mobile homes, along with smaller caravans used for travelling or inhabited by other family members (for example, adolescent children). Their equipment (including rides, kiosks and stalls) is kept on the same plot.
- 4.33 It should consequently be borne in mind that the amount of land needed to live on is greater than for Gypsies and Travellers. For clarity, we refer to Travelling Showpeople 'plots' rather than 'pitches', and 'yards' rather than 'sites' to recognise the differences in design. The accommodation needs of Travelling Showpeople are discussed in more detail in Chapter 8.

## Summary

- 4.34 There are two major sources of data on Gypsy and Traveller numbers in the study area – the national CLG Traveller Caravan Count, and local authority and County Council data. The CLG count has significant difficulties with accuracy and reliability. As such, it should only be used to determine general trends – it is the survey undertaken as part of the GTAA which provides more reliable and robust data.
- 4.35 The South West caravan count is one of the highest in the country both in absolute terms and relative to the settled community population. However, Devon's count is one of the lowest in the South West region, and is low compared to some nearby counties such as Gloucestershire and Wiltshire.
- 4.36 More importantly, when population is taken into account the density of caravans within the study area varies widely. In January 2014 the CLG recorded no caravans in four areas (Torridge, Torbay, Exmoor National Park, and Dartmoor National Park); North Devon and Exeter contained relatively low densities of caravans, and East Devon a medium density. The exceptions are Teignbridge and Mid Devon which contained relatively high densities of Gypsy and Traveller caravans. This suggests that there is wide variation in the number of Gypsy and Traveller families residing within the study area authorities.
- 4.37 The data indicates a total provision of 152 permanent pitches across the study area. There are substantially more permanent private pitches (137) than local authority pitches (15), although some private pitches are occupied by single families and not commercially available for rent. There are 4 pitches which have temporary planning permission: 2 located in Mid Devon and 2 in Teignbridge. The study area also contains 14 unauthorised development pitches and 22 private pitches specific for transit use (10 in Teignbridge, 7 in Mid Devon and 5 in East Devon).
- 4.38 The number of unauthorised caravans throughout the study area recorded by the CLG Traveller caravan count in the study area has remained fairly low over the period January 2012 to January 2014. The exception is Teignbridge which experienced fairly high numbers of unauthorised caravans during the period January 2012 to January 2013 (but recorded none in July 2013 and July 2014).
- 4.39 An interesting trend is that numbers of unauthorised (tolerated) caravans declined steadily in the study area over the period January 2012 to January 2014, but peaked in July 2013 in both the South West and England. This was due to the *AppleFest 2013* festival attracting around 1,000 unauthorised but tolerated caravans to North Somerset during July 2013.
- 4.40 Devon County Council and some Devon Partnership local authorities (Exeter City Council, North Devon Council, Torbay Council and Torridge District Council) keep more detailed records of unauthorised encampments. Between January 2011 and September 2014 there were 145 instances of unauthorised encampments within the study area. The number of unauthorised encampments per quarter varies widely. Over two thirds of all unauthorised

encampments recorded between January 2011 and September 2014 occurred on only four locations: Seven Brethren (a 'tolerated' unauthorised encampment site in North Devon), Cattle Market, Bideford, Churston Common, Brixham, and Clennon Valley Leisure Centre, Paignton.

- 4.41 One implication from the above is that it is important for local authorities across the study area to use consistent methods in recording incidences of unauthorised encampments. As well as recording basic data such as location of encampment, number of vehicles involved, length of stay, outcome (if any) of enforcement action, family names, records should also include reasons for encampment such as a visiting family, passing through the area, or attending a religious or cultural event.

## 5. Stakeholder consultation

### Introduction

- 5.1 In recognition that Gypsy and Traveller issues transcend geographical boundaries and the need to cooperate a focus group was undertaken with stakeholders and representatives from the study area local authorities and neighbouring local authorities including: District council officers with responsibility for Gypsy and Traveller issues; planning policy officers; planning officers; housing strategy officers; and enforcement officers.
- 5.2 Themes covered in the interviews included: the need for additional provisions and facilities; travelling patterns; the availability of land; accessing services; and work taking place to meet the needs of Gypsies and Travellers. This chapter presents brief summaries of the focus group and highlights the main points that were raised.

### Accommodation

- 5.3 It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Also, it was noted that whilst provision throughout the study area is uneven there was unmet demand even in those areas where provision was relatively high. Stakeholders reported differences in terms of demand for accommodation across the study area. It was suggested that there is a need to differentiate between the accommodation needs of the different ethnic groups i.e. Romany Gypsies, Irish Travellers and New Travellers. For example, Romany Gypsies may need day rooms, whilst New Travellers may need solar panels, and Travelling Showpeople need space for equipment.
- 5.4 That there are not only cultural differences between Romany Gypsy and Irish Travellers, but sometimes between individual families belonging to the same ethnic group, were acknowledged. Some stakeholders suggested that it is preferable to have separate provision for Romany Gypsies and Irish Travellers. However, it was acknowledged that this meant that the accommodation needs of some families may not be met if their ethnic identity differed from families already occupying a particular site. Also, the ethnic mix is dependent on the area. For example, in Cornwall, Cornish Travellers tend not to mix with English Travellers.
- 5.5 It was acknowledged that small, family-sized sites were both the preferred choice of Gypsies and Travellers and were less likely to provoke tensions with the settled community. However, it was agreed that there is no 'one size – fits all' 'ideal' site because Gypsy and Traveller families are as varied as families living in the settled community. Also, there was recognition that although many of the new sites were private, there was still a place for affordable public provision.

- 5.6 Stakeholders discussed the concept of 'ideal' sites which elicited a range of responses. CLG (2007) guidance on good site design which promoted good practice and acknowledged minimum standards (especially in relation to space) was cited. The local authorities tend to consider CLG guidance when designing new sites, although the same guidance is not always appropriate for New Traveller sites. Also, it was noted that local settled communities would prefer new sites to be located away from them, whilst CLG guidance suggests that they should be in sustainable locations i.e. not too far away from the settled community and services. Some local authorities are considering building new Gypsy and Traveller sites in urban extensions.

### **Barriers**

- 5.7 Stakeholders discussed barriers to new accommodation provision. Preconceptions about Gypsies, Travellers, and Travelling Showpeople were seen to influence attitudes. It was suggested by some stakeholders that Gypsies and Travellers tend to be associated with increased levels of crime. Some crimes such as vehicle theft are likely to be blamed on the Gypsy and Travellers although there is no evidence that this is the case or that crime committed by members of the Gypsy and Traveller community is increasing.
- 5.8 Also, it was believed that younger members of the Gypsy and Traveller community are sometimes responsible for anti-social behaviour such as low level vandalism. Whilst it was acknowledged that some crimes are committed by members of the Gypsy and Traveller community, there is no evidence that a larger Gypsy and Traveller population leads to increased levels of crime. There is more 'fear of crime' than actual crime. Also, whilst relationships between the Gypsy and Traveller community and the settled community can be difficult there is no evidence that new sites lead to conflict. Nonetheless, there is a sense of 'Nimbyism' in some local communities.
- 5.9 One problem is the negative perceptions of Gypsies and Travellers portrayed by the media. The national media in particular tend to be sensationalist and misrepresent the Gypsy and Traveller community although the local media tends to be more positive. The language used by the media tends to be negative and frequently get the facts wrong e.g. they use the term 'illegal encampment' rather than 'unauthorised encampment'. The former is regarded as perpetuating negative stereotypes as not all encampments on land not owned by Gypsies and Travellers are illegal. The Devon Race Equality Council employs a worker who deals with issues of harassment and they produce information and 'myth busting' packs about the Gypsy and Traveller community which they distribute to members of the settled community. Local authorities could help by providing more positive stories about Gypsy and Traveller families to the local press.
- 5.10 It was acknowledged by stakeholders that the availability of land (or lack of it) is a key issue in relation to the accommodation needs of Gypsies and Travellers. The process of identifying suitable land for site development was deemed problematic. Generally, Gypsy and Traveller families find it difficult to understand the planning system, although some

seek help and advice from family, friends or planning agents. In some areas, New Travellers are more likely to apply for planning permission for new sites compared with Gypsies and Travellers. It was suggested that there is a need to strike a balance between discriminating against planning applications made by Gypsies and Travellers, and preferential treatment.

- 5.11 Stakeholders discussed barriers to identifying and obtaining land suitable for new sites. One issue is that land owners are not always willing to sell land for development as Gypsy and Traveller sites. There is evidence of pressure being put on some land owners to remove planning applications for new Gypsy and Traveller sites. Green belt constraints and the desire to utilise brownfield sites were regarded as key issues. In particular, much of the land located within the study is located on areas of natural beauty which cannot be developed.

### ***Transit provision and travelling patterns***

- 5.12 Stakeholders discussed travelling patterns. It was suggested that travelling is an integral aspect of the Gypsy and Traveller community, and that families will travel irrespective of whether they live by the roadside, on sites, or in bricks and mortar accommodation. The main reasons for travelling were deemed to be close to friends and family, for employment reasons, for holidays, and for cultural reasons i.e. to reinforce cultural identity. Gypsies and Travellers tend to work in groups undertaking work such as tree felling, furniture sales, installing windows, scrap metal dealing and tarmacking whilst New Travellers tend to undertake seasonal work and work on the festival circuit. However, seven day Trading Standard rules have impacted on such work i.e. customers have the right to cancel a service within a cooling off period.
- 5.13 Stakeholders agreed it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. However, it is difficult to determine travelling patterns as local authorities tend to see Gypsies and Travellers only in their own areas. Gypsy and Traveller families tend to travel between April and September. It was suggested that the A30 is a key travelling route within the study area. The location of current sites may impact on routes i.e. families may be attracted towards existing sites. Also, families travel to areas such as Torquay and Plymouth because of the health facilities they offer. Some holiday caravan sites will not allow Gypsies and Travellers to stay on them. One stakeholder stated that they had had French Travellers passing through the local authority area although they usually park at Exeter.
- 5.14 The need for new provision of transit sites was discussed. It was felt that a lack of transit provision can lead to unauthorised encampments. It was suggested that smaller transit sites which can accommodate a maximum of six families are preferable as these are easier to manage and cause fewer problems. Also, they need to be accessible but 'invisible'. Some stakeholders mentioned that they had experienced a reduction in unauthorised encampments over recent years and that emergency stopping places are preferable to



transit sites. Some families are willing to pay for services such as rubbish collection and toilets. Dealing with transiting families can take up a lot of local authority resources. When transit spaces are full families tend to stay on public land such as parks. In one instance, a local sports centre sometimes allows transiting families to use its showering facilities.

### ***Health and Education***

- 5.15 Stakeholders spoke about how it is important to consider the health and education needs of Gypsy and Traveller families. In particular, it is important to assess disability needs. There also a need to provide midwifery services in some areas. Gypsies and Travellers continue to face problems when accessing services. Devon NHS employs a health promotion team who work with Gypsy and Traveller families to help them improve their health and wellbeing. In some areas, the Patient Advice and Liaison Service (PALS) help get health appointments for Gypsies and Travellers.
- 5.16 They agreed that not having a permanent address should not limit access to services. However, they acknowledged that families living on unauthorised sites experience particular problems attempting to access services. They also spoke about the need for awareness raising and training of professionals working with families – to improve access to services and break down barriers.
- 5.17 The Gypsy, Roma and Traveller Achievement (GRTA) (previously known as Devon Consortium Traveller Education Service (DCTES)) provide educational support for Gypsy and Traveller children throughout the county. Some schools will not offer places to Gypsy and Traveller children because of the impact they can have on SAT scores. However, some Children's Centres offer laundry services to Gypsy and Traveller families to enable them to stay in locations close to schools.

### ***Travelling Showpeople***

- 5.18 Interestingly, stakeholders said that public perceptions of Travelling Showpeople differed from Gypsies and Travellers. The former are regarded as providing a popular, cultural service and are more defined by the public by the type of work they undertake. It was suggested that the media are less likely to portray Travelling Showpeople negatively. It was important to note that Travelling Showpeople do not consider themselves to be members of the Gypsy and Traveller community. They are very well organised, sometimes run large businesses, and are members of the Travelling Showman's Guild. They can be threatened with sanctions if they do not abide by the rules and regulations of the Guild. It is important to consider the different accommodation needs of Travelling Showpeople – some are currently located on flood plains, whilst others are in cramped conditions. The 2008 GTAA determined a need for 3 new plots in Mid Devon although planning permission was granted for 9.

### ***Gypsies and Travellers living in bricks and mortar accommodation***

- 5.19 Stakeholders agreed that it is very difficult to measure or estimate the number of Gypsy and Traveller families living in bricks and mortar accommodation. They spoke about little awareness or knowledge of where housed Gypsy and Traveller families were living and acknowledged that there are clear gaps in information. However, families living in bricks and mortar accommodation were likely to constitute 'hidden demand'. One proposed solution was to ensure that there is a 'Gypsy and Traveller' category on local authority monitoring forms.

### ***Local authority cooperation***

- 5.20 Stakeholders discussed issues concerning cooperation on Gypsy and Traveller issues between different authorities and agencies. It was noted that local authorities have a duty to cooperate with one another in a planning context although no formal channels in the County exist. It was agreed that communication between local authorities varies and that 'there is room for improvement'. Local authorities are more reactive to issues – they tend not to communicate unless there is a need. A forum for planning officers to discuss Gypsy and Traveller issues did exist, but had not met for some time. Also, it was acknowledged as a challenge to encourage local authorities to cooperate on jointly meeting accommodation needs. One local authority has now adopted a code of conduct as to what type of information about Gypsies and Travellers should be recorded.
- 5.21 They spoke about how there is no specific responsibility for dealing with Gypsies and Travellers, and how it "falls across different departments." More than one local authority service deals with Gypsy and Traveller issues – usually housing or planning departments – although Environmental Health tend to deal with unauthorised encampment. They felt that this emphasised the need for further cooperation and communication between departments and agencies. They spoke about how all departments have an important role to play and how better communication would lead to long-term financial benefits. The GTAA is a good start to initiating cooperation between local authorities.

### ***Summary***

- 5.22 The focus groups and interviews with key stakeholders offered important insights into the main issues faced by Gypsies and Travellers within the study area. It was generally acknowledged that there is a lack of accommodation provision throughout the study area. Also, it was noted that whilst provision throughout the study area is uneven there was unmet demand even in those areas where provision was relatively high.
- 5.23 It was acknowledged that small, family-sized sites were both the preferred choice of Gypsies and Travellers and were less likely to provoke tensions with the settled community. However, it was agreed that there is no 'one size – fits all' 'ideal' site because Gypsy and Traveller families are as varied as families living in the settled community.

- 5.24 Preconceptions about Gypsies, Travellers, and Travelling Showpeople were regarded as an important barrier to future sites. Whilst it was acknowledged that some crimes are committed by members of the Gypsy and Traveller community, there is no evidence that a larger Gypsy and Traveller population leads to increased levels of crime – there is more ‘fear of crime’ than actual crime. Also, negative perceptions of Gypsies and Travellers portrayed by the media are unhelpful although there is good practice in the form of the ‘myth busting’ packs produced by the Devon Race Equality Council. Another key barrier to future sites is a lack of available land.
- 5.25 Stakeholders agreed it can be difficult to determine travelling routes although there was acknowledgment that these transcend local authority boundaries. It was suggested that the A30 is a key travelling route within the study area. It was suggested that smaller transit sites which can accommodate a maximum of six families are preferable as these are easier to manage and cause fewer problems. Also, they need to be accessible but ‘invisible’.
- 5.26 Stakeholders spoke about how it is important to consider the health and education needs of Gypsy and Traveller families. There is also a need to provide midwifery services in some areas. Gypsies and Travellers continue to face problems when accessing services. Devon NHS employs a health promotion team who work with Gypsy and Traveller families to help them improve their health and wellbeing. In some areas, the Patient Advice and Liaison Service (PALS) help Gypsies and Travellers get health appointments. The Gypsy, Roma and Traveller Achievement (GRTA) (previously known as Devon Consortium Traveller Education Service (DCTES)) provide educational support Gypsy and Traveller children throughout the county.
- 5.27 To summarise, the focus groups provided a wealth of qualitative data on the accommodation needs of Gypsy and Traveller families. There is evidence that accommodation need within the area has not yet been fully met although there was agreement about the need for smaller permanent and transit sites. Despite barriers it is apparent that there is a need to consider alternative means of providing Gypsy and Traveller accommodation.

## **SECTION B: NEED ASSESSMENTS**

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

## 6. Gypsies and Travellers living on sites

### Introduction

- 6.1 This chapter examines the key findings derived from the Gypsy and Traveller survey (primary research). It looks at key issues such as satisfaction with current accommodation, access to services, and health and education needs. It is based on a survey of 132 households<sup>55</sup> living on sites in the study area.
- 6.2 Surveys were undertaken with household representatives between October 2014 and November 2014. Interviews were often conducted in the presence of partners, children or extended family members. In order to maximise response rates, families were contacted on several occasions. As Gypsies and Travellers usually travel during the spring and summer months few families were travelling during the survey period.

Table 6.1 Breakdown of sample										
	Authorised		Unauth. encamp		Unauth Dev		Temp		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Dartmoor NP	0	0%	0	0%	0	0%	0	0%	0	0%
East Devon	17	17%	5	33%	2	14%	0	0%	24	18%
Exeter	10	10%	0	0%	0	0%	0	0%	10	8%
Exmoor NP	0	0%	0	0%	0	0%	0	0%	0	0%
Mid Devon	39	39%	0	0%	0	0%	1	33%	40	30%
North Devon	2	2%	4	27%	0	0%	0	0%	6	5%
Teignbridge	30	30%	0	0%	12	86%	2	67%	44	33%
Torbay	0	0%	0	0%	0	0%	0	0%	0	0%
Torridge	2	2%	6	40%	0	0%	0	0%	8	6%
Total	100	100%	15	100%	14	100%	3	100%	132	100%

Source: 2015 GTAA

- 6.3 Weighting was applied to the survey in order to ensure that it represented the whole population. This was calculated by comparing the number of occupied authorised pitches to the number of completed surveys. For example, there are 36 occupied, authorised permanent pitches in East Devon. 17 interviews were undertaken in East Devon representing 47.2% of the population. Weighting is applied using the formula:

- 36 occupied authorised permanent pitches in East Devon
- Divided by:

<sup>55</sup> The definition of 'household' is used flexibly. The survey assumes that a pitch is occupied by a single household although it acknowledges that this may also include e.g. extended family members or hidden households.

- 17 surveys undertaken with families residing on authorised permanent pitches = weighting of 2.118

6.4 The weighting applied to each authority area is shown below:

Table 6.2 Sample weighting				
	Pitches	Sample	%	Weight
Dartmoor NP	2	0	0.0%	1.000
East Devon	36	17	47.2%	2.118
Exeter	10	10	100.0%	1.000
Exmoor NP	0	0	0.0%	1.000
Mid Devon	53	39	73.6%	1.359
North Devon	3	2	66.7%	1.500
Teignbridge	44	30	68.2%	1.467
Torbay	0	0	0.0%	1.000
Torridge	4	2	50.0%	2.000

Source: 2015 GTAA

6.5 The lower than average response rate for East Devon is due to a site owner refusing interviewer access to a private site containing 12 pitches. The owner stated that some families had been harassed by the media and were suffering 'survey fatigue'. As such, he decided that no further interviewers would be allowed on site. However, he confirmed that the site consists of a combination of private rental pitches and transit pitches, and that permanent pitches are occupied by both English Romany Gypsies and New Travellers.

## Gypsies and Travellers living on sites<sup>56</sup>

### *Population Characteristics*

6.6 The survey represented 534 Gypsies and Travellers living on authorised and unauthorised sites and encampments. Interestingly, this compares with figures derived from the 2011 Census which suggests there are 542 Gypsies and Travellers living in the study area<sup>57</sup>. However, whilst the Census figures are likely to reflect a larger proportion of Gypsies and Travellers living in bricks and mortar accommodation, they perhaps may not record all those living on sites. The average size of families living on the survey sites is 2.9 people compared to a 2011 UK average of 2.4.

6.7 The survey was completed by respondents representing a fairly wide range of age groups. A quarter (25%) of respondents were aged between 31-40 years, compared to just over a fifth aged 41-50 (21%), and just under a fifth (19%) aged 18-30 years. Smaller proportions of respondents were aged 51-60 years (15%), 61-70 (13%) or aged 71 years or over (6%).

<sup>56</sup> Please note that due to rounding column totals may differ slightly from row totals

<sup>57</sup> See ONS 2011 Census Table KS201EW Ethnic Group located at: <http://www.ons.gov.uk/>

- 6.8 However, the households represented by the survey contained high proportions of younger people with nearly two fifths (38%) of all members of respondent households being aged 20 or under. This compares with Census 2011 findings which suggests that around a quarter (24%) of the population of England is aged 19 or under.
- 6.9 Around two thirds (65%) of respondents completing the survey were female compared with one third (35%) males. Although the survey was undertaken throughout all times during the day (usually between 9am and 7pm), the gender difference may reflect the likelihood that females (especially those with young children) are more likely to reside on site during the day.
- 6.10 The gender composition of survey households is 45% male and 55% female. This differs from the findings of the 2011 Census which suggests that slightly more than half of all Gypsy and Traveller family members residing in the study area were male (52%) and just under half (48%) female.
- 6.11 Over two thirds of Gypsies and Travellers living on sites in the study area described themselves as Romany Gypsies (69%) compared with around a fifth New Travellers (21%) and fewer Irish Travellers (5%) (9 respondents described themselves as 'other').

Table 6.3 Number of people in household

	<b>No</b>	<b>%</b>
1 person	42	23%
2 people	53	29%
3 people	27	14%
4 people	31	16%
5 people	22	11%
6-10 persons	13	7%
Total	185	100%

Source: 2015 GTAA

Table 6.4 Respondent age

	<b>No</b>	<b>%</b>
18-30 years	35	19%
31-40 years	46	25%
41-50 years	39	21%
51-60 years	28	15%
61-70 years	25	13%
71+	12	6%
Total	185	100%

Source: 2015 GTAA

Table 6.5 Age of household members

	No	%
0-15 years	165	31%
16-20 years	37	7%
21-30 years	74	14%
31-40 years	92	17%
41-50 years	57	10%
51-60 years	54	10%
61-70 years	38	7%
71+	17	3%
Total	534	100%

Source: 2015 GTAA

Table 6.6 Respondent gender

	No	%
Male	65	35%
Female	120	65%
Total	185	100%

Source: 2015 GTAA

Table 6.7 Gender of household members

	No	%
Male	240	45%
Female	294	55%
Total	534	100%

Source: 2015 GTAA

Table 6.8 Ethnicity

	No	%
English Romany Gypsy	128	69%
New Traveller	39	21%
Irish Traveller	9	5%
Other	9	5%
Total	185	100%

Source: 2015 GTAA

### **Residency characteristics**

6.12 Respondents were asked the tenure of their current pitch. Just over half (53%) of respondents own the pitch they currently occupy. Fewer respondents were renting privately (12%), renting from the local authority (11%), residing on an unauthorised encampment (8%), residing on an unauthorised development (8%), or staying with a family or staying with a family or friend (8%).



- 6.13 Unusually, around a third of respondent households (32%) had previously lived in a house or flat. However, there were differences between ethnic groups with over two thirds (70%) of New Travellers having previously lived in a house or flat compared with nearly a fifth (19%) of English Romany Gypsies and no Irish Travellers. Nearly three quarters (71%) of respondent households who had previously lived in a house or flat moved onto a site because they couldn't settle. Importantly, very few (5%) households who had previously lived in a house or flat said that they would prefer to do so again.
- 6.14 Nine tenths (90%) of respondents were currently residing in their main home. Most of the remaining 10% were living on unauthorised encampments or developments. Over two thirds of respondents (70%) had lived on site for more than three years. However, 14 respondents (8%) had lived on site for less than one month although these were all located on unauthorised encampments. Five respondents (3%) had lived on site for between 1-3 months, 5 (3%) for between 4-6 months, 3 (2%) for between 7-12 months, 29 (16%) for between 1-2 years, and 46 (25%) for between 3-5 years.
- 6.15 The commitment of families to remaining on existing sites is reflected in the fact that over two thirds (73%) stated that they did not intend to move in the future. Only 7 (4%) respondents (all residing on unauthorised encampments) stated that they intended to move in less than 1 month. Only 1 respondent (1%) intended to stay for 1-2 years, and 1 for 3-5 years. However, around a quarter (23%) of respondents stated that they did not know when they intended to move.
- 6.16 Reflecting the importance of maintaining familial relations to the Gypsy and Traveller community, when asked why they live in their local area over half (56%) of respondents stated that it is because they wanted to live close to family members. A reason cited by nearly a third (29%) of respondents is because they live in a peaceful or quiet area.
- 6.17 Satisfaction rates with sites are high with over four fifths (81%) of respondents being either satisfied or very satisfied. However, around a sixth (15%) of respondents stated that they were neither satisfied nor dissatisfied with the site they currently occupy, whilst 7 respondents (4%) were dissatisfied. Again, satisfaction with site location is generally high with nearly over four fifths (84%) of respondents stating that their site's location is 'good' or 'very good' compared with around a sixth (16%) who believed it is 'neither good nor bad' and only 1% 'bad'.
- 6.18 Dissatisfaction with sites was primarily shown by respondent households residing on local authority owned pitches. They spoke about the need for site improvements (particularly in relation to utility blocks). Those residing on the East Devon Council site spoke about insecurity of tenure. The pitches are leased by the local authority from the National Trust. Residents stated that they are constantly worrying whether the leases will continue or be cancelled. They also spoke about overcrowding on pitches and were concerned that a lack of provision may force families to split when children are older and need their own places.

Also, they mentioned that there is limited accommodation provision and long waiting lists for the site.

- 6.19 Families residing on the Exeter local authority site spoke about proposed plans to improve the site, but whilst hopeful, they expressed concerns that they might never take place. They stressed the need for the site and pitches to be improved.
- 6.20 Families residing on pitches owned by themselves were more likely to display higher rates of satisfaction with sites. They explained that this is because they feel that they have control of the sites, it is their home and they have security. They also spoke about how ownership enables families to live together and to maintain family cohesion.
- 6.21 However, families residing on sites with conditional planning permission (e.g. permission is granted only to the resident owner) stated they felt insecure. They spoke about how they wanted, for the sake of their family and family's security, to have planning permission revised to enable any family member to reside on the site. One respondent stated that having conditional permission was only slightly less secure compared with having temporary permission.
- 6.22 It is also worth noting that not removing conditional terms could impact on accommodation need. For example, if the person who has permission to occupy dies, then the site would become an unauthorised development. This could mean that the family are at risk of eviction – a factor which would increase the need for additional pitches elsewhere.
- 6.23 Families residing on sites with temporary permission spoke about the satisfaction of owning the land they live on but feeling frustrated they are unable to gain the certainty of permanent permission. They stated they felt more secure compared with living by the roadside, but still experienced insecurity as they were not certain if and when they may have to move on. Families spoke about wanting to improve the site they reside on but not wanting to invest too much until permanent planning permission was granted.
- 6.24 Families residing on unauthorised developments displayed similar sentiments. One family spoke about feeling safer living on their own land, and being proud to have their own land. They spoke about the importance of having a base and a place to call home. However, they also spoke about the constant fear of being homeless and ending up back on the road, despite owning their own land.
- 6.25 Over a third (36%) of respondents cited 'being close to family' as the main reason for satisfaction with the site they live on. Similarly, respondents cited 'it's home' (33%) or living in a peaceful area (13%) as reasons for satisfaction. Over three quarters (76%) of respondents stated that they are dissatisfied with nothing on their current site. Reasons for dissatisfaction included 'poor facilities' (13%) and 'not a permanent site' (6%).

- 6.26 Over a third of respondents (38%) either have their own amenity block (25%) or share an amenity block (13%). There was fairly high satisfaction with amenity blocks with just over half (55%) satisfied. However, around a fifth (21%) of respondents stated that they were neither satisfied nor dissatisfied with their amenity block and a quarter (24%) dissatisfied.
- 6.27 The majority of those without an amenity block spoke about having alternative provisions. Some said that they use their static caravans, particularly those whose static homes were of similar size and shape to a chalet. Others, particularly New Travellers, said that they have designed and built their own provisions.
- 6.28 In terms of spatial requirements, few (12%) respondent households stated that there is currently a lack of space on pitches. Nearly all (98%) agreed that there is currently sufficient space for a large trailer, a touring caravan, drying space for drying clothes, or for a lockable shed.

Table 6.9 Tenure		
	No	%
Own pitch	98	53%
Private rent	23	12%
Rent from the council	21	11%
Unauthorised encampment	15	8%
Unauthorised development	14	8%
Staying with family/friend	14	8%
Total	185	100%

Source: 2015 GTAA

Table 6.10 Ever lived in a house or flat?		
	No	%
Yes	60	32%
No	125	68%
Total	185	100%

Source: 2015 GTAA

Table 6.11 Why did you leave the house or flat?		
	No	%
Couldn't settle	43	72%
Moved with family	10	17%
Prefer to live on site	7	12%
Total	60	100%

Source: 2015 GTAA

Table 6.12 Would you like to live in a house or flat?		
	<b>No</b>	<b>%</b>
Yes	3	5%
No	50	83%
Don't know	7	12%
Total	60	100%

Source: 2015 GTAA

Table 6.13 Is this your main home?		
	<b>No</b>	<b>%</b>
Yes	167	90%
No	18	10%
Total	185	100%

Source: 2015 GTAA

Table 6.14 Length of residency		
	<b>No</b>	<b>%</b>
Less than 1month	14	8%
1-3 months	5	3%
4-6 months	5	3%
7-12 months	3	2%
1-2 years	29	16%
3-5 years	46	25%
5+ years	83	45%
Total	185	100%

Source: 2015 GTAA

Table 6.15 Intention to stay		
	<b>No</b>	<b>%</b>
Less than 1month	7	4%
1-3 months	0	0%
4-6 months	0	0%
7-12 months	0	0%
1-2 years	1	1%
3-5 years	1	1%
5+ years	0	0%
Do not intend to move	135	73%
Don't know	43	23%
Total	185	100%

Source: 2015 GTAA

Table 6.16 Reasons for living in area

	<b>No</b>	<b>%</b>
Family	148	56%
Peaceful/quiet area	78	29%
No choice	22	8%
Good location	15	6%
Work	1	0%
Close to facilities	1	0%
Total	265	100%

Source: 2015 GTAA

Table 6.17 Satisfaction with the site

	<b>No</b>	<b>%</b>
Very satisfied	7	3%
Satisfied	146	78%
Neither satisfied nor dissatisfied	25	15%
Dissatisfied	4	2%
Very dissatisfied	3	2%
Total	185	100%

Source: 2015 GTAA

Table 6.18 Rating of the site location

	<b>No</b>	<b>%</b>
Very good	6	3%
Good	149	81%
Neither good nor bad	28	15%
Bad	2	1%
Total	185	100%

Source: 2015 GTAA

Table 6.19 Reasons for satisfaction

	<b>No</b>	<b>%</b>
Being close to family	131	36%
It's home	115	33%
Peaceful area	44	13%
Safe location	30	9%
Close to community	9	3%
Nothing	8	2%
Good site facilities	5	1%
Close to work	4	1%
Not on the road	4	1%
Being close to facilities	2	1%
Total	352	100%

Source: 2015 GTAA

Table 6.20 Reasons for dissatisfaction		
	No	%
Nothing	145	76%
Poor facilities	24	13%
No permanent place	11	6%
Harassment and bullying	4	2%
Close to dangerous roads	2	1%
Need more space	2	1%
Lack of security	2	1%
Total	190	100%

Source: 2015 GTAA

Table 6.21 Do you have an amenity block on your pitch?		
	No	%
Own amenity block	47	25%
Shared amenity block	24	13%
No amenity block	114	62%
Total	185	100%

Source: 2015 GTAA

Table 6.22 Satisfaction with amenity block		
	No	%
Very satisfied	0	0%
Satisfied	39	55%
Neither satisfied nor dissatisfied	15	21%
Dissatisfied	12	17%
Very dissatisfied	5	7%
Total	71	100%

Source: 2015 GTAA

Table 6.23 Sufficient space		
	No	%
Yes	155	83%
No	23	12%
Don't know	7	4%
Total	185	100%

Source: 2015 GTAA

Table 6.24 Spatial requirements

	Have		Need	
	No	%	No	%
A large trailer	182	98%	3	2%
A touring caravan	182	98%	3	2%
Drying space for clothes	182	98%	3	2%
Lockage shed	182	98%	3	2%

Source: 2015 GTAA

- 6.29 Generally, respondents stated access to services such as shops (98%), post offices (97%), health services (97%), primary schools (97%), and secondary schools (97%) as being 'okay'. Respondents stated that the reason they saw access to the services as 'okay' was primarily because irrespective of distance, all they had to do was to get in their car and all provisions were 'just down the road'.
- 6.30 The preferred methods of gaining information about services was through word of mouth (49%), the internet (26%), or by visiting (17%). Over three quarters (76%) of all respondents stated that they had suffered discrimination when trying to access services. Very few respondents (2%) are members of Gypsy or Traveller organisations.

Table 6.25 Access to services

	Shops		Post office		Health services		Primary school		Secondary school	
	No.	%	No.	%	No.	%	No.	%	No.	%
Easy	0	0%	0	0%	0	0%	0	0%	1	1%
Okay	182	98%	180	97%	180	97%	180	97%	179	97%
Difficult	3	2%	5	3%	5	3%	5	3%	5	3%
Total	185	100%	185	100%	185	100%	185	100%	185	100%

Source: 2015 GTAA

Table 6.26 Information about services

	No	%
Word of mouth	173	49%
Internet	94	26%
Visit	62	17%
Telephone	15	4%
Newsletter	10	3%
Meetings	1	0%
Total	355	100%

Source: 2015 GTAA

Table 6.27 Discrimination accessing services		
	No	%
Yes	141	76%
No	44	24%
Total	185	100%

Source: 2015 GTAA

Table 6.28 Are you a member of a Gypsy or Traveller organisation?		
	No	%
Yes	3	2%
No	182	98%
Total	185	100%

Source: 2015 GTAA

### ***Health, education and employment***

- 6.31 Respondents were asked if they, or anyone else in their household, experienced health issues. More than half (55%) of respondents stated that they suffered no health issues. The most common health issue cited was long-term illness (15% of all respondent households). Smaller proportions of respondent households contain a person who suffers from problems due to old age (9%), mental illness (8%), or a person suffering from asthma (6%).
- 6.32 Most families either had a permanent (96%) or temporary (4%) registration with a General Practitioner (GP). Only one respondent household (currently residing on an unauthorised encampment) stated that they were not registered with a GP. However, around one fifth (21%) of respondents stated that they had been refused treatment at a GP surgery. Also, around a third (32%) of respondents had used an accident and emergency service because they could not access a GP service. In response, families suggested that health services could be improved by better understanding the health needs of Gypsies and Travellers (53%), by making appointments easier to make (30%), or by offering a more flexible appointment system (14%).
- 6.33 The survey asked households with children whether they attended school. Over two fifths (45%) of all respondent households contain school-age children. Around three quarters of school-age children families contain children who all attend school (71%), whilst around a quarter (24%) contain some children who attend school. In only 5% of households did none of the children attend school. Also, only 10 (12%) respondent households contain children who receive home tutoring. The main reasons cited for children not attending school included bullying (19%) and 'lack of permanent address' (5%).
- 6.34 Respondents were asked about their own and their partner's employment status. Over two fifths (44%) described themselves as self-employed, whilst around a quarter (24%) are housewives and 13% retired. Fewer described themselves as unemployed (8%), employed part-time (5%) or employed full-time (5%). The employment status of respondent partners



differs slightly from respondents with 71% described as self-employed and 18% as housewife. Few (5%) respondents stated that they find it difficult to obtain work.

Table 6.29 Health issues		
	No	%
None	118	55%
Long-term illness	32	15%
Problems due to old age	20	9%
Mental illness	17	8%
Asthma	13	6%
Physical disability	6	3%
Cancer	3	1%
Sensory impairment	2	1%
Pregnant	2	1%
Learning disability	1	0%
High blood pressure	1	0%

Source: 2015 GTAA

Table 6.30 Registered with a GP		
	No	%
Permanent	177	96%
Temporary	7	4%
No	1	1%
Total	185	100%

Source: 2015 GTAA

Table 6.31 Ever been refused to be taken on at a GP surgery?		
	No	%
Yes	39	21%
No	146	79%
Total	185	100%

Source: 2015 GTAA

Table 6.32 Used A&E because couldn't access GP		
	No	%
Yes	59	32%
No	126	68%
Total	185	100%

Source: 2015 GTAA

Table 6.33 How could health services be improved		
	No	%
Better understanding of G&T health needs	30	53%
Easier to make appointments	17	30%
More flexible appointment system	8	14%
Closer health services	1	2%
Visits to site by health workers	1	2%
Total	57	100%

Source: 2015 GTAA

Table 6.34 School age children in family		
	No	%
None	101	55%
1	35	19%
2	30	16%
3	15	8%
4	4	2%
Total	185	100%

Source: 2015 GTAA

Table 6.35 School age children who attend school		
	No	%
Yes, all	60	71%
Yes, some	20	24%
No	4	5%
Total	84	100%

Source: 2015 GTAA

Table 6.36 Children receive home tutoring		
	No	%
Yes	10	12%
No	74	88%
Total	84	100%

Source: 2015 GTAA

Table 6.37 Anything stopped your children going to school?		
	No	%
No	64	76%
Bullying	16	19%
Lack of permanent address	4	5%
Total	84	100%

Source: 2015 GTAA

Table 6.38 Employment status

	No	%
Self-employed	81	44%
Housewife	45	24%
Retired	25	13%
Unemployed	14	8%
Employed part-time	10	5%
Employed full-time	10	5%
Total	185	100%

Source: 2015 GTAA

Table 6.39 Partner's employment status

	No	%
Self-employed	82	71%
Housewife	21	18%
Retired	8	7%
Employed part-time	3	3%
Unemployed	1	1%
Total	115	100%

Source: 2015 GTAA

Table 6.40 Difficult to find work?

	No	%
Yes	9	5%
No	32	17%
Don't know	4	2%
Didn't say	140	76%
Total	185	100%

Source: 2015 GTAA

## Travelling

- 6.35 Importantly, the survey asked households the extent to which they had travelled during the last 12 months. Perhaps reflecting the length of residency characteristics discussed above, over one third (34%) of respondents stated that they had not travelled during the last 12 months and no respondents stated that they had travelled once during the same period. Five (3%) respondent house
- 6.36 holds had travelled twice during the last 12 months, 15 (8%) respondent households three times, 19 (10%) households four times, and 31 (17%) households five times. However, 33 (18%) households had travelled between six and nine times during the last 12 months and 20 (11%) households had travelled 10 or more times during the last 12 months (although these tend to be households living on unauthorised sites).
- 6.37 As noted in Chapter 2, in September 2014 the CLG began consultation on its intention to remove the word 'permanently' from its definition of Gypsies and Travellers i.e. the

definition would be limited to those who have a nomadic habit of life. The consultation ended in November 2014 with any change likely to be undertaken sometime during 2015. As such, it does not impact on the findings of this study. However, it would impact on future Gypsy and Traveller accommodation assessments by not considering the needs of families who have permanently ceased to travel. This could encourage Gypsy and Traveller families to travel more often to ensure that their accommodation needs are considered by future GTAAAs.

- 6.38 Respondents were asked their reasons for travelling (they could state more than one reason). Around a third (31%) stated that they travelled for what could be described as 'cultural reasons'. These include travelling to reinforce cultural identity or to transfer knowledge and experience of travelling to younger generations. Around a fifth (22%) stated that they travel to events, to visit family or friends (18%), or for work reasons (17%). Fewer families travel for holidays (11%) or because they have no choice (1%). Families are more likely to travel during the summer (42%) or spring (32%), compared with autumn (19%) or winter (6%). The main types of accommodation used by travelling families during the last 12 months included events grounds (39%), private sites (28%) and unauthorised encampments (24%).
- 6.39 Nearly all (98%) of respondent households had remained for less than 1 month at their previous temporary site (i.e. whilst travelling), whilst 2 (2%) had stayed for between 1-3 months. Very few (1%) households had stayed for between 4-6 months, none (0%) for between 7-12 months, none (0%) for between 1-2 years, 1 (1%) for between 3-5 years and none (0%) had stayed for more than 5 years. A fifth (20%) of all respondents stated that they had been evicted or moved on from a site within the last 12 months.
- 6.40 Over nine tenths (92%) of respondents stated that they would never stop travelling, compared to 14 (8%) who stated that they had already stopped, and only 1 (1%) who said that they would stop travelling in the future. Reasons for stopping travelling included due to 'health and/or support needs' (40%), 'age/too old' (33%), or lack of transit pitches (7%).

Table 6.41 Number of times travelled during last 12 months

	<b>No</b>	<b>%</b>
0	62	34%
1	0	0%
2	5	3%
3	15	8%
4	19	10%
5	31	17%
6-9	33	18%
10+	20	11%
Total	185	100%

Source: 2015 GTAA

Table 6.42 Reasons travelled during last 12 months

	<b>No</b>	<b>%</b>
Cultural reasons	166	31%
Events	117	22%
Visit family/friends	99	18%
Work	90	17%
Holidays	61	11%
No choice	6	1%
Total	539	100%

Source: 2015 GTAA

Table 6.43 When did you travel during last 12 months

	<b>No</b>	<b>%</b>
Summer	121	42%
Spring	93	33%
Autumn	54	19%
Winter	18	6%
Total	286	100%

Source: 2015 GTAA

Table 6.44 Type of accommodation used in last 12 months

	<b>No</b>	<b>%</b>
Event ground	118	39%
Private site	85	28%
Unauth. on someone else's land	73	24%
Transit site	22	7%
Council site	2	1%
Total	300	100%

Source: 2015 GTAA

Table 6.45 How long at the last temporary site

	<b>No</b>	<b>%</b>
Less than 1 month	120	98%
1-3 months	2	2%
4-6 months	1	1%
7-12 months	0	0%
1-2 years	0	0%
3-5 years	0	0%
5+ years	0	0%
Total	123	100%

Source: 2015 GTAA

Table 6.46 Evicted or moved on in the past year

	No	%
Yes	26	20%
No	97	80%
Total	123	100%

Source: 2015 GTAA

Table 6.47 Will stop travelling

	No	%
Yes	1	1%
No	170	92%
Already stopped	14	8%
Total	185	100%

Source: 2015 GTAA

Table 6.48 Reasons for stopping travelling

	No	%
Health/support needs	6	40%
Age/too old	5	33%
Lack of transit places	1	7%
Didn't say	3	20%
Total	15	100%

Source: 2015 GTAA

### **Current accommodation need**

- 6.41 Households were asked if there are enough spaces for Gypsies and Travellers in the area. Perhaps unsurprisingly, only 1 (1%) felt that there were enough spaces whilst 184 (99%) believe that there is not. Similarly, nearly all (97%) of respondent households stated that there is a need for more permanent pitches in the study area although a lower proportion (59%) stated that there is a need for additional transit pitches or emergency stopping places. Importantly, nearly a third (31%) of respondents said that one or more family members had moved out of the local area due to a lack of accommodation provision. Around a third (28%) of family members who had moved out of the local area due to a lack of pitches had moved within the local authority area, around a fifth (21%) to a neighbouring local authority area, and just over half (51%) elsewhere. However, over three fifths (61%) of respondents said that family members would return to the local area if space was available.
- 6.42 Families stated that they believed that the need was more for permanent sites rather than transit sites across Devon. Also, they believe that there is a high risk that new transit sites could be used by some families on a semi-permanent basis and those families residing on the roadside would be left without transit provision.
- 6.43 Nearly half (49%) of respondents households own land. Also, around a third (35%) of respondent households had applied for planning permission to develop a new site. Almost

all (94%) of applicants had planning permission granted with few either refused (3%) or are awaiting appeal (3%). However, very few (3%) respondent households stated that they would like to develop their own site. All 5 (100%) households wanting to develop a site stated that they would prefer a small, family-sized site with four fifths (80%) stating they would like to develop it in the study area. Importantly, all (100%) of the 5 respondent households wanting to develop a site stated that they are actually able to develop one. No respondent households would like help or advice with the process of developing a site.

- 6.44 A fairly small proportion (14%) of respondent households stated that they need or are likely to move to a different home within the next five years. The main reasons for wanting to move included because they are being evicted from their current site (38%), because they currently do not have enough space (19%), or because they need a base (19%). Nearly three quarters (73%) of respondents needing or wanting to move within the next five years would prefer to reside on a private site owned by themselves. Around a quarter (23%) of respondent households would prefer to remain in the local area, over a third (35%) elsewhere in the study area, and few (8%) outside the study area.

Table 6.49 Enough spaces in the study area for Gypsies and Travellers?

	<b>No</b>	<b>%</b>
Yes	184	99%
No	1	1%
Total	185	100%

Source: 2015 GTAA

Table 6.50 Do you think more permanent sites are required in the area?

	<b>No</b>	<b>%</b>
Yes	180	97%
No	2	1%
Don't know	3	2%
Total	185	100%

Source: 2015 GTAA

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

	<b>No</b>	<b>%</b>
Yes	109	59%
No	4	2%
Don't know	72	39%
Total	185	100%

Source: 2015 GTAA

Table 6.52 Family members moved out of area due to lack of pitches?

	<b>No</b>	<b>%</b>
Yes	57	31%
No	128	69%
Total	185	100%

Source: 2015 GTAA

Table 6.53 Where did they move to?

	<b>No</b>	<b>%</b>
Within the LA area	16	28%
To a neighbouring LA area	12	21%
Elsewhere	29	51%
Total	57	100%

Source: 2015 GTAA

Table 6.54 Would they move back?

	<b>No</b>	<b>%</b>
Yes	35	61%
No	1	2%
Don't know	21	37%
Total	57	100%

Source: 2015 GTAA

Table 6.55 Do you own any land?

	<b>No</b>	<b>%</b>
Yes	91	49%
No	94	51%
Total	185	100%

Source: 2015 GTAA

Table 6.56 Applied for planning permission?

	<b>No</b>	<b>%</b>
Yes	65	35%
No	120	65%
Total	185	100%

Source: 2015 GTAA

Table 6.57 If yes, what was the outcome?

	<b>No</b>	<b>%</b>
Permission granted	61	94%
Awaiting appeal	2	3%
Permission refused	2	3%
Total	65	100%

Source: 2015 GTAA



Table 6.58 Would you like to develop a site?

	<b>No</b>	<b>%</b>
Yes	5	3%
No	14	8%
Didn't say	166	90%
Total	185	100%

Source: 2015 GTAA

Table 6.59 Describe the site

	<b>No</b>	<b>%</b>
Family site	5	100%
Total	5	100%

Source: 2015 GTAA

Table 6.60 Where would you like the land/site?

	<b>No</b>	<b>%</b>
In the local authority area	4	80%
Didn't say	1	20%
Total	5	100%

Source: 2015 GTAA

Table 6.61 Able to develop a site?

	<b>No</b>	<b>%</b>
Yes	5	100%
No	0	0%
Total	5	100%

Source: 2015 GTAA

Table 6.62 Would you like help or advice with the process?

	<b>No</b>	<b>%</b>
Yes	0	0%
No	5	100%
Total	5	100%

Source: 2015 GTAA

Table 6.63 Need or likely to move to a different home in the next 5 years?

	<b>No</b>	<b>%</b>
Yes	26	14%
No	159	86%
Total	185	100%

Source: 2015 GTAA

Table 6.64 Reasons for wanting to move?		
	No	%
Being evicted	10	38%
Not enough space	5	19%
Need base	5	19%
Receive care or support	2	8%
Suffering harassment	2	8%
Want somewhere easier to manage	2	8%
Total	26	100%

Source: 2015 GTAA

Table 6.65 Preferred type of accommodation?		
	No	%
Private site owned by self	19	73%
Private site owned by G/T	4	15%
LA/HA rented accommodation	2	8%
Any site	1	4%
Total	26	100%

Source: 2015 GTAA

Table 6.66 Where would you move to?		
	No	%
Within the local area	6	23%
Elsewhere in the study area	9	35%
Outside the study area	2	8%
Don't know	9	35%
Total	26	100%

Source: 2015 GTAA

### ***Future accommodation need***

6.45 Respondents were asked if their household contained any people who may require separate accommodation within the next 5 years. This question helps determine to the extent of future accommodation needs deriving from existing households. A fifth (21%) of respondents stated that they contain one or more household members who require separate accommodation in the next five years. However, only 7 (9%) stated that they require separate accommodation now and 9 (12%) within a year, whilst 17 (23%) require it within 1-2 years, and 41 (55%) within 3-5 years. In terms of where future households would like to reside almost all (92%) of future households would prefer to remain on the same site as their family. Most (88%) would prefer to remain in the local area. Very few (4%) future households are currently on a waiting list for a pitch.

Table 6.67 People in household need separate accommodation in the next 5 years?

	<b>No</b>	<b>%</b>
Yes	38	21%
No	147	79%
<b>Total</b>	<b>185</b>	<b>100%</b>

Source: 2015 GTAA

Table 6.68 How many separate homes will be needed?

	<b>No</b>	<b>%</b>
1	20	53%
2	11	29%
3	0	0%
4	3	8%
5	4	11%
<b>Total</b>	<b>38</b>	<b>100%</b>

Source: 2015 GTAA

Table 6.69 When need separate accommodation in the next 5 years?

	<b>No</b>	<b>%</b>
Now	7	9%
Within 1 year	9	12%
1-2 years	17	23%
3-5 years	41	55%
<b>Total</b>	<b>74</b>	<b>100%</b>

Source: 2015 GTAA

Table 6.70 Which would they prefer?

	<b>No</b>	<b>%</b>
Stay with family	68	92%
Live on separate site	5	7%
In a house	1	1%
<b>Total</b>	<b>74</b>	<b>100%</b>

Source: 2015 GTAA

Table 6.71 Where would you move to?

	<b>No</b>	<b>%</b>
Within the local area	65	88%
Elsewhere in the study area	2	3%
Outside the study area	0	0%
Don't know	7	9%
<b>Total</b>	<b>74</b>	<b>100%</b>

Source: 2015 GTAA

Table 6.72 Are they on a waiting list?

	<b>No</b>	<b>%</b>
Yes	3	4%
No	71	96%
Total	74	100%

Source: 2015 GTAA

## Summary

- 6.46 This Chapter has provided both quantitative and qualitative data regarding key characteristics of respondent households residing on sites. Reflecting historical factors (as discussed in Chapter 1), the majority of respondent described themselves as Romany Gypsies or New Travellers compared with Irish Travellers. Reflecting national trends, it is apparent that respondent Gypsy and Traveller households tend to be larger and contain a younger age composition compared with families in the settled community.
- 6.47 In relation to the tenure, respondent households tend to either rent privately or own the pitch they currently occupy with relatively few renting from the local authority. Given financial constraints on local authorities, it is unlikely that the proportion of new sites deriving from the public sector is likely to increase substantially.
- 6.48 Unusually, a third of all respondent households (including over two thirds of New Travellers) had previously lived in a house or flat but had moved onto a site because they couldn't settle. Importantly, very few households who had previously lived in a house or flat said that they would prefer to do so again.
- 6.49 Importantly, the survey suggested longevity of tenure with over two thirds of respondents having lived on site for three years or more, and nearly two thirds stating that they did not intend to move in the future. These findings emphasise the residential longevity of Gypsies and Travellers living in the study area. A key reason for families living in specific locations was because they wanted to live close to family members.
- 6.50 Satisfaction with sites is high although around a sixth of respondents were not satisfied with the site they currently occupy. The most common reason for dissatisfaction with living on sites was poor site facilities. Around a tenth of respondent households stated that there is currently a lack of space on pitches. These are key issues in determining the space and facilities afforded to both current and new sites.
- 6.51 Access to services such as shops, post offices, health services, and primary and secondary schools is not an issue for respondent households, although around one fifth of respondents stated that they had experienced problems accessing health services in the local area. Importantly, in very few households containing children did none attend school. However, around a fifth of respondents stated that they had been a victim of racism or bullying. This suggests that despite the Equalities Act 2010 Gypsy and Traveller families

may still experience discrimination – a factor which can impact on community cohesion within the study area.

- 6.52 Although around a third of respondents stated that they had not travelled during the last 12 months, it is apparent that travelling remains an important component of Gypsy and Traveller culture. For most respondents, the most important reasons for travelling included to reinforce cultural identity, or to transfer knowledge and experience of travelling to younger generations. Families are also travelling to attend events, to visit family or friends, or for work reasons. They are most likely to travel during the spring or summer months with very few travelling during the winter. Very few respondent households had already stopped travelling with health reasons being the main reason for stopping.
- 6.53 Perhaps unsurprisingly, few respondents believe that there are sufficient permanent or transit spaces for Gypsies and Travellers in the area. Also, a lack of pitches meant that some family members had moved out of the local area. In response, there was a desire by a small number of respondents to develop their own small, family-sized site. Nearly all families who had applied for planning permission to develop a new (family sized) site were granted it.
- 6.54 Importantly, in relation to the assessment of accommodation needs only around a seventh of respondent households stated that they need or are likely to move to a different home within the next five years. However, most families wanting or needing to move wanted to remain in the local area. Similarly, around a fifth of respondents stated that they contain household members who require separate accommodation, with almost all preferring to remain on the same site their family currently occupy. This reflects the cultural desire of Gypsies and Travellers to stay close to family.



## 7. Travelling Showpeople

### Introduction

- 7.1 As described in Chapter 1, this GTAA considers the accommodation needs of Travelling Showpeople. Unlike Gypsies and Travellers, Travelling Showpeople are not considered to be an ethnic minority and, as such, are not protected by the Equality Act 2010. Nonetheless, government guidance (CLG 2012) indicates that local authorities should consider the accommodation needs of Travelling Showpeople families. Given the presence of Travelling Showpeople in the study area and that they face similar accommodation issues to Gypsies and Travellers (e.g. difficulty in finding affordable land suitable for development) they have been included in this report.
- 7.2 Both Mid Devon and East Devon local authorities contain permanent Travelling Showpeople accommodation consisting of six yards with 19 existing plots and 7 potential plots (in East Devon). Surveys were undertaken with 16 Travelling Showpeople households including 14 living on permanent plots located at five yards in Mid Devon, and one yard in East Devon. The number of permanent plots, sample size and survey weighting are shown in Table 7.1 below.
- 7.3 It is important to note that in addition to the 2 existing plots there is a potential of 7 plots on the East Devon yard.

Table 7.1 Travelling Showpeople Plots November 2014				
	Plots	Sample	%	Weight
Mid Devon	17	14	82.35%	1.21
East Devon	2	2	100%	1.00

Source: 2015 GTAA

### ***Population and residency characteristics***

- 7.4 The survey represented 70 Travelling Showpeople living on permanent plots. The 2011 Census does not record Travelling Showpeople as a separate ethnic category, so it is not possible to make a comparison with Census results. The average size of Travelling Showpeople families living on the survey yards is 3.9 people compared to a 2011 UK average of 2.4.
- 7.5 The survey was completed by respondents representing a fairly wide range of age groups. Interestingly, nearly a third (32%) of respondents were aged 71 years or over. This may reflect the fact that many Travelling Showpeople continue to work later than the traditional retirement age of 65 years for men and 60 years for women. Over a quarter (26%) of respondents were aged between 61-70 years, compared to around a sixth aged 51-60

(20%). Smaller proportions of respondents were aged 41-50 years (11%), 31-40 years (11%), or 21-30 (5%).

- 7.6 Over half (58%) of respondents completing the survey were female compared with fewer (42%) males. Although the survey was undertaken throughout all times during the day (usually between 9am and 7pm), the gender difference may reflect the likelihood that females (especially those with young children) are more likely to reside on yards during the day.

Table 7.2 Number of people in household		
	No	%
1 person	5	26%
2 people	6	32%
3 people	1	5%
4 people	2	11%
5 people	3	16%
6-10 persons	2	11%
Total	19	100%

Source: 2015 GTAA

Table 7.3 Respondent age		
	No	%
21-30 years	1	5%
31-40 years	2	11%
41-50 years	2	11%
51-60 years	3	16%
61-70 years	5	26%
71+	6	32%
Total	19	100%

Source: 2015 GTAA

Table 7.4 Respondent gender		
	No	%
Male	8	42%
Female	11	58%
Total	19	100%

Source: 2015 GTAA

### ***Residency characteristics***

- 7.7 Respondents were asked the tenure of their current pitch. Over half (53%) of respondents rent privately compared with just under half (47%) who own the plot they currently occupy. All respondents (100%) had lived on the yard for more than five years. The commitment of families to remain on existing yards is reflected in the fact that all (100%) stated that they did not intend to move in the future.



- 7.8 Reflecting the importance of maintaining familial relations to the Travelling Showpeople community, when asked why they live in their local area over half (60%) of respondents stated that it is because they wanted to live close to family members. Other reasons included because they live in a peaceful or quiet area (23%), because the yard is in a good location (6%), or because the yard is close to travelling routes (3%).
- 7.9 Satisfaction rates with yards are high with all (100%) respondents being satisfied and none being dissatisfied. Again, satisfaction with yard location is high with all (100%) respondents stating that their yard's location is 'good'.
- 7.10 Reasons for satisfaction with yards included being close to family (53%) 'it's home' (41%), the yard is situated in a safe location (3%), because the family have good relations with the settled community (18%), and being close to facilities (12%). There were fewer reasons for dissatisfaction with yards with 'experiencing harassment and bullying' from local people cited as the only reason. However, all (100%) respondents felt safe living on their yard and none felt that dangerous or noisy traffic is a problem.
- 7.11 Respondents were asked if they need specific facilities. Nearly half (45%) of respondents stated 'nothing', over a fifth (21%) stating that they need boundary fencing, and fewer a play area for children (10%), space for work equipment (10%), an amenity shed or block (7%), or a barrier at the entrance to the yard (7%). Nearly half (47%) of all respondents stated that their plot is not clearly marked. This is problematic if it is uncertain what space is available for use by neighbouring families. Importantly, around a third (32%) of respondents stated that they currently have insufficient space on their plot to store equipment.
- 7.12 Respondents were also asked about access to services. All (100%) respondents stated access to services such as shops, post offices, health services, and primary and secondary schools as being 'okay' and none 'hard'. However, similar to Gypsies and Travellers, nearly all (89%) of Travelling Showpeople said that they had suffered discrimination when accessing services.
- 7.13 Amongst Travelling Showpeople the preferred means of communication is through the internet or website (86%) with fewer stating word of mouth (9%) or visit (5%). All families are members of the Showpeople's Guild of Great Britain.

Table 7.5 Tenure

	No	%
Private rented plot	10	53%
Own plot	9	47%
Total	19	100%

Source: 2015 GTAA

Table 7.6 Length of residency		
	No	%
Less than 1month	0	0%
1-3 months	0	0%
4-6 months	0	0%
7-12 months	0	0%
1-2 years	0	0%
3-5 years	0	0%
5+ years	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.7 Intention to stay		
	No	%
Less than 1month	0	0%
1-3 months	0	0%
4-6 months	0	0%
7-12 months	0	0%
1-2 years	0	0%
3-5 years	0	0%
5+ years	0	0%
Do not intend to move	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.8 Reasons for living in area		
	No	%
Family	18	60%
Peaceful/quiet area	7	23%
Site is in good location	4	13%
Close to travelling routes	1	3%
Total	30	100%

Source: 2015 GTAA

Table 7.9 Satisfaction with the yard		
	No	%
Very satisfied	0	0%
Satisfied	19	100%
Neither satisfied nor dissatisfied	0	0%
Dissatisfied	0	0%
Very dissatisfied	0	0%
Total	19	100%

Source: 2015 GTAA

Table 7.10 Rating of the yard location

	<b>No</b>	<b>%</b>
Good	19	100%
Fair	0	0%
Poor	0	0%
Total	19	100%

Source: 2015 GTAA

Table 7.11 Reasons for satisfaction

	<b>No</b>	<b>%</b>
Close to family	18	53%
It's home	14	41%
Safe location	1	3%
Good relations with the settled community	1	3%
Total	33	100%

Source: 2015 GTAA

Table 7.12 Reasons for dissatisfaction

	<b>No</b>	<b>%</b>
Experience harassment and bullying	2	11%
Didn't say	17	89%
Total	19	100%

Source: 2015 GTAA

Table 7.13 Do you feel safe living here?

	<b>No</b>	<b>%</b>
Yes	19	100%
No	0	0%
Total	19	100%

Source: 2015 GTAA

Table 7.14 Is dangerous or noisy traffic a problem here?

	<b>No</b>	<b>%</b>
Yes	0	0%
No	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.15 Facilities required

	<b>No</b>	<b>%</b>
Nothing	13	45%
Boundary fencing	6	21%
Play area	3	10%
Space for work equipment	3	10%
Amenity shed/block	2	7%
Barrier at entrance	2	7%
Total	29	100%

Source: 2015 GTAA

Table 7.16 Does your plot have a clear boundary?

	<b>No</b>	<b>%</b>
No, the plot boundary is not marked	9	47%
Yes, it has a fence or wall	5	26%
Waiting to set up plots	2	11%
Will have a boundary soon	2	11%
Yes, it has markings on the ground	1	5%
Total	19	100%

Source: 2015 GTAA

Table 7.17 Is there enough space on your plot?

	<b>No</b>	<b>%</b>
Yes	12	63%
No	6	32%
Don't know	1	5%
Total	19	100%

Source: 2015 GTAA

Table 7.18 Access to services

	Shops		Post office		Health services		Primary school		Secondary school	
	No.	%	No.	%	No.	%	No.	%	No.	%
Easy	0	0%	0	0%	0	0%	0	0%	0	0%
Okay	19	100%	19	100%	19	100%	19	100%	19	100%
Hard	0	0%	0	0%	0	0%	0	0%	0	0%
Total	19	100%	19	100%	19	100%	19	100%	19	100%

Source: 2015 GTAA

Table 7.19 Discrimination accessing services

	<b>No</b>	<b>%</b>
Yes	17	89%
No	2	11%
Total	19	100%

Source: 2015 GTAA

Table 7.20 Information about services

	No	%
Internet and website	19	86%
Word of mouth	2	9%
Visit	1	5%
Total	22	100%

Source: 2015 GTAA

Table 7.21 Membership of Showpeople's Guild?

	No	%
Yes	19	100%
No	0	0%
Total	19	100%

Source: 2015 GTAA

**Health, education and employment**

- 7.14 Respondents were asked if they, or anyone else in their household, experienced health issues. Compared with Gypsies and Travellers, fewer Travelling Showpeople display health issues. Around half (47%) of respondents experience health problems due to old age whilst some (16%) have a physical disability. All the Travelling Showpeople families have permanent registration with a General Practitioner (GP) and none had been refused registration although access requires a car or bus journey.
- 7.15 The survey asked households with children whether they attended school. Over two fifths (42%) of all respondent households contain school-age children. Most families have all children who all attend school (88%), whilst only one (13%) contain some children who attend school. Importantly, in no families did none of the children attend school. No Travelling Showpeople children receive home tutoring. Also, a quarter of families with children (25%) stated that they had been prevented attending school by factors such as bullying or harassment.

Table 7.23 Health issues

	No	%
Problems due to old age	9	47%
Physical disability	3	16%
None	7	37%
Total	19	100%

Source: 2015 GTAA

Table 7.24 Do you receive help with this issue?		
	No	%
Yes	12	63%
No	0	0%
N/A	7	37%
Total	19	100%

Source: 2015 GTAA

Table 7.25 Registered with a GP		
	No	%
Permanent	19	100%
Temporary	0	0%
No	0	0%
Total	19	100%

Source: 2015 GTAA

Table 7.26 How far do you travel to your GP?		
	No	%
Walking distance	0	0%
Car/bus journey	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.27 Ever been refused to be taken on at a GP surgery?		
	No	%
Yes	0	0%
No	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.28 School age children in family		
	No	%
None	11	58%
1 child	1	5%
2 children	5	26%
3 children	0	0%
4 children	2	11%
Total	19	100%

Source: 2015 GTAA

Table 7.29 School age children who attend school

	No	%
Yes, all	7	88%
Yes, some	1	13%
No	0	0%
Total	8	100%

Source: 2015 GTAA

Table 7.30 Children receive home tutoring

	No	%
Yes, all	0	0%
Yes, some	0	0%
No	8	100%
Total	8	100%

Source: 2015 GTAA

Table 7.31 Anything stopped your children going to school?

	No	%
No	6	75%
Bullying	2	25%
Total	8	100%

Source: 2015 GTAA

## Travelling

- 7.16 The survey asked households the extent to which they had travelled during the last 12 months. Around a third (32%) of respondents had not travelled at all during the last 12 months with only one family travelling once, and around two thirds (63%) having travelling between 6-10 times during the past year. Respondents were asked their reasons for travelling (they could state more than one reason) with the main reasons being for cultural reasons (30%), for work (25%) or to visit family or friends (18%). Respondent Travelling Showpeople families tend to travel all year around with slightly more travelling during the summer and slightly fewer travelling during the winter. When travelling, families had either stayed at an event ground (54%) or on a private yard (46%).
- 7.17 No families stated that they would ever stop travelling although around a third (32%) stated that they had already done so. Reasons for stopping travelling included 'age/too old' (83%) due or due to 'health and/or support needs' (17%).

Table 7.32 Number of times travelled during last 12 months		
	<b>No</b>	<b>%</b>
None	6	32%
1-5	1	5%
6 or more	12	63%
Total	19	100%

Source: 2015 GTAA

Table 7.33 Reasons travelled during last 12 months		
	<b>No</b>	<b>%</b>
Cultural reasons	17	30%
Work	14	25%
Visit family/friends	10	18%
Holiday	8	14%
Events	7	13%
Total	56	100%

Source: 2015 GTAA

Table 7.34 When travelled during last 12 months		
	<b>No</b>	<b>%</b>
Spring	12	21%
Summer	13	23%
Autumn	12	21%
Winter	11	20%
Total	48	86%

Source: 2015 GTAA

Table 7.35 Type of accommodation used in last 12 months		
	<b>No</b>	<b>%</b>
Event ground	14	54%
Private yard	12	46%
Total	26	100%

Source: 2015 GTAA



Table 7.36 How long at the last yard

	No	%
Less than 1 month	13	68%
1-3 months	0	0%
4-6 months	0	0%
7-12 months	0	0%
1-2 years	0	0%
3-5 years	0	0%
5+ years	0	0%
Didn't say	6	32%
Total	19	100%

Source: 2015 GTAA

Table 7.37 Will stop travelling

	No	%
Yes	0	0%
No	13	68%
Already stopped	6	32%
Total	19	100%

Source: 2015 GTAA

Table 7.38 Reasons for stopping travelling

	No	%
Age/too old	5	83%
Health/support needs	1	17%
Total	6	100%

Source: 2015 GTAA

**Current accommodation need**

- 7.18 Households were asked if there are enough spaces for Travelling Showpeople in the area. Perhaps unsurprisingly, none felt that there were enough spaces. However, no respondents stated that there is a need for additional transit plots or emergency stopping places within the study area. Families stated that this is because transit provision tends to be insecure and are not suitable for storing equipment. All respondents (100%) stated that small, family sized yards would be preferred if new accommodation for Travelling Showpeople was developed within the study area.
- 7.19 Importantly, only around a sixth (16%) of respondents said that one or more family members had moved out of the local area due to a lack of accommodation provision. However, all respondents said that family members would return to the local area if space was available.
- 7.20 Over a quarter (26%) of respondents had applied for planning permission to develop their own yard with planning permission being granted in all cases. However, few (5%)

respondent families stated that they would like to develop their own yard, but none are financially able to do so.

- 7.21 Importantly, in relation to the assessment of accommodation needs three respondent households stated that they need or are likely to move to a different home within the next five years. The sole reason for families wanting to move is due to a lack of space. All three families would prefer to reside on a private yard owned by themselves in the local area.

Table 7.39 Enough spaces in the study area for Travelling Showpeople?

	<b>No</b>	<b>%</b>
Yes	0	0%
No	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.40 Need for transit/emergency stopping spaces in the study area?

	<b>No</b>	<b>%</b>
Yes	0	0%
No	15	79%
Don't know	4	21%
Total	19	100%

Source: 2015 GTAA

Table 7.41 Do you think more permanent sites are required in the area?

	<b>No</b>	<b>%</b>
Yes	19	100%
No	0	0%
Don't know	0	0%
Total	19	100%

Source: 2015 GTAA

Table 7.42 Type of new yards

	<b>No</b>	<b>%</b>
Family-sized	19	100%
Total	19	100%

Source: 2015 GTAA

Table 7.43 Family members moved out of area due to lack of pitches?

	<b>No</b>	<b>%</b>
Yes	3	16%
No	16	84%
Total	19	100%

Source: 2015 GTAA

Table 7.44 Would they move back?

	<b>No</b>	<b>%</b>
Yes	3	100%
No	0	0%
Total	3	100%

Source: 2015 GTAA

Table 7.45 Do you own any land?

	<b>No</b>	<b>%</b>
Yes	9	47%
No	10	53%
Total	19	100%

Source: 2015 GTAA

Table 7.46 Applied for planning permission to develop own yard?

	<b>No</b>	<b>%</b>
Yes	5	26%
No	14	74%
Total	19	100%

Source: 2015 GTAA

Table 7.47 What was the outcome?

	<b>No</b>	<b>%</b>
Permission granted	5	100%
Awaiting appeal	0	0%
Refused	0	0%
Total	5	100%

Source: 2015 GTAA

Table 7.48 Would you like to develop your own yard?

	<b>No</b>	<b>%</b>
Yes	1	5%
No	1	5%
Don't know	2	11%
Didn't say	15	79%
Total	19	100%

Source: 2015 GTAA

Table 7.49 Financially able to develop/buy a yard?

	<b>No</b>	<b>%</b>
Yes	0	0%
No	1	100%
Total	1	100%

Source: 2015 GTAA

Table 7.50 Need or likely to move to a different home?

	No	%
Yes	3	16%
No	7	37%
Don't know	9	47%
Total	19	100%

Source: 2015 GTAA

Table 7.51 Reasons for wanting to move?

	No	%
Lack of space	3	100%
Total	3	100%

Source: 2015 GTAA

Table 7.52 Preferred type of accommodation?

	No	%
Private site owned by self	3	100%
Total	3	100%

Source: 2015 GTAA

Table 7.53 Where would you move to?

	No	%
Within the local area	3	100%
Total	3	100%

Source: 2015 GTAA

**Future accommodation need**

- 7.22 Around a third (32%) of respondents stated that they contain one or more household members who require separate accommodation in the next five years. Over half (58%) of new households require separate accommodation now, whilst 0 (0%) within a year, 1 (8%) within 1-2 years, and 4 (33%) within 3-5 years. Half (50%) of all future households would like to remain on the current yard. All future households would prefer to reside in the local area.

Table 7.54 People in household need separate accommodation in the next 5 years?

	No	%
Yes	6	32%
No	13	68%
Total	19	100%

Source: 2015 GTAA

Table 7.55 How many separate homes will be needed?

	No	%
1	2	67%
2	2	33%
3	2	33%
Total	6	100%

Source: 2015 GTAA

Table 7.56 When need separate accommodation in the next 5 years?

	No	%
Now	7	58%
Within a year	0	0%
1-2 years	1	8%
3-5 years	4	33%
Total	12	100%

Source: 2015 GTAA

Table 7.57 Type of home required?

	No	%
Permanent residential	8	67%
Didn't say	4	33%
Total	12	100%

Source: 2015 GTAA

Table 7.58 Would they like to live on current site?

	No	%
Yes	8	50%
No	2	25%
Didn't say	2	25%
Total	12	100%

Source: 2015 GTAA

Table 7.59 Where would they like to live?

	No	%
Local area	12	100%
Elsewhere	0	0%
Total	12	100%

Source: 2015 GTAA

## Summary

- 7.23 Similar to Gypsy and Traveller families residing on sites, there is a long history of Travelling Showpeople both living and working within the study area. Travelling Showpeople families tend to be larger than families in the settled community, although the age composition of

respondent families was fairly old with a third of respondents were aged 71 years or over. This may reflect the fact that many Travelling Showpeople continue to work later than the traditional retirement age of 65 years for men and 60 years for women.

- 7.24 Just over half of respondents rent privately compared with just under half who own the plot they currently occupy. Satisfaction with current yards and locations is generally high with no families intending to move within the next 5 years. However, whilst families were satisfied with the facilities on yards, around a third stated that there is insufficient space to store equipment, and a lack of children's play areas.
- 7.25 Similar to Gypsy and Traveller families living on sites and in bricks and mortar accommodation, Travelling Showpeople tend not to lack access to services such as shops, post offices, health services, and primary and secondary schools. However, they were almost as likely to state that they had suffered discrimination when accessing services, or been a victim of racism or bullying.
- 7.26 Travelling remains important to the Travelling Showpeople families, for either work or cultural reasons, with over three quarters having travelled at least once during the previous year. Around a third of families have stopped travelling due to old age or health and support needs.
- 7.27 A lack of suitable accommodation is apparent with no households stating that there is a sufficient number of plots within the study area. However, no families stated that there is a need for additional transit provision mainly due to concerns about security. Also, relatively few households stated that one or more family members had moved out of the local area due to a lack of provision. Families would prefer new accommodation to be in the form of small, family sized yards. Only one family stated that they would like to develop their own yard but were not financially able to do so.
- 7.28 Importantly, in relation to the assessment of accommodation needs three households stated that they need or are likely to move to a different home within the next five years, whilst 6 stated that they contain household members who require separate accommodation in the next 5 years.



## 8. Gypsy and Traveller accommodation need

### Introduction

- 8.1 This chapter presents the detailed technical calculation of the Gypsy and Traveller needs assessment. The model used is based on the example given in the CLG Guidance. General comments on the findings are contained in Chapter 9.
- 8.2 The chapter contains the following sections:
- Requirements for residential pitches in the study area 2014-2019
  - Requirements for transit pitches: 2014-2019
  - Requirement for housing 2014-2019: summary
  - Requirement for housing 2014-2019: steps of the calculation
  - Requirement for residential pitches and housing 2014-2019: summary
  - Requirements for plots in the study area 2014-2019
  - Requirements for transit pitches: 2019-2034
- 8.3 It should be noted that the first year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

### Requirement for residential pitches 2014-2019: summary<sup>58</sup>

- 8.4 The need for residential pitches in the study area is assessed according to a 15-step process, based on the model suggested in CLG (2007) guidance and supplemented by data derived from the survey. The results of this are shown in the Table 8.1 below, while the subsequent section contains explanations of the sourcing and calculation of figures for each step.
- 8.5 The overall need is for 70 new pitches across the study area. This amounts to a total additional need for approximately 14 pitches per annum for the 2014-2019 period.

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<sup>58</sup> Please note that due to rounding column totals may differ slightly from row totals



Table 8.1 Estimate of the need for permanent residential site pitches, 2014-2019

1) Current occupied permanent / residential site pitches	152
<i>Current residential supply</i>	
2) Number of unused residential pitches available	1.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	4.3
4) Number of family units on sites expected to leave the study area in next 5 years	2.0
5) Number of family units on sites expected to move into housing in next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	56.0
7) Additional supply generated by movement within the stock	12.8
8) Less pitches with temporary planning permission	4.0
Total Supply	72.1
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those counted as moving due to overcrowding in step 12	12.8
10) Family units on unauthorised encampments requiring residential pitches in the area	6.0
11) Family units on unauthorised developments requiring residential pitches in the area	14.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	14.8
13) New family units expected to arrive from elsewhere	2.0
14) New family formations expected to arise from within existing family units on sites	44.4
Total Need	94.0
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	48.3
Total Need	142.3
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	<b>70.2 → 70</b>
Annualised Additional Pitch Requirement	14.0

Source: Devon Partnership GTAA 2015

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

8.6 The calculations depend on base information derived from the GTAA using data corroborated by local authorities in the study area. The key variables used to inform the calculations include:

- The number of Gypsies and Travellers housed in bricks and mortar accommodation
- The number of existing Gypsy and Traveller pitches
- The number of families residing on unauthorised encampments requiring accommodation (and surveyed during the survey period)
- The number of unauthorised developments (during the survey period)
- The number of temporary pitches
- The number of vacant pitches
- The number of planned or potential new pitches
- The number of transit pitches

Table 8.2 Base data used for Gypsy and Traveller need calculations (2014)

	Housed G&Ts	Authorised Pitches	Unauth Encamp	Unauth Dev	Temp Pitches	Vacant Pitches	Potential Pitches	Trans Pitches
Dartmoor NP	4	2	0	0	0	0	0	0
East Devon	72	36	5	2	0	0	6	5
Exeter	20	10	0	0	0	1	0	0
Exmoor NP	1	0	0	0	0	0	0	0
Mid Devon	106	53	0	0	2	0	20	7
North Devon	6	3	4	0	0	0	1	0
Teignbridge	88	44	0	12	2	0	29	10
Torbay	13	0	0	0	0	0	0	0
Torridge	8	4	6	0	0	0	0	0
Total	318	152	15	14	4	1	56	22

Source: Devon Partnership GTAA 2015

- 8.7 Please note that the licensing status of one site in East Devon is currently being reviewed. At the time of the surveys and completion of the GTAA Final Report the site was registered as a Gypsy and Traveller site. A change from a Gypsy and Traveller site to a general caravan site would impact on East Devon's base figures (a reduction from 36 to 24 pitches). This would subsequently impact on current and future accommodation needs figures.
- 8.8 The subsequent calculations described below are dependent on a combination of results obtained through the 2014 GTAA survey and existing research or data on Gypsies and Travellers. For example, the proportion of family units currently overcrowded on pitches seeking residential pitches in the study area was determined by the survey to be 9.74%:
- Existing pitches: 152
  - Proportion of overcrowded pitches: 9.74%
  - $152 \times 0.0974 = 14.8$
- 8.9 The remainder of this chapter describes both the process and results of the Gypsy and Traveller needs calculations.

## Supply of pitches 2014-2019

### **Step 1: Current permanent residential site pitches**

- 8.10 Based on information provided by the Devon Partnership authorities and corroborated by information from site surveys. There are currently 152 authorised Gypsy and Traveller pitches in the study area. These pitches are owned by local authorities and privately.

### **Step 2: Number of unused residential pitches available**

- 8.11 According to the survey data there is currently 1 vacant pitch on the Moor Lane, Exeter site.

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

8.12 This is calculated using mortality rates as applied in conventional Housing Needs Assessments. However, the figures for mortality have been increased in accordance with studies of Gypsy and Traveller communities suggesting a life expectancy approximately 10 years lower than that of the general population.<sup>59</sup> The table below shows the relevant calculation.

Table 8.3 Number of existing pitches expected to become vacant 2014-2019	
<i>From Authorised Pitches</i>	
Current supply of occupied permanent / residential site pitches	152
Pitches released from this number by mortality over a 5 year period year according to adjusted mortality rates (assuming inheritance of pitch by any remaining adult residents of pitch)	4.294
Expected pitches released 2014-2019	4.294 → 4.3

Source: Devon Partnership GTAA 2015

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

8.13 This was determined by survey data. It was assumed, given that development of sites is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 9) or due to overcrowding (step 12) would generally be able to do so.

8.14 In total, given the low level of interest in leaving the study area, this resulted in the supply of 2.0 pitches.

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

8.15 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 12), would be able to do so. This excluded those planning to move due to site management issues, since it was assumed that these could be resolved in response to the findings of this study.

8.16 A supply of 0 pitches was expected from this source, excluding those moving out of the study area, since these are already counted in step 4.

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

8.17 This is determined by local authority data. There are 56 new pitches planned to be built or brought back into use in the study area during the period 2014-2019.

<sup>59</sup> E.g. L. Crout, *Traveller health care project: Facilitating access to the NHS*, Walsall Health Authority, 1987. NB: For Travelling Showpeople, the standard mortality rate is used.

**Step 7: Additional supply generated by movement within the stock**

- 8.18 This figure, although not included in the CLG model, allows for the fact that movement of families from pitches onto different pitches (steps 9 and 12) not only generates demand/need but also supply. Pitches vacated by moves out of the study area or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 12.8 pitches.

**Step 8: Pitches with temporary planning permission**

- 8.19 This is determined by local authority data. It is assumed families living on pitches whose planning permission expires within the period 2014-2019 will still require accommodation within the study area. There are currently 4 pitches with temporary planning permission – 2 located in Mid Devon and 2 located in Teignbridge.

**Need for pitches 2014-2019**

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

- 8.20 This was determined by survey data. The guidance suggests that those moving from pitch to pitch should be included in the need section. The supply also generated by this is taken into account in step 7. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised site, or that they were currently seeking accommodation.
- 8.21 This category of need overlaps with those moving due to overcrowding, counted in step 12, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need of 12.8 pitches.

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

- 8.22 Guidance (CLG 2007) indicates that it should be considered whether families living on unauthorised encampments should be provided with alternative accommodation. Using survey data, it has been calculated how many families on unauthorised encampments (including long term ones tolerated by councils) want residential pitches in the study area. They generate a need for 6.0 residential pitches (please note that only Gypsies and Travellers requiring permanent accommodation within the study area have been included in this calculation – transiting Gypsies and Travellers are included in separate calculations).

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

- 8.23 This was determined by survey data. The guidance also indicates that the accommodation needs of families living on unauthorised developments for which planning permission is not expected must be considered. Regularising families living on their land without planning permission would reduce the overall level of need by the number of pitches given planning permission. A need of 14.0 pitches currently arises from unauthorised developments within the study area.

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

8.24 This was determined by survey data. Guidance indicates that those on overcrowded pitches should be provided with pitches of an adequate size. Households which also contain a newly formed family unit that has not yet left are excluded. This is because it is assumed that once the extra family unit leaves (included in the need figures in step 14) their accommodation will no longer be overcrowded. The calculations suggest that there is a need for 14.8 pitches to resolve overcrowding over the period 2014-2019.

**Step 13: New family units expected to arrive from elsewhere**

8.25 In the absence of any data derivable from secondary sources on the moving intentions of those outside the study area, it is assumed that the inflow of Gypsies and Travellers into the area will be equivalent to the outflow. In addition, inflow equivalent to the outflow of newly forming family units must be considered. Together, these amount to an inflow of 2.0 family units.

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

8.26 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 44.4 new households requiring residential pitches during the 2014-2019 period.

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

8.27 This was determined by the findings of previous GTAA surveys. Only those households that had demonstrated through their answers to the questionnaire a psychological aversion to housing could be considered to be in need of a pitch. This was determined by identifying those respondents who said in their questionnaire responses that they had no alternative and that they suffered adverse psychological effects due to living in bricks and mortar accommodation.

8.28 Even if the family unit in question was in overcrowded or in unsuitable housing, it is only households with a psychological aversion that are taken into account, since if no psychological aversion was present, the need for larger accommodation could potentially be met within the housing stock.

8.29 This generated a total need for 48.3 housing units from Gypsies and Travellers (shown as step 15 in Table 8.1).

**Requirements for transit/emergency stopping places: 2014-2019**

8.30 As noted in Chapter 4, Devon County Council and some Devon Partnership local authorities (North Devon Council, Exeter City Council, Torbay Council and Torridge District Council) keep detailed records of unauthorised encampments. However, inconsistencies regarding the types of data recorded mean that it is not possible to undertake a comprehensive analysis of unauthorised encampments throughout the study area.

- 8.31 For example, there are differences in relation to whether the actual dates of arrival and leaving are recorded, whether family names are recorded, the ethnic identity of families residing on unauthorised encampments, or what action by the authority was taken in response to the encampment. As such, one of the recommendations of this report is that all local authorities throughout Devon adopt a consistent approach to recording unauthorised encampments.
- 8.32 Nonetheless, there is sufficient data on unauthorised encampments to provide some analysis. Between January 2011 and September 2014 there were 145 instances of unauthorised encampments within the study area. There were no consistent trends in terms of the number of unauthorised encampments occurring per year (although it should be noted that 2014 only includes unauthorised encampments up to September 2014). Most unauthorised encampments were recorded in Exeter, North Devon, Torbay, and Torridge. It should be noted that some unauthorised encampments attributed to North Devon, Mid Devon, East Devon and Teignbridge were recorded by Devon County Council rather than the local authority.
- 8.33 In relation to current provision, there are currently a total of 22 private transit pitches available in East Devon (5 pitches), Mid Devon (7 pitches) and Teignbridge (10 pitches). However, the analysis above shows that there is a need for further transit provision within the study area. Considering existing data and stakeholder comments suggests that there is a need for 4-5 additional transit sites throughout the study area each containing 4-5 pitches. The most appropriate locations for the sites would be where unauthorised encampments are most likely to occur i.e. within the Torbay, Torridge, Exeter or North Devon local authority areas.

### **Requirement for housing 2014-2019: summary**

- 8.34 The need for housing generated by Gypsies and Travellers in the study area is assessed according to an 11-step process, based upon the inputs and outputs to the pitch requirements model above (which itself is based upon CLG Guidance). The results of this analysis are shown in the tables below, while the subsequent section contains explanations of the sourcing and calculation of the figures for each step.
- 8.35 Table 8.4 shows 21.5 additional family units requiring bricks and mortar accommodation.

Table 8.4 Estimate of the need for bricks and mortar dwellings, Gypsies and Travellers 2014-2019

<i>Dwellings currently occupied by Gypsies and Travellers</i>	
1) Dwellings occupied by Gypsies and Travellers	318
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Number of dwellings expected to become vacant through mortality 2014-2019	9.0
3) Dwellings vacated by those with a psychological aversion to housing moving onto sites	47.7
4) Number of family units on sites expected to leave the study area in the next 5 years	0.0
5) Dwellings vacated by movement within the stock (steps 6 and 8 below)	0.0
Total Supply	56.7
<i>Current need for dwellings</i>	
6) Family units (currently in housing) seeking new accommodation without psychological aversion to housing and therefore not moving onto a site, 2014-2019	0.0
7) Family units on unauthorised pitches seeking housing in the study area	0.0
8) Family units in overcrowded housing without a psychological aversion to housing and therefore not moving onto a site (minus those releasing space through the movement of an emerging family unit)	0.0
9) Households moving into the study area (100% of outflow)	0.0
10) Newly forming family units	78.2
11) Households moving into housing from sites	0.0
Total Need	78.2
<i>Additional Need</i>	
Total Additional Housing likely to be occupied by Gypsies and Travellers	21.5
Annualised Additional Housing	4.3

Source: Devon Partnership GTAA 2015

## Requirement for housing 2014-2019: steps of the calculation

### *Supply of housing 2014-2019*

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

- 8.36 Estimates suggest that between 50% and 75% of Gypsy and Traveller families are now living in bricks and mortar accommodation. This equates to ratios of between 1:1 (one family residing on a site equating to one family residing in bricks and mortar accommodation) and 1:3 (one family residing on a site equating to three families residing in bricks and mortar accommodation).
- 8.37 As such, the GTAA uses an estimated ratio of 1:2 (one family residing on a site equating to two families residing in bricks and mortar accommodation). For authorities which currently contain no pitches (Torbay and Exmoor), the 2011 census ethnicity figures were used to determine the number of families living in bricks and mortar accommodation. It is estimated that there are a total of 318 Gypsy and Traveller families living in bricks and mortar accommodation within the study area.

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

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

Table 8.5 Number of houses currently inhabited by Gypsies and Travellers expected to become vacant 2014-2019

Number of dwellings currently occupied	318
Dwellings released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of pitch by any remaining adult residents of pitch)	8.984
Expected dwellings released 2014-2019	8.984 → 9.0

Source: Devon Partnership GTAA 2015

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

8.39 This supply arises from family units moving onto sites that were considered to have a psychological aversion to housing, as detailed in step 13 of the assessment of pitch requirements. This leads to an estimated supply of 47.7 accommodation units.

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

8.40 It is assumed in this study that all those planning to move out of the study area would be able to do so. The components of this are the outflow from the study area associated with psychological aversion to housing (step 13 of the assessment of pitch requirements), families seeking new housed accommodation outside the study area (step 6 of this assessment), and families needing to move due to overcrowding preferring to move out of the study area (step 8 of this assessment).

8.41 In total, given the low level of interest in leaving the study area, this resulted in no additional supply of housing.

**Step 5: Dwellings vacated by movement within the stock**

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

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



## **Demand for housing 2014-2019**

### ***Step 6: Family units seeking new accommodation (without a psychological aversion to housing and therefore not moving onto a site)***

- 8.44 It is assumed in this model that only the need will be met, rather than demand. Therefore any household not determined to have a psychological aversion to housing but declaring that they 'need or are likely to move' in the next five years is considered to be likely to generate a need for a house.
- 8.45 The calculation provides the total number moving into bricks and mortar dwellings from this source. Deductions are made to avoid overlap with those moving for reasons of overcrowding or psychological aversion to housing.

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

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

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

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

### ***Step 9: New family units expected to arrive from elsewhere***

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

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

- 8.49 The number of individuals needing to leave bricks and mortar dwellings to create new family units was estimated over the next five years. Allowing for those planning to leave the study area and for estimated rates of marriages to both Gypsies and Travellers and non-Gypsies and Travellers, it is thought that this will result in the formation of 78.2 new households during the 2014-2019 period.

### ***Step 11: Family units voluntarily moving into housing from sites***

- 8.50 This is the result of steps 8 and 12 of the assessment of pitch requirements, which showed that no households located on a pitch need or expect to move into housing within the study area during the next five years.

## Requirement for residential pitches and housing 2019-2024: summary

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

Table 8.6 Base figures as at 2019 assuming all need is met for 2014-2019

	2014 Base	Change 2014-2019	2019 Base
Authorised pitches	152	70	222

Source: Devon Partnership GTAA 2015

- 8.52 Analysis of the GTAA (2014) survey data which considers a range of factors such as birth rates, mortality rates, and marriage rates suggests that an average annual family growth rate of 1.94% (equating to 10.1% over a five year) is appropriate. Currently, the rate of new family unit formation will vary between sites and housing, probably due to differing household types found in each. However, due to the projected movements between these accommodation types in 2014-2019 it was considered more realistic to use the average rate across both given above. It is suggested that these rates are likely to continue in the period 2019-2024.
- 8.53 Mortality rates are projected to be the same as in 2014-2019, although due to the changing size of population, the absolute numbers of pitches and houses freed will vary. Movement into and out of the study area is also assumed to continue at the 2014-2019 rate (8.44% each way).

Table 8.7 Estimate of the need for residential pitches 2019-2024

<i>Pitches as at 2019</i>	
1) Pitches occupied by Gypsies and Travellers	222.0
<i>Supply of pitches</i>	
2) Pitches expected to become vacant due to mortality 2019-2024	6.3
3) Number of family units on pitches expected to move out of the study area 2019-2024	18.7
Total Supply	25.0
<i>Need for pitches</i>	
4) Family units moving into the study area (100% of outflow)	18.7
5) Newly forming family units	22.4
Total Need	41.2
<i>Additional Need</i>	
Total additional pitch requirement, 2019-2024	16.2
Annualised additional pitch requirement	3.2

Source: Devon Partnership GTAA 2015

Table 8.8 Estimate of the need for bricks and mortar dwellings 2019-2024

<i>Known dwellings currently occupied by Gypsies and Travellers</i>	
1) Dwellings occupied by Gypsies and Travellers	340.0
<i>Current supply of dwellings from Gypsy and Traveller sources</i>	
2) Dwellings expected to become vacant due to mortality 2019-2024	9.6
3) Number of family units in housing expected to move out of the study area 2019-2024	0.0
Total Supply	9.6
<i>Need for dwellings</i>	
4) Households moving into the study area (100% of outflow)	0.0
5) Newly forming family units	34.3
Total Need	34.3
<i>Additional Need</i>	
Total additional housing likely to be occupied by Gypsies and Travellers	24.7
Annualised additional housing	4.9

Source: Devon Partnership GTAA 2015

## Travelling Showpeople Accommodation Needs

### Requirement for residential plots 2014-2019: steps of the calculation

8.54 Determining the accommodation needs of Travelling Showpeople uses the same process as determining the accommodation needs of Gypsies and Travellers (although population sizes are much smaller). The following sections show the steps of the Travelling Showpeople accommodation needs calculations.

### Supply of pitches 2014-2019

#### **Step 1: Current permanent residential site pitches**

8.55 Based on information provided by the Showman's Guild and corroborated by information from the GTAA surveys, there are currently 19 authorised Travelling Showpeople plots in the study area. These plots are owned by occupying families or privately rented.

#### **Step 2: Number of unused residential pitches available**

8.56 According to the survey data there are currently no vacant plots on authorised yards in the study area.

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

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

Table 8.9 Number of existing plots expected to become vacant 2014-2019

<i>From Authorised Plots</i>	
Current supply of occupied permanent / residential plots	19
Pitches released from this number by mortality per year according to adjusted mortality rates (assuming inheritance of plots by any remaining adult residents of pitch)	0.537
Expected plots released 2014-2019	0.537 → 0.5

Source: Devon Partnership GTAA 2015

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

8.58 This was determined by survey data. It was assumed, given that development of yards is likely to occur in the areas surrounding the study areas as well as in the planning area itself, that those currently living on sites expecting to leave the area permanently in the next five years – out of choice (step 9) or due to overcrowding (step 12) would generally be able to do so.

8.59 In total, given the low level of interest in leaving the study area, this resulted in the supply of nil plots.

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

8.60 This was determined by survey data. It was assumed that all those currently living on sites planning to move into housing in the next five years (step 5), or preferring to move into housing from an overcrowded pitch (step 12), would be able to do so. This excluded those planning to move due to site management issues, since it was assumed that these could be resolved in response to the findings of this study.

8.61 A supply of nil plots was expected from this source.

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

8.62 7 new plots are planned to be built or brought back into use in East Devon during the period 2014-2019.

**Step 7: Additional supply generated by movement within the stock**

8.63 This figure, although not included in the CLG model, allows for the fact that movement of families from plots onto different plots (steps 9 and 12) not only generates demand/need but also supply. Plots vacated by moves out of the study area or into housing are excluded, since these are already counted in steps 4 and 5 above. This generates a total supply of 3.0 plots.

8.64 It is recognised that of course those moving from overcrowded plots will not release pitches large enough for every family. However, there are many smaller newly forming family units within the total households generating need.

**Step 8: Plots with temporary planning permission**

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

**Need for plots 2014-2019**

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

- 8.66 This was determined by survey data. The guidance suggests that those moving from plot to plot should be included in the need section. The supply also generated by this is taken into account in step 7. These family units reported that they 'needed or were likely' to move to a different home in the next five years, and wanted to stay on an authorised yard, or that they were currently seeking accommodation.

- 8.67 This category of need overlaps with those moving due to overcrowding, counted in step 11, and so any family units which are both overcrowded and seeking accommodation are deducted from this total. This generates a total need from this source of 3.0 plots.

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

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

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

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

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

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

**Step 13: New family units expected to arrive from elsewhere**

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

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

8.72 This was determined by survey data. The number of individuals needing to leave pitches to create new family units was estimated from survey data. Allowing for those planning to leave the area, and for estimated rates of marriages to both Travelling Showpeople and non-Travelling Showpeople, it is thought that this will result in the formation of 12 new households requiring residential plots during the 2014-2019 period.

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

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

8.74 Even if the family unit in question was in overcrowded or unsuitable housing, psychological aversion was taken into account, since if no psychological aversion was present, the need for larger accommodation could potentially be met within the housing stock. This generated a total need for nil plots from Travelling Showpeople (shown as step 15 in Table 8.10).

Table 8.10 Estimate of the need for Travelling Showpeople plots 2014-2019

1) Current occupied permanent / residential site pitches	19
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.5
4) Number of family units on sites expected to leave The study area in next 5 years	0.0
5) Number of family units on sites expected to move into housing in next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	7.0
7) Additional supply generated by movement within the stock	3.0
8) Less pitches with temporary planning permission	0.0
Total Supply	10.5
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 11	3.0
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	1.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	12.0
Total Need	16.0
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	0.0
Total Need	16.0
<i>Balance of Need and Supply</i>	
Total Additional Pitch Requirement	<b>5.5 → 6</b>
Annualised Additional Pitch Requirement	1.2

Source: Devon Partnership GTAA 2015

### Requirements for transit pitches/emergency stopping places: 2019-2034

- 8.75 The assumption for transit or emergency stopping places for 2019-2034 allows a vacancy rate and spare capacity. It is unlikely that the extent of travelling will increase in the future, so no further transit or emergency pitches will be needed. However, this assumption should be kept under review.

### Summary

- 8.76 Table 8.11 summarises the number of residential, transit pitches/temporary stopping places, and bricks and mortar accommodation required over the period 2014-34. It shows that a further 135 Gypsy and Traveller pitches and 14 Travelling Showpeople plots are needed over twenty years. It should be noted that the first five year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys (see sections 8.51-8.53). Additionally 4-5 transit sites or emergency stopping places each with 4-5 pitches are required in the first five years of the plan period. A total of 102 bricks and mortar accommodation units are required for period

2014-34. Table 8.12 shows the Gypsy and Traveller accommodation needs for each study area local authority for the period 2014-2034. It is determined by annualising (i.e. dividing by 5) the 5 year needs figures for each local authority (as shown in Appendix 1). These are then added to the previous year's needs figures to form a cumulative total.

- 8.77 Please note that the licensing status of one site in East Devon is currently being reviewed. At the time of the surveys and completion of the GTAA Final Report the site was registered as a Gypsy and Traveller site. A change from a Gypsy and Traveller site to a general caravan site would impact on East Devon's current and future accommodation needs figures from 37 to 30 additional pitches for the period 2014-2034.

Table 8.11: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2014-34

Period	Residential pitches	Travelling Showpeople plots	Transit sites/emergency stopping places	Bricks and mortar accommodation
Total 2014-19	70	6	4-5	21
Total 2019-24	21	2	0	25
Total 2024-29	22	3	0	27
Total 2029-34	22	3	0	29
<b>Total 2014-2034</b>	<b>135</b>	<b>14</b>	<b>4-5</b>	<b>102</b>

Source: Devon Partnership GTAA 2015

Table 8.12 Summary of accommodation needs 2014-2034

	Dartmoor E.	Devon	Exeter	Exmoor	Mid Devon	N. Devon	Teignbridge	Torbay	Torridge	Total
2014	2	36	10	0	53	3	44	0	4	152
2015	2	40	11	0	56	4	47	0	5	166
2016	3	45	12	0	59	4	50	1	6	180
2017	3	49	13	0	62	5	53	1	7	194
2018	3	53	14	0	65	5	57	2	8	208
2019	3	58	15	0	68	6	60	2	10	222
2020	3	59	16	0	69	6	61	2	10	226
2021	3	60	16	0	71	6	63	2	10	230
2022	3	61	16	0	72	7	64	2	10	234
2023	3	62	16	0	73	7	65	2	10	238
2024	3	63	16	0	74	7	67	2	11	243
2025	3	64	17	0	76	7	68	2	11	247
2026	3	65	17	0	77	7	70	2	11	251
2027	3	66	17	0	78	8	71	2	11	256
2028	3	67	17	0	80	8	72	2	11	260
2029	3	68	17	0	81	8	74	2	12	265
2030	3	69	18	0	83	8	75	2	12	269
2031	3	70	18	0	84	8	77	2	12	273
2032	3	71	18	0	85	9	78	2	12	278
2033	3	72	18	0	87	9	79	2	12	282
2034	3	73	18	0	88	9	81	2	13	287

Source: Devon Partnership GTAA 2015





## 9. Conclusions on the evidence

### Introduction

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

### Accommodation measurement issues

- 9.3 Calculating levels of need for Gypsies and Travellers is a complex process, due to the number of factors involved. Firstly, Gypsy and Traveller Accommodation Needs Assessments (GTAAs) differ significantly from conventional models for assessing housing need. As recognised in the CLG guidance, accommodation need goes beyond standard categories of suitability and affordability to encompass Gypsies' and Travellers' need to maintain their way of life by living in caravans. The need is not simply for accommodation, but for accommodation which acknowledges their cultural identity based on a mobile lifestyle.
- 9.4 Secondly there is an issue of data gathering. GTAAs do not possess such large sample sizes as conventional housing need surveys. Nor is it culturally feasible to collect the detailed financial data which is conventionally achieved in mainstream surveys of housing need. The sample sizes required by conventional studies are never achieved in GTAAs. The 2015 Devon Partnership GTAA has a large sample size comparable to others carried out so far in England, but is still too small for conventional housing needs analysis. As such, the analysis has to include qualitative data rather than solely quantitative.
- 9.5 It is far harder to make such a distinction in a GTAA. The traditional method of identifying need by considering the ability to afford the required accommodation on the open market cannot be applied to Gypsies and Travellers: firstly since the barriers to accessing pitches are not always cost-related, and secondly because gathering reliable financial and employment information from Gypsies and Travellers, due to cultural barriers, can be difficult.
- 9.6 This background provides the basis for the definition of need given in the guidance and used in this report (see Chapter 1). This goes beyond the definition used for the settled community based on financial constraints and the standard categories of unsuitability; it

also includes accommodation made unsuitable due to the psychological effects brought about by giving up the traditional, caravan-based life.

## Policy Changes

- 9.7 As noted in Chapter 1, in 2012 the Coalition Government brought about new legislation regarding Gypsy and Traveller accommodation. This emphasises a more localist way of providing sites for travellers, building on earlier commitments to strengthen measures to ensure fair and equal treatment for Gypsies and Travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 9.8 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.

## New pitch provision

- 9.9 Table 9.1 summarises the results from Chapter 8. It should be noted that the first 5-year period is determined by survey responses, whilst future 5-year periods are determined by projections based on data collected by the surveys.

Table 9.1: Summary of Gypsy, Traveller and Travelling Showpeople accomm. needs 2014-34				
Period	Residential pitches	Travelling Showpeople plots	Transit sites/emergency stopping places	Bricks and mortar accommodation
Total 2014-19	70	6	4-5	21
Total 2019-24	21	2	0	25
Total 2024-29	22	3	0	27
Total 2029-34	22	3	0	29
<b>Total 2014-2034</b>	<b>135</b>	<b>14</b>	<b>4-5</b>	<b>102</b>

Source: Table 8.11 Devon Partnership GTAA 2015

- 9.10 There is a need for permanent residential pitches equivalent to a 89% increase of the current supply (152 authorised pitches) over the next twenty years. However, it is likely that this represents a minimum need over the 20 year period. The main drivers of need are from newly forming families on authorised sites, families living on unauthorised encampments, families living on unauthorised developments, overcrowding and psychological aversion of households living in bricks and mortar accommodation.
- 9.11 Table 9.2 shows permanent pitch requirements for the whole of the study area for the period 2014/15 to 2034/35. Teignbridge and Mid Devon have the largest requirement for

new pitches. However, it should be noted that this does not mean that accommodation need should be met where it arises. Table 9.3 shows that there is a need for 14 Travelling Showpeople plots between 2014-2034.

- 9.12 Table 9.4 shows housing requirements between 2014-2034. The low need for additional housing during the first five years is due to few households currently living on site wanting to live in bricks or mortar accommodation, whilst some Gypsies and Travellers currently living in bricks in mortar accommodation display psychological aversion (so would prefer to live on site). Future need is mainly due to population growth. However, it is likely that the housing needs of Gypsy and Traveller families will have been considered by existing evidence such as Housing Needs Assessments (HNAs) or Strategic Housing Market Assessments (SHMAs).
- 9.13 New housing provision for Gypsies and Travellers may need to accommodate larger families. Similarly, there may be a requirement for space to accommodate trailers and caravans. Also, it is important to acknowledge the cultural sensitivities involved in allocating housing to Gypsy and Traveller families. For example, allocating housing without access to open space may negatively impact on re-housed families' satisfaction with accommodation.
- 9.14 Also, as discussed in Chapter 2, Gypsies and Travellers living in bricks and mortar accommodation sometimes face discrimination and hostility from the settled community. It may be useful to consider the provision of alternative accommodation which directly meet the needs Gypsies and Travellers such as group housing schemes.
- 9.15 Table 9.5 shows transit site/emergency stopping place requirements for the period 2014-2034. It suggests that throughout the study area there is a need for 4-5 new transit sites/emergency stopping places each consisting of between 4-5 pitches.
- 9.16 Please note that the licensing status of one site in East Devon is currently being reviewed. At the time of the surveys and completion of the GTAA Final Report the site was registered as a Gypsy and Traveller site. A change from a Gypsy and Traveller site to a general caravan site would impact on East Devon's base figures (a reduction from 36 to 24 pitches). This would subsequently impact on current and future accommodation needs figures from 37 to 30 additional pitches for the period 2014-2034.

Table 9.2 Twenty year Gypsy and Traveller pitch needs summary 2014-34

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Dartmoor NP	2	1	0	0	0	1	3
East Devon	36	22	5	5	5	37	73
Exeter	10	5	1	1	1	8	18
Exmoor NP	0	0	0	0	0	0	0
Mid Devon	53	15	6	7	7	35	88
North Devon	3	3	1	1	1	6	9
Teignbridge	44	16	7	7	7	37	81
Torbay	0	2	0	0	0	2	2
Torridge	4	6	1	1	1	9	13
Total	152	70	21	22	22	135	287

Source: Devon Partnership GTAA 2015

Table 9.3 Summary of Travelling Showpeople accommodation needs 2014-34

	2014-2019	2019-2034
East Devon	1	2
Mid Devon	5	6

Source: Devon Partnership GTAA 2015

Table 9.4 Gypsy and Traveller bricks and mortar needs summary 2014-34

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Dartmoor NP	4	0	0	0	0	0	4
East Devon	72	5	6	6	6	23	95
Exeter	20	1	2	2	2	7	27
Exmoor NP	1	0	0	0	0	0	1
Mid Devon	106	7	8	9	10	34	140
North Devon	6	0	0	1	1	2	8
Teignbridge	88	6	7	7	8	28	116
Torbay	13	1	1	1	1	4	17
Torridge	8	1	1	1	1	4	12
Total	318	21	25	27	29	102	420

Source: Devon Partnership GTAA 2015

Table 9.5 G&amp;T Transit/Emergency stopping place requirements 2014-2034 (sites)

	2014-2019	2019-2034
Sites/places	4/5	0
Total	4/5	0

Source: Devon Partnership GTAA 2015

## **Facilitating new sites**

- 9.17 A key issue remains the facilitation of new sites. Over the last 30 years most new provision within the study area has comprised of privately owned sites. Analysis of current provision (see Chapter 4) suggests that around 90% of all current authorised, permanent provision within the study area is privately owned whilst only around 10% is publically owned. As discussed in Chapter 6, most Gypsy and Traveller families would prefer to reside on privately-owned family-sized sites. However, only five respondents said that they could afford to buy land in order to develop their own site.
- 9.18 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.
- 9.19 The above suggests that there is a need for local authorities to consider how they can facilitate the provision of new sites. One solution is to consider the contribution of windfall sites. It is apparent from work undertaken as part of this GTAA that a number of windfall sites have become available for development since 2006. Although consideration of windfall sites should not prohibit local authorities proactively facilitating new sites, they may nonetheless contribute towards accommodation need.
- 9.20 Some accommodation need can be addressed by expanding existing sites and yards. Families surveyed on existing privately owned sites have expressed desire in the future to expand existing sites with further pitch provision. Further need could be provided by considering granting planning permission to occupiers of sites with temporary permission and residing on unauthorised developments. It is also important to reconsider conditional planning permissions which restrict occupation to a named occupier.
- 9.21 The Homes and Community Agency (HCA) allocated £13.8m for the provision of 203 new sites within the South West for the period 2011-15 including £1.35m for the provision of 15 new pitches at the Haldon Ridge site in Teignbridge. Although the HCA 2011-2015 Traveller Pitch Funding programme is now closed, local authorities can apply for funding as part of the HCA's 2015-18 Affordable Homes Programme (AHP). There is no specific budget for the provisions of Gypsy and Traveller pitches, although applications for such can be made within the remit of the AHP.
- 9.22 The local authorities 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 the 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 RSLs.

Local authorities should jointly examine their Strategic Housing Land Availability Assessments (SHLAAs) to identify suitable locations.

- 9.23 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.
- 9.24 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 community<sup>60</sup>.
- 9.25 Finally, a Community Land Trust option should also be considered. Community Land Trusts (CLTs) are locally-based not-for-profit organisations that own land and property in trust for the benefit of a defined community. It is a legal entity, like a Company or a Co-operative, which holds assets, such as land, for a group of people. The Trust exists independently of its members and its assets cannot be sold on for profit but are held, in perpetuity, to preserve their use for a specific purpose. This may include 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 community.

### **The distribution of new sites**

- 9.26 As has been acknowledged throughout this report, accommodation need does not have to be met where it arises. The study area is defined based on the local authorities who have joined together to commission the GTAA. The role of the duty-to-cooperate will be vital in ensuring that LPAs work closely together to ensure that needs, as far as realistic, are met by the study area authorities.
- S38. One means of determining how accommodation need is met is for all need to be met equally by local authorities within the study area (i.e. 15 additional pitches per local authority for the period 2014/5-2034/5). However, it is unlikely that this would be acceptable to all local authorities. As such, if need cannot be shared amongst all local authorities, and does not need to be met where it arises, the report suggests that the study area local authorities should collaborate to help determine how to meet the accommodation needs of Gypsies and Travellers.
- 9.27 It is also recommended that the accommodation needs of Travelling Showpeople are jointly met by the two local authorities where families are currently residing: East Devon and Mid

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<sup>60</sup> *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.

Devon. However, this does not preclude all local authorities within the study area ensuring that event sites have good provision in terms of, for example, electricity supply and security for the overnight storage of equipment.

### The location of new sites

- 9.28 Based on survey responses, most Gypsies and Travellers living in the study area would prefer small, family sized sites. Stakeholder comments suggested that smaller sites are preferred by Gypsy and Traveller households.
- 9.29 This distribution is based on where need arises and is not necessarily where it should be met i.e. need could be met throughout the whole the study area. Specific sites suitable for development should be outlined by local authorities and guidance offered on the type of land that is likely to obtain planning permission as well as land that is *unlikely* to. Advice on the planning process should also be offered.
- 9.30 Ongoing monitoring of site provision and vacant pitches should be undertaken by the local authorities alongside discussions with Gypsies and Travellers to ensure that any additional need that may arise over the study period is identified. The precise location (along with design and facilities) will, however, need to be drawn up in consultation with Gypsies and Travellers to ensure the extra provision meets their needs. Government guidance on site design stresses the importance of access to services and the promotion of 'integrated co-existence' between the site and surrounding community.<sup>61</sup>
- 9.31 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 may be scope for expanding existing sites to meet some of the need. However, the preference is for smaller sites which tend to be easier to manage.
- 9.32 Table 9.4 identifies a requirement for 4-5 transit sites/emergency stopping places each with 4-5 pitches in the 2014-2019 period to help further reduce the number of unauthorised encampments within the study area. However, it is important to be aware that if these are provided before the shortfall in residential pitches is met, there is a risk that they will effectively be used as permanent/residential sites with all the ensuing management issues that would incur.
- 9.33 It is recommended that transit sites or emergency stopping places are located close to the main arterial routes identified by the GTAA such as the A30. Local authorities should also consider locating transit provision close to where a large proportion of unauthorised

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<sup>61</sup> CLG Designing Gypsy and Traveller Sites Good Practice Guide, May 2008 located at: <http://www.communities.gov.uk/documents/housing/pdf/designinggypsiesites.pdf>.



encampments have previously occurred i.e. within the Torbay, Torridge, Exeter or North Devon local authority areas.

- 9.34 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 service – is it possible for the new site to connect to nearby mains services e.g. electricity, gas, water or sewage?
- Can good drainage be ensured on the new site?

*Social*

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

*Availability*

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

*Deliverability*

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

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

- The affordability of land suitable for the development of new sites and the cost of development
- The need to ensure that new sites are within reasonable travelling distance of social, welfare and cultural services
- The need to carefully consider the proximity of new sites to existing sites i.e. to consider the social tensions that may arise if new sites are located too close to existing sites

- The sustainability of new sites i.e. ensuring that they do not detrimentally impact on the local environment and do not place undue pressure on the local infrastructure

- 9.36 Evidence derived from the survey suggested that most respondents did not identify preferred locations for new sites in the study area. However, some respondents stated that new sites should be located away from busy roads or industrial areas.
- 9.37 Gypsies and Travellers undertaking the survey suggested that it is important that new sites are located close to amenities such as shops, schools and health facilities and have good transport links. Also, there was concern by residents of some sites that new sites have paved access and good lighting as they currently have to walk alongside busy traffic.
- 9.38 CLG (2012) guidance suggests that local planning authorities should strictly limit new Gypsy and Traveller site development in the open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas respect the scale of, and do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure.
- 9.39 It also states that when considering applications, local planning authorities should attach weight to the following matters:
- a. effective use of previously developed (brownfield), untidy or derelict land
  - b. sites being well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness
  - c. promoting opportunities for healthy lifestyles, such as ensuring adequate landscaping and play areas for children
  - d. not enclosing a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community
  - e. that they should determine applications for sites from any Gypsies or Travellers and not just those with local connections
- 9.40 By considering the guidance outlined above as well as the results of the Gypsy and Traveller survey and stakeholder consultation, it is possible to identify broad locations for the provision of new sites in relation to the study area.
- 9.41 There are families within the study area who would like to increase the number of pitches and/or number of caravans allowed per pitch on existing sites. The consideration of expansion of sites with adequate space would contribute towards meeting existing need. This particularly relates to private family sites in East Devon, Mid Devon and Teignbridge.
- 9.42 Similarly, there are a number of unauthorised developments located throughout East Devon and Teignbridge (although the latter have provided alternative provision). Again,

authorisation of those which meet planning regulations could contribute towards meeting accommodation need.

- 9.43 Also, it should be considered that licensed Gypsy and Traveller sites which accommodate non-Gypsies or Travellers negatively impacts on accommodation provision. Councils should monitor and ensure sites (particularly large private sites with rental pitches which are licenced and gained planning permission on the condition that pitches are for Gypsies and Travellers) are only occupied by Gypsies and Travellers. If this is not the case, the permission, licence and conditions will need to be revised.
- 9.44 It is important to note that need does not have to be met where it arises i.e. it could be met throughout the study area. Also, it would be advantageous for local authorities to collaborate in order to meet accommodation need
- 9.45 Travelling Showpeople primarily live on yards in East Devon and Mid Devon. It is likely that any further permanent provision would be in these areas. The preferred locations for transit and emergency stopping provision for Travelling Showpeople is less obvious. This will be influenced by where fairs and events are held and if they already offer temporary accommodation provision. Those surveyed spoke about the importance of access to the motorways as they “provide good links to potential work opportunities”. Due to the size of their work equipment and vehicles, Travelling Showpeople felt that yards need to have good access to motorways and major roads and should not be too near minor small village roads.

### **The size of new pitches**

- 9.46 CLG (2008) guidance states that there is no one-size-fits-all measurement of a pitch as, in the case of the settled community, this depends on the size of individual families and their particular needs. However, they do suggest that as a general guide, it is possible to specify that an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers, drying space for clothes, a lockable shed (for bicycles, wheelchair storage etc.)), parking space for two vehicles and a small garden area.
- 9.47 Based on CLG guidance, it can be determined that a pitch of approximately 325 square metres would take into account all minimum separation distance requirements between caravans and pitch boundaries as stipulated in guidance and safety regulations for caravan development. A pitch size of at least 500 square metres would comfortably accommodate the following on-pitch facilities:
- Hard standing for 1 touring/mobile caravan and 1 static caravan
  - 2 car parking spaces
  - 1 amenity block
  - Hard standing for storage shed and drying

- Garden/amenity area

9.48 It is recommended that emergency stopping place pitches are sufficiently large to accommodate hard standing for 1 touring/mobile caravan and 1 static caravan, as well as 2 car parking spaces. It is also important that emergency stopping places provide at least minimum facilities such as electricity, water, toilets and provision for waste collection.

## Summary

9.49 There is an overall shortfall in the study area over the next twenty years of some 135 residential pitches, 4-5 transit sites/emergency stopping places each with 4-5 pitches for Gypsies and Travellers, and 14 plots for Travelling Showpeople. 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 publically owned sites should undertake that maintenance issues are swiftly resolved and that smaller sites are easier to manage.

9.50 Finally, this report recommends that local authorities can promote race equality towards Gypsies and Travellers by<sup>62</sup>:

- Developing a holistic vision for their work on Gypsies and Travellers, and embedding it in Community and Homelessness Strategies, Local Development Frameworks and planning and reporting obligations under the Equality Act 2010.
- Reviewing all policies on accommodation for Gypsies and Travellers.
- Supporting the training of elected members and officers using courses such as those developed by the Local Government Association (LGA).
- Advising Gypsies and Travellers on the most suitable land for residential use and provide help with the application process.
- Developing an internal policy on how to deal with racist representations in the planning approval process.

9.51 We would recommend following the collation of this evidence that the local authorities collectively do the following:

- Develop criteria and process for determining suitability of Gypsy and Traveller sites, as indicated above.
- Review existing provision for opportunities for expansion where suitable and appropriate.

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<sup>62</sup> Equality and Human Rights Commission, *Gypsies and Travellers: Simple Solutions for Living Together*, March 2009 located at: [http://www.equalityhumanrights.com/uploaded\\_files/gypsies\\_and\\_travellers.pdf](http://www.equalityhumanrights.com/uploaded_files/gypsies_and_travellers.pdf)

- Review temporary and unauthorised provision to consider whether permanent permission would be appropriate.
- Identify locations for new provision.

## Appendix 1: District breakdowns

- A1. The following tables show a detailed breakdown of projected need for residential pitches and for housing units in the study area over the 2014-2034 period. They show the calculations of need for residential pitches for both 2014-2019, and a twenty year summary. The summary table shows the overall need broken down over each five year period, and an annual average need figure (n.b. due to rounding the sum of the district totals may exceed the area wide totals).
- A2. These are based on the proportions of Gypsy and Traveller households living on pitches or in bricks and mortar accommodation displaying these needs rather than individual cases within districts or boroughs. This is because the statistical sample for individual districts and boroughs is relatively small. As such, analysing small subgroups, especially where the overall Gypsy and Traveller population is small, may create significant anomalies. In addition the summaries show the projected changes to the overall Gypsy and Traveller population in housing, although this change is dependent on the provision of the pitches required.

**Dartmoor National Park**Table A.1: Five year estimate of the need for permanent/residential site pitches (2014-2019)  
(Dartmoor National Park)

1) Current occupied permanent / residential site pitches	2.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.1
4) Number of family units on sites expected to leave the area in the next 5 years	0.0
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	0.0
7) Additional supply generated by movement within the stock	0.2
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>0.3</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	0.2
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0.2
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	0.5
Total Need	0.9
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	0.6
Total Need	<b>1.5</b>
<i>Balance of Need and Supply</i>	
Total Need	<b>1.5</b>
Less total supply	<b>0.3</b>
Total Additional Pitch Requirement	<b>1.2 → 1</b>
Annualised Additional Pitch Requirement	<b>0.2</b>

Source: Devon Partnership GTAA 2015

Table A2: Twenty year summary (2014 – 2034) (Dartmoor National Park)

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	2	1	0	0	0	1 (0.05)	3
Bricks and Mortar	4	0	0	0	0	0 (0.0)	4

Source: Devon Partnership GTAA 2015

**East Devon**

Table A.3: Five year estimate of the need for permanent/residential site pitches (2014-2019)  
(East Devon District Council)

1) Current occupied permanent / residential site pitches	36.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	1.0
4) Number of family units on sites expected to leave the area in the next 5 years	0.5
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	6.0
7) Additional supply generated by movement within the stock	3.0
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>10.5</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	3.0
10) Family units on unauthorised encampments requiring residential pitches in the area	2.0
11) Family units on unauthorised developments requiring residential pitches in the area	2.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	3.5
13) New family units expected to arrive from elsewhere	0.5
14) New family formations expected to arise from within existing family units on sites	10.3
<b>Total Need</b>	<b>21.3</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	10.8
<b>Total Need</b>	<b>32.1</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>32.1</b>
<b>Less total supply</b>	<b>10.5</b>
<b>Total Additional Pitch Requirement</b>	<b>21.6 → 22</b>
<b>Annualised Additional Pitch Requirement</b>	<b>4.3</b>

Source: Devon Partnership GTAA 2015

Table A4: Twenty year summary (2014 – 2034) (East Devon)

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	36	22	5	5	5	37 (1.8)	73
Bricks and Mortar	72	5	6	6	6	23 (1.2)	95

Source: Devon Partnership GTAA 2015



**Exeter City Council**

Table A.5: Five year estimate of the need for permanent/residential site pitches (2014-2019) (Exeter City Council)	
1) Current occupied permanent / residential site pitches	10.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	1.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.3
4) Number of family units on sites expected to leave the area in the next 5 years	0.1
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	0.0
7) Additional supply generated by movement within the stock	0.8
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>2.3</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	0.8
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	1.0
13) New family units expected to arrive from elsewhere	0.1
14) New family formations expected to arise from within existing family units on sites	2.6
<b>Total Need</b>	<b>4.5</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	3.0
<b>Total Need</b>	<b>7.5</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>7.5</b>
<b>Less total supply</b>	<b>2.3</b>
<b>Total Additional Pitch Requirement</b>	<b>5.2 → 5</b>
<b>Annualised Additional Pitch Requirement</b>	<b>1.0</b>

Source: Devon Partnership GTAA 2015

Table A6: Twenty year summary (2014 – 2034) (Exeter City Council)							
	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	10	5	1	1	1	8 (0.4)	18
Bricks and Mortar	20	1	2	2	2	7 (0.4)	27

Source: Devon Partnership GTAA 2015

**Exmoor National Park**Table A.7: Five year estimate of the need for permanent/residential site pitches (2014-2019)  
(Exmoor National Park)

1) Current occupied permanent / residential site pitches	0.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.0
4) Number of family units on sites expected to leave the area in the next 5 years	0.0
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	0.0
7) Additional supply generated by movement within the stock	0.0
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>0.0</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	0.0
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	0.0
<b>Total Need</b>	<b>0.0</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	0.2
<b>Total Need</b>	<b>0.2</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>0.2</b>
<b>Less total supply</b>	<b>0.0</b>
<b>Total Additional Pitch Requirement</b>	<b>0.2 → 0</b>
<b>Annualised Additional Pitch Requirement</b>	<b>0.0</b>

Source: Devon Partnership GTAA 2015

Table A8: Twenty year summary (2014 – 2034) (Exmoor National Park)

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	0	0	0	0	0	0 (0.0)	0
Bricks and Mortar	1	0	0	0	0	0 (0.0)	1

Source: Devon Partnership GTAA 2015

**Mid Devon District Council**

Table A.9: Five year estimate of the need for permanent/residential site pitches (2014-2019) (Mid Devon District Council)

1) Current occupied permanent / residential site pitches	53.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	1.5
4) Number of family units on sites expected to leave the area in the next 5 years	0.7
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	20.0
7) Additional supply generated by movement within the stock	4.5
8) Less pitches with temporary planning permission	2.0
<b>Total Supply</b>	<b>24.7</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	4.5
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	5.2
13) New family units expected to arrive from elsewhere	0.7
14) New family formations expected to arise from within existing family units on sites	13.7
<b>Total Need</b>	<b>24</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	15.9
<b>Total Need</b>	<b>39.9</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>39.9</b>
<b>Less total supply</b>	<b>24.7</b>
<b>Total Additional Pitch Requirement</b>	<b>15.2 → 15</b>
<b>Annualised Additional Pitch Requirement</b>	<b>3</b>

Source: Devon Partnership GTAA 2015

Table A10: Twenty year summary (2014 – 2034) (Mid Devon District Council)

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	53	15	6	7	7	35 (1.8)	88
Bricks and Mortar	106	7	8	9	10	34 (1.7)	140

Source: Devon Partnership GTAA 2015

**North Devon Council**Table A.11: Five year estimate of the need for permanent/residential site pitches (2014-2019)  
(North Devon Council)

1) Current occupied permanent / residential site pitches	3.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.1
4) Number of family units on sites expected to leave the area in the next 5 years	0.0
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	1.0
7) Additional supply generated by movement within the stock	0.3
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>1.4</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	0.3
10) Family units on unauthorised encampments requiring residential pitches in the area	1.6
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0.3
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	1.2
<b>Total Need</b>	<b>3.4</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	0.9
<b>Total Need</b>	<b>4.3</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>4.3</b>
<b>Less total supply</b>	<b>1.4</b>
<b>Total Additional Pitch Requirement</b>	<b>2.9 → 3</b>
<b>Annualised Additional Pitch Requirement</b>	<b>0.6</b>

Source: Devon Partnership GTAA 2015

Table A12: Twenty year summary (2014 – 2034) (North Devon Council)

	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	3	3	1	1	1	6 (0.3)	9
Bricks and Mortar	6	0	0	1	1	2 (0.1)	8

Source: Devon Partnership GTAA 2015

**Teignbridge District Council**

Table A.13: Five year estimate of the need for permanent/residential site pitches (2014-2019) (Teignbridge District Council)	
1) Current occupied permanent / residential site pitches	44.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	1.2
4) Number of family units on sites expected to leave the area in the next 5 years	0.6
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	29.0
7) Additional supply generated by movement within the stock	3.7
8) Less pitches with temporary planning permission	2.0
<b>Total Supply</b>	<b>32.5</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	3.7
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	12.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	4.3
13) New family units expected to arrive from elsewhere	0.6
14) New family formations expected to arise from within existing family units on sites	14.4
<b>Total Need</b>	<b>48.2</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	13.2
<b>Total Need</b>	<b>48.2</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>48.2</b>
<b>Less total supply</b>	<b>32.5</b>
<b>Total Additional Pitch Requirement</b>	<b>15.7 → 16</b>
<b>Annualised Additional Pitch Requirement</b>	<b>3.1</b>

Source: Devon Partnership GTAA 2015

Table A14: Twenty year summary (2014 – 2034) (Teignbridge District Council)							
	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	44	16	7	7	7	37 (1.8)	81
Bricks and Mortar	88	6	7	7	8	28 (1.4)	116

Source: Devon Partnership GTAA 2015

**Torbay Council**

Table A.15: Five year estimate of the need for permanent/residential site pitches (2014-2019) (Torbay Council)	
1) Current occupied permanent / residential site pitches	0.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.0
4) Number of family units on sites expected to leave the area in the next 5 years	0.0
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	0.0
7) Additional supply generated by movement within the stock	0.0
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>0.0</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	0.0
10) Family units on unauthorised encampments requiring residential pitches in the area	0.0
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0.0
13) New family units expected to arrive from elsewhere	0.0
14) New family formations expected to arise from within existing family units on sites	0.0
<b>Total Need</b>	<b>0.0</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	2.0
<b>Total Need</b>	<b>2.0</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>2.0</b>
<b>Less total supply</b>	<b>0.0</b>
<b>Total Additional Pitch Requirement</b>	<b>2.0 → 2</b>
<b>Annualised Additional Pitch Requirement</b>	<b>0.4</b>

Source: Devon Partnership GTAA 2014

Table A16: Twenty year summary (2014 – 2034) (Torbay Council)							
	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	0	2	0	0	0	2 (0.1)	2
Bricks and Mortar	13	1	1	1	1	4 (0.2)	17

Source: Devon Partnership GTAA 2015

## Torridge District Council

Table A.17: Five year estimate of the need for permanent/residential site pitches (2014-2019) (Torridge District Council)	
1) Current occupied permanent / residential site pitches	4.0
<i>Current residential supply</i>	
2) Number of unused residential pitches available	0.0
3) Number of existing pitches expected to become vacant through mortality 2014-2019	0.1
4) Number of family units on sites expected to leave the area in the next 5 years	0.1
5) Number of family units on sites expected to move into housing in the next 5 years	0.0
6) Residential pitches planned to be built or to be brought back into use 2014-2019	0.0
7) Additional supply generated by movement within the stock	0.3
8) Less pitches with temporary planning permission	0.0
<b>Total Supply</b>	<b>0.5</b>
<i>Current residential need: Pitches</i>	
9) Family units (on pitches) seeking residential pitches in the area, 2014-2019, excluding those already counted as moving due to overcrowding in step 12	0.3
10) Family units on unauthorised encampments requiring residential pitches in the area	2.4
11) Family units on unauthorised developments requiring residential pitches in the area	0.0
12) Family units currently overcrowded on pitches seeking residential pitches in the area, excluding those containing an emerging family unit	0.4
13) New family units expected to arrive from elsewhere	0.1
14) New family formations expected to arise from within existing family units on sites	1.7
<b>Total Need</b>	<b>4.8</b>
<i>Current residential need: Housing</i>	
15) Family units in housing but with a psychological aversion to housed accommodation	1.2
<b>Total Need</b>	<b>6.0</b>
<i>Balance of Need and Supply</i>	
<b>Total Need</b>	<b>6.0</b>
<b>Less total supply</b>	<b>0.5</b>
<b>Total Additional Pitch Requirement</b>	<b>5.5 → 6</b>
<b>Annualised Additional Pitch Requirement</b>	<b>1.2</b>

Source: Devon Partnership GTAA 2015

Table A18: Twenty year summary (2014 – 2034) (Torridge District Council)							
	Base Numbers 2014	Additional need 2014- 2019	Additional need 2019- 2024	Additional need 2024- 2029	Additional need 2029- 2034	Additional need 2014- 2034	Numbers as at 2034
Residential pitches	4	6	1	1	1	9 (0.4)	13
Bricks and Mortar	8	1	1	1	1	4 (0.2)	12

Source: Devon Partnership GTAA 2015



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